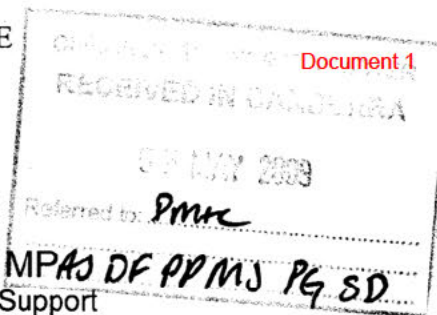


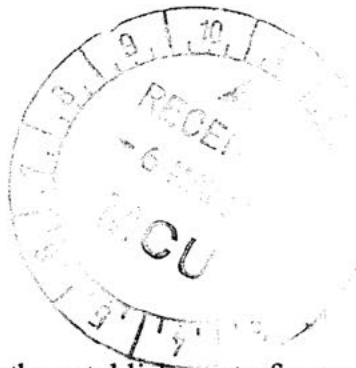
C09/24165



The Hon Dr Mike Kelly AM MPAS DF PPMS PG SD
Parliamentary Secretary for Defence Support

The Hon Kevin Rudd MP
Prime Minister
Parliament House
CANBERRA ACT 2600

04 MAY 2009



Dear Prime Minister

I write to seek your support for the establishment of new awards for the purpose of recognising Defence-related service.

In October 2007 Defence established a Review of Defence Honours, Awards and Commendations Policies. The Review panel reported its findings in February 2008 and made 21 recommendations. These have been considered at length by the Chiefs of Service Committee (COSC) and more recently by the Interdepartmental Committee of Defence Honours and Awards (IDC). The key recommendations agreed by COSC are summarised below:

s 22(1)(a)(ii)

- the establishment of a family of Meritorious Service Decorations for warlike service not 'in action';

s 22(1)(a)(ii)

If endorsed, the above recommendations will have an effect on the Australian Honours and Awards System.

s 22(1)(a)(ii)

s 22(1)(a)(ii)

s 22(1)(a)(ii) At its meeting on 22 July 2008, the IDC agreed in principle to the key recommendations that were supported by COSC.

I would now like to elaborate further on these recommendations.

s 22(1)(a)(ii)

Establishing the Meritorious Service Decorations

The increased level of operational commitment by the ADF has highlighted a gap in the Australian Honours and Awards System for the recognition of outstanding performance and achievement in warlike situations. Currently members of the ADF may be recognised for distinguished service in warlike situations in action with Distinguished Service Decorations (DSDs).

There are currently no awards available, however, to recognise performance or achievement in warlike situations other than in action. Options that have been explored to address this deficiency have included more liberal use of appointments within the Order of Australia or extension of the Conspicuous Service Decorations (CSDs) to include warlike situations. These options have proven to be unviable.

The Order of Australia is subject to a strict quota and any extension of the current numbers of appointments over quota within the Order for ADF service would lead to an imbalance in the numbers of appointments made each year. This could possibly degrade the value of the Order in the eyes of the public and would almost certainly lead to accusations of favouritism of Defence from other departments.

The CSD Regulations do not allow their award for warlike situations. Also, the CSDs have become well entrenched over time as decorations to recognise achievement or devotion to duty in non-warlike or peacetime situations. An extension of the CSDs to include warlike situations would create a situation where a member of the ADF might be awarded one of the decorations twice, once for warlike service and once for peacetime service, without any distinguishing features to indicate which is for which service. It could also quite easily lead to a situation where a member of the ADF might be awarded the higher grade decoration for peacetime service in Australia, but the lower grade decoration for warlike service.

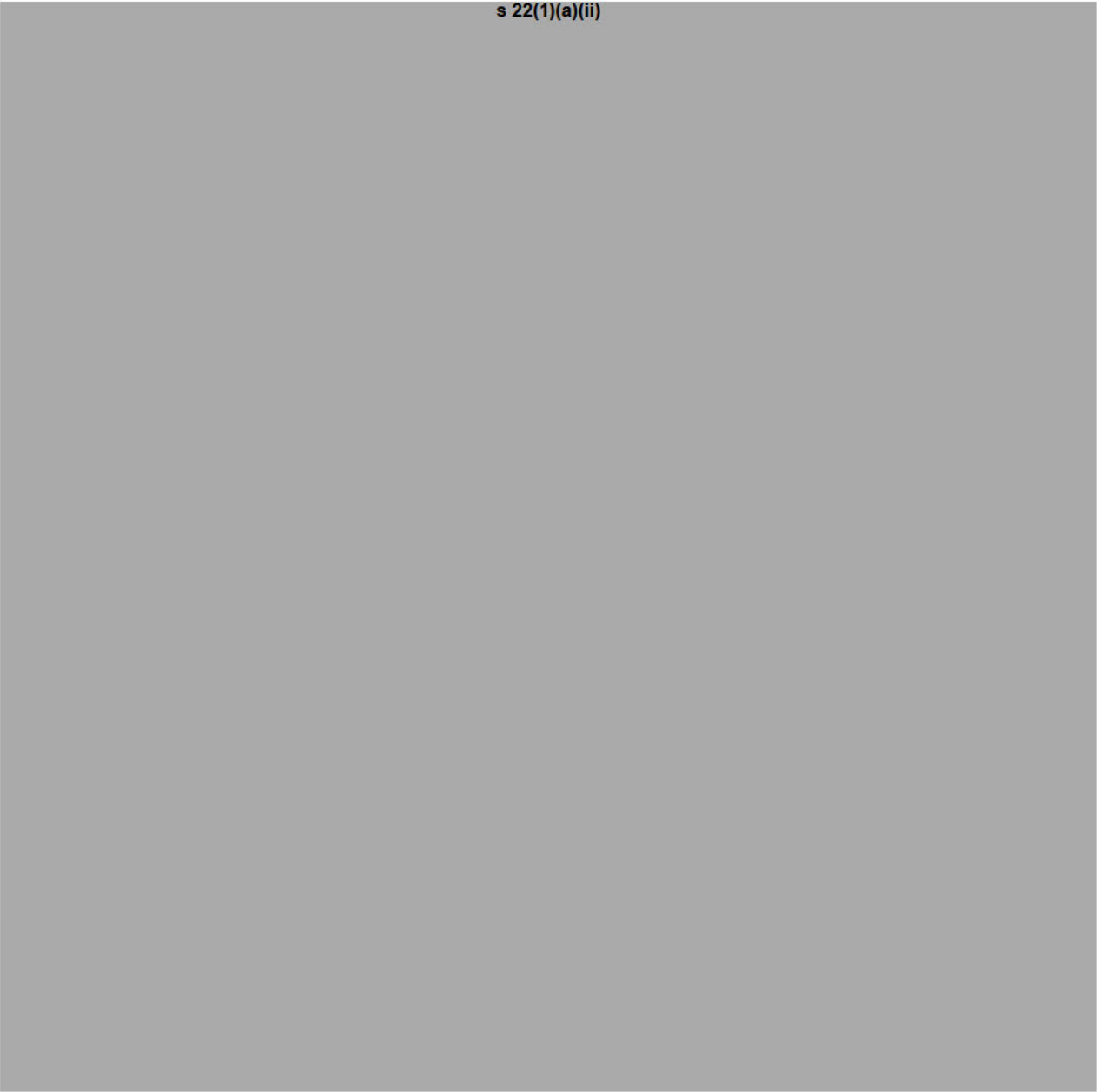
While our special forces are clearly involved in actual and sustained combat activities on the ground, our naval forces on a war footing, while not in action, perform logistic, fire support and security roles that involve the possibility of attack. Under the current arrangements, naval personnel are not eligible for the DSDs.

DSDs do not reflect the reality of the range of circumstances that may occur in the operational environment. In the Middle East Area of Operations, for example, the battlespace is not 'linear', so that all personnel including service and support, are at risk from the insurgency and terror tactics employed by the threat elements.

I believe the best option to address the situation is to establish a new set of awards, to be called the Meritorious Service Decorations, to consist of a Meritorious Service Cross and a Meritorious Service Medal. These mirror the existing Distinguished Service Cross and Distinguished Service Medal, and fill the gap between these awards and the CSDs.

With the increased level of operational commitment by members of the ADF and the need to adequately recognise those members who perform beyond the level normally expected of them, I consider it vital that a new set of awards be established to recognise such performance of duty on warlike operations but not in combat roles and request that you approve the suggestion for the establishment of the Meritorious Service Decorations.

s 22(1)(a)(ii)



I agree with the above COSC- and IDC-accepted recommendations of the Review and commend them to you for your approval.

Yours sincerely
s 22(1)(a)(ii)

MIKE/KELLY

From: s 22(1)(a)(ii)
To: [REDACTED]
Cc: [REDACTED]
Subject: Establishment of new awards to recognise Defence-related service [SEC=IN-CONFIDENCE:NO CAVEATS]
Date: Monday, 15 June 2009 4:50:41 PM
Attachments: [C09-24165 FR 3 272098-1 with DPO comments.doc](#)

Hi s 22(1)(a)(ii)

Please find attached DPO comments in regard to the establishment of new awards to recognise Defence-related service.

Happy to discuss further. Apologies for the delay.

Kind Regards

s 22(1)(a)(ii)

s 22(1)(a)(ii)

Adviser - Defence Policy and Operations
Office of National Security
Department of the Prime Minister and Cabinet

 s 22(1)(a)(ii)  s 22(1)(a)(ii)

Email: s 22(1)(a)(ii)

HONOURS-IN-CONFIDENCE



Senator the Hon John Faulkner

Special Minister of State
Cabinet Secretary

Reference: C09/24165

The Hon Dr Mike Kelly AM MP
Parliamentary Secretary to the Minister for Defence
Parliament House
CANBERRA ACT 2600

Dear Parliamentary Secretary

Thank you for your letter of 4 May 2009 to the Prime Minister proposing the establishment of new awards to recognise Defence-related service. Your letter has been referred to me as I have responsibility for honours matters within the Prime Minister's portfolio.

s 22(1)(a)(ii)

HONOURS-IN-CONFIDENCE

s 22(1)(a)(ii)

s 47C , s 47E(d)

s 22(1)(a)(ii)

s 22(1)(a)(ii)

s 47C

s 22(1)(a)(ii)

HONOURS-IN-CONFIDENCE

s 22(1)(a)(ii)

I look forward to hearing from you further in relation to the meritorious service proposal.

Yours sincerely

SENATOR THE HON JOE LUDWIG

~~JOHN FAULKNER~~
JUNE ~~May~~ 2009

From: [Rush, Peter](#)
To: s 22(1)(a)(ii)
Subject: RE: Defence recognition proposals (Kelly letter) - for discussion [SEC=UNCLASSIFIED:NO CAVEATS]
Date: Wednesday, 17 June 2009 9:44:46 AM

Thanks s 22(1)(a)(ii) If you can give me redraft by say 2, we 3 could meet later in day to discuss if necessary at say 4, OK?

From: s 22(1)(a)(ii)
Sent: Wednesday, 17 June 2009 9:38 AM
To: s 22(1)(a)(ii) Rush, Peter
Subject: RE: Defence recognition proposals (Kelly letter) - for discussion [SEC=UNCLASSIFIED:NO CAVEATS]

That's fine s 22(1)(a)(ii) many thanks. I'll make it a priority for the day to ensure that it is properly expedited.

From: s 22(1)(a)(ii)
Sent: Wednesday, 17 June 2009 9:35 AM
To: Rush, Peter
Cc: s 22(1)(a)(ii)
Subject: Defence recognition proposals (Kelly letter) - for discussion [SEC=UNCLASSIFIED:NO CAVEATS]

Peter, I have Defence Policy Branch's input on the Kelly letter, so the way is clear for us to settle this brief and letter and get it on its way. s 47C , s 47E(d)

s 47C , s 47E(d)

s 22(1)(a)(ii)

I'll spend some time this morning re-drafting the brief and letter to take account of these adjustments, and also to take account of us briefing Senator Ludwig instead of Senator Faulkner. I'll hopefully have something to show you by this afternoon, and that can be the basis of discussion.

s 22(1)(a)(ii) I know you're absorbing a lot at the moment, but this item is now quite overdue and needs to be actioned as a priority. Unfortunately there's a lot of detail to get across. I'll give you the draft brief ahead of any plans to talk to Peter, and I'll be available (as always!) to talk you through it.

s 22(1)(a)(ii)

From: s 22(1)(a)(ii)
To:
Subject: Defence Related Services [SEC=IN-CONFIDENCE:NO CAVEATS]
Date: Friday, 31 July 2009 10:58:30 AM
Attachments: [C09-24165 IC 1 269870-1.tif](#)
[C09-24165 BR 2 270921-3.doc](#)
[C09-24165 FR 3 272098-3.doc](#)

s 22(1)(a)(ii)

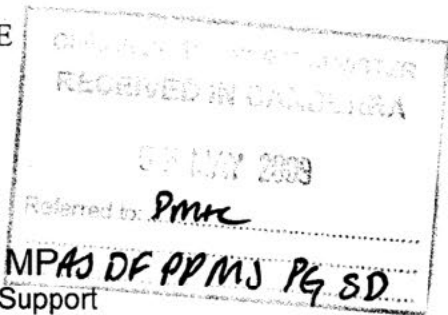
Brief as requested.

Regards

s 22(1)(a)(ii)

Department Liaison Officer
Office of Senator the Hon Joe Ludwig
Special Minister of State and Cabinet Secretary
P s 22(1)(a)(ii) ; E s 22(1)(a)(ii) @pmc.gov.au

C09/24165



The Hon Dr Mike Kelly AM MPAS DF PPMJ PG SD
Parliamentary Secretary for Defence Support

The Hon Kevin Rudd MP
Prime Minister
Parliament House
CANBERRA ACT 2600

04 MAY 2009



Dear Prime Minister

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In October 2007 Defence established a Review of Defence Honours, Awards and Commendations Policies. The Review panel reported its findings in February 2008 and made 21 recommendations. These have been considered at length by the Chiefs of Service Committee (COSC) and more recently by the Interdepartmental Committee of Defence Honours and Awards (IDC). The key recommendations agreed by COSC are summarised below:

s 22(1)(a)(ii)

- the establishment of a family of Meritorious Service Decorations for warlike service not 'in action';

s 22(1)(a)(ii)

If endorsed, the above recommendations will have an effect on the Australian Honours and Awards System.

s 22(1)(a)(ii)

s 22(1)(a)(ii)

s 22(1)(a)(ii) At its meeting on 22 July 2008, the IDC agreed in principle to the key recommendations that were supported by COSC.

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s 22(1)(a)(ii)

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The increased level of operational commitment by the ADF has highlighted a gap in the Australian Honours and Awards System for the recognition of outstanding performance and achievement in warlike situations. Currently members of the ADF may be recognised for distinguished service in warlike situations in action with Distinguished Service Decorations (DSDs).

There are currently no awards available, however, to recognise performance or achievement in warlike situations other than in action. Options that have been explored to address this deficiency have included more liberal use of appointments within the Order of Australia or extension of the Conspicuous Service Decorations (CSDs) to include warlike situations. These options have proven to be unviable.

The Order of Australia is subject to a strict quota and any extension of the current numbers of appointments over quota within the Order for ADF service would lead to an imbalance in the numbers of appointments made each year. This could possibly degrade the value of the Order in the eyes of the public and would almost certainly lead to accusations of favouritism of Defence from other departments.

The CSD Regulations do not allow their award for warlike situations. Also, the CSDs have become well entrenched over time as decorations to recognise achievement or devotion to duty in non-warlike or peacetime situations. An extension of the CSDs to include warlike situations would create a situation where a member of the ADF might be awarded one of the decorations twice, once for warlike service and once for peacetime service, without any distinguishing features to indicate which is for which service. It could also quite easily lead to a situation where a member of the ADF might be awarded the higher grade decoration for peacetime service in Australia, but the lower grade decoration for warlike service.

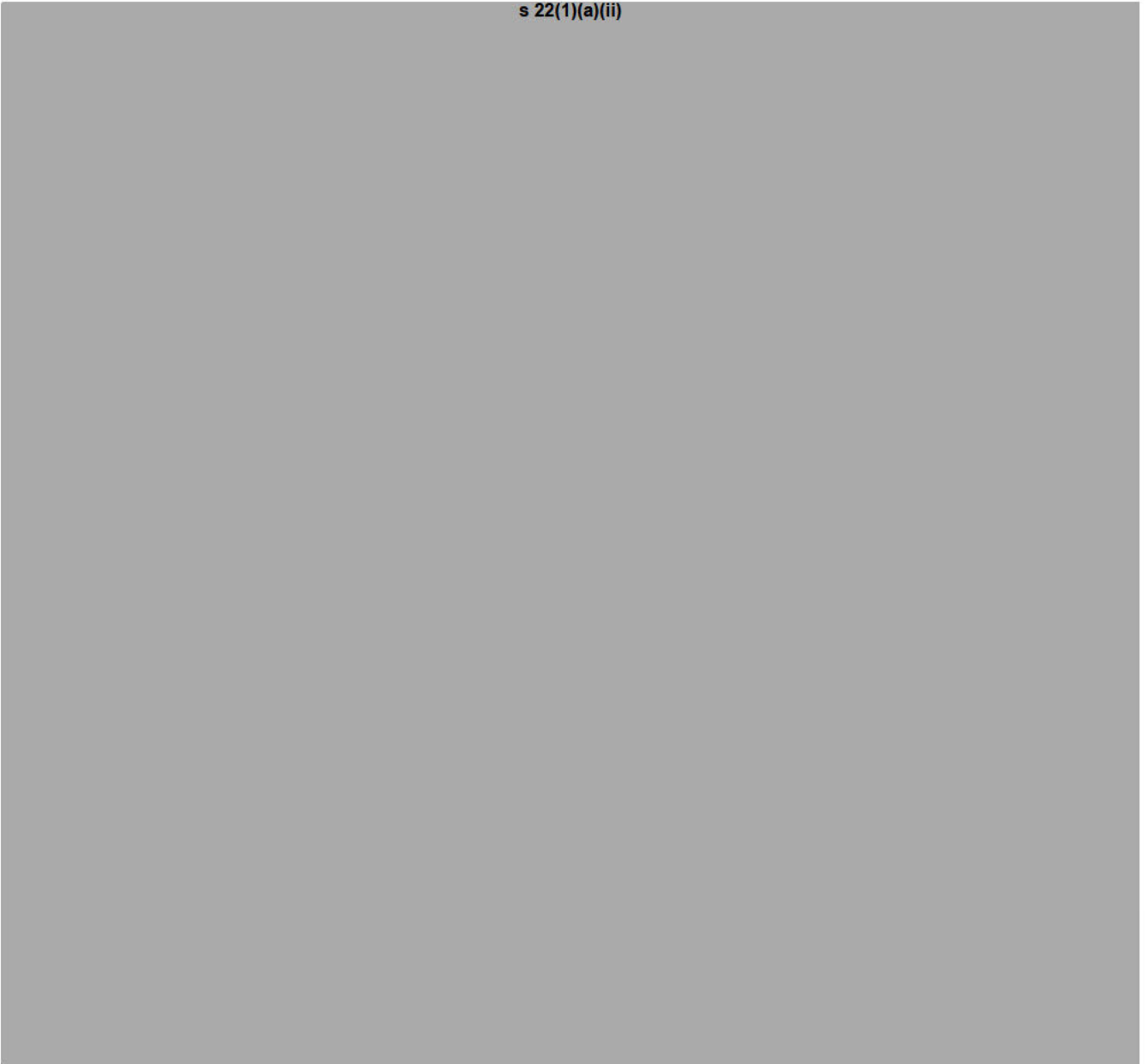
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DSDs do not reflect the reality of the range of circumstances that may occur in the operational environment. In the Middle East Area of Operations, for example, the battlespace is not 'linear', so that all personnel including service and support, are at risk from the insurgency and terror tactics employed by the threat elements.

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With the increased level of operational commitment by members of the ADF and the need to adequately recognise those members who perform beyond the level normally expected of them, I consider it vital that a new set of awards be established to recognise such performance of duty on warlike operations but not in combat roles and request that you approve the suggestion for the establishment of the Meritorious Service Decorations.

s 22(1)(a)(iii)



I agree with the above COSC- and IDC-accepted recommendations of the Review and commend them to you for your approval.

Yours sincerely
s 22(1)(a)(ii)

MIKE/KELLY

**HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET**

Ref: C09/24165

To: Cabinet Secretary (for decision)

Re: New Honours for Defence-related Service

CABSEC
s 22(1)(a)(ii)

PM&C
Secretary
s 22(1)(a)(ii)

PMO
s 22(1)(a)(ii)

Mr Rush
s 22(1)(a)(ii)

Urgency:	Timing:	Initiation:
Medium	n/a	Department

Recommendations: That you

s 22(1)(a)(ii)

s 47C , s 47E(d)

s 22(1)(a)(ii)

5. Sign attached response to the Parliamentary Secretary for Defence Support, the Hon Dr Mike Kelly AM MP.

SIGNED/NOT SIGNED

Joe Ludwig

Date:

PM&C ASSESSMENT:

The reasons for the recommendations presented are:

s 22(1)(a)(ii)

- Recommendation 2 – While proposed Meritorious Service Decorations would fill a gap in recognition, other options should be considered to avoid proliferation of awards.

s 22(1)(a)(ii)

If accepted you may see:

- Better recognition of operational service, including repeat tours and better use of existing awards to recognise distinguished service in warlike circumstances (paras 4-5, pages 2-3).

The initiatives may be considered successful when the following is observed:

- Appropriate recognition is provided for contemporary Defence-related service without a proliferation of awards. (paras 4-7, pages 2- 5).

The following sensitivities should be noted:

- Agreeing to all of Dr Kelly's recommendations could lead to community criticism of a proliferation of awards for defence service (para 12, page 5).

The financial implications of these recommendations are:

- Minimal and met by Department of Defence within existing resources (para 13, page 5).

Approved	Contact officer: s 22(1)(a)(ii)	
Peter Rush Assistant Secretary Awards and Culture 25 June 2009	Consultation: Defence Policy Branch; Department of Defence QA: s 22(1)(a)(ii)	

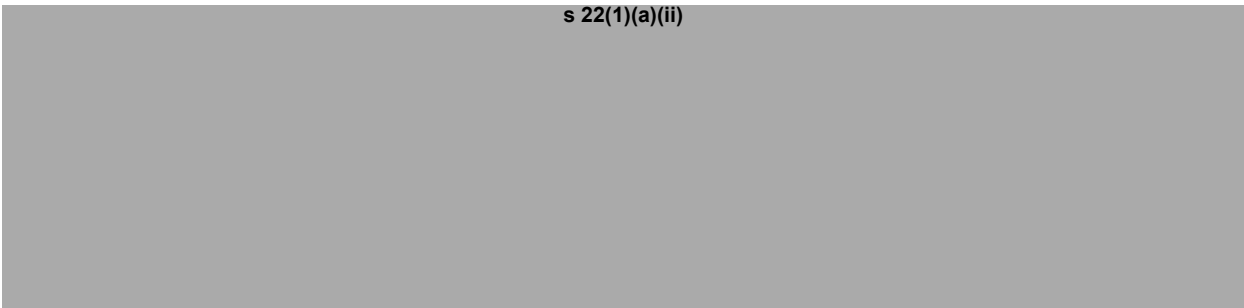
HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

Ref: C09/24165


KEY MATTERS

1. Dr Kelly seeks approval of proposed changes to awards in the honours system for defence-related service. We have assessed the proposals against longstanding principles for Australian honours policy (see para 2, Attachment B).

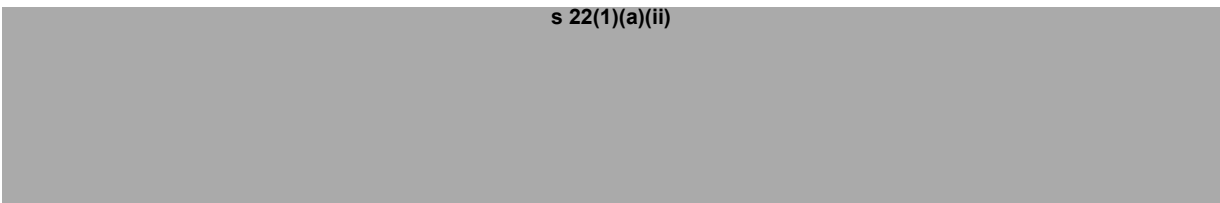
s 22(1)(a)(ii)



s 47C , s 47E(d)



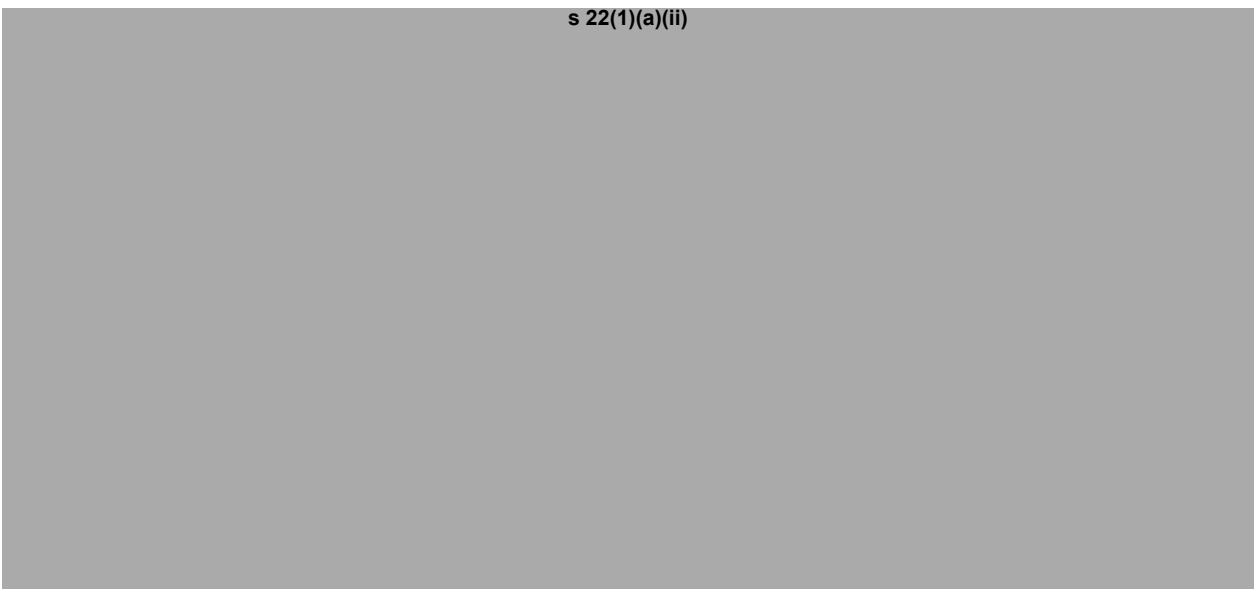
s 22(1)(a)(ii)



2. The proposals flow from the February 2008 report of an internal honours review established by the Department of Defence. The review committee consulted with external agencies, including this department (see para 1, Attachment B).
3. When considering changes to the Australian honours system, the preference should be to first investigate whether existing awards can be used or adapted to address the identified need, to avoid a proliferation of awards.

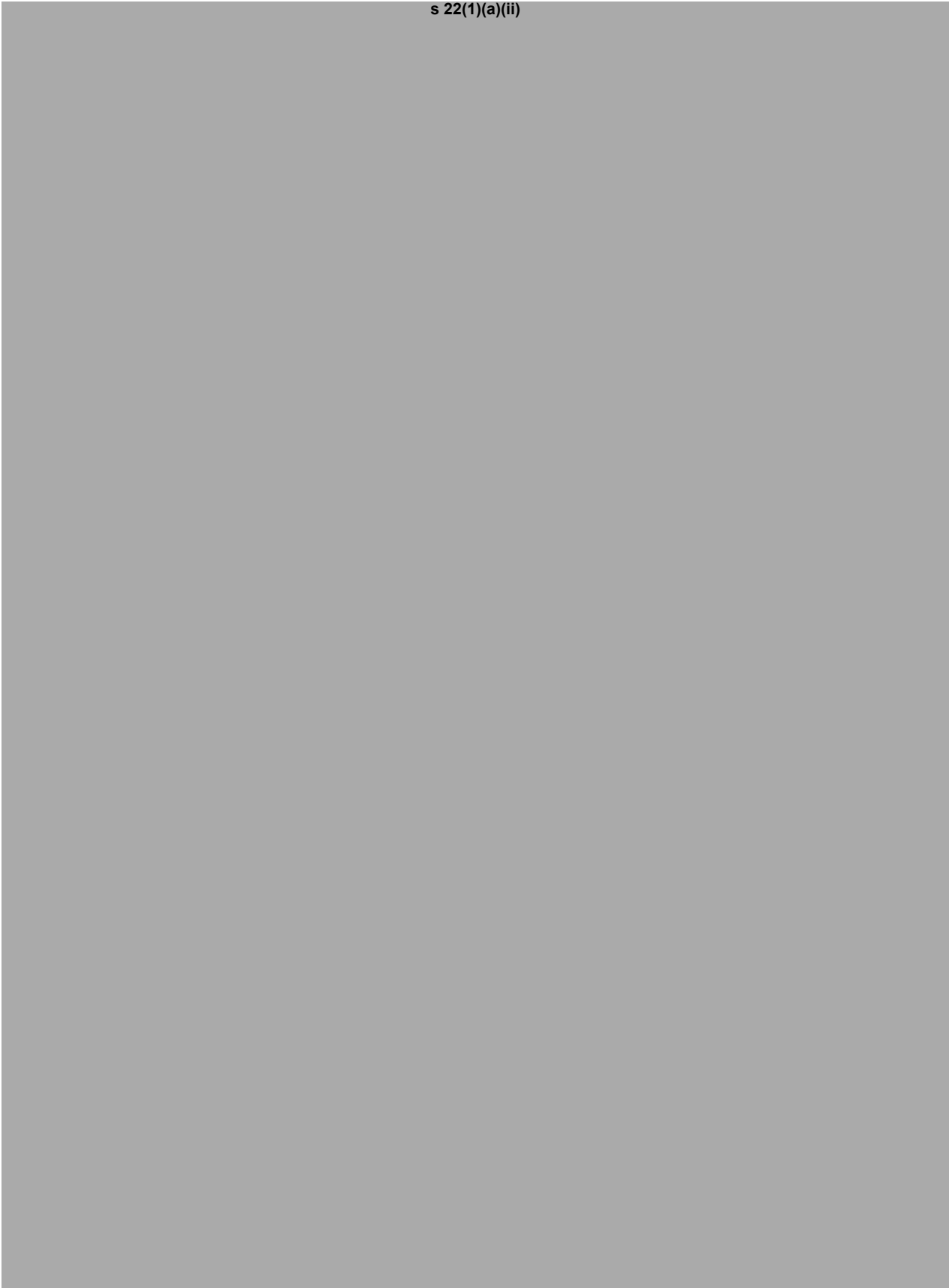
PM&C ANALYSIS

s 22(1)(a)(ii)



HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

s 22(1)(a)(ii)



s 47C



HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

Ref: C09/24165

s 47C

s 22(1)(a)(ii)

As ADF members are currently recognised for outstanding service through:

- (i) awards in the Military Division of the Order of Australia;
- (ii) Distinguished Service Decorations; and
- (iii) Conspicuous Service Decorations;

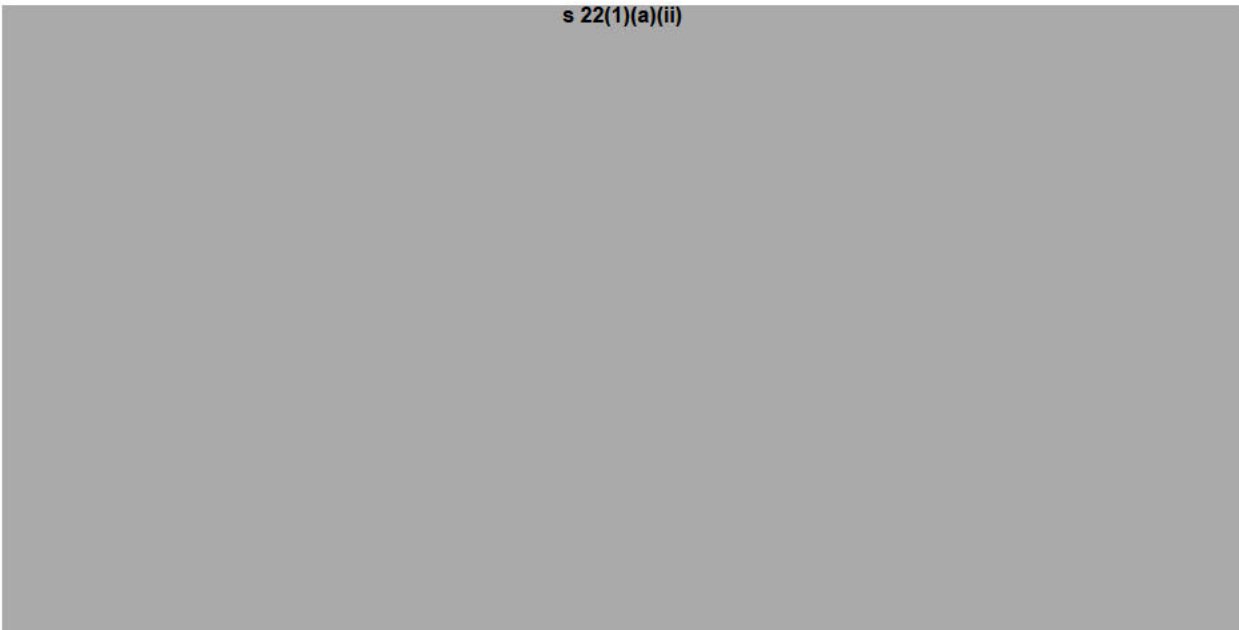
s 47C , s 47E(d)

- (d) It is not unusual for medals to change criteria over time. For example, the Distinguished Service Order (DSO), which was awarded to Australians under the Imperial honours system since the Boer War, was originally awarded to officers for distinguished service only in combat. During the Vietnam War, it was still awarded to officers for distinguished service, but rarely for actual combat. In 1993, it was restricted to leadership and command by any rank and an alternative award was instituted for gallantry, i.e. achievement in combat. The CSDs and DSDs do not have such a long history, having been created in 1989 and 1991 respectively.

s 22(1)(a)(ii)

HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

s 22(1)(a)(ii)



s 47C



13. Financial implications:

- (a) Defence estimates costs of approximately \$75,000 which will be absorbed. If the MSDs are not created, the implementation costs should be less.

BACKGROUND is at Attachment B

Attachments:

- A. Draft response
- B. Background
- C. Incoming correspondence

HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

Ref: C09/24165

Attachment A – DRAFT RESPONSE

HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

Ref: C09/24165

Attachment B - BACKGROUND

General

1. The Parliamentary Secretary for Defence Support, the Hon Dr Mike Kelly AM MP, wrote to the Prime Minister on 4 May 2009 seeking agreement to establish a range of new awards in the Australian honours system to recognise defence-related service. The Parliamentary Secretary's recommendations flow from an internal review of honours that reported to Defence in February 2008. The recommendations were also discussed at a meeting with this department and Government House on 22 July 2008. s 22(1)(a)(ii)

s 22(1)(a)(ii)

Honours principles stemming from reviews of Defence awards

2. The last comprehensive and independent review of Defence honours was in 1993 when the Committee of Inquiry into Defence and Defence Related Awards (CIDA) was established by a former government to undertake a comprehensive public inquiry into defence-related awards. The review examined past operations (going back 50 years) and addressed a number of recognition anomalies. The review resulted in the creation of a number of new awards, particularly to recognise operations post-WWII. CIDA's review was guided by a number of principles, including that:
 - recognition of service by medals should only occur when that service has been rendered beyond the normal requirements of peacetime (CIDA Principle 1);
 - normally only one medal within the Australian system of honours and awards should be given in recognition of a single period of service; but in the case of a major or protracted conflict consisting of different campaigns in different theatres, such as the two world wars, it is appropriate to consider a range of campaign awards (CIDA Principle 2);
 - to maintain the inherent fairness and integrity of the Australian system of honours and awards care must be taken that, in recognising service by some, the comparable service of others is not overlooked or degraded (CIDA Principle 3); and
 - access to defence awards by civilians should be limited to those closely involved with military activities or in clear support of military efforts in the theatre of operations to which the award relates (CIDA Principle 4).

These principles articulated pre-existing principles of honours policy, and are generally applied in the development of advice on honours matters.

s 22(1)(a)(ii)

HONOURS-IN-CONFIDENCE



SENATOR THE HON JOE LUDWIG

Special Minister of State
Cabinet Secretary
Manager of Government Business in the Senate
Senator for Queensland

Reference:C09/24165

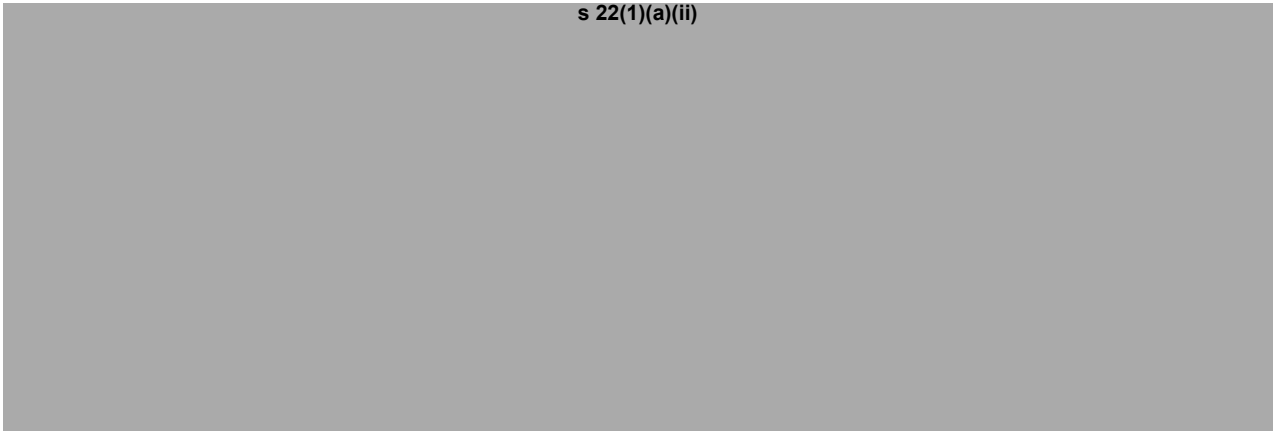
The Hon Dr Mike Kelly AM MP
Parliamentary Secretary to the Minister for Defence
Parliament House
CANBERRA ACT 2600

Dear Parliamentary Secretary

Thank you for your letter of 4 May 2009 to the Prime Minister proposing the establishment of new awards to recognise defence-related service. Your letter has been referred to me as I have responsibility for honours matters within the Prime Minister's portfolio. I apologise for the delay in replying.

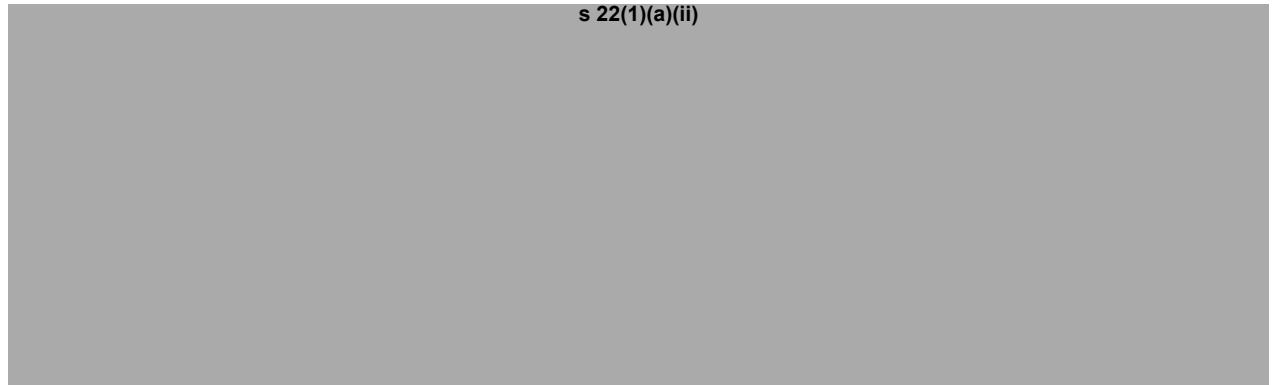
s 22(1)(a)(ii)

s 22(1)(a)(ii)



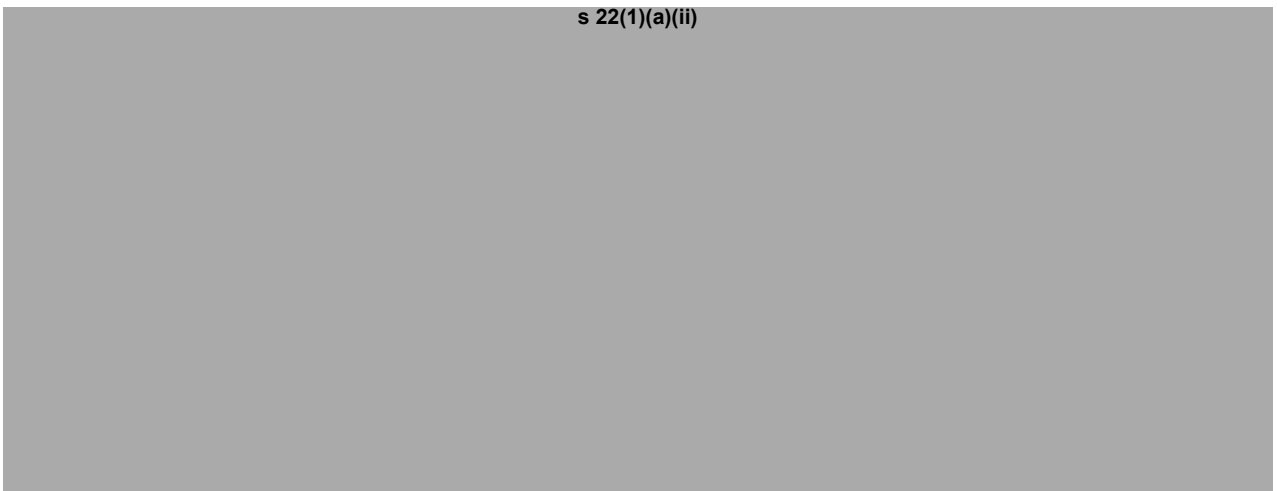
You propose the establishment of a new suite of Meritorious Service Decorations to fill a perceived gap between the *Distinguished Service Decorations* (DSDs) and *Conspicuous Service Decorations* (CSDs). When altering the scope of recognition in the national honours system, the preference should always be to first look for ways of using or adapting existing forms of recognition, to avoid a proliferation of awards which might devalue existing awards and the honours system as a whole.

s 22(1)(a)(ii)



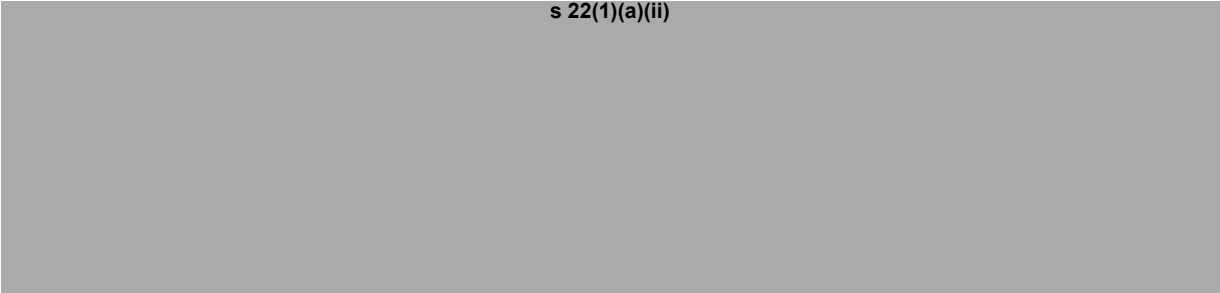
I agree that there is a gap in the national honours system for the recognition of outstanding performance and achievement of ADF members who, although in warlike situations, are not 'in action'. I consider that the best solution to address this gap would be to amend existing awards rather than add new awards. For this reason, I recommend that the Department of Defence develop a proposal to amend the regulations for the DSDs and/or CSDs in consultation with the Department of the Prime Minister and Cabinet.

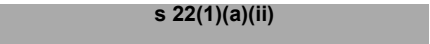
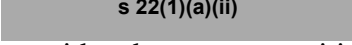
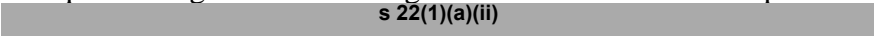
s 22(1)(a)(ii)



HONOURS-IN-CONFIDENCE

s 22(1)(a)(ii)



I look forward to hearing from you further in relation to 
 options to amend the regulations for the DSDs and/or CSDs to
provide adequate recognition for distinguished service in warlike operations when not 'in
action' 

Yours sincerely

JOE LUDWIG
Cabinet Secretary

June 2009

HONOURS-IN-CONFIDENCE DEPARTMENT OF THE PRIME MINISTER AND CABINET

Ref: C09/24165

To: Cabinet Secretary (for decision)

CABSEC
s 22(1)(a)(ii)PM&C
Secretary
s 22(1)(a)(ii)

Re: New Honours for Defence-related Service

PMO
s 22(1)(a)(ii)Mr Rush
s 22(1)(a)(ii)

Urgency:	Timing:	Initiation:
Medium	n/a	Department

Recommendations: That you

s 22(1)(a)(ii)

s 47C, s 47E(d)

s 22(1)(a)(ii)

5. Sign attached response to the Parliamentary Secretary for Defence Support, the Hon Dr Mike Kelly AM MP.

SIGNED/NOT SIGNED

s 22(1)(a)(ii)

Joe Ludwig

Comments
It would be preferable at this time for the DFC to consider not awarding the medal at this time.

Date: 18/09

PM&C ASSESS

The reasons for the recommendations presented are:

s 22(1)(a)(ii)

- Recommendation 2 – While proposed Meritorious Service Decorations would fill a gap in recognition, other options should be considered to avoid proliferation of awards.

s 22(1)(a)(ii)

If accepted you may see:

- Better recognition of operational service, including repeat tours and better use of existing awards to recognise distinguished service in warlike circumstances (paras 4-5, pages 2-3).

The initiatives may be considered successful when the following is observed:

- Appropriate recognition is provided for contemporary Defence-related service without a proliferation of awards. (paras 4-7, pages 2-5).

The following sensitivities should be noted:

- Agreeing to all of Dr Kelly's recommendations could lead to community criticism of a proliferation of awards for defence service (para 12, page 5).

The financial implications of these recommendations are:

- Minimal and met by Department of Defence within existing resources (para 13, page 5).

Approved	Contact officer: s 22(1)(a)(ii)	
Peter Rush Assistant Secretary Awards and Culture 25 June 2009	Consultation: Defence Policy Branch; Department of Defence QA: s 22(1)(a)(ii)	

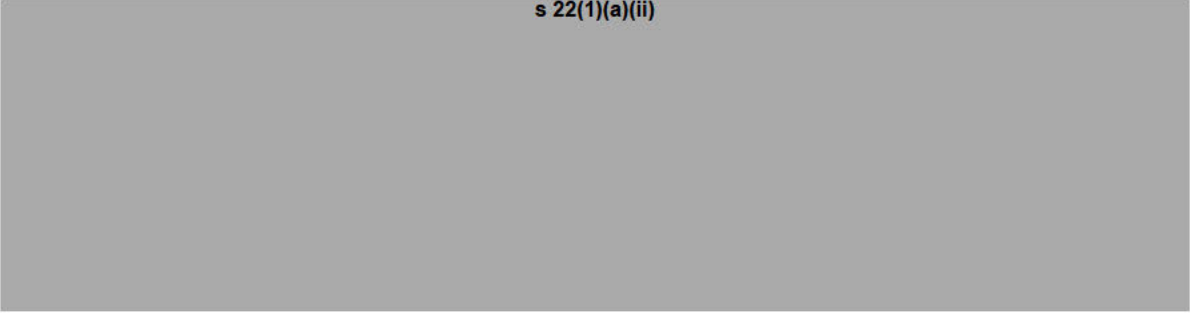
HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

Ref: C09/24165

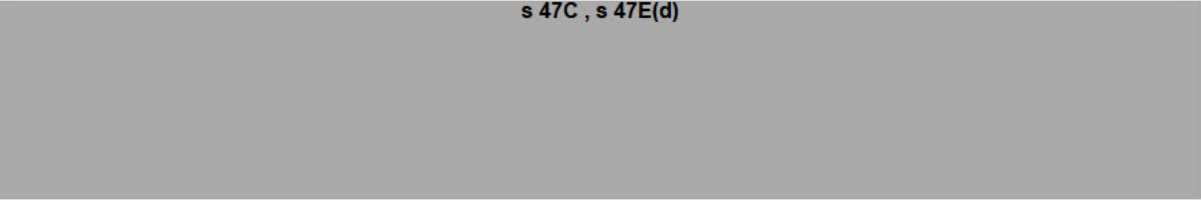
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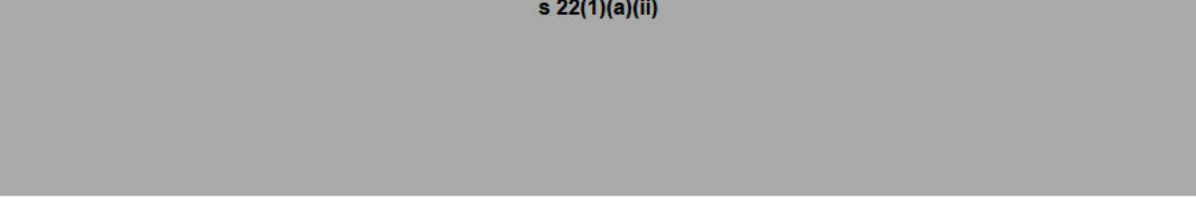
s 22(1)(a)(ii)



s 47C , s 47E(d)




s 22(1)(a)(ii)



2. The proposals flow from the February 2008 report of an internal honours review established by the Department of Defence. The review committee consulted with external agencies, including this department (see para 1, Attachment B).
3. When considering changes to the Australian honours system, the preference should be to first investigate whether existing awards can be used or adapted to address the identified need, to avoid a proliferation of awards.

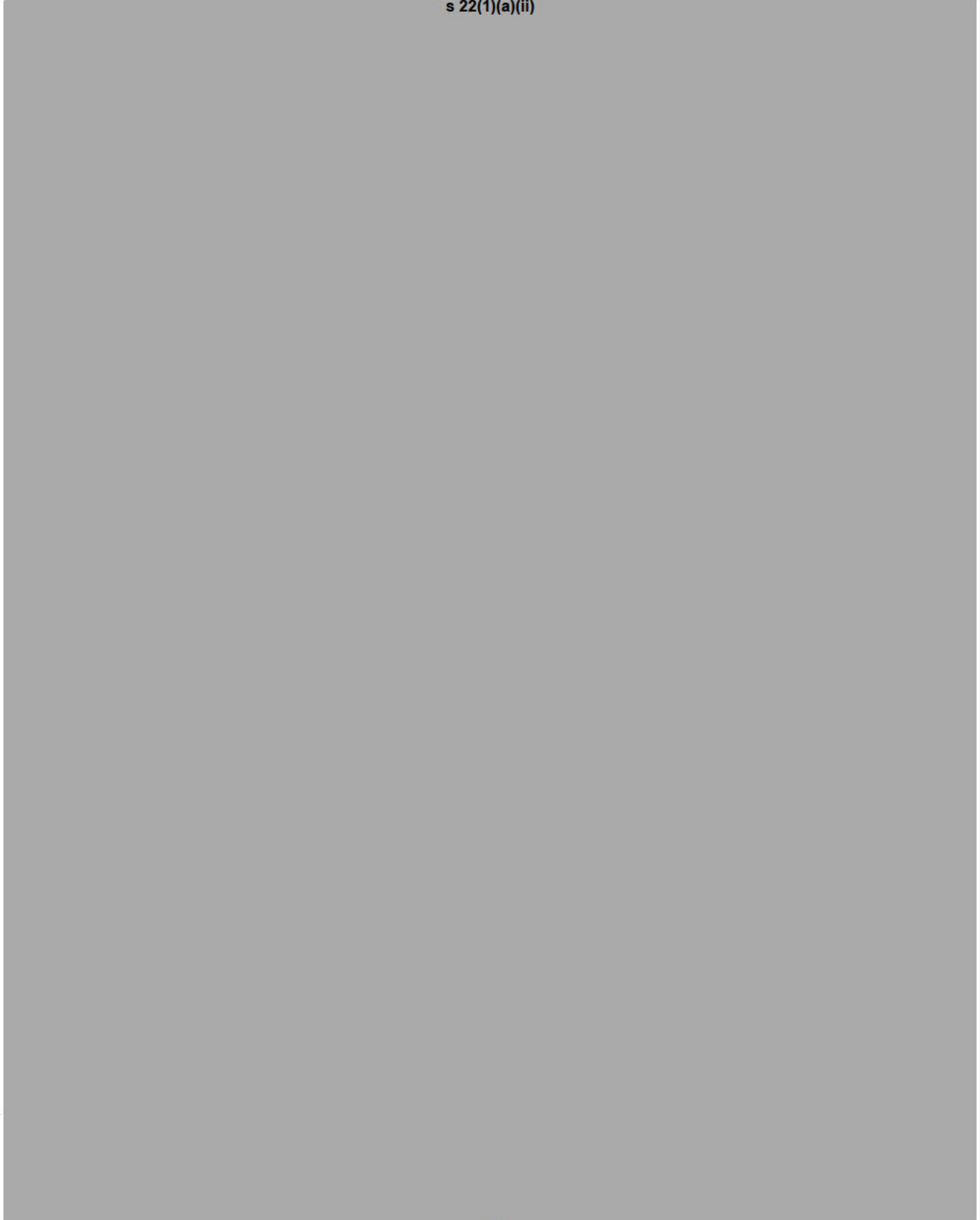
PM&C ANALYSIS

s 22(1)(a)(ii)



HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

s 22(1)(a)(ii)



s 47C

HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

s 47C

s 22(1)(a)(ii)

As ADF members are currently recognised for outstanding service through:

- (i) awards in the Military Division of the Order of Australia;
- (ii) Distinguished Service Decorations; and
- (iii) Conspicuous Service Decorations;

s 47C , s 47E(d)

- (d) It is not unusual for medals to change criteria over time. For example, the Distinguished Service Order (DSO), which was awarded to Australians under the Imperial honours system since the Boer War, was originally awarded to officers for distinguished service only in combat. During the Vietnam War, it was still awarded to officers for distinguished service, but rarely for actual combat. In 1993, it was restricted to leadership and command by any rank and an alternative award was instituted for gallantry, i.e. achievement in combat. The CSDs and DSDs do not have such a long history, having been created in 1989 and 1991 respectively.

s 22(1)(a)(ii)

HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

s 22(1)(a)(ii)

s 47C

s 22(1)(a)(ii)

s 22(1)(a)(ii)

s 47C

s 47C

13. Financial implications:

- (a) Defence estimates costs of approximately \$75,000 which will be absorbed. If the MSDs are not created, the implementation costs should be less.

BACKGROUND is at Attachment B

Attachments:

- A. Draft response
- B. Background
- C. Incoming correspondence

From: s 22(1)(a)(ii)
To: [Rush, Peter](#)
Subject: Kelly letter [SEC=IN-CONFIDENCE:NO CAVEATS]
Date: Monday, 17 August 2009 5:49:06 PM
Attachments: [C09-24165 FR 3 272098-6.doc](#)

Peter

Please find attached the letter from Ludwig to Kelly on the defence awards. We have yet to receive the final signed version but I will forward you a copy as soon as it comes in.

s 22(1)(a)(ii)

HONOURS-IN-CONFIDENCE



SENATOR THE HON JOE LUDWIG

Cabinet Secretary
Special Minister of State
Manager of Government Business in the Senate
Senator for Queensland

Reference:C09/24165


The Hon Dr Mike Kelly AM MP
Parliamentary Secretary to the Minister for Defence
Parliament House
CANBERRA ACT 2600

Dear Parliamentary Secretary

Thank you for your letter of 4 May 2009 to the Prime Minister proposing the establishment of new awards to recognise defence-related service. Your letter has been referred to me as I have responsibility for honours matters within the Prime Minister's portfolio. I apologise for the delay in replying.

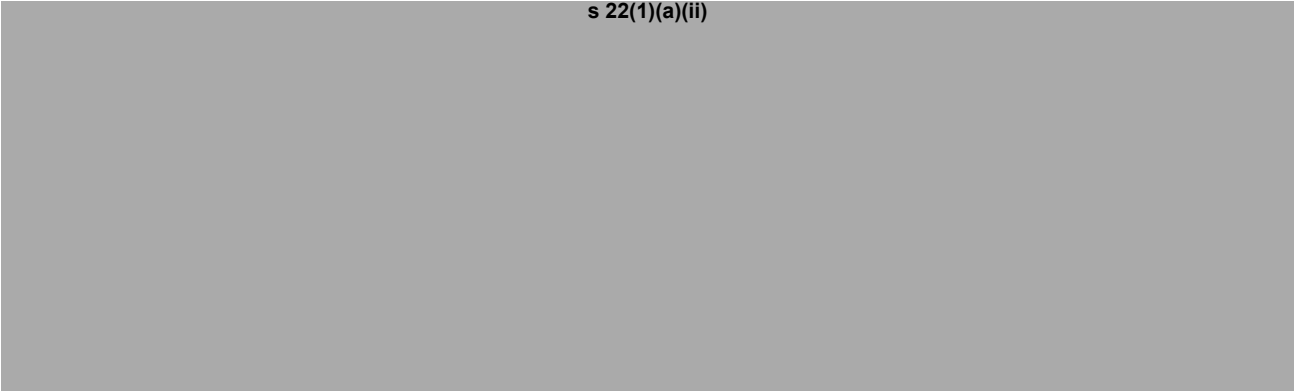
s 22(1)(a)(ii)

s 22(1)(a)(ii)



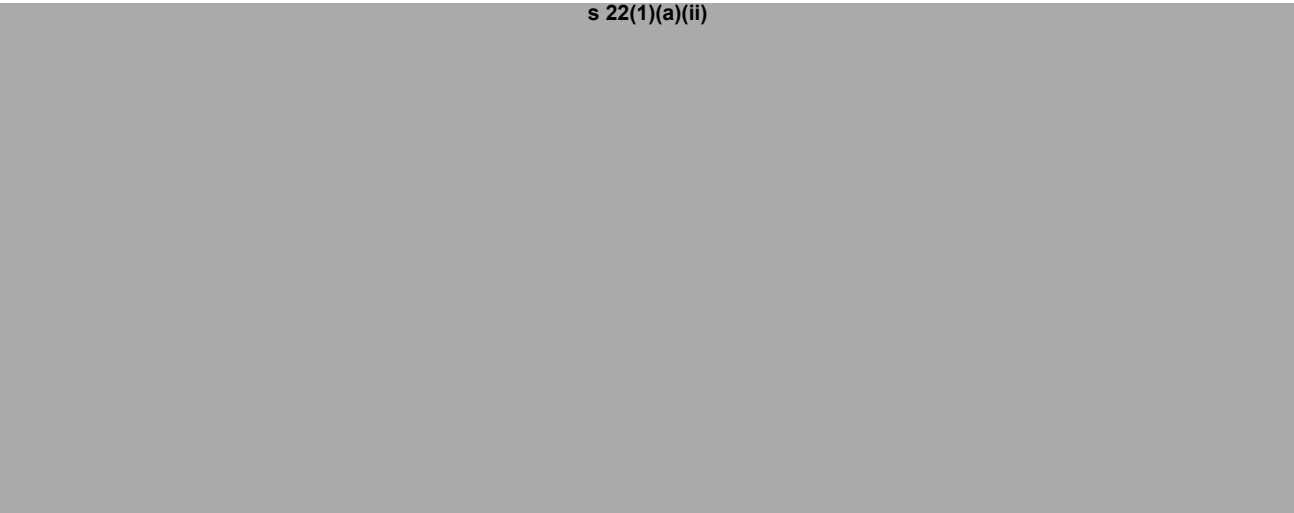
You propose the establishment of a new suite of Meritorious Service Decorations to fill a perceived gap between the *Distinguished Service Decorations* (DSDs) and *Conspicuous Service Decorations* (CSDs). When altering the scope of recognition in the national honours system, the preference should always be to first look for ways of using or adapting existing forms of recognition, to avoid a proliferation of awards which might devalue existing awards and the honours system as a whole.

s 22(1)(a)(ii)



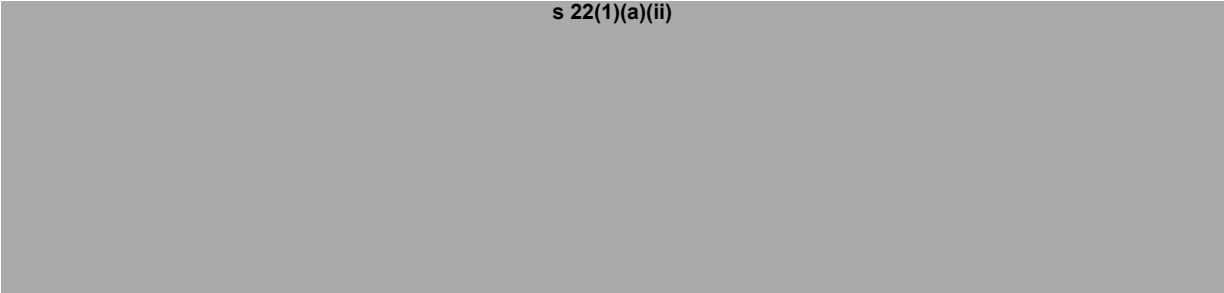
I agree that there is a gap in the national honours system for the recognition of outstanding performance and achievement of ADF members who, although in warlike situations, are not 'in action'. I consider that the best solution to address this gap would be to amend existing awards rather than add new awards. For this reason, I recommend that the Department of Defence develop a proposal to amend the regulations for the DSDs and/or CSDs in consultation with the Department of the Prime Minister and Cabinet.

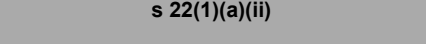
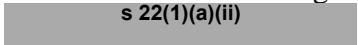
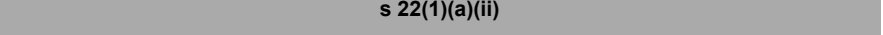
s 22(1)(a)(ii)



HONOURS-IN-CONFIDENCE

s 22(1)(a)(ii)



I look forward to hearing from you further in relation to 
 options to amend the regulations for the DSDs and/or CSDs to
provide adequate recognition for distinguished service in warlike operations when not 'in
action' 

Yours sincerely

JOE LUDWIG

August 2009

From: s 22(1)(a)(ii)
To:
Cc: s 22(1)(a)(ii) [Rush, Peter](#)
Subject: Proposals for new awards for defence-related service [SEC=IN-CONFIDENCE:NO CAVEATS]
Date: Thursday, 20 August 2009 9:24:32 AM
Attachments: [C09-24165 FR 3 272098-6.doc](#)

Hi s 22(1)(a)(ii)

As discussed, please see attached revised version of the letter from Senator Ludwig to Dr Kelly.
s 22(1)(a)(ii)



Cheers,

s 22(1)(a)(ii)
Adviser, Honours Policy and Operations
Awards and Culture Branch
Government Division
Department of the Prime Minister and Cabinet
Ph: s 22(1)(a)(ii)

www.itsanhonour.gov.au

HONOURS-IN-CONFIDENCE



SENATOR THE HON JOE LUDWIG

Cabinet Secretary
Special Minister of State
Manager of Government Business in the Senate
Senator for Queensland

Reference:C09/24165


The Hon Dr Mike Kelly AM MP
Parliamentary Secretary to the Minister for Defence
Parliament House
CANBERRA ACT 2600

Dear Parliamentary Secretary

Thank you for your letter of 4 May 2009 to the Prime Minister proposing the establishment of new awards to recognise defence-related service. Your letter has been referred to me as I have responsibility for honours matters within the Prime Minister's portfolio. I apologise for the delay in replying.

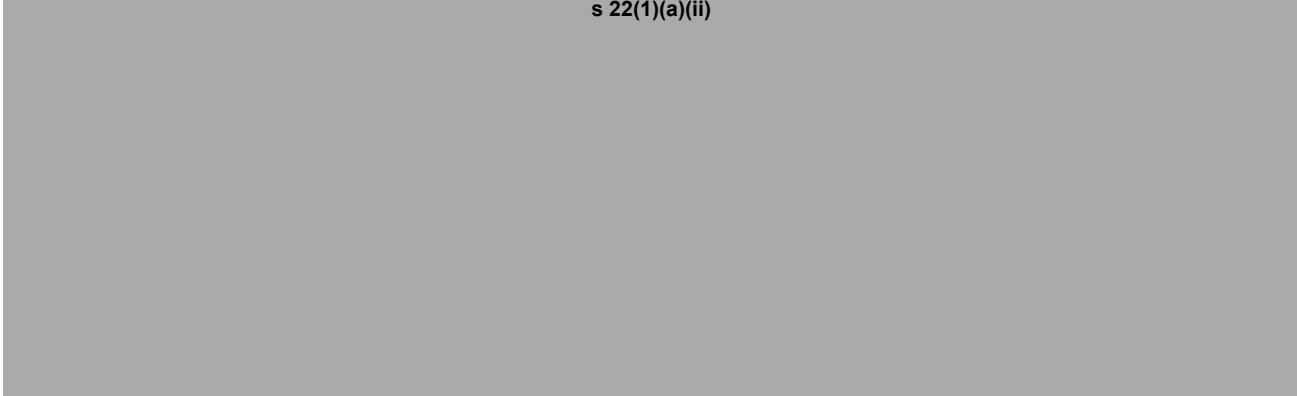
s 22(1)(a)(ii)

s 22(1)(a)(ii)



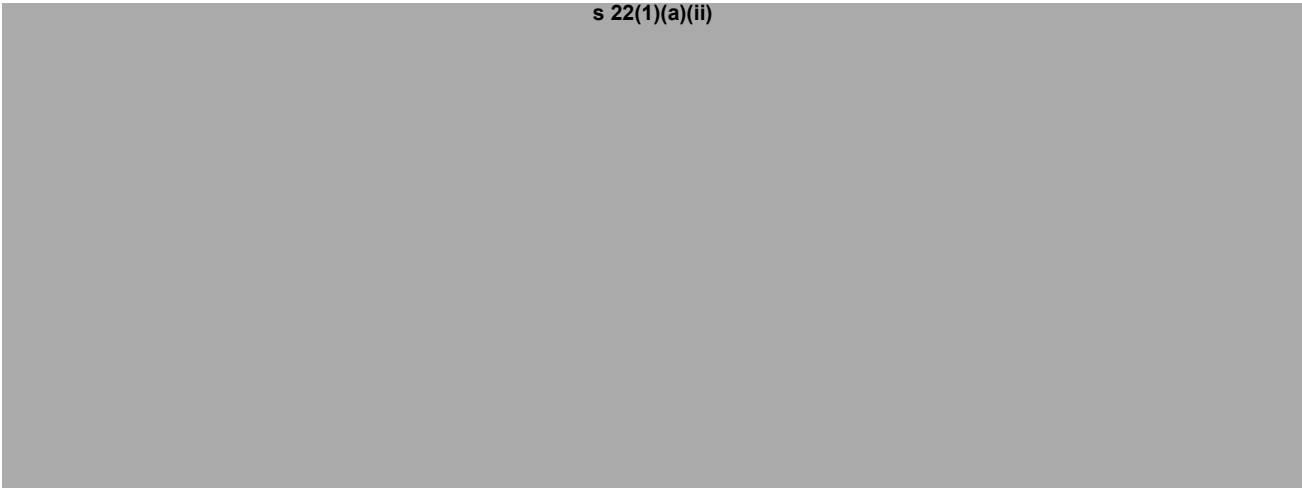
You propose the establishment of a new suite of Meritorious Service Decorations to fill a perceived gap between the *Distinguished Service Decorations* (DSDs) and *Conspicuous Service Decorations* (CSDs). When altering the scope of recognition in the national honours system, the preference should always be to first look for ways of using or adapting existing forms of recognition, to avoid a proliferation of awards which might devalue existing awards and the honours system as a whole.

s 22(1)(a)(ii)



I agree that there is a gap in the national honours system for the recognition of outstanding performance and achievement of ADF members who, although in warlike situations, are not 'in action'. I consider that the best solution to address this gap would be to amend existing awards rather than add new awards. For this reason, I recommend that the Department of Defence develop a proposal to amend the regulations for the DSDs and/or CSDs in consultation with the Department of the Prime Minister and Cabinet.

s 22(1)(a)(ii)



HONOURS-IN-CONFIDENCE

s 22(1)(a)(ii)

I look forward to hearing from you further in relation to s 22(1)(a)(ii)
s 22(1)(a)(ii), options to amend the regulations for the DSDs and/or CSDs to
provide adequate recognition for distinguished service in warlike operations when not 'in
action' s 22(1)(a)(ii)

Yours sincerely

JOE LUDWIG

August 2009

From: s 22(1)(a)(ii)
To: s 22(1)(a)(ii)
Subject: C09-24165 BR 2 270921-4.doc
Date: Thursday, 20 August 2009 10:16:17 AM
Attachments: [C09-24165 BR 2 270921-4.doc](#)

s 22(1)(a)(ii) brief attached as requested.

s 22(1)(a)(ii)

HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

Ref: C09/24165

To: Cabinet Secretary (for decision)

Re: New Honours for Defence-related Service

CABSEC
s 22(1)(a)(ii)

PM&C
Secretary
s 22(1)(a)(ii)

PMO
s 22(1)(a)(ii)

Mr Rush
s 22(1)(a)(ii)

Urgency:	Timing:	Initiation:
Medium	n/a	Department

Recommendations: That you

s 22(1)(a)(ii)

s 47C , s 47E(d)

s 22(1)(a)(ii)

5. Sign attached response to the Parliamentary Secretary for Defence Support, the Hon Dr Mike Kelly AM MP.

SIGNED/NOT SIGNED

Joe Ludwig

Date:

PM&C ASSESSMENT:

The reasons for the recommendations presented are:

s 22(1)(a)(ii)

- Recommendation 2 – While proposed Meritorious Service Decorations would fill a gap in recognition other options should be considered to avoid proliferation of awards

s 22(1)(a)(ii)

If accepted you may see:

- Better recognition of operational service, including repeat tours and better use of existing awards to recognise distinguished service in warlike circumstances (paras 4-5, pages 2-3).

The initiatives may be considered successful when the following is observed:

- Appropriate recognition is provided for contemporary Defence-related service without a proliferation of awards. (paras 4-7, pages 2- 5).

The following sensitivities should be noted:

- Agreeing to all of Dr Kelly's recommendations could lead to community criticism of a proliferation of awards for defence service (para 12, page 5).

The financial implications of these recommendations are:

- Minimal and met by Department of Defence within existing resources (para 13, page 5).

Approved	Contact officer: s 22(1)(a)(ii)	
Peter Rush Assistant Secretary Awards and Culture 25 June 2009	Consultation: Defence Policy Branch; Department of Defence QA: s 22(1)(a)(ii)	

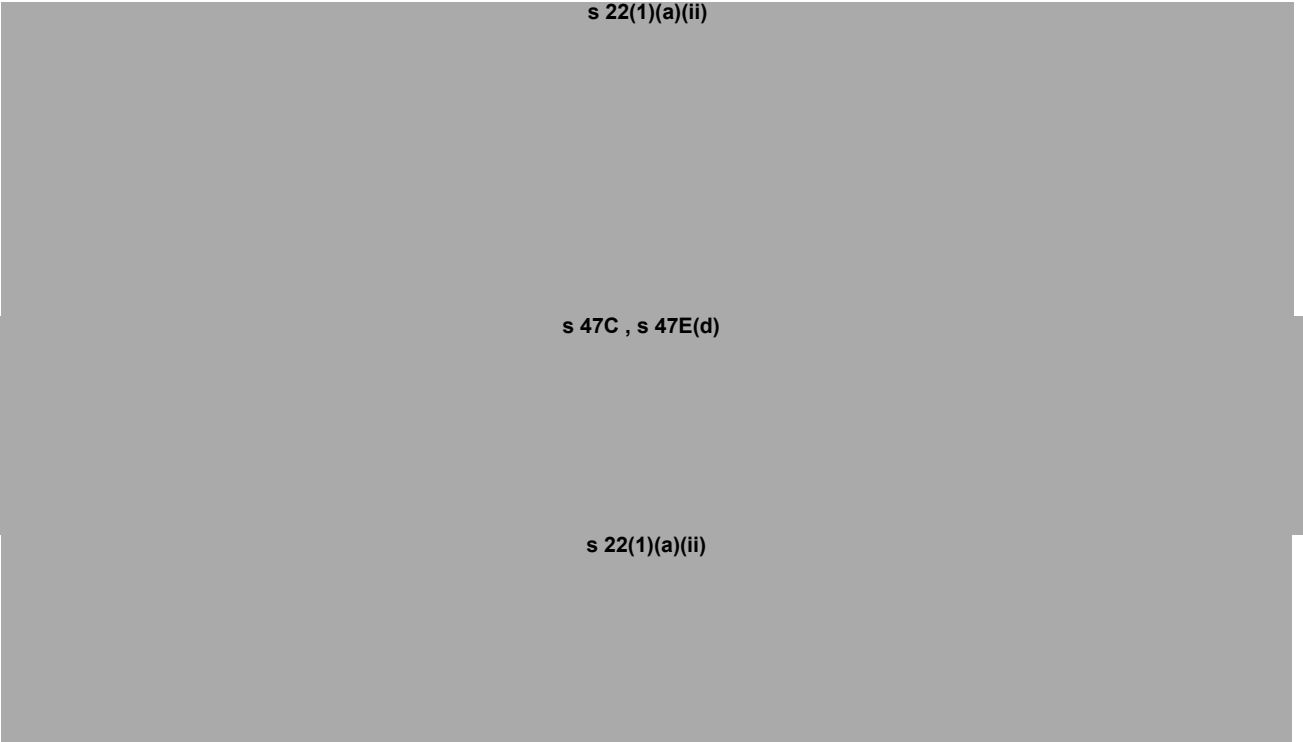
HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

Ref: C09/24165

KEY MATTERS

1. Dr Kelly seeks approval of proposed changes to awards in the honours system for defence-related service. We have assessed the proposals against longstanding principles for Australian honours policy (see para 2, Attachment B).

s 22(1)(a)(ii)




s 47C , s 47E(d)

s 22(1)(a)(ii)

2. The proposals flow from the February 2008 report of an internal honours review established by the Department of Defence. The review committee consulted with external agencies, including this department (see para 1, Attachment B).
3. When considering changes to the Australian honours system, the preference should be to first investigate whether existing awards can be used or adapted to address the identified need, to avoid a proliferation of awards.


PM&C ANALYSIS

s 22(1)(a)(ii)



HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

s 22(1)(a)(ii)



s 47C

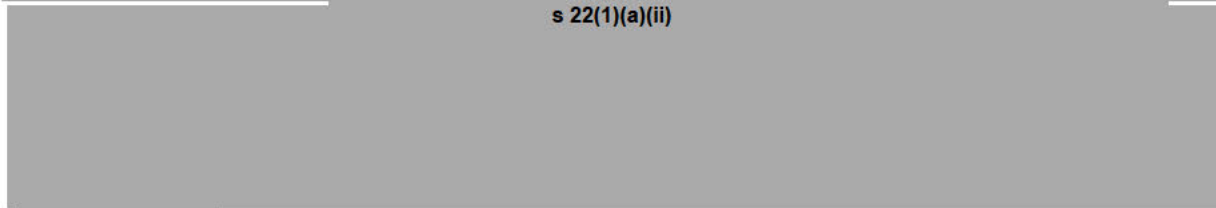


HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

s 47C



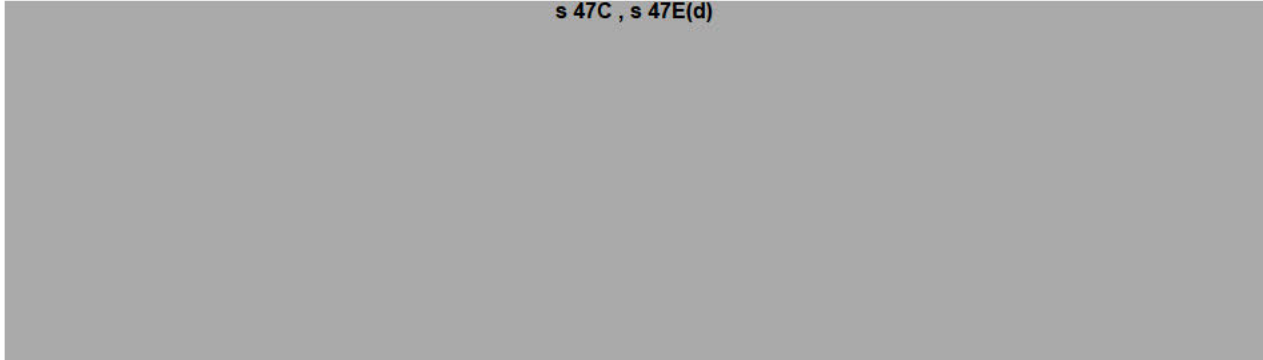
s 22(1)(a)(ii)



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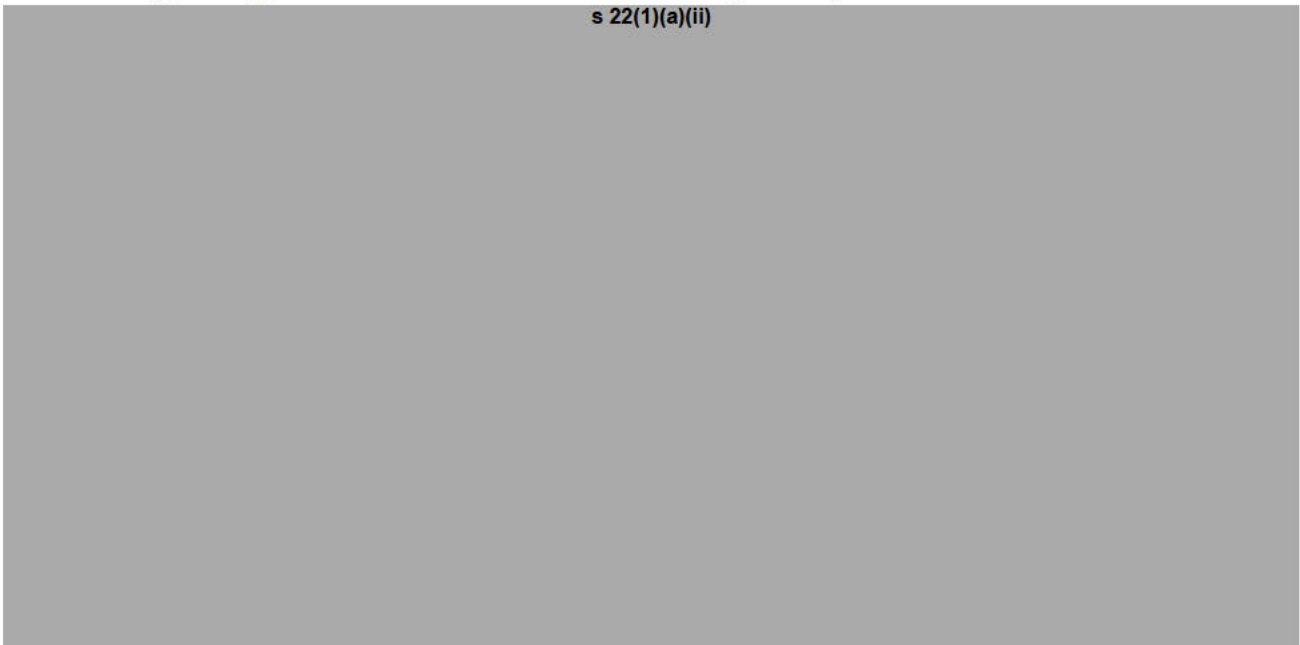
- (i) awards in the Military Division of the Order of Australia;
- (ii) Distinguished Service Decorations; and
- (iii) Conspicuous Service Decorations;

s 47C , s 47E(d)




- (d) It is not unusual for medals to change criteria over time. For example, the Distinguished Service Order (DSO), which was awarded to Australians under the Imperial honours system since the Boer War, was originally awarded to officers for distinguished service only in combat. During the Vietnam War, it was still awarded to officers for distinguished service, but rarely for actual combat. In 1993, it was restricted to leadership and command by any rank and an alternative award was instituted for gallantry, i.e. achievement in combat. The CSDs and DSDs do not have such a long history, having been created in 1989 and 1991 respectively.

s 22(1)(a)(ii)



HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

s 22(1)(a)(ii)



s 47C



s 22(1)(a)(ii)

s 47C

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- (a) Defence estimates costs of approximately \$75,000 which will be absorbed. If the MSDs are not created, the implementation costs should be less.

BACKGROUND is at Attachment B

Attachments:

- A. Draft response
- B. Background
- C. Incoming correspondence

HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

Ref: C09/24165

Attachment A – DRAFT RESPONSE

HONOURS-IN-CONFIDENCE
DEPARTMENT OF THE PRIME MINISTER AND CABINET

Ref: C09/24165

Attachment B - BACKGROUND

General

1. The Parliamentary Secretary for Defence Support, the Hon Dr Mike Kelly AM MP, wrote to the Prime Minister on 4 May 2009 seeking agreement to establish a range of new awards in the Australian honours system to recognise defence-related service. The Parliamentary Secretary's recommendations flow from an internal review of honours that reported to Defence in February 2008. The recommendations were also discussed at a meeting with this department and Government House on 22 July 2008. s 22(1)(a)(ii)
-

Honours principles stemming from reviews of Defence awards

2. The last comprehensive and independent review of Defence honours was in 1993 when the Committee of Inquiry into Defence and Defence Related Awards (CIDA) was established by a former government to undertake a comprehensive public inquiry into defence-related awards. The review examined past operations (going back 50 years) and addressed a number of recognition anomalies. The review resulted in the creation of a number of new awards, particularly to recognise operations post-WWII. CIDA's review was guided by a number of principles, including that:
 - recognition of service by medals should only occur when that service has been rendered beyond the normal requirements of peacetime (CIDA Principle 1);
 - normally only one medal within the Australian system of honours and awards should be given in recognition of a single period of service; but in the case of a major or protracted conflict consisting of different campaigns in different theatres, such as the two world wars, it is appropriate to consider a range of campaign awards (CIDA Principle 2);
 - to maintain the inherent fairness and integrity of the Australian system of honours and awards care must be taken that, in recognising service by some, the comparable service of others is not overlooked or degraded (CIDA Principle 3); and
 - access to defence awards by civilians should be limited to those closely involved with military activities or in clear support of military efforts in the theatre of operations to which the award relates (CIDA Principle 4).

These principles articulated pre-existing principles of honours policy, and are generally applied in the development of advice on honours matters.

s 22(1)(a)(ii)



SENATOR THE HON JOE LUDWIG

Cabinet Secretary
Special Minister of State
Manager of Government Business in the Senate
Senator for Queensland

Reference: C09/24165

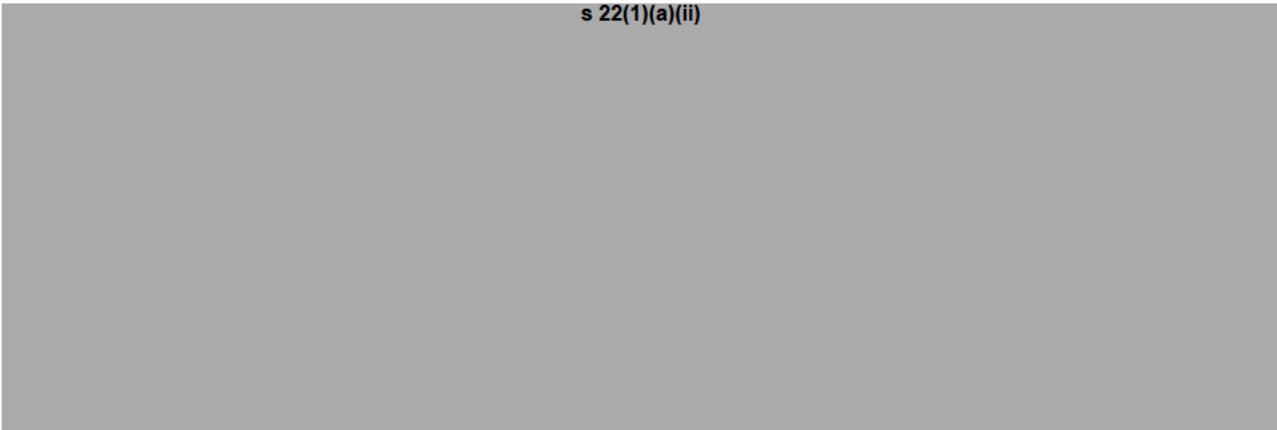
The Hon Dr Mike Kelly AM MP
Parliamentary Secretary to the Minister for Defence
Parliament House
CANBERRA ACT 2600

Dear Parliamentary Secretary

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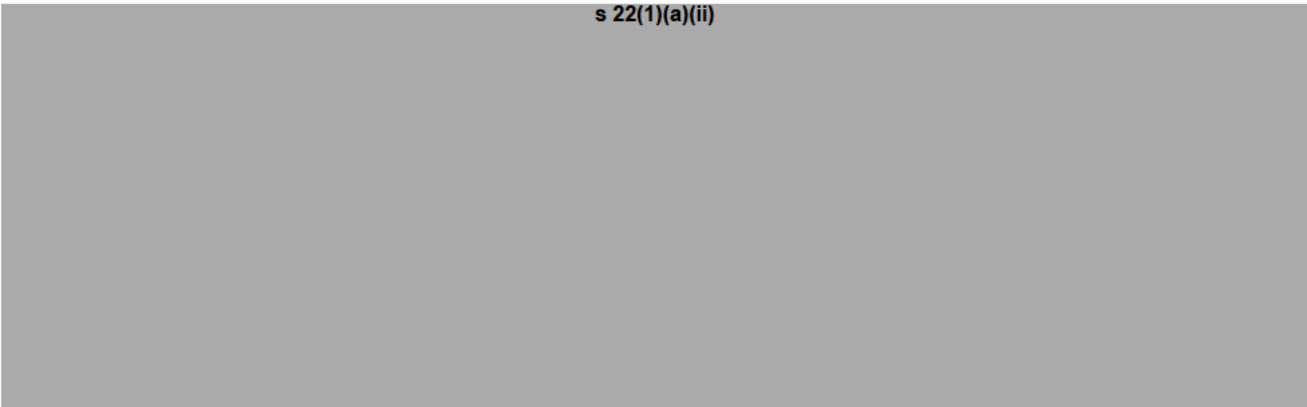
s 22(1)(a)(ii)

s 22(1)(a)(ii)



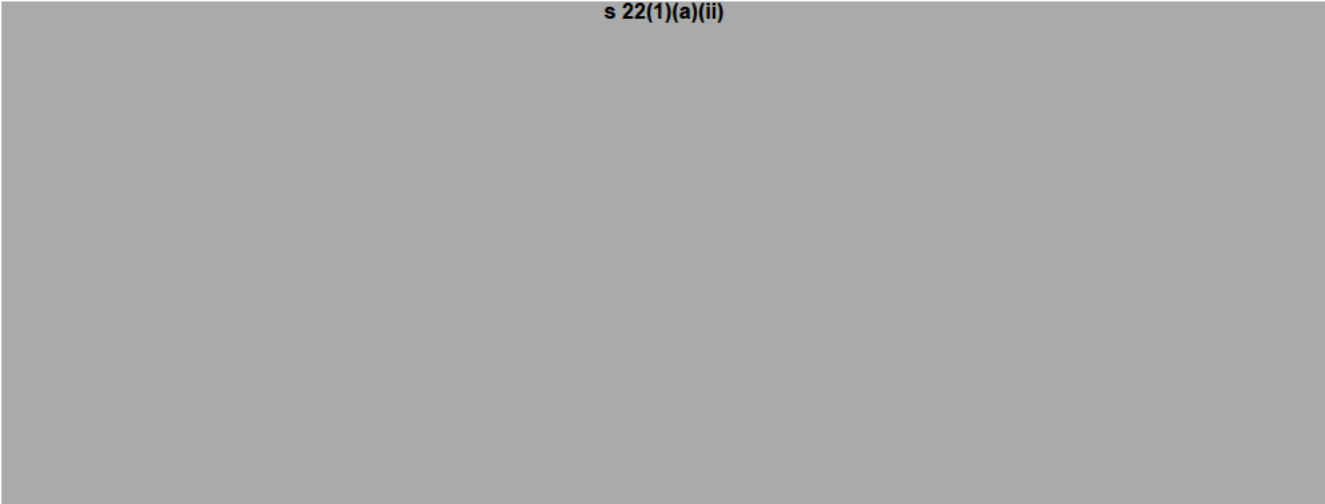
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s 22(1)(a)(ii)



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s 22(1)(a)(ii)



HONOURS-IN-CONFIDENCE

s 22(1)(a)(ii)

I look forward to hearing from you further in relation to s 22(1)(a)(ii) oposed
s 22(1)(a)(ii), options to amend the regulations for the DSDs and/or CSDs to
provide adequate recognition for distinguished service in warlike operations when not 'in
action' s 22(1)(a)(ii)

Yours sincerely

s 22(1)(a)(ii)

JOE LUDWIG

August 2009

From: [Rush, Peter](#)
To: s 22(1)(a)(ii)
Cc:
Subject: RE: defence recognition review - implementation progress [SEC=IN-CONFIDENCE:NO CAVEATS]
Date: Friday, 23 October 2009 4:48:38 PM

Can you pls do me an updated version?

From: s 22(1)(a)(ii)
Sent: Friday, 23 October 2009 4:48 PM
To: s 22(1)(a)(ii) Rush, Peter
Subject: RE: defence recognition review - implementation progress [SEC=IN-CONFIDENCE:NO CAVEATS]

Yep, fine with me.

s 22(1)(a)(ii)

From: s 22(1)(a)(ii)
Sent: Friday, 23 October 2009 4:45 PM
To: s 22(1)(a)(ii) Rush, Peter
Subject: RE: defence recognition review - implementation progress [SEC=IN-CONFIDENCE:NO CAVEATS]

Or, perhaps, "the clasp and rosettes are alternatives with Defence indicating its preference for the latter."

From: s 22(1)(a)(ii)
Sent: Friday, 23 October 2009 4:38 PM
To: s 22(1)(a)(ii) Rush, Peter
Subject: RE: defence recognition review - implementation progress [SEC=IN-CONFIDENCE:NO CAVEATS]

Yeah, on reflection I think you're right. I was actually trying to make it clear that the two suggestions wouldn't both be implemented as options to recipients ... it would be better worded as:

(The clasp and rosette are alternative ideas, and only one would be implemented.)

s 22(1)(a)(ii)

From: s 22(1)(a)(ii)
Sent: Friday, 23 October 2009 4:36 PM
To: s 22(1)(a)(ii) Rush, Peter
Subject: RE: defence recognition review - implementation progress [SEC=IN-CONFIDENCE:NO CAVEATS]

Thank you s 22(1)(a)(ii) a good summary. Just a few suggestions below. I got the distinct impression that Defence had a strong preference for the rosettes and that we were happy to agree to that, although I understand that they will be submitting both options to CoSC.

s 22(1)(a)(ii)

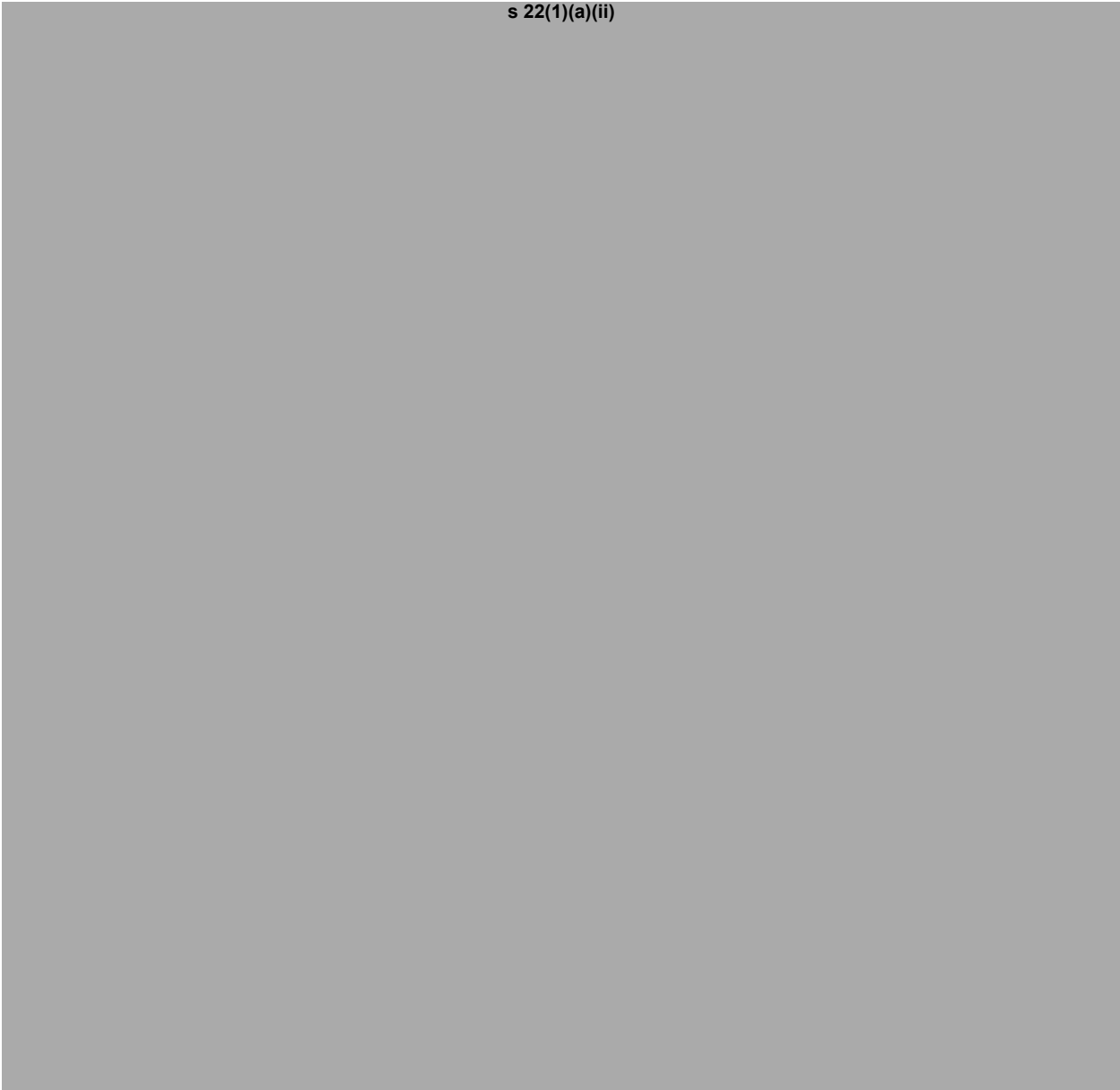
From: s 22(1)(a)(ii)
Sent: Friday, 23 October 2009 4:17 PM
To: Rush, Peter
Cc: s 22(1)(a)(ii)
Subject: defence recognition review - implementation progress [SEC=IN-CONFIDENCE:NO CAVEATS]

Peter,

As requested, short report on outcomes of discussion with s 22(1)(a)(ii) augmented by some small advances from discussion with s 22(1)(a)(ii) et al yesterday. For the information of Government House.

s 22(1)(a)(ii) you may wish to review this to ensure it is in accordance with your understanding of yesterday's discussion, and indicate to Peter your agreement or otherwise prior to Peter sending this advice.

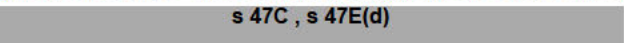
s 22(1)(a)(ii)




2. Meritorious Service Decorations (MSDs)

Status: Defence had sought the establishment of a new suite of two awards to address the inability to recognise achievements in warlike operations that were not 'in action' at the medal or cross level. (Distinguished Service Cross and Distinguished Service Medal can only be awarded 'in action'.)

s 47C , s 47E(d)



s 47C , s 47E(d)



Regards,

s 22(1)(a)(ii)

Adviser, Honours Policy and Operations

Awards and Culture Branch

Government Division

Department of the Prime Minister and Cabinet

Ph: s 22(1)(a)(ii)

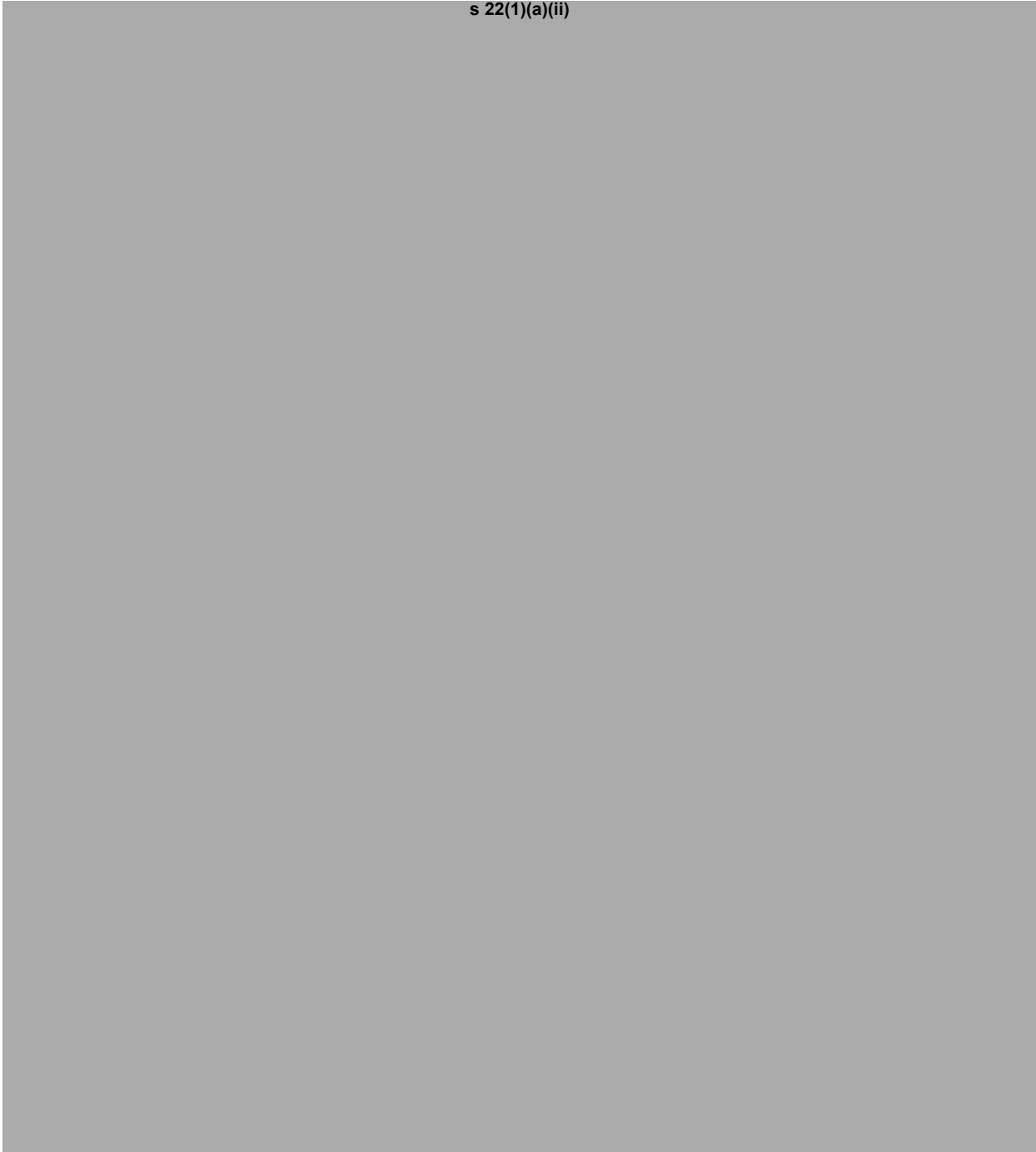
www.itsanhonour.gov.au

From: [Rush, Peter](#)
To: s 22(1)(a)(ii)
Cc:
Subject: defence recognition review - implementation progress [SEC=IN-CONFIDENCE:NO CAVEATS]
Date: Friday, 23 October 2009 6:30:16 PM

Honours in Confidence

s 22(1)(a)(ii) FYI (as discussed the other day) following is an update based on recent discussions with Defence...

s 22(1)(a)(ii)



2. Meritorious Service Decorations (MSDs)

Status: Defence had sought the establishment of a new suite of two awards to address the inability to recognise achievements in warlike operations that were not 'in action' at

the medal or cross level. (Distinguished Service Cross and Distinguished Service Medal can only be awarded 'in action'.)

s 47C , s 47E(d)

s 47C , s 47E(d)

s 22(1)(a)(ii)

Happy to discuss further,

Peter Rush
Assistant Secretary
Awards and Culture Branch
Government Division
Department of the Prime Minister and Cabinet
One National Circuit, Barton

PO Box 6500, Canberra ACT 2600

Tel: **s 22(1)(a)(ii)** Fax: **s 22(1)(a)(ii)**

Email: peter.rush@pmc.gov.au