

DEPARTMENT OF THE PRIME MINISTER AND CABINET

*Ans / Medals Validation / Hosm / Iraq / Minute for PM re Iraq.doc
Unit*

Mr Paul O'Neill
Assistant Secretary
Awards and National Symbols

IRAQ: Proposed new operations for the *Humanitarian Overseas Service Medal* (HOSM).

Research indicates that IRAQ should be declared as an eligible operation for HOSM. I have made an assessment of conditions in IRAQ against the criteria for HOSM (**TAB A refers**). Also provided is copy of "*The Guide to Eligible Groups*" for the award (**TAB B refers**) and a copy of the Medal regulations at **TAB C**.

I have prepared a letter (**TAB D refers**) for your signature to Mr Ric Wells, First Assistant Secretary, South Pacific, Africa and Middle East Division, requesting that he coordinates a DFAT response to our questions through the respective Desk Officer concerning the proposed operation "IRAQ". A copy of that letter will also be sent to Louise Hand, Chief of Protocol at DFAT for information.

A Report of the research about IRAQ has been prepared in the following format: Brief time line of the civil unrest and war like conditions in Iraq; a list of the known Australian NGOs providing emergency humanitarian aid in IRAQ, a copy of the HOSM regulations and a copy of the most recent declaration (Northern Iraq). This Report will be included with the letter to Mr Wells and referred to as **Attachment A** to **Attachment E**.

s 22



A/g Adviser
Operations Section
Awards and National Symbols Branch

17 February 2004

**DECLARED OPERATION FOR THE AWARD OF THE
HUMANITARIAN OVERSEAS SERVICE MEDAL (HOSM)**

IRAQ

CRITERIA

	Yes / No
1. The declared operation occurred in a specific hazardous area overseas.	Yes
2. The declared operation has been carried out under HOSM Regulation 3(1)(a)(ii) and (b).	Yes
3. The declared operation to render humanitarian service occurred when civilians or refugees were exposed to a situation that causes or has the potential to cause death or significant distress.	Yes
4. The operation occurred in circumstances in which aid workers are/were exposed to the risk of death or significant harm in rendering humanitarian aid.	Yes
5. The operation has been carried out under the auspices of an organisation as defined in the Medal Regulations.	Yes
6. Is there any entitlement to other medals such as the <i>Australian Active Service Medal (AASM)</i> , the <i>Australian Service Medal (ASM)</i> , or the <i>Police Overseas Service Medal (POSM)</i> to recognise service in this operation?	<i>Australian Active Service Medal, clasp IRAQ 2003.</i>

COMMENTS:

RECOMMENDATION:

Humanitarian Overseas Service Medal

Guide to Eligible Groups

Clasps and Organisations eligible for the Humanitarian Overseas Service Medal

<u>CLASP</u>	<u>ORGANISATION</u>	<u>COMMENCEMENT OR DATE OF PARTICIPATION</u>
<ul style="list-style-type: none"> BALKANS (Zone 1 – Bosnia and Herzegovina, Croatia, Montenegro and Serbia) 	CARE Australia	21 February 1992 - continuing
	Australian Red Cross	1 January 1993 to 25 Nov 1995
	Aust contingent to the International Committee of the Red Cross	2 April 1997 to 30 Sept 1997
	World Vision Australia	18 July 1995 to 5 Feb 1997
	Aust contingent to UN organisations serving in Zone 1 in relation to the declared operation	21 February 1992 to continuing
<ul style="list-style-type: none"> BALKANS (Zone 2 – Serbia incl Kosovo and areas in the Republic of Albania and the FYROM) 	CARE Australia	24 March 1999 to continuing
	Australian contingent to United Nations organisations serving in Zone 2 in relation to the declared operation	24 March 1999 to continuing
	World Vision Australia	19 June 1999
<ul style="list-style-type: none"> CAMBODIA 	Australian contingent to United Nations organisations serving in the specified hazardous area in relation to the declared operation	1 Jul 1979 to 31 Dec 1993
	Australian Lutheran World	15 Jun 1993 to 31 Dec 1993
	Australian Red Cross	1 Jan 1988 to 31 Dec 1993
	CARE Australia	11 Sept 1990 to 31 Dec 1993
	Overseas Services Bureau	28 Jan 1988 to 31 Dec 1993
	Save the Children Fund Aust	1 Jan 1993 to 31 Dec 1993
	World Vision Australia	1 Jul 1979 to 31 Dec 1993
	Australian contingent to the International Committee of the Red Cross	1 Jul 1979 to 31 Dec 1991

Clasps and Organisations eligible for the Humanitarian Overseas Service Medal

<u>CLASP</u>	<u>ORGANISATION</u>	<u>COMMENCEMENT OR DATE OF PARTICIPATION</u>
• EAST TIMOR	Aust civilian contingent to the United Nations organisations serving in the declared operation	1 June 1999
	Aust contingent to International Medical Corps	1 June 1999
	Aust contingent to International Red Cross	1 June 1999
	Australian Red Cross	1 June 1999
	CARE Australia	28 September 1999
	Caritas Australia	1 June 1999
	Community Aid Abroad-Oxfam (Aust contingent to Oxfam International)	29 September 1999
	Timor Aid Inc	1 June 1999
	World Vision Australia	1 October 1999
	Aust contingent to the Jesuit Refugee Service	1 June 1999
• GREAT LAKES	Aust contingent to the East Timor Ambulance Service	1 June 2001
	Adventist Development and Relief Agency	1 May 1994 to 31 Dec 1996
	Australian contingent to United Nations organisations serving in the specified hazardous area in relation to the declared operation	1 May 1994
	Australian Lutheran World Service	1 Dec 1994 to 31 May 1995
	Australian Red Cross	10 Dec 1996 to 1 Nov 1997
	Australian contingent to the International Fed of the Red Cross	4 August 1994 to 6 Nov 1994
	CARE Australia	4 May 1994 to 13 Feb 1997
	World Vision Australia	27 Jul 1994
	Church Missionary Society - Australia	17 July 1994 to 13 June 1996
	Australian contingent to the International Committee of the Red Cross	1 May 1994

Clasps and Organisations eligible for the Humanitarian Overseas Service Medal

<u>CLASP</u>	<u>ORGANISATION</u>	<u>COMMENCEMENT OR DATE OF PARTICIPATION</u>
• MOZAMBIQUE	World Vision Australia	26 August 1991 to 31 Jan 1995
	OSB (Aust Volunteers International)	10 October 1985 to 31 Jan 1995
	CARE Australia	2 Sept 1990 to 31 Jan 1995
	Lutheran World Service	1 Jul 1989 to 30 Jun 1992
• NORTHERN IRAQ	Australian civilian contingents to the United Nations organisations serving in the specified hazardous area in relation to the declared operation	20 May 1991 to 31 May 1995
	CARE Australia	1 Sept 1991 to 31 May 1995
	Australian Red Cross	1 Feb 1991 to 28 Feb 1992
• SOMALIA	Adventist Development and Relief Agency	1 Jan 1993 to 1 Jan 1996
	Australian contingent to United Nations organisations serving in the specified hazardous area in relation to the declared operation	1 Mar 1992 to 1 Jan 1996
	Australian Red Cross	17 Sept 1992 to 1 Jan 1996
	CARE Australia	15 Aug 1992 to 14 Apr 1994
	UNICEF	1 Mar 1992 to 21 Jan 1994
	World Vision Australia	26 Nov 1994 to 1 Jan 1996
SOUTH SUDAN	Australian Red Cross	1 June 1992
	TEAR Australia	22 July 1998 to 28 August 1998
	World Vision Australia	23 May 1992 to 30 July 1998
	CARE Australia	1 May 1993 to continuing
	Australian civilian contingent to United Nations organisations serving in the specified hazardous area in relation to the declared operation	29 Jul 1998 to 28 Feb 1999

Clasps and Organisations eligible for the Humanitarian Overseas Service Medal

<u>CLASP</u>	<u>ORGANISATION</u>	<u>COMMENCEMENT OR DATE OF PARTICIPATION</u>
• SOUTH VIETNAM	Project Concern Australia	29 May 1964 to 31 Dec 1968
	The organisation comprising Australian volunteers who worked at the Holy Family Hospital in Qui Nhon, South Vietnam	1 Jan 1969 to 29 Apr 1975
	World Vision Australia	1 Jun 1972 to 30 April 1975

QUALIFYING PERIOD OF SERVICE –

The qualifying period of humanitarian service given by a member of a specified organisation to be eligible for an award of the Medal is 30 days. The qualifying period of humanitarian service may be aggregated from several periods of service with 1 or more of the specified organisations for a particular clasp. If a person gave humanitarian service as a member of 2 or more specified organisations, and a day of the service could be counted as a day of humanitarian service for more than 1 organisation, the day must be counted as 1 day of humanitarian service.

INSPECTION VISITS -

A person's inspection visit is counted as humanitarian service if the person made the visit as a member of a specified organisation and within the period, or on or after the commencement date for that organisation for a period of 30 days or more.

19 December 2002



Australian Government

Department of the Prime Minister and Cabinet

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3-5 NATIONAL CIRCUIT
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Mr Ric Wells
First Assistant Secretary
South Pacific, Africa and Middle East Division (PMD)
Department of Foreign Affairs and Trade
R G Casey Building
John McEwen Crescent
BARTON ACT 0211

Dear Mr Wells

HUMANITARIAN OVERSEAS SERVICE MEDAL (HOSM)

The Department of the Prime Minister and Cabinet is currently examining the background to civil unrest and war in Iraq, with a view to establishing that the emergency humanitarian service rendered meets the criteria for a clasp to the HOSM. The Department of Foreign Affairs and Trade has previously assisted us with research into other operations which have been recognised for the award of the HOSM and it is important that a number of formalities be satisfied before recommending to the Governor-General the extension of the Medal to recognise service of eligible organisations in Iraq.

It is this Department's view that the conditions in Iraq following the US lead coalition forces meet the conditions for the award of the Medal. In addition to other eligible groups it is proposed to recommend that the Medal be awarded to a group of Australian personnel attached to the Coalition Provisional Authority. These nominations have been the subject of discussions between s 22 of this Department and Ms Louise Hand of your Department.

In accordance with administrative arrangements for honours and awards, I would be grateful for your views on certain aspects of operations in Iraq mentioned in the following paragraphs.

The Department has been actively researching conditions of civil unrest and war in Iraq as it has become evident that those conditions meet the standard whereby Australian members of eligible organisations as defined in HOSM Regulation 2(a),(b) and (c) that provide emergency humanitarian aid to civilians in Iraq could notionally qualify for HOSM. Our intention is to establish a new clasp to HOSM entitled "Iraq", the name by which the operation is to be known for the purpose under Regulation 2(a) of the HOSM Regulations.

When the Governor-General declares that conditions in a particular country meet the criteria for the award of HOSM under HOSM regulation 3 (Declared operation), the period of service is required to be defined under Regulation 3(2)(a). The commencement date for the clasp being considered is the date when US coalition forces (Operation Iraqi Freedom) entered Iraq on 20 March 2003.

As the Medal is available only for service in hazardous areas (whether the United Nations is present or not), your advice is sought on whether a closing date be established for organisations whose members are exposed to risk or danger while providing humanitarian aid in Iraq. As conditions in the country still appear to be hazardous (as relates to the Medal Criteria) it would seem appropriate that the proposed operation (qualifying period of eligible organisations) be left open pending your advice of an appropriate closing date.

When we define the geographical extent of hazardous area for the purpose of Regulation 3(2)(b), from the research undertaken by this Department, it appears that hazardous conditions prevail throughout the entire country, therefore, we intend to define the geographic extent of hazardous area as Iraq. Your advice is sought with regard to that hazard being extended to areas in adjoining countries sufficiently hazardous to warrant the award of HOSM. Should the occasion arise where we receive applications from Australians who served in eligible organisations, including service with the United Nations Operations in both Iraq and a neighbouring country/s, we need to be able to include in the Declaration, the identities of those neighbouring countries also effected by the extent of the hazardous area. Those effected countries might include all or some of the following countries: Kuwait, Iran, Turkey, Syria, Jordan and Saudi Arabia.

It is important that we identify every Australian organisation which participated in the provision of emergency humanitarian aid in Iraq. To ensure that none are left off when the declaration is prepared, can you identify any additional organisation mentioned in Regulation 2(a), (b) or (c) that participated in the country but do not appear on the list at **Attachment E**? This will enable the Department to recognise these groups.

A copy of the regulations for HOSM is at **Attachment A** and a list of declared operations is at **Attachment B**. A copy of the most recent declaration (Northern Iraq) at **Attachment C**, a time line of the civil unrest and war like conditions in Iraq is at **Attachment D** and a list of the known Australian organisations that are providing emergency humanitarian aid in Iraq is at **Attachment E**. The Northern Iraq Declaration would not as you would appreciate, apply to the humanitarian service (current operation) as service in Northern Iraq ceased when the Australian contingents to the United Nations organisations left that part of the country on 31 May 1995.

I should be grateful if your views on these issues could be received by 10 March 2004. This will enable the Department to commence procedures to ensure that the proposed Declaration is prepared and ready for the Governor-General's approval by early May this year.

refugees

Please contact [REDACTED] s 22 at the Operations section on [REDACTED] s 22 if you have any questions. A copy of this letter has been forwarded to Louise Hand, Chief of Protocol.

Yours sincerely

s 22

Paul O'Neill
Assistant Secretary
Awards and National Symbols Branch

25 February 2004

Background to the *Humanitarian Overseas Service Medal*

On 6 June 1999 the Prime Minister, the Hon John Howard MP, announced the creation of the '*Humanitarian Overseas Service Medal*' (HOSM) which recognises members of Australian groups who are exposed to risk or danger when giving significant humanitarian aid to civilians overseas. This award is believed to be the first civilian award of its kind in the world.

The aid might be given during international peacekeeping operations, recognised civil or military strife or war. To earn the Medal in any of the eligible operations, a person must be a member of a designated group and have served during the relevant dates for a period of 30 days. Inspection visits may count if persons in support roles are considered to be part of the group serving overseas and if they meet the period of service required by the Medal regulations while conducting their overseas inspection visits.

To be eligible for the Medal, Australian groups may be part of, or operating under the auspices of, a recognised international organisation, such as the United Nations or the Red Cross, or a recognised home-grown organisation, eg. non-government organisations such as CARE Australia. The civilian contingent to the Coalition Provisional Authority would meet the criteria for the award.

HOSM recognises collective service of members of Australian contingents serving in various emergency humanitarian aid operations overseas. The award is not designed to recognise individual achievement. If a persons service entitles them to the *Australian Active Service Medal*, the *Australian Service Medal* or the *Police Overseas Service Medal* that person is not entitled to the *Humanitarian Overseas Service Medal* for service in the same operation.

**DECLARED OPERATION FOR THE AWARD OF THE
HUMANITARIAN OVERSEAS SERVICE MEDAL (HOSM)**

IRAQ

TIME LINE OF ACTIVITIES

DATE	EVENT
January 23 2003	HMAS Kanimbla sent to the Gulf.
18 March	Australia commits troops to US led coalition
20 March 2003	US led coalition enter Iraq "Operation Iraqi Freedom".
April 8 2003	HMAS Sydney sent
April 2003	Save the Children put its relief plans on hold pending restoration of law and order.
May 1 2003	President Bush declares end to major combat operations
July 2003	Denmark sent 400 troops.
August 2003	6 Iraqis killed, 59 injured in mortar attack on Abu Ghraib prison.
August 2003	Oxfam relocates 9 staff to Jordan
August 2003	UN and ICRC down grade presence
August 9-10 2003	2000 people took to the street to protest shortages of essential supplies.
August 11 2003	British Army Land Rover was destroyed.
August 14 2003	British soldier killed and 2 injured in explosion.
August 15 2003	Fire at a section of the newly opened oil pipeline from Kirkuk.
August 16 2003	Danish soldier killed in Basra.
August 16 2003	2 US soldiers shot and wounded as they left a restaurant in Baghdad.
August 16 2003	Iraqi police chief shot and wounded in Mosul. Two officers were killed.
August 17 2003	Second blast at oil pipeline.
August 17 2003	Water pipeline flooded main roads in Baghdad. 300,000 residents without water.
August 19 2003	Protests in Basra due to lack of essential supplies.
November 2003	The Pentagon announced plans to send 85,000 Army and Marine combat forces to Iraq early next year to relieve troops completing one-year tours.
December 14 2003	Saddam Hussein captured.
December 31 2003	Department of Immigration media release: 34 Iraq asylum seekers voluntarily return home to Iraq
Early 2004	85,000 GI's to be sent to Iraq to relieve troops. In November 2003 there were 131,600 troops, which was expected to be downsized by May 2004 to 105,000
January 2004	Three way talks proposed between the UN, US led coalition, and the Iraqi Governing Council to explore ways to get the UN more involved; develop a closer, on the ground working relationship between the UN and the Iraqi Governing Council.
June 2004	Coalition Provisional Authority scheduled to hand over power to transitional Iraqi Government. Coalition forces will remain under new arrangement.
End of 2005	Elections expected.

**DECLARED OPERATION FOR THE AWARD OF THE
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IRAQ

Name of organisation	Type eg Australian government, NGO etc	Function and location in area of operation	Periods of service organisation served [do we count time <i>en route</i> and return]
World Vision Australia	NGO	<ul style="list-style-type: none"> Began sending relief supplies in February 2003. In 2003, anticipating a humanitarian crisis, sent staff to Iraq on fact finding missions. Later sent staff to rebuild and reopen schools in Mosul. 	Commenced relief program in October 2002 (office established in Jordan).
Care Australia	NGO	<ul style="list-style-type: none"> Operating in Iraq since 1991. Actively involved in various sectors of assistance, but more extensively in the areas of water, sanitation, education and health. Only NGO that has maintained a permanent presence in central and southern Iraq since 1991. 	In Iraq since 1991. On the ground on at 20/03/03. Australian led emergency response team deployed 25/03/03
ARC / ICRC <i>Government nominated</i>	NGO	Water, sanitation, health, protection	18/03/03 – went into Iraq s 47F s 47F
Australian contingent to the rehabilitation program in Iraq by the Coalition Provisional Authority	Australian government	Agricultural assistance	26 April 2003 <i>30 June 2004</i>
Australian contingent to United Nations organisations serving in the specified hazardous area in relation to the declared operation	UN	Water, health, sanitation, coordination, logistics, food distribution systems and de-mining.	To be advised



Australian Government
Department of Foreign Affairs and Trade

17 March 2004

Mr Paul O'Neill
Assistant Secretary
Awards and National Symbols Branch
Department of the Prime Minister and Cabinet

Dear Mr O'Neill

RE: HUMANITARIAN OVERSEAS SERVICE MEDAL

Thank you for your letter of 25 February 2004 addressed to Ric Wells, First Assistant Secretary of the Pacific, Africa and Middle East Division of this department, who has asked me to respond to your queries.

We strongly support the creation of an Iraq clasp for the Humanitarian Overseas Service Medal (HOSM) to recognise the special contribution of Australians in a dangerous and challenging environment.

You sought advice on whether a closing date should be established for organisations whose members are exposed to risk or danger while providing humanitarian aid in Iraq. We agree with your judgment that the closing date should be kept open as we expect conditions in Iraq will remain hazardous for foreign workers for some time.

In relation to your query on geographic scope for eligibility, we confirm that while some areas are relatively more hazardous, foreign workers are at considerable risk wherever they are located within Iraq. The department's travel advisory on Iraq, which recommends against travel to Iraq by Australians, reflects this assessment. In relation to extending the hazardous area to neighbouring countries, we would suggest that they be included to cover those who have undertaken or may undertake Iraq-related humanitarian work from these locations.

s 47C and s 47E(d)

s 47C and s 47E(d). In general, Australian nationals in neighbouring countries remain at some risk of terrorist attack, although that risk would currently not be considered anywhere near the magnitude of that faced by Australians based in Iraq. There may also be cases where Australian workers involved in humanitarian work in Iraq, while based in a neighbouring state, are called on to travel regularly into Iraq in the discharge of their responsibilities. In this instance, we believe they would definitely merit inclusion among those eligible for consideration for an Iraq HOSM.

Apart from those agencies listed at your Attachment E, we are aware of two other Australian NGOs (Save the Children Australia and the Australian Red Cross) that have been involved in Iraq-related operations since the fall of the regime of Saddam Hussein. You should also be aware of the possibility that other Australian NGOs will deploy personnel to Iraq and environs during the political transition period, while the environment remains hazardous. In addition, we expect there have been and are Australians working with foreign NGOs and other organisations, though there are currently no Australians deployed as a contingent to such organisations.

We note that in your Attachment E you have confined the scope of work of the Australian contingent to the Coalition Provisional Authority (CPA) to agriculture. In fact, the activities with which Australian CPA advisers have been involved in assisting Iraqi rehabilitation cover a broad range of areas, including food distribution, water and sanitation, war crime investigations, preparation of legislation, development of administrative and governance structures, coordination of donor assistance and training and capacity building in the military, security, emergency services and law enforcement areas. These are all important humanitarian roles, vital to the creation of a stable, democratic and well-governed Iraq.

You should also be aware that as of 30 June 2004, the CPA will dissolve as a discrete governing entity, though this does not mean that the important work being undertaken by Australian CPA advisers will cease. Arrangements governing the presence of foreign civilian technical advisers are still to be determined, but we expect they will have legal coverage to continue their work, possibly under a UN Security Council resolution. Therefore, your Attachment E may need to be amended to reflect this impending change.

Should you require further clarification or explanation on this matter, please contact myself on s 22 or s 22 on s 22.

Yours sincerely

s 22

John Quinn
Assistant Secretary
Iraq Task Force