

SENSITIVE: NSW GOVERNMENTF/2019/21533
D/2019/23716**Issue:**

Progress report as at March 2019 on the implementation of recommendations resulting from Strike Force Parrabell

Background:

In August 2015, Strike Force Parrabell (SFB) commenced an investigative review of 88 deaths listed in a submission to the Australian Institute of Criminology in 2002, described and commonly referred to in media reports, as motivated by gay-hate bias.

The objective of SFB was: to bring the NSW Police Force and the Lesbian, Gay, Bisexual, Transgender, Intersex and Queer community closer together by doing all that is possible from this point in history.

A team of up to 10 criminal investigators worked on SFP over an 18-month period with oversight by the Corporate Sponsor for Sexuality, Gender Diversity and Intersex. Additionally, an academic review of the approach and findings of the Strike Force, was commissioned and completed by a team from Flinders University.

The Final Report of SFPⁱ, published in June 2018, includes the findings and determinations of SFB and a detailed analysis by the Flinders University team.

Twelve recommendations were made by the NSWPF Corporate Sponsor in relation to the findings of SFP.

On 19 September 2018, the NSW Parliament announced an *Inquiry into to gay and transgender hate crimes between 1970 and 2010*.ⁱⁱ

The inquiry extended its focus beyond the SFP period into a review of current policies and practice in relation to hate crimes against LGBTIQ communities.

A Progress Report on the implementation of the 12 recommendations made by SFP was included as part of a comprehensive submission to this inquiry (**Tab A**).

A request to update this Progress Report to brief the new Minister and prepare a new Parliamentary House Folder note was received from The Office of the Commissioner on 6/3/19 (**Tab B**: F/2019/21533).

Comment:

An updated Progress Report is attached (**Tab C**). Progress in relation to Recommendations 3, 8, 9, 10, 11 and 12 has been included in this report (in italics).

The request for advice has been sent to a number of other relevant areas within the NSWPF to provide input into progress relating to the implementation of recommendations. Once this advice has been collected, progress on all recommendations can be updated.

Recommendation:

P:\Capability Perf & Youth\PPS\PDT\Program Development Team\Sexuality and Gender Diversity\2019 Parrabell\Pink Parrabell Update March 2019

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That this updated Progress Report (**Tab C**) be incorporated into advice for the Office of the Commissioner as per the request F/2019/21533 (**Tab B**).



Jackie Braw



Senior Programs Officer – Sexuality, Gender Diversity and Intersex
Performance and Program Support
11/3/19

1. Manager, Program Development Team

The update provided in Tab C is approved for incorporation in to final advice. PPS will continue to progress work on the specific recommendations within its scope.



14/3/2019

2. A/Commander, Performance and Program Support

Noted and supported. Updated information to be provided



Dan Richardson
A/Commander
PPS Command
14 March 2019

3. Corporate Sponsor, Sexuality, Gender Diversity & Intersex

Supported. Additionally, Recommendation 12 has been actioned by the Commissioner to allow the wearing of GLLO identification as part of the NSWPF uniform standard.

cc AC Capability, Performance & Youth Command



A.P. Crandell APM
Assistant Commissioner
16 March 2019

4. Secretariat, Office of the Commissioner

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https://www.police.nsw.gov.au/safety_and_prevention/your_community/working_with_lgbtqia/lgbtqia_a_ccordian/strike_force_parrabell

ii <https://www.parliament.nsw.gov.au/committees/inquiries/Pages/inquiry-details.aspx?pk=2510>

TAB A

Recommendation	Progress to date	Key areas responsible
<p>1. Details of all cases required significant Investigative effort by SFP operatives. The system of archiving across NSW Government departments including the NSWPF has been historically deficient given the existence of paper-based files consistent with general use during the period of review. The NSWPF must ensure that the system of electronic recording and storage of evidence consistent with e@glei system remains in use with policy imperatives requiring storage of all investigative material in the same location, so that permanent records of investigations from commencement to judicial conclusion are maintained.</p>	<p>e@gle.i is the web based (intranet) NSWPF major investigation management system allowing officers to capture and report on information gathered as a result of the investigation process. Hyperlinks, electronic images etc are accessible by search and can be shared statewide, facilitating investigations.</p>	<p>Digital Technology & Innovation State Crime Command</p>
<p>2. A policy position is taken by the NSWPF that assessments of crime are to commence from an open-minded position regarding motive, so that all motives, including bias motivation, are properly considered before any decision of exclusion.</p>	<p>In progress. The NSWPF current policy position and approach is to flag the 'Bias Motivated (Suspected)' associated factor if an officer suspects an incident is wholly or partially motivated by bias on the grounds of: race, religion, ethnic or national origin, sex/gender, gender identity (eg transgender), sexual orientation, age, disability status, homelessness status. Standard Operating Procedures must then be followed to assist officers identify bias motivation and guide investigations. This policy and approach is under review and will support an open-minded position</p>	<p>Education & Training Command Performance and Program Support State Crime Command</p>

Recommendation	Progress to date	Key areas responsible
	regarding motive. This will need to be supplemented with appropriate communications and training.	
<p>3. A revised system applicable to the early identification of bias crime requires development with guidance from academic resources. The current system with 10 bias crime indicators requires greater rigour and is not user friendly for operational police who are likely, as the first point of contact, to make an initial determination of bias motivated criminal activity.</p>	<p>The Flinders University Academic Team examined the current NSWPF model (using the 10 indicators) in the context of their review of SFP approach and findings. Initial discussions with a number of appropriately skilled academics regarding the design of an improved model to identify and record bias motivation have progressed.</p> <p>Dr Philip Birch (Centre for Law & Justice, CSU) has expressed interest in assisting the NSWPF to design and test this model. Any model developed must be user friendly for all operational police to enable an initial consideration of bias which can be verified by more trained senior officers.</p> <p>A research assistant has been assigned to this project and will begin with a systematic review of the area. From this review, the team will design a model based on the evidence in the literature and test it against some published criminal law cases or even media reports of various types of bias crimes. The next step would be to run the model against the cases looked at by Strike Force Parrabell and compare the findings to</p>	<p>Education & Training Command, in consultation with CSU Performance and Program Support</p>

Recommendation	Progress to date	Key areas responsible
	the two sets of findings in the final Report. Estimated development period is 6 months.	
<p>4. Once a suitable system of bias crime identification is determined, a training package is required for the information of all officers within the NSWPF to ensure the efficient and most accurate capture of bias related crimes consistent with any national standard or the best possible inter-jurisdictional system, which may incorporate gay-hate, religious, language, race-based, or other recognised bias.</p>	<p>The development of such a training package will be informed by the particular policy and model developed. Training will be rolled out across the state and incorporate new legislation regarding the crime of vilification.</p>	<p>Education & Training Command, in consultation with CSU Performance and Program Support</p>
<p>5. A review is required of prompts to operational police when recording crimes on the COPS database to ensure that appropriate questions are being asked in light of this report and that sufficient understanding of the nature of bias crime exists across a critical mass of police officers.</p>	<p>Appropriate prompts will be developed during the design and testing phases of the model and incorporated in the training package to ensure appropriate application in the field.</p>	<p>Digital Technology & Innovation Education & Training Command, in consultation with CSU</p>
<p>6. The terms of this review included the identification of bias from police investigators. No referrals were made given the difficulty in appropriating an intention to an investigator on the basis of a poor investigation or one that did not consider important evidence. This task was similarly seen as almost impossible by the academic team. A key question was whether a death was well or poorly investigated based on evidence produced at the time. In some</p>	<p>To be referred to State Crime Command.</p>	<p>Education & Training Command, in consultation with CSU State Crime Command</p>

Recommendation	Progress to date	Key areas responsible
<p>cases, evidence was less developed than others however with Coronial acceptance of the brief supplied, any determination of propriety was severely circumscribed. A latent assessment of ethical conduct diminished with time leaving a case for the NSWPF to ensure the teaching of foundational investigative ethics within criminal investigator training at all levels. In that regard, a review of criminal investigation training is required to ensure sufficient and ongoing ethical and cultural values are taught and embedded throughout an officer's career.</p>		
<p>7. It is noted that all homicide investigations, whether conducted by local or specialist criminal investigators attract a team-based, Task Force managed response which is now normal and applied consistently. For any unexplained death, specialist forensic officers are required to attend together with suitably qualified officers performing full time criminal investigative duties. This approach must continue as a safeguard against individual pockets of potential bias. By involving several officers, including forensic practitioners, mischief associated with perceptions or suspicions of bias can be better mitigated.</p>	<p>A team-based 'task force' managed approach is consistently applied to the conduct of local and specialist criminal investigations.</p>	<p>State Crime Command Forensic Evidence & Technical Services Command</p>
<p>8. A major success in recent times has been the involvement of members of the</p>	<p>An introduction to LGBTIQ issues is provided as part of student education,</p>	<p>Performance and Program Support</p>

Recommendation	Progress to date	Key areas responsible
<p>LGBTIQ community in the education of every potential police officer at the NSW Police Academy. The Commissioner of Police should endorse this education strategy as a permanent part of recruit development and learning system consistent with an ongoing commitment by the NSWPF to the LGBTIQ community.</p>	<p>supplemented by a two hour presentation delivered largely by LGBTIQ community presenters. Every police recruit experiences this presentation by a range of key services and groups including: Twenty10, ACON and Pride in Diversity, Inner City Legal Centre, The Gender Centre, Mardi Gras. This initiative began in 2009 and since 2014, specific focus has been on LGBTIQ community presenters.</p>	<p>Education & Training Command</p>
<p>9. The GLLO (LGBTIQ Liaison Officer) Program has created an operational policing network capable of providing support to LGBTIQ communities throughout NSW and within the NSWPF. An expansion of the GLLO Program will maximise understanding and mutual respect among police and with the LGBTIQ community. Improvements to the GLLO Program development and delivery to capture as many NSW police officers as possible is required.</p>	<p>Initial planning and the development of a proposal to modularise specific components of GLLO training has progressed with the intention to increase access to various aspects of GLLO training and the overall training program, across the state. Some components will be converted to online modules and will be available as 'stand-alone' modules enabling officers from across the state to complete training in a more timely and efficient manner. Modules on LGBTIQ terminology and concepts, Inclusive language and the history of police/LGBTIQ community relationships for example, will be made available as discrete modules, online, to any officer requiring education and awareness. Officers wishing to progress to the full GLLO course can do so, once assessment</p>	<p>Performance and Program Support Education & Training Command Corporate and Region Sponsor Program</p>

Recommendation	Progress to date	Key areas responsible
	<p>tasks are completed and a face-to-face course is completed.</p> <p>Once the GLLO course has been revised, the Region Sponsor network will support an expansion of GLLO training and support for GLLOs at a local level.</p> <p>It is anticipated that this revised program will be trialled in 2019 across every police region.</p>	
<p>10. Equity and diversity awareness is available to all police officers, as is training in ethics and ethical behaviour. Examples provided in equity training require experience from and involving LGBTIQ community to provide officers with specific context and raise even further sexual orientation and gender identity awareness.</p>	<p>The NSWPF current Respectful Workplace Campaign included specific material and communications relating to LGBTIQ diversity and inclusion eg. posters, video on the Intranet.</p> <p>Training has been provided to NSWPF Equity Officers and LGBTIQ 'Allies' Training is planned for delivery to the newly restructured Organisational Development Team in October 2018.</p> <p>LGBTIQ 'Allies' training has been rolled out this year to Peer Support Officers and at Inner West Police Area Command.</p>	<p>HR Command Performance and Program Support Corporate and Region Sponsor Program</p>
<p>11. Significant progress has been made with engagement activities across other jurisdictions of policing and emergency services throughout Australia. The Commissioner of Police should endorse a mandatory LGBTIQ Conference on a two to three-year rotation to enhance cross jurisdictional networks and inclusion practices.</p>	<p>Two LGBTIQ Conferences have now been conducted at the Police Academy – in 2015 and in 2017. Both were evaluated as highly successful and both invited representation from other policing and emergency services. Communications from Victoria Police suggest they may host a conference in 2019 and it is intended that a significant</p>	<p>NSW Police Commissioner Performance and Program Support Corporate and Region Sponsor Program</p>

Recommendation	Progress to date	Key areas responsible
	group of NSW police officers will be supported to attend.	
<p>12. The Commissioner of Police should endorse the wearing of GLLO badges at all times on police uniform by qualified LGBTIQ Liaison Officers. Allowing the prominent display of the GLLO symbol signifies respect for the LGBTIQ community and acknowledges the skills of suitably trained police to provide support and advice whether for LGBTIQ police officers or members of the community.</p>	<p>A formal report progressed through the chain of command earlier this year (D 2018/81496) requesting inclusion of the GLLO badge as an authorised embellishment badge for officers who have completed the GLLO training program and are accredited to perform the role of a GLLO (LGBTIQ Liaison Officer).</p> <p>This report was discussed at the Uniform Standards Committee and forwarded to Protocol and Awards unit in April 2018, for advice and consideration.</p> <p>Contact was made by phone and email to the Commander, Protocol and Awards unit, on 19/9/18 to follow up on the status of this report.</p>	<p>NSW Police Commissioner Corporate Sponsor Uniform Standards Committee Protocol and Awards Unit</p>

TAB B



DOC048664

MEMORANDUM

TO: Commissioner of Police

FROM: Adrian McKenna
Executive Director

DATE: 5 March 2019

SUBJECT: Strike Force Parrabell & update since Police Pink D/2017/441224

In order to brief the new Minister and prepare a new Parliamentary house folder note, the Office for Police is requesting an update from police regarding:

- The implementation of the Parrabell report recommendations; and
- The referral of 23 cases to the Unsolved Homicide Team.

With regard to the review of the 23 unsolved cases, only a general update is required – it is not intended that operationally sensitive information be reported on.

I would be grateful for police advice by **Wednesday, 20 March** so information will be on-hand for the new Minister as soon as possible.

For any queries regarding this request, please contact Ms Phaedra Parkins, Principal Policy Analyst, on 9212 9223 or phaedra.parkins@justice.nsw.gov.au.



Adrian McKenna
Executive Director

TAB C

Recommendation	Progress to date (<i>March 2019</i>)	Key areas responsible
<p>1. Details of all cases required significant Investigative effort by SFP operatives. The system of archiving across NSW Government departments including the NSWPF has been historically deficient given the existence of paper-based files consistent with general use during the period of review. The NSWPF must ensure that the system of electronic recording and storage of evidence consistent with e@glei system remains in use with policy imperatives requiring storage of all investigative material in the same location, so that permanent records of investigations from commencement to judicial conclusion are maintained.</p>	<p>e@gle.i is the web based (intranet) NSWPF major investigation management system allowing officers to capture and report on information gathered as a result of the investigation process. Hyperlinks, electronic images etc are accessible by search and can be shared statewide, facilitating investigations.</p>	<p>Digital Technology & Innovation State Crime Command</p>
<p>2. A policy position is taken by the NSWPF that assessments of crime are to commence from an open-minded position regarding motive, so that all motives, including bias motivation, are properly considered before any decision of exclusion.</p>	<p><i>In progress.</i> The NSWPF current policy position and approach is to flag the 'Bias Motivated (Suspected)' associated factor if an officer suspects an incident is wholly or partially motivated by bias on the grounds of: race, religion, ethnic or national origin, sex/gender, gender identity (eg transgender), sexual orientation, age, disability status, homelessness status. Standard Operating Procedures must then be followed to assist officers identify bias motivation and guide investigations. This policy and approach is under review and will support an open-minded position</p>	<p>Education & Training Command Performance and Program Support State Crime Command</p>

Recommendation	Progress to date (<i>March 2019</i>)	Key areas responsible
	regarding motive. This will need to be supplemented with appropriate communications and training.	
<p>3. A revised system applicable to the early identification of bias crime requires development with guidance from academic resources. The current system with 10 bias crime indicators requires greater rigour and is not user friendly for operational police who are likely, as the first point of contact, to make an initial determination of bias motivated criminal activity.</p>	<p><i>Dr Philip Birch (Centre for Law & Justice, CSU) is assisting the NSWPF to examine its current model and system in relation to identifying and responding to bias crime. His team has initiated a project to conduct a review of existing evidence in the literature with a view to designing and testing a model to identify and respond to bias crime. Any model developed must be user friendly for all operational police to enable an initial consideration of bias which can be verified by more trained senior officers. A progress report was submitted by Dr Birch on 15/1/19. A research assistant has completed phase 1: A systematic review of the literature. A large volume of articles was found, including a larger than expected number of items relating to transgender bias crimes. The next step, once these findings are written up, is to develop a risk assessment tool/model and run the model against the cases looked at by Strike Force Parrabell and compare the findings to the two sets of findings in the final Report.</i></p>	<p>Education & Training Command, in consultation with CSU Performance and Program Support</p>

Recommendation	Progress to date (<i>March 2019</i>)	Key areas responsible
<p>4. Once a suitable system of bias crime identification is determined, a training package is required for the information of all officers within the NSWPF to ensure the efficient and most accurate capture of bias related crimes consistent with any national standard or the best possible inter-jurisdictional system, which may incorporate gay-hate, religious, language, race-based, or other recognised bias.</p>	<p><i>In progress, awaiting results from Dr Birch's project (above).</i> The development of such a training package will be informed by the particular policy and model developed. Training will be rolled out across the state and incorporate new legislation regarding the crime of vilification.</p>	<p>Education & Training Command, in consultation with CSU Performance and Program Support</p>
<p>5. A review is required of prompts to operational police when recording crimes on the COPS database to ensure that appropriate questions are being asked in light of this report and that sufficient understanding of the nature of bias crime exists across a critical mass of police officers.</p>	<p>Appropriate prompts will be developed during the design and testing phases of the model and incorporated in the training package to ensure appropriate application in the field.</p>	<p>Digital Technology & Innovation Education & Training Command, in consultation with CSU</p>
<p>6. The terms of this review included the identification of bias from police investigators. No referrals were made given the difficulty in appropriating an intention to an investigator on the basis of a poor investigation or one that did not consider important evidence. This task was similarly seen as almost impossible by the academic team. A key question was whether a death was well or poorly investigated based on evidence produced at the time. In some cases, evidence was less developed than others however with Coronial acceptance of</p>	<p>To be referred to State Crime Command.</p>	<p>Education & Training Command, in consultation with CSU State Crime Command</p>

Recommendation	Progress to date (<i>March 2019</i>)	Key areas responsible
<p>the brief supplied, any determination of propriety was severely circumscribed. A latent assessment of ethical conduct diminished with time leaving a case for the NSWPF to ensure the teaching of foundational investigative ethics within criminal investigator training at all levels. In that regard, a review of criminal investigation training is required to ensure sufficient and ongoing ethical and cultural values are taught and embedded throughout an officer's career.</p>		
<p>7. It is noted that all homicide investigations, whether conducted by local or specialist criminal investigators attract a team-based, Task Force managed response which is now normal and applied consistently. For any unexplained death, specialist forensic officers are required to attend together with suitably qualified officers performing full time criminal investigative duties. This approach must continue as a safeguard against individual pockets of potential bias. By involving several officers, including forensic practitioners, mischief associated with perceptions or suspicions of bias can be better mitigated.</p>	<p>A team-based 'task force' managed approach is consistently applied to the conduct of local and specialist criminal investigations.</p>	<p>State Crime Command Forensic Evidence & Technical Services Command</p>
<p>8. A major success in recent times has been the involvement of members of the LGBTIQ community in the education of every potential police officer at the NSW</p>	<p><i>In progress. Two such presentations were delivered to students at the Police Academy in 2018 (10/4/18 and 23/11/18). The NSWPF commitment is to present this two</i></p>	<p>Performance and Program Support Education & Training Command</p>

Recommendation	Progress to date (March 2019)	Key areas responsible
<p>Police Academy. The Commissioner of Police should endorse this education strategy as a permanent part of recruit development and learning system consistent with an ongoing commitment by the NSWPF to the LGBTIQ community.</p>	<p><i>hour session to every single recruit before they graduate from the Police Academy. This complements existing diversity and LGBTIQ content in their syllabus and Induction training as well as ‘Ally’ training they should receive when they start at their Commands. Sessions delivered by Twenty10 and The Gender Centre, in addition to introductions provided by NSWPF staff, introduced key concepts and terminology as well as the importance of inclusion and support for LGBTIQ staff and policy commitments in this area. Recruits are made aware of their obligations to implement policy objectives in relation to contributing to a safe and supportive environment for work colleagues and when engaging with community members. The next session is scheduled for 11 April 2019.</i></p>	
<p>9. The GLLO (LGBTIQ Liaison Officer) Program has created an operational policing network capable of providing support to LGBTIQ communities throughout NSW and within the NSWPF. An expansion of the GLLO Program will maximise understanding and mutual respect among police and with the LGBTIQ community. Improvements to the GLLO Program development and delivery to capture as</p>	<p><i>A GLLO course was conducted in November 2018 training an additional 29 GLLOs. A GLLO training and professional development event is currently being planned for the Northern Region of NSW, expected to be conducted by June 2019.</i></p> <p>Initial planning and the development of a proposal to modularise specific components of GLLO training has progressed with the intention to increase access to various</p>	<p>Performance and Program Support Education & Training Command Corporate and Region Sponsor Program</p>

Recommendation	Progress to date (<i>March 2019</i>)	Key areas responsible
<p>many NSW police officers as possible is required.</p>	<p>aspects of GLLO training and the overall training program, across the state. Some components will be converted to online modules and will be available as 'stand-alone' modules enabling officers from across the state to complete training in a more timely and efficient manner. Modules on LGBTIQ terminology and concepts, Inclusive language and the history of police/LGBTIQ community relationships for example, will be made available as discrete modules, online, to any officer requiring education and awareness. Officers wishing to progress to the full GLLO course can do so, once assessment tasks are completed and a face-to-face course is completed. Once the GLLO course has been revised, the Region Sponsor network will support an expansion of GLLO training and support for GLLOs at a local level. It is anticipated that this revised program will be trialled in 2019 across every police region.</p>	
<p>10. Equity and diversity awareness is available to all police officers, as is training in ethics and ethical behaviour. Examples provided in equity training require experience from and involving LGBTIQ community to provide officers with specific context and</p>	<p><i>GLBTIQ 'Allies' training was rolled out in 2018 and will continue in 2019. Peer Support Officers and staff at Inner West Police Area Command have received this training to date – approximately 260 officers in total.</i></p>	<p>HR Command Performance and Program Support Corporate and Region Sponsor Program</p>

Recommendation	Progress to date (<i>March 2019</i>)	Key areas responsible
<p>raise even further sexual orientation and gender identity awareness.</p>	<p>The NSWPF current Respectful Workplace Campaign included specific material and communications relating to LGBTIQ diversity and inclusion eg. posters, video on the Intranet.</p> <p>Training has been provided to NSWPF Equity Officers and LGBTIQ 'Allies' Training is planned for delivery to the newly restructured Organisational Development Team in October 2018.</p>	
<p>11. Significant progress has been made with engagement activities across other jurisdictions of policing and emergency services throughout Australia. The Commissioner of Police should endorse a mandatory LGBTIQ Conference on a two to three-year rotation to enhance cross jurisdictional networks and inclusion practices.</p>	<p><i>A Northern Region GLLO (training course and) professional development forum is currently being planned to be conducted by end June 2019. The intention is to train new GLLOs AND provide existing GLLOs and other officers an opportunity to undertake professional development and networking with community stakeholders and key agencies. The 30 year anniversary of the GLLO program is in 2020 and a large scale conference is being planned at the Police Academy.</i></p> <p>Two LGBTIQ Conferences have now been conducted at the Police Academy – in 2015 and in 2017. Both were evaluated as highly successful and both invited representation from other policing and emergency services. Communications from Victoria Police suggest they may host a conference in 2019 and it is intended that a significant</p>	<p>NSW Police Commissioner Performance and Program Support Corporate and Region Sponsor Program</p>

Recommendation	Progress to date (<i>March 2019</i>)	Key areas responsible
	group of NSW police officers will be supported to attend.	
<p>12. The Commissioner of Police should endorse the wearing of GLLO badges at all times on police uniform by qualified LGBTIQ Liaison Officers. Allowing the prominent display of the GLLO symbol signifies respect for the LGBTIQ community and acknowledges the skills of suitably trained police to provide support and advice whether for LGBTIQ police officers or members of the community.</p>	<p><i>A formal report progressed through the chain of command in 2018 (D 2018/81496) requesting inclusion of the GLLO badge as an authorised embellishment badge for officers who have completed the GLLO training program and are accredited to perform the role of a GLLO (LGBTIQ Liaison Officer).</i></p> <p><i>This report has now been approved by the Commissioner (D 2018/915494) authorising GLLO badges to be worn in accordance with policy relating to the wearing of pins.</i></p>	<p>NSW Police Commissioner Corporate Sponsor Uniform Standards Committee Protocol and Awards Unit</p>