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OIA-2024-5091

5th November 2024

[REDACTED]
[REDACTED]@stuff.co.nz

Dear [REDACTED]

I refer to your email of 23 July 2024 requesting the following information under the Official Information Act 1982 (OIA):

Any requests for advice that the Ministry received regarding the establishment of the military style academy. Any briefings or advice about the establishment of the military style academy, shared with ministers or Oranga Tamariki.

For clarity:

I'm only interested in information from October 2024 to today.

Communications with ministers' offices about the military style academy / bootcamp.

I apologise for the significant delay in providing this response. Changes to New Zealand Defence Force (NZDF) information technology systems have caused issues accessing recent emails. As a result, it is not possible to provide all relevant correspondence or attachments. The emails provided are a retrievable collation from the NZDF email archive system and correspondence saved elsewhere.

Correspondence concerning requests for advice that the NZDF has received is at Enclosure 1. Correspondence between the NZDF and the Office of the Minister of Defence is at Enclosure 2, and briefings to the Minister of Defence are provided at Enclosures 3 to 5. Where indicated, information is withheld: to protect privacy in accordance with section 9(2)(a) of the OIA; to maintain the effective conduct of public affairs through the free and frank provision of advice in accordance with section 9(2)(g)(i) of the OIA; to avoid the malicious or inappropriate use of staff information, such as phishing, scams or unsolicited advertising in accordance with section 9(2)(k) of the OIA.

You have the right, under section 28(3) of the OIA, to ask an Ombudsman to review this response to your request. Information about how to make a complaint is available at www.ombudsman.parliament.nz or freephone 0800 802 602.

Please note that responses to official information requests are proactively released where possible. This response to your request will be published shortly on the NZDF website, with your personal information removed.

Yours sincerely

GA Motley
Brigadier
Chief of Staff HQNZDF

Enclosures:

1. Requests for advice
2. Emails
3. NZDF Youth Development Outputs and Military Academies, 29 Jan 2024
4. NZDF Support to the Youth Offender Military Academy, 27 May 2024
5. New Zealand Defence Force Support to the Military Style Academy Pilot, 21 June 2024

Archive Manager

Export

From: [Harvey, John](#)

Sent: Wed, 08 Nov 2023 22:16:41 GMT

To: [Berry, Greer](#)

CC [Margetts, Roger, COL](#) ; [MCCABE, Karl](#)

Subject: [SEEMAIL]: Follow up on Military Academy meeting

Hi,

Machine back up! Please give us a call if anything interesting come from that meeting (I pulled out at 5 to)

Answers to your long mail below in BLUE.

This response from YDU and of the few 'survivors of the MAC in Burnham:

s 9(2)(g)(i)

Programme

- 9 week residential programme
- NZDF support the entire time; shifts for NZDF were 6am – 10pm
- 2 NZDF pers on a shift at a time – 2 shifts per day = 4 NZDF staff required per day; 7 days a week for 9 weeks. Harvey here: So: 9 weeks for 6 to 10 pers = 4 per day. We normally x3 these numbers to provide tactical respite (you can't work that intensity on a daily basis and you have to see your family...) , attrition (gap) allowance, that's about 12 pers on the old model.
 - For a group of 20 kids (twice by design but in reality three times) for twice the time (3 months) and noting we now understand the Complexity element better we think:
 - Three Month MAC for 20 kids at 1005 Complexity based on One Site:
 - 25 to 30 pers including some Log and Command.
 - If this has to be done out of hide (i.e. in the 100 days and notwithstanding Liability / Legislation) then all three YLS platoons (25 pers) plus other elements or an entire YDU Company would need to be retasked. (Assuming individuals want to be involved) NZDF would need to
 - Cancel all or some of BLV (up to 400 kids out)
 - Cancel all or some of Svc Academy (up to 580 kids out)
 - Adjust LSV to fit (whatever we do) (hard to calculate)
 - Move some staff from NZCF (The whole RF unit has only 15 suitable pers). If we remove e.g. five to contribute to enable YDU to keep some coverage of LSV that is a third of NZCF units nationwide that will lose the level of NZDF oversight and compliance checks. That's roughly 1,000 kids in 33 communities that are exposed.
 - This is where our +2000 kids estimate comes from in the BLV and MAC case.
- CYFS were supposed to have a team of 4 pers on at all times

- **Programme Content:** Note the extract below which is from the MAC Booklet produced by CYFS
 - **Wk 1 :** Intro to NZDF, values, discipline, routine
 - **Wk 2:** Camp off site (Lake Taylor for Southern Region)
 - **Wk 3-9:** Most of the day is the youth doing lessons/school in the residence. The day starts with NZDF morning routine, EMA's, fatigues, breakfast, school lessons which NZDF provide security support to, then after the lessons are over NZDF take PT, sports, drill through to lights out.
 - There was also an Incentive Programme in the weekends where the youth would be taken on adventure based learning activities if they behaved (con course, high ropes, caving, community work etc)

“Kia ora! As a member of the New Zealand Defence Force on the MAC course, I have the opportunity to provide you with an insight of what we do. Many think that this is a “Boot Camp” or something like that. Well, it is not - this is a programme that the Ministry of Social Development (MSD) and New Zealand Defence Force (NZDF) have created and developed.

The MAC Course mission is to enhance and develop motivation, pro-social core values, life skills. We also aim to increase young people's sense of self efficacy, team work and vocational skills. This is to assist our youth to confidently and successfully establish their place within, and contribute to, New Zealand society.

We achieve this by providing training for youth that is complimentary to their wider individual development and growth, within a structured environment that is safe. Such skills and development are transferable and interconnected with existing community resources.

The MAC Course is a nine week programme and provides the youth with the opportunity to conduct activities that they may not have done before. These include Wilderness Camp, High Ropes, Caving, Military Confidence Course, Tramping, Community work, Waka Ama (Canoeing) and Wananga (Cultural activities). We also introduce fitness testing, drill, discipline and team based activities to get them to work together. The partnership between the MSD and NZDF has been excellent. The main focus of the MAC Course is to develop the youth to strive for a better life after residence and contribute to society. This can only be good for them, us, and the nation.”

JH

John Harvey

Dir Reserve Forces - Youth & Sport (civ), Defence Reserves Youth & Sport

Te Ope Kātua o Aotearoa | New Zealand Defence Force

Internal s.9(2)(a)

www.nzdf.mil.nz

../attachments/image002 (42).png

From: Berry, Greer

Sent: Thursday, 9 November 2023 7:47 a.m.

To: Harvey, John s.9(2)(k)

Cc: Margetts, Roger, COL s.9(2)(k)

Subject: RE: [SEEMAIL]: Follow up on Military Academy meeting

Many thanks for the feedback John. Very helpful! Appreciate it.

When you get the chance, are you able to please check the yellow highlights below where numbers are required and plug in some you had the other day please? (And any you have from the MAC programme)

Many thanks
Greer

From: Harvey, John ^{s.9(2)(k)}
Date: Thursday, 09 Nov 2023 at 6:54 AM
To: Berry, Greer ^{s.9(2)(k)}
Cc: Margetts, Roger, COL ^{s.9(2)(k)}
Subject: [SEEMAIL]: Follow up on Military Academy meeting

Morning Mate,

Apologies for my tardiness; We have been distracted running a series of events the past few days (TOHU & DESC).

In relation to the response below and specific questions please see below on R.. **BLUE** 😊

John Harvey

Dir Reserve Forces - Youth & Sport (civ), Defence Reserves Youth & Sport
Te Ope Kātua o Aotearoa | New Zealand Defence Force
Internal: ^{s.9(2)(a)}
www.nzdf.mil.nz

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From: Berry, Greer
Sent: Wednesday, 8 November 2023 2:32 p.m.
To: Harvey, John ^{s.9(2)(k)}; Margetts, Roger, COL ^{s.9(2)(k)}
Subject: FW: [SEEMAIL]: Follow up on Military Academy meeting

Kia ora korua,

Right – here is my ***lengthy*** first go at a reply to OT. My words are in red.

I've been digging through DDMS so might have some things (many things!) wrong so please feel free to add and delete as you see fit!

It's a starter for 10 in any case 😊 I've got number of questions for you guys highlighted in there in yellow.

Before we answer the below questions, just wanted to highlight two areas we think need to be up-front in any report about NZDF involvement in these types of programmes going forward.

The first is NZDF's non-coverage from the Public Services Act. We've mentioned this previously but just wanted to reiterate - Currently as the legislation stands, NZDF is exempt from the Act meaning our people are at extreme personal risk (as opposed to others such as Police, Corrections etc) when dealing with the YSOs and their personal liability. It is likely that the NZDF would require some amendments to be

covered by this Act if we were to be involved in YOMA. s.9(2)(g)(i)

Secondly, we haven't had the ability to share our learnings about the harm done to our own NZDF personnel conducting the LSV course (who are not YSOs but just long-term unemployed). Since the complexity of cases put through by MSD has risen significantly (to more than 50% in some cohorts), the mental and physical harm on our NZDF personnel has risen sharply. Zooming out and applying that situation to a possible YOMA cohort of 100% complexity, the risk to our people is one which would need to be seriously considered by our health, legal and senior leadership before being able to advise fully whether NZDF could or how we would support a YOMA programme. **(Agreed)**

We have had preliminary briefings with our senior leadership who hold these two concerns (along with others, including attrition) strongly, so a lot of our work will be around what we can do to inform others (agencies, ministers) of these risks.

Answers to your questions below, in red:

Option 1 - Military Academy as a programme required to be completed as part of a (existing) Supervision with Activity order or Supervision Order following Residence

- We understand this option could mirror what NZDF currently offers as part of the Blue Light Ventures (BLV). I see on their website NZDF runs one programme (The Life Skills Programme, focused on leadership training, practical skills, self-confidence, and leaderless tasks). Could you please describe / provide more details on what the Defence does in this programme? Does NZDF YDU staff deliver the whole training on their own? Do they act as a trainer / coach? What exactly is the training?

Blue Light Ventures is a registered charity that works with the Police to deliver a range of youth programmes and activities aimed at 14 -17 year olds deemed to be 'at risk' or 'disadvantaged'. It aims to be the 'ambulance at the top of the cliff'.

While we understand it appears that the BLV could 'mirror' what NZDF currently offers, if the participants are YSOs, there are a number of complicating factors to applying the below sample syllabus for the YOMA programme.

As an example, the below syllabus example (scroll down) is conducted at NZDF camps and bases – this is not an option for the YOMA so even a task such as maintaining a clean barrack room or dining in the mess, would not be able to be replicated and would need to be adapted to the YOMA location. Briefs on recruitment into NZDF would not be appropriate for this cohort, so would need to be removed. However things like marching drills, physical training and leadership skills could likely be adapted to work at the YOMA location for the YSO cohort. **(OK – our teams do visit regional locations to deliver limited elements of the BLV training; in all cases a member of the NZ Police is there to muster and then supervise the trainees. NZDF delivers outdoor skills training in these engagements. There are incidents from time to time at the level of teenager acting out. We might recommend a trainee is stood down and the Police support this advice without exception).**

Blue Light Open Life Skills Course

Aim:

The aim is to introduce students to gain a range of Life Skills through a military style methodology that promotes and fosters teamwork, and set in place the foundation for continued training, education and personal development once they return to their home and communities. **(Correct)**

Below is an example of the syllabus -

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Live and Work in a Service Environment			
1	1.1	Conduct Fire Safety 1.1.1 Understand Fire Safe Practices and Evacuation Drills 1.1.2 Participate in a Fire Drill	2
	1.2	Conduct Barrack Routine 1.2.1 Maintain Standards of Dress 1.2.2 Maintain the Layout of a Barrack Room 1.2.3 Maintain a Clean Living Environment	1
	1.3	Demonstrate Mess etiquette 1.3.1 Dine in a Mess 1.3.2 Understand Mess Etiquette	1
	1.4	Relationship Skills 1.4.1 Interpret Anti Harassment Policies, Understand Equity, Diversity and Inclusiveness within NZDF 1.4.2 Understand the Effects of Drugs and Alcohol 1.4.3 Maintain Personal Hygiene 1.4.4 Communicate Effectively 1.4.5 Understand Group Dynamics	1
	1.5	Introduction to the NZDF 1.5.1 Understand the Ranks in NZDF 1.5.2 Attend a NZDF Recruiting Brief	1
Perform Drill			
2	2.1	Perform Drill at the Halt 2.1.1 Perform Basic Drill 2.1.2 Maintain Dressing 2.1.3 Forming up, Rear Ranks up, Positions and Side Steps 2.1.4 Perform Turns at the Halt 2.1.5 Numbering, Proving and Sizing 2.1.6 Perform Drill at the Halt	1
	2.2	Perform Drill on the March 2.2.1 Perform Marching 2.2.2 Perform Turns on the March in Quick Time 2.2.3 Perform Marching and Marking Time in Quick Time 2.2.4 Perform Advance in Review Order	1
Physical Activities			
3	3.1	Participate in Physical Training 4.1.1 Introduction to Physical Training 4.1.2 Participate in a Fitness Assessment 4.1.3 Participate in a Run and Exercise Circuit 4.1.4 Participate in Lift and Carry Familiarisation	1

Blue Light Basic Leadership Course

Aim:

The aim of the course is to provide the student with the basis from which to develop character and competence to effectively communicate and undertake basic leadership roles within the community. (Correct)

Course Outcome Group (COG)	LO Number	Learning Outcome (LO) Title	Learning Level
Basic Leadership			
1	1.1	Conduct Fire Safety 1.1.1 Revise Fire Safe Practices and Evacuation Drills 1.1.2 Participate in a Fire Drill	2
Understand Leadership			
2	2.1	Understand the Leadership Process 2.1.1 Understand Effective Time Management 2.1.2 Understand Leadership Styles 2.1.3 Understand the Qualities of a Leader 2.1.4 Understand the Functional Approach to Leadership 2.1.5 Understand the Planning Process 2.1.6 Understand the Facilitation Process	1
Demonstrate Leadership			
3	3.1	Lead a Group in a Basic Task 3.1.1 Apply Functional Leadership 3.1.2 Apply the Planning Process (GSMECC) 3.1.3 Participate as a Team Member in a Basic Task 3.1.4 Demonstrate Effective Time Management 3.1.5 Demonstrate the Qualities of a Leader 3.1.6 Communicate Effectively	1

- Apart from the Life Skills Programme, are there any other programmes NZDF offers as part of the Blue Light Ventures? If so, could you provide details?

NZDF only offers the above aspects of the BLV programme – which is run by the charity. Other aspects of the programme, such as driver training etc are delivered by other providers. (Correct)

- How many NZDF YDU staff are currently allocated to this response (per year)? How many participants currently attend (per year)? We could include this ratio as a reference

The NZDF provides 12 BLV courses per year nationwide for up to 360 trainees that cover a range of leaderless and adventure activities focusing on leadership, practical life skills, and self-confidence. Around 25 NZDF personnel are involved in these programmes, but as it is not a full-time programme, these staff are also supporting the MoEducation led Service academy's (580 students per year) and currently (due to staff shortages) working in other roles with other programmes. So if personnel were to be re-tasked for a YOMA role fulltime, this would have flow on effects to other outputs and programmes. (Correct)

- How many staff would likely need to be reallocated in case the military academies are based on this project? We understand this is dependable on multiple factors, but again we could use it as a

reference. You mentioned NZDF could look to supply 30-40 NZDF YDU personnel – is that based on the 60 YSO trainees per year projection?

Yes – all our numbers are based on the 60 YSO projection (3 x 20 YSO cohorts annually). Hypothetically, all of our trained YDS staff *could* be allocated to the Option 1 programme (from the BLV model estimated at 20-30 personnel dependent on regional spread of community based sites to be supported) however they are located all across New Zealand so the location of the programme would be a large variable here. Also, it would require the shutting down of other YDU programmes such as a proportion of the Cadet Forces and as the the LSV programme course and all of the Service Academies (So turning off access to these courses for more than 2000+ young people for the benefit of 60 YSOs).

If the number of trained YDS personnel required grew to more than +70, NZDF would have to cancel the bulk of its other Youth Development commitments and then look to identify appropriate staff outside of YDU (i.e. from units in the NZDF Army) which would be less than desirable as would likely lead to increased attrition (discussed later in this document).

Also please note we are yet to have an understanding of what the ratio of staff-to-YSO would be including the OT / Corrections contribution to the critical security and safety plan, and therefore the above numbers are based on a volunteer cohort of young people with low levels of complexity. Therefore we anticipate a far higher ratio required with the YSO cohort.

As we discussed at the meeting, there is a possibility that we could look to provide some military-type of uniform in order to bring the cohort together as a cohesive group, and like we do with other Youth programmes. However there are various issues that would need to be worked through with regards to this. (Correct)

Option 2 - Military Academy as a programme required to be completed as part of a (existing) Supervision with Residence order

- This option could be based on the past MAC programme. In your email, you mentioned NZDF could support the programme through outdoor education training delivered the “military way”. Could you please describe / provide more details on what the “military way” is?

The “military way” is a holistic concept – there’s no hard definition. It is essentially quite literally the way we do things in Defence. We live by values (Courage, Commitment, Comradeship and Integrity or ‘C3I’), military personnel learn to look after themselves in order to look after others, they learn teamwork, resilience, social skills and essentially how to carry themselves in a world that holds them to a higher regard. They learn discipline as a form of self-care, problem-solving and empathy, service and sacrifice, communication and trust. This of course is when applied to a cohort of willing, volunteers. How this works with a group of complex individuals is different again, and some things might areas to be focused on more than others. Some things might be unachievable. (Correct)

- What type of outdoor education training / any other types of training or interventions were provided by NZDF during MAC and could be provided again under this option? Did NZDF also provide the therapeutic and educational training / intervention that were part of MAC? (MAC reports don’t include these details unfortunately).

TBC by DRYS (I have lists of high-ropes courses etc but do you have a list? See above now) These include Skills/Confidence building elements including High Ropes, River Obstacle crossing, Camping and living in the Bush, Identification of risks in the outdoors and basic first aid. In short these activities are vehicles for trainees to build self-confidence, basic team work and respect for

themselves and others. YDU teams that deliver this training include members qualified in these skills.

- Did NZDF staff undertake any other role apart from training / education? E.g.: ensuring trainees follow a routine, ensuring discipline, maintaining the facilities, etc. **Yes. This is heavily dependent on the training environment. For example in the Bush the focus is on skills and safety. In a 'Barrack' environment elements of discipline, organisation and basic drill can be introduced.**

CYFS were responsible for the running and maintaining of the facilities. NZDF personnel did not run the facilities and simply attended to cover their 'shifts'. (CHECK DRYS – Is this accurate?). **Essentially Yes. YDU staff would conduct some training activities in support of CYFS staff and the overall programme.**

Just for reference, I found this below information that I thought might be helpful.

From 2010 to late 2015, Child, Youth and Family was tasked to deliver four Military-Style Activity Camp Programmes annually, catering for up to forty of the most serious or prolific male youth offenders in New Zealand. The programme was run in partnership with the NZDF. (Correct)

The Military-Style Activity Camp Programme was a fully residential course run from within Te Puna Wai o Tuhinapo Youth Justice Residence in Christchurch, close to Burnham Military Camp. The Military-Style Activity Camp Programme forms part of a condition specified in a Supervision with Residence Order. (Correct)

Because of the reduction in the volume of Supervision with Residence Orders from FY 10-11 the number of overall applicants diminished. In 2015 two MACs were run; the first for five graduates and the second for four. To ensure more efficient use of resources (NZDF was funded for four fully subscribed MACs mainly because of the need to maintain specially trained staff) a mixed-gender trial was also undertaken in 2015.

s.9(2)(g)(i)

Military-Style Activity Camps

How many NZDF staff were allocated to this programme per year? How many participants attended on that same year? We could use this ratio as a reference

Around 40 MAC participants were involved each year. XXX NZDF personnel were involved in this programme. DRYS TO CONFIRM NUMBERS AND RATIOS – also would be good to know the scope of what NZDF pers did in terms of day-to-day things. I did see a timetable which showed what a day in the life at MAC looked like but I can't locate it, will keep trying. OK – I will task if a day-to-day schedule still exists. In the meantime the attachment above provides the generic detail.

How many staff would likely need to be reallocated in case the military academies are based on the past MAC? You mentioned around 20-30 NZDF YDU personnel in your email. Is this number based on 60 YSO trainees per year projection? We find it curious the number or personnel required for this option is lower than on Option 1 (above) – is there any particular reason for the difference?

One of the main differences would be location. If this MAC-based option was in one location, then NZDF personnel could come and go each day to one nearby location (e.g. Auckland). It would be a small cohort (less than 20 at a time – hypothetically) so a smaller team involved. With option one, which had 12 regional locations, that would automatically require more staff. (Check DRYS – is this accurate?) **(Correct)**

Option 3 - Military Academy as a new standalone sentencing option, within a new secure facility

- This option could be based on the 2017 analysis NZDF made (for a three-year residential military-style training course and school with a focus was on discipline, skills, wellbeing and team work, as per your email). Could you please describe / provide more details on what NZDF would do based on this project? What type of training NZDF personnel would deliver? Physical training? Coaching? Educational and therapeutic training / interventions?

As above, what NZDF could offer would not change between options 1, 2 and 3 in terms of syllabus. The only difference would be location and intensity, and therefore numbers of personnel involved. For example, the difference between running a programme for a couple of weeks or months, compared with a 12-month long enduring programme at a standalone facility would require a far **greater-significant** number of personnel (70+). Once we start dipping into those numbers, there are serious cascading effects for the NZDF. The NZDF would not, however, be able to be the only service provider during that time – there's only so many PT sessions and high ropes courses that the YSOs could do! **NZDF's firm assumption sees other partners delivering the majority of the program including Rehabilitation, Mentoring and Education.**

Remembering that the 2017 concept was never anything more than a draft idea, it was not costed or practically tested and scoped. It was also a different time for NZDF in terms of attrition and outputs.

- Would NZDF staff undertake any other role apart from training / education in this model?

No, we do not have the specialist skills to offer wraparound support required for a complex cohort for things such as rehab, schooling etc. While we do have medical staff, their function is Force health first, and as it currently stands, staff shortages means the NZDF is stretched at providing these services for its own people, let alone others. There would also be a number of legislative issues around NZDF personnel being utilised in this manner. **(Correct)**

- What would be the fundamental differences we can point out between NZDF role in Option 3 and Option 2?

In terms of the NZDF, the pull on our resources for option 3 would be so significant that we would likely be facing failure to deliver on certain outputs to the Government. **(Correct)**

- Your email mentioned the 2017 project would have required around 120 FTE (NZDF, medical, teachers) and a similar proposal would likely require at least 70 NZDF personnel. Is the length of the program what explains the difference? Are teachers, medical, etc, not included? Is this number also based on 60 YSO trainees per year?

Yes based on 60 YSO a year. We can't be sure where the 120 FTE came from at the time, but those numbers were based on a three-year residential course so it could have been an enduring number, or could have included some other trades as support to the course. As mentioned, it was a vague plan that had not been completely worked through. Ah! In 2017 we were asked to consider NZDF 'owning' the entire thing; Admin, Medical, Teachers, Psych etc. In the end the two day activity turned into a spit ball session noting the available guidance and time allowed to generate the idea; A bunch of us as 'SME' were merely packed in a room and challenged to come up with something including on elements we had no expertise in (education etc). I was unsighted on where the advice produced even went. s. 9(2)(g)(i)

Extra question

- We would like to provide more details about the increased attrition levels the academy could bring to NZDF. What would be the incredibly serious effect on NZDF mentioned in your email? Are there any details you could provide from past experiences? E.g.: issues detected when following the Covid 19 response.

The NZDF recently provided insight into this issue (among others) as part of the Royal Commission of Inquiry into the COVID-19 lessons. During Operation Protect (NZDF's response to the COVID-19 pandemic), data began indicating that attrition rates (resignations) within the NZDF were rising. Exit surveys were beginning to show some departing personnel affected by dissatisfaction with repeated deployments on Operation Protect, a role unrelated to their core trades and professions. Other personnel expressed concern over the adverse impact upon their career progression of delayed or cancelled training programs, and consequently the impact on their remuneration. ^{s. 9(2)(g)(i)}

Overlaid on top of these trends was the growing economy, a time when, historically, NZDF attrition rises as adaptable and skilled military personnel seek opportunities in the civilian sector. The concurrent skilled labour shortage associated with border restrictions had heightened this external 'pull' and the NZDF was experiencing worrying attrition in particular trades (for example in Army: 23 per cent attrition in plant operators, 16 per cent in electrical fitters, 26 per cent in plumbers/drain layers). Such rates of attrition has had a direct impact upon NZDF's capabilities – for example, in the skilled personnel needed to respond to a natural disaster, or to our routine support to Scott Base through Operation Antarctica. No single issue drove personnel attrition, but collectively these issues grew and outputs were and remain degraded by multiple factors.

If the NZDF was required to begin to ask personnel from outside of the YDU to be posted to the YOMA, we would anticipate that this would have an incredibly negative result on our attrition, morale and outputs.

People do not join the NZDF to work in the youth justice field – they would work for other Government departments if this was their pull. To ask personnel to change to roles that they would see as unfulfilling to their career objectives, that would put them at risk (in a different way to what they joined up to), would delay career progression, that would prevent remuneration uplift, and which would possibly take them away from their families and communities for long periods of time, would be unpalatable at a time where the NZDF has record levels of attrition. **(Correct)**

The maturity required of those to work with YSOs are the key area of personnel that we are currently trying to retain and who are being drawn to other roles outside of Defence that are higher paying and with fewer sacrifices and better work/life balances. They cannot be replaced like-for-like with civilians off the street – we have to grow our workforce and at this current time, the NZDF is in a workforce crisis that is requiring all levers to be pulled in order to maintain our outputs to Government. **(Correct)**

Mate; the Colonel and I will be in by 9 so we will swing by if you are in.

We have another critical brief from 10 – 11 (on an IWP issue). We will not make the OT meeting in person because of this. We will attend online.

Otherwise awesome work you are doing here Mate; we are with you.

Best,

JH

From: Roberta De Abreu Lima ^{s.9(2)(a)}
Sent: Wednesday, 8 November 2023 11:30 a.m.
To: Berry, Greer ^{s.9(2)(k)}
Cc: Ben Stephenson ^{s.9(2)(a)}
Subject: RE: [SEEMAIL]: Follow up on Military Academy meeting

IN-CONFIDENCE

Kia ora Greer,

Thank you for your support in clarifying our questions.

As Ben said, we would like to provide more details on the role NZDF could undertake under each option we designed to respond to YSO, and point out the fundamental differences between them. I drafted some questions we have under each option. Do you think you could please help us to clarify? There is also an extra question at the end.

Option 1 - Military Academy as a programme required to be completed as part of a (existing) Supervision with Activity order or Supervision Order following Residence

- We understand this option could mirror what NZDF currently offers as part of the Blue Light Ventures (BLV). I see on their website NZDF runs one programme (The Life Skills Programme, focused on leadership training, practical skills, self-confidence, and leaderless tasks). Could you please describe / provide more details on what the Defence does in this programme? Does NZDF YDU staff deliver the whole training on their own? Do they act as a trainer / coach? What exactly is the training?
- Apart from the Life Skills Programme, are there any other programmes NZDF offers as part of the Blue Light Ventures? If so, could you provide details?
- How many NZDF YDU staff are currently allocated to this response (per year)? How many participants currently attend (per year)? We could include this ratio as a reference
- How many staff would likely need to be reallocated in case the military academies are based on this project? We understand this is dependable on multiple factors, but again we could use it as a reference. You mentioned NZDF could look to supply 30-40 NZDF YDU personnel – is that based on the 60 YSO trainees per year projection?

Option 2 - Military Academy as a programme required to be completed as part of a (existing) Supervision with Residence order

- This option could be based on the past MAC programme. In your email, you mentioned NZDF could support the programme through outdoor education training delivered the "military way". Could you please describe / provide more details on what the "military way" is?
- What type of outdoor education training / any other types of training or interventions were provided by NZDF during MAC and could be provided again under this option? Did NZDF also provide the therapeutic and educational training / intervention that were part of MAC? (MAC reports don't include these details unfortunately).
- Did NZDF staff undertake any other role apart from training / education? E.g.: ensuring trainees follow a routine, ensuring discipline, maintaining the facilities, etc.

- How many NZDF staff were allocated to this programme per year? How many participants attended on that same year? We could use this ratio as a reference
- How many staff would likely need to be reallocated in case the military academies are based on the past MAC? You mentioned around 20-30 NZDF YDU personnel in your email. Is this number based on 60 YSO trainees per year projection? We find it curious the number of personnel required for this option is lower than on Option 1 (above) – is there any particular reason for the difference?

Option 3 - Military Academy as a new standalone sentencing option, within a new secure facility

- This option could be based on the 2017 analysis NZDF made (for a three-year residential military-style training course and school with a focus was on discipline, skills, wellbeing and team work, as per your email). Could you please describe / provide more details on what NZDF would do based on this project? What type of training NZDF personnel would deliver? Physical training? Coaching? Educational and therapeutic training / interventions?
- Would NZDF staff undertake any other role apart from training / education in this model?
- What would be the fundamental differences we can point out between NZDF role in Option 3 and Option 2?
- Your email mentioned the 2017 project would have required around 120 FTE (NZDF, medical, teachers) and a similar proposal would likely require at least 70 NZDF personnel. Is the length of the program what explains the difference? Are teachers, medical, etc, not included? Is this number also based on 60 YSO trainees per year?

Extra question

- We would like to provide more details about the increased attrition levels the academy could bring to NZDF. What would be the incredibly serious effect on NZDF mentioned in your email? Are there any details you could provide from past experiences? E.g.: issues detected when following the Covid 19 response.

Thank you once again
Ngā mihi

Roberta de Abreu Lima (she/her)
Kaitātari Kaupapa | Policy Analyst
Youth Justice and Disability
Oranga Tamariki – Ministry for Children
The Aurora Centre, 56 The Terrace, Wellington

cid:image003.png@01DA12D6.D2E671B0

From: Berry, Greer ^{s.9(2)(k)}
Sent: Tuesday, November 7, 2023 1:05 PM
To: Ben Stephenson ^{s.9(2)(a)}
Cc: Megan Gibson ^{s.9(2)(a)}; Willie Kirk ^{s.9(2)(a)}
Roberta De Abreu Lima ^{s.9(2)(a)}
Subject: RE: [SEEMAIL]: Follow up on Military Academy meeting

You don't often get email from ^{s.9(2)(k)} [Learn why this is important](#)

*** [SEEMAIL] This message may contain classified information ***

Thanks Ben, this sounds good.

Noting you're not wanting to limit to a geographic location, I've just asked John and Roger to advise around what tasks/roles NZDF are location dependant (if any).

But in the meantime, very keen to have input into anything Roberta pulls together and happy to assist. Please feel free to flick through any questions.

And apologies but my replies are bouncing back from Megan's email address... so please feel free to forward to her.

Ngā mihi,
Greer

From: Ben Stephenson ^{s.9(2)(a)}
Sent: Tuesday, 7 November 2023 12:45 p.m.
To: ^{s.9(2)(g)(i)}
Cc: Megan Gibson <^{s.9(2)(a)}>; Willie Kirk <^{s.9(2)(a)}>
Roberta De Abreu Lima ^{s.9(2)(a)}
Subject: RE: [SEEMAIL]: Follow up on Military Academy meeting

IN-CONFIDENCE

Also, we've have reached out to MSD and we will aim to set up a conversation with you and then asap.

Ben

From: Ben Stephenson
Sent: Tuesday, November 7, 2023 12:18 PM
To: Berry, Greer ^{s.9(2)(k)}
Cc: Megan Gibson ^{s.9(2)(a)}; Willie Kirk ^{s.9(2)(a)}
Roberta De Abreu Lima ^{s.9(2)(a)}
Subject: RE: [SEEMAIL]: Follow up on Military Academy meeting

IN-CONFIDENCE

Kia ora Greer,

Just wanted to also say thank you for the analysis and the response to our questions.

I've been thinking a bit more about how we frame our advice. For our paper, which will summarise the impact the military academy will have on NZDF, I think we do two things:

- Outline the broad impacts to NZDF as a result of their involvement in responding to YSOs. Noting that these impacts will vary depending on the role NZDF plays. Which I think you have outlined expertly in the first part of your email.
- Set aside where the academy is located and think more about the different roles NZDF could play. E.g. based on the text below it seems that NZDF could be working alongside other agencies to deliver a range of programmes and activities, could be delivering outdoor education training through the 'Military Way', or at the extreme end running a residential military-style training course and school. Then we can describe the impact that each of these roles will have on NZDF (including staff numbers required).

My thinking is that, to some extent, you could vary the role the NZDF could play regardless of the location of the academy. i.e. it could be a SWA programme, with NZDF playing a greater or lesser role within the programme.

If that sounds ok to you, then Roberta in my team can write that up and test it with you. She might just need to get back to you to ask a few more questions about what your role is/would be in each of the programmes mentioned below.

Ben

From: Willie Kirk ^{s.9(2)(a)}
Sent: Tuesday, November 7, 2023 9:03 AM
To: Berry, Greer ^{s.9(2)(k)}; Ben Stephenson ^{s.9(2)(a)}
Cc: Megan Gibson ^{s.9(2)(a)}
Subject: RE: [SEEMAIL]: Follow up on Military Academy meeting

Thanks Greer – Ben forwarded this on. ^{s.9(2)(g)(i)}
^{s.9(2)(g)(i)}

W

Willie Kirk
Principal Advisor
Youth Justice System Development | Youth Crime Taskforce
Level 14 The Aurora Centre, 56 – 66 The Terrace, Wellington
PO Box 546, Wellington 6140
T: ^{s.9(2)(a)} | **E:** ^{s.9(2)(a)}

cid:image001.png@01DA1250.48703DD0

From: Berry, Greer ^{s.9(2)(k)}
Sent: Tuesday, November 7, 2023 8:32 AM
To: Ben Stephenson ^{s.9(2)(a)}
Cc: Willie Kirk ^{s.9(2)(a)}; Megan Gibson ^{s.9(2)(a)}
Subject: RE: [SEEMAIL]: Follow up on Military Academy meeting

You don't often get email from ^{s.9(2)(k)} [Learn why this is important](#)

*** [SEEMAIL] This message may contain classified information ***

With apologies Willie and Megan, I forgot to reply-all to this email that I sent yesterday.

Kia ora Ben,

Thanks again for the email last week. Please find our responses to your questions below.

With respect to ongoing discussions around the YOMA, we would appreciate if you were able to ensure MSD were brought into the fold in terms of meetings etc. It is becoming increasingly likely that any NZDF involvement would have a flow on effect for them so we think the sooner they can be brought into the conversations, the better.

What impact would a military academy have on the NZDF, and what are the trade-offs that will need to be made i.e. what will NZDF have to stop doing?

The impact on the NZDF would be highly dependent on the shape and output of the proposed YOMA.

The NZDF is currently experiencing extreme workforce pressures from high levels of attrition, among other factors. This means most areas of the NZDF are under-resourced in terms of headcount, with many personnel covering a number of roles and an increasing number of Military outputs at increased risk of failure.

If NZDF was required to staff anything substantial for YOMA (i.e. 70+ FTE on a long-term basis), then NZDF would fail to meet current agreed government outputs.

As an example of the things that would be affected at the highest level:

- *The current Limited Service Volunteer (LSV) programme may need to end. This six-week motivational course for unemployed people has run for more than 30 years, and is seen as an overwhelmingly successful programme. The impact on the LSV programme is clearly dependent on the scale of the YOMA model that is delivered.*
- *If personnel were drawn from the wider NZDF, these NZDF members would not only be required to undergo a minimum of six months training, but it would potentially turn-off other responses to domestic and international asks from government, such as Humanitarian Aid and Disaster Relief (HADR) responses, and other scenarios, due to personnel shortages.*
- *Due to the training requirements of those working in the Youth Development area (6-9 months training time), there would be a significant lag in bringing on additional staff.*
- *The vast majority of NZDF personnel do not join to take part in youth development/justice so therefore we would reasonably expect that if NZDF was asked to bring in numbers outside of the current Youth Development Unit (From single Services*

such as the wider Army, Air Force and Navy), then attrition levels would again rise as we found following our Covid 19 response. This would have an incredibly serious effect on NZDF.

If we went with option 3 in the attached storyline (Military Academy as a new standalone sentencing option, within a new secure facility), is there a current NZDF secure facility that a programme like this could be delivered from?

No, there is no current facility in the Defence Force estate portfolio that is suitable or built to the specifications required for a secure youth facility.

Or would it require a new purpose-built facility as no NZDF facilities would be secure enough?

A new, purpose-built facility would be required. Previous costings conducted by NZDF in 2017 estimated at the time that it would take three to five years to build the capability from scratch with a set up cost to the NZDF of approximately \$40M (+Annual operating expenditure). This number would be expected to be significantly higher in today's financial terms.

Would we need changes to the Defence Act to enable any of the options we have presented?

- *Options One and Two have the fewest legislative implications for NZDF's involvement (based on assumptions of NZDF's involvement). Option Three would require new legislation to be drafted if the facility was to be built on NZDF land.*
- *Defence Act (DA). The DA provides for the raising and maintaining of the Armed Forces for certain purposes. The fundamental purpose of the Armed Forces is to defend NZ and protect its interests, and there is significant constitutional sensitivity to using the Armed Forces in an enduring domestic capacity.*
- *While there is a broad catch-all "the provision of any public service", this provision is intended to allow for temporary use of military resource (e.g. the use of a helicopter for a specified task; R v Hertnon); it does not envisage the delivery of an enduring "public service" which these Academies would be.*
- *Furthermore, the DA does not provide for any mechanism to maintain good order and discipline of people in its care (such as those found in the Corrections Act) and so a new part of the DA would need to be drafted to provide for this. Simply applying the Armed Forces Discipline Act would not be appropriate due to NZ's international obligations regarding care of children (UN Convention on the Rights of the Child).*
- *Defence Regulations (DR). In line with its non-domestic focus, members of the Armed Forces do not have sufficient authorities to control or search the people who are in these Academies. The powers of arrest and search under the Armed Forces Discipline Act, with limited exceptions, apply in respect of members of the Armed Forces and not civilians. The powers of search or the ability to restrict movement of any person within a Defence Area under the DR are limited to security purposes only and would need to be expanded.*
- *Public Service Act (PSA). The provisions that provide immunity to public servants actions done in good faith do not apply to members of the Armed Forces. If NZDF were to engage daily with a high risk civilian group, the PSA immunity provisions should be extended to the NZDF.*

If we were to place the academy in a NZDF facility, would we need changes to the defence act to enable this?

Noting that there is no NZDF facility that is appropriate: If YOMA were to be located on NZDF land or facilities, then YOMA are likely to be 'defence areas' for the purposes of the Defence Act 1990, and Part 3 of the Defence Regulations 1990 will apply. It would empower the officer in charge of the YOMA to detain and search persons entering or leaving the YOMA and considerations under the New Zealand Bill of Rights Act 1990 (specifically, the rights of persons detained as set out in s 23(1)) may be engaged in such cases.

YOMA offenders would not be subject to the Armed Forces Discipline Act (1971) due to NZ's international obligations regarding care of children (UN Convention on the Rights of the Child). There would be implications around the security of the facility within a defence area, as well as the safety of Defence Force personnel and their dependants using the same areas.

It is Defence's strong preference for these facilities not to be located within Defence areas.

I think it would be useful if you used the following options (scenarios) as a way of determining the impact on NZDF:

Option one:

- **Military Academy as a programme required to be completed as part of a (existing) Supervision with Activity order or Supervision Order following Residence.**

NZDF's likely support to this option would mirror what is currently offered as part of the Blue Light Ventures (BLV), working alongside NZ Police to deliver a range of programmes and activities. This programme is aimed at 14 -17 year olds deemed to be 'at risk' or 'disadvantaged'. The NZDF currently provides 12 courses per year nationwide for up to 360 trainees that cover a range of leaderless and adventure activities focusing on leadership, practical life skills, and self-confidence. However, it is worth noting the non-voluntary nature of YOMA offenders may impact efficacy of NZDF youth development delivery model. If the BLV model was to be repurposed for YOMA offenders, it would require an increase of NZDF personnel (who will come from existing appropriately-trained staff currently posted to other roles, or other areas where it will take six to nine months to train), from a staffing base which is depleted and currently allocated to other outputs for the Government which would need to either be scaled back or ceased. The high needs support requirements and security risk around the YOMA cohort would require an increase of NZ Police presence as current law only allows for NZDF personnel to exert self-defence and they are not legally allowed to act as custodians of the YOMA offenders. NZDF could look to supply 30-40 personnel from the existing YDU staff however there would be implications on existing YDU programmes and Government outputs to support this. Assuming a 60 to 100 trainee per year requirement this commitment could only be confirmed once the lead agency has defined the training outcomes NZDF is capable of supporting, and the geographical 'footprint' the community based model will support.

Option Two:

- **Military Academy as a programme required to be completed as part of a (existing) Supervision with Residence order (like the MAC).**

NZDF's likely support to this option would be formed off what was previously utilised as part of the Military-style Activity Camp (MAC) programme (ceased in 2016). NZDF could support the programme through likely outdoor education training delivered through the 'Military Way'. Around 20-30 NZDF YDU personnel could be posted to support this programme, with a strong preference on this taking place in the Auckland region. This model would see 60 YOMA offenders in 3 x 3 month courses. Assuming a 60 trainee per year requirement this commitment could only be confirmed once the lead agency has defined the training outcomes NZDF is capable of

supporting, and the geographical 'footprint' (i.e. three times twenty trainee courses in the same facility or three times twenty trainee courses across three different facilities. This factor is critical in refining the NZDF support to this model). To rapidly deliver YOMA in this model, the existing LSV programme would likely require some changes which would require consultation with MSD. This would see existing trained staffed re-tasked from current youth development programmes on to the YOMA programme.

Option Three:

- **Military Academy as a new standalone sentencing option, within a new secure facility (more like what you worked up in your 2017 analysis)**

A limited assessment and costings for a similar proposal was conducted in 2017 at the request of the then Minister of Defence and then Chief of Defence Force. It was not implemented. The request was based on tackling youth crime rates for children 13 to 18 years old, for up to 50 involuntary trainees per year, in a three-year residential military-style training course and school. The syllabus focus was to focus on discipline, skills, wellbeing and teamwork and no lead agency was identified at the time. It was estimated it would take three to five years to build capability from scratch with a set up cost to the NZDF of approximately \$40M (+Annual operational expenditure). It would have required approximately 120 FTE (NZDF, medical and teachers). Further work was not done on this proposal as the Government changed and the proposed facility was no longer required.

If a similar proposal was required for YOMA, NZDF estimates it would require more than 70 NZDF personnel to provide the tasks proposed. These would likely be drawn from YDU staff however it would be likely that reinforcements would need to come from the single services (Army, Air Force, Navy). This depends on a lead agency delivering and managing the facility, with other agencies/providers providing specialist support. At this level, other outputs would cease and/or there would be a lag in providing the numbers required as there would be a minimum of six to nine months training required of personnel deemed suitable for the roles.

If this option was seriously considered, there would likely be serious consequences to NZDF's attrition rates. As mentioned, the vast majority of NZDF personnel do not join to take part in youth development/justice so therefore we would reasonably expect that if NZDF was asked to bring in numbers outside of the current Youth Development Unit (From single Services such as the wider Army, Air Force and Navy), then attrition levels would again rise as we found following our Covid 19 response. This would have an incredibly serious effect on NZDF's ability to respond to government requests.

NZDF personnel could not conduct these duties without appropriate support and staffing from other agencies such as Corrections and NZ Police. With the complex nature of offenders, NZDF personnel would require higher levels of support for health and safety reasons.

If a facility was built on Defence land, it would need to be secure enough to ensure regular NZDF personnel and their dependants who were not part of the YOMA were able to conduct their business and work safely within the Defence area. There are a number of other complexities with this course of action that would require more information to work through.

But equally, I think that it would be worthwhile if you were to broadly consider what the NZDF involvement in a Military Academy would look like, and whether this could be scaled. i.e. Who could be involved from NZDF, what skills and approach would they take? Are there options for this?

- NZDF's preference for involvement in a YOMA would see a small numbers of currently trained personnel (approx.30) to be re-purposed from existing Youth Development programmes, with the least amount of disruption to those programmes to allow for that government output to continue to be met.
- As an example, this could be 20-40 personnel tasked to a MAC-like programme at a single OT-run location (Auckland-based).
- In terms of the skills and attributes offered by NZDF YDS staff, and in line with what was offered in the MAC course, staff would be able to enhance and develop motivation of participants, promote life skills and core values, and conduct activities they may not have done before. Examples of this include wilderness camp, high ropes, caving, military confidence course, tramping, community work, team work and fitness activities.
- Not all NZDF personnel are suitable to work in roles interacting with youth, and as such there is a specialist trade within NZDF known as the 'Youth Development Specialist' (YDS).
- These personnel must comply with the Children's Act 2014, United Nations Convention on the Rights of the Child and a range of relevant NZDF health and safety policies. This requires staff to pass a selection, police and child worker checks and an intensive Defence College approved training course ('YDS Basic'). Noting only ranks of substantive Corporal (or equivalent who are already eight to ten year NZDF veterans) are considered for a transfer into the Youth Development Unit, it takes a further six months to generate a competent YDS capable of staffing an LSV course unsupervised.
- In terms of the YOMA, the candidates appear to be of a far greater complexity than NZDF staff are prepared for.
- Dependant on Ministry of Justice analysis, NZDF would need to assess the gap in training and develop/source appropriate training in order to contribute to and/or assure legislative/policy compliance, health and safety and programme outcomes.

Also, our legal team have asked for more info on:

- MAC camps – health and safety issues you mentioned that your staff faced; and

MAC H&S issues

[Awaiting information on the specifics however understand it to be high levels of harmful behaviours – suicide attempts, self harm, assault, aggressive behaviours etc]

LSV issues

- Prior to 2016, the historical average of 'complex' cases per course ran at no higher than 30%. This enabled the NZDF to meet its requirement, in accordance with the Memorandum of Understanding with MSD, to deliver training for the required number of trainees and support no less than 80% of trainees to successful course graduation.
- However, in recent years the number of 'complex' cases presenting at LSV courses has increased, averaging 49% per course with an example of to up to 65% for one course in 2021.
- By definition a higher proportion of these young people are less ready for training and are more in need of health and mental health interventions
- The ratio of critical incidents to staff levels has increased to a point where NZDF is accepting increasing risk. Critical incidents that are being reported include suicide or self-

harm, assault and violence towards trainees and staff, and disruptive and aggressive behaviours.

- **More information on the 2017 proposal for secure youth facilities (option '3' style that was talked about).**

Secure Youth Training Facility (2017)

- *A limited assessment and costings was conducted in 2017 at the request of MINDEF and CDF. It was a high level analysis and it was not implemented.*
- *The request was based on tackling youth crime rates for children 13 to 18 years old, for up to 50 involuntary trainees per year, in a three-year residential military-style training course and school. The syllabus focus was to focus on discipline, skills, wellbeing and teamwork and no lead agency was identified at the time.*
- *Costings estimated at the time that it would take three to five years to build capability from scratch with a set up cost to the NZDF of approximately \$40M (+Annual OPEX).*
- *It would have required approximately 120 FTE (NZDF, medical and teachers). Further work was not done on this proposal as the Government changed and the proposed facility was no longer required.*

Please let me know if you have any further questions on the above.

Ngā mihi,
Greer

Ngā mihi,
Greer

Greer Berry (She/her)

Strategic Advisor – Office of the Chief of Defence Force

Te Ope Kātua o Aotearoa | New Zealand Defence Force

s. 9(2)(a)

www.nzdf.mil.nz

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E671B0

From: Ben Stephenson s.9(2)(a)

Sent: Friday, 3 November 2023 10:30 a.m.

To: Harvey, John s.9(2)(k)

Cc: Willie Kirk s.9(2)(a); Megan Gibson s.9(2)(a)

Margetts, Roger, COL s.9(2)(k); Berry, Greer s.9(2)(k)

s.9(2)(a) McCabe, Karl s.9(2)(k)

Subject: RE: [SEEMAIL]: Follow up on Military Academy meeting

IN-CONFIDENCE

Thanks John.

Much appreciated.

Ben

From: Harvey, John ^{s.9(2)(k)}
Sent: Friday, November 3, 2023 9:58 AM
To: Ben Stephenson ^{s.9(2)(a)}
Cc: Willie Kirk ^{s.9(2)(a)}; Megan Gibson ^{s.9(2)(a)}
Margetts, Roger, COL ^{s.9(2)(k)}; Berry, Greer ^{s.9(2)(k)}
^{s.9(2)(a)} McCabe, Karl ^{s.9(2)(k)}
Subject: [SEEMAIL]: Follow up on Military Academy meeting

*** [SEEMAIL] This message may contain classified information ***

Thanks for the update and running the meeting yesterday Ben,

NZDF acknowledges the RFI below.

We are already working on the three High Level concepts as discussed yesterday and outlined below.

We will work on these and come back through Greer on Tuesday as discussed.

Cheers,

JH

John Harvey

Dir Reserve Forces - Youth & Sport (civ), Defence Reserves Youth & Sport
Te Ope Kātua o Aotearoa | New Zealand Defence Force
Internal ^{s.9(2)(a)}
www.nzdf.mil.nz

cid:image002.png@01DA12D6.D2
E671B0

From: Ben Stephenson ^{s.9(2)(a)}
Sent: Friday, 3 November 2023 9:35 a.m.
To: ^{s.9(2)(a)}; Margetts, Roger, COL
^{s.9(2)(k)}; Harvey, John ^{s.9(2)(k)}; McCabe, Karl
^{s.9(2)(k)} Berry, Greer ^{s.9(2)(k)}
Cc: Willie Kirk ^{s.9(2)(a)}; Megan Gibson ^{s.9(2)(a)}
Subject: Follow up on Military Academy meeting

IN-CONFIDENCE

Kia ora koutou,

Thanks for meeting yesterday to discuss the advice on military academies.

Just to summarise the information that I think it would be beneficial to receive from NZDF as input for our work... I think that the key questions we need you to answer are:

- What impact would a military academy have on the NZDF, and what are the trade- offs that will need to be made i.e. what will NZDF have to stop doing?
- If we went with option 3 in the attached storyline (Military Academy as a new standalone sentencing option, within a new secure facility), is there a current NZDF secure facility that a programme like this could be delivered from? Or would it require a new purpose-built facility as no NZDF facilities would be secure enough?
- Would we need changes to the Defence Act to enable any of the options we have presented? If we were to place the academy in a NZDF facility, would we need changes to the defence act to enable this?

Like we discussed at the meeting, I think it would be useful if you used the following options (scenarios) as a way of determining the impact on NZDF:

- Military Academy as a programme required to be completed as part of a (existing) Supervision with Activity order or Supervision Order following Residence.
- Military Academy as a programme required to be completed as part of a (existing) Supervision with Residence order (like the MAC)
- Military Academy as a new standalone sentencing option, within a new secure facility (more like what you worked up in your 2017 analysis)

But equally, I think that it would be worthwhile if you were to broadly consider what the NZDF involvement in a Military Academy would look like, and whether this could be scaled. i.e. Who could be involved from NZDF, what skills and approach would they take? Are there options for this?

Also, our legal team have asked for more info on:

1. MAC camps – health and safety issues you mentioned that your staff faced; and
2. 2017 proposal for secure youth facilities (option '3' style that was talked about).
3. contact details of any of their legal colleagues that will be involved in this work, as it will be important for us to all be joined up in due course (particularly to understand legal implications for Defence in relation to the proposals being canvassed).

Would it be possible for you to send that through to me?

Thanks,
Ben

Ben Stephenson

Principal Policy Analyst

Level 14 The Aurora Centre, 56 – 66 The Terrace, Wellington |

PO Box 546, Wellington 6140

T: s.9(2)(a) | E: s.9(2)(a)

cid:image006.png@01DA12D6.D2E671B0

Please note that I do not work on Fridays.

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Ben

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To: Ben Stephenson s.9(2)(a)
Cc: Willie Kirk s.9(2)(a); Megan Gibson s.9(2)(a)
Margetts, Roger, COL s.9(2)(k); Berry, Greer s.9(2)(k)
s.9(2)(a); McCabe, Karl s.9(2)(k)
Subject: [SEEMAIL]: Follow up on Military Academy meeting

*** [SEEMAIL] This message may contain classified information ***

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Dir Reserve Forces - Youth & Sport (civ), Defence Reserves Youth & Sport
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From: Ben Stephenson s.9(2)(a)
Sent: Friday, 3 November 2023 9:35 a.m.
To: s.9(2)(a); Margetts, Roger, COL
s.9(2)(k); Harvey, John s.9(2)(k); McCabe, Karl
s.9(2)(k); Berry, Greer s.9(2)(k)
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IN-CONFIDENCE

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3. contact details of any of their legal colleagues that will be involved in this work, as it will be important for us to all be joined up in due course (particularly to understand legal implications for Defence in relation to the proposals being canvassed).

Would it be possible for you to send that through to me?

Thanks,
Ben

Ben Stephenson

Principal Policy Analyst

Level 14 The Aurora Centre, 56 – 66 The Terrace, Wellington |

PO Box 546, Wellington 6140

T: § 9(2)(a) | E: § 9(2)(a)

cid:image006.png@01DA12D6.D2E671B0

Please note that I do not work on Fridays.

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From: Taylor, Kevin
Sent: Thursday, 27 June 2024 2:22 p.m.
To: s.9(2)(a); Berry, Greer
Cc: s.9(2)(a); Woods, Andy, AIRCDRE; Ministerial Services; s.9(2)(a); s.9(2)(a)
Subject: RE: Media Request - Youth Military Academies (due 1500) unclassified
Categories: s.9(2)(a)

A possible response below s.9(2)(a)

The NZDF advises me that MSD and NZDF continue to work on these complex issues. There is now a more robust system in place since an MOU was signed between the two agencies late last year, which has seen an increase in social workers assigned, and a more robust trainee selection process.

From: s.9(2)(a)
Sent: Thursday, 27 June 2024 2:10 p.m.
To: Taylor, Kevin s.9(2)(k); Berry, Greer s.9(2)(k)
Cc: s.9(2)(a); s.9(2)(a), s.9(2)(k); Woods, Andy, AIRCDRE; s.9(2)(k); Ministerial Services <ministerialservices@nzdf.mil.nz>; s.9(2)(a); s.9(2)(a); s.9(2)(a); s.9(2)(a), s.9(2)(k)
Subject: RE: Media Request - Youth Military Academies (due 1500) unclassified

Thank you! Have passed this on.

Apologies for several urgent queries pre-long weekend, but we've also received the following from s.9(2)(a) (RNZ) relating to this OIA and LSVs. Can I please get a response **by 1500**.

I have an OIA response back which shows the Defence Force briefed the Minister in January about "a range of complex challenges" facing LSV – the biggest being that MSD had begun referring it much more "complex" trainees.

It noted that the number of assaults on staff had increased – and that ten staff had suffered "serious mental harm including several cases of suicidal ideation". It also said MSD and NZDF were working together to resolve the situation "as a matter of urgency".

Is the Minister satisfied the situation is under control?

s.9(2)(a)

Private Secretary (Defence) | Office of Hon Judith Collins KC MP

Attorney-General | Minister of Defence | Minister for Digitising Government

Minister Responsible for the GCSB | Minister Responsible for the NZSIS

Minister of Science, Innovation and Technology | Minister for Space

Lead Coordination Minister for the Government's Response to the Royal Commission's Report into the Terrorist Attack on Christchurch Mosques



M: s.9(2)(a) | Website: www.Beehive.govt.nz
Email: s.9(2)(a) | Private Bag 18041, Parliament Buildings, Wellington 6160, New Zealand

Authorised by Hon Judith Collins KC MP, Parliament Buildings, Wellington

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From: Taylor, Kevin <s.9(2)(k)>
Sent: Thursday, June 27, 2024 2:01 PM
To: s.9(2)(a); Berry, Greer s.9(2)(k)
Cc: s.9(2)(a); s.9(2)(k); Woods, Andy, AIRCDRE s.9(2)(k); Ministerial Services <ministerialservices@nzdf.mil.nz>; s.9(2)(a); s.9(2)(a), s.9(2)(k)
Subject: RE: Media Request - Youth Military Academies (due 1300) unclassified

See below for the number of march outs for the 23-24 year, in red. Please note that we are advised that one course is still ongoing so that is not the final figure for the FY.

From: Taylor, Kevin
Sent: Thursday, 27 June 2024 1:47 p.m.
To: s.9(2)(a); Berry, Greer s.9(2)(k)
Cc: s.9(2)(a); Jason Cox; s.9(2)(a); Woods, Andy, AIRCDRE; s.9(2)(k); Ministerial Services <ministerialservices@nzdf.mil.nz>; s.9(2)(a); s.9(2)(a), s.9(2)(k)
Subject: RE: Media Request - Youth Military Academies (due 1300) unclassified

- Are there no LSV numbers available at all ie 'it has the capacity to cater for 1200 per year. Last year XXX completed it'

For the 2023-24 financial year, 684 clients marched in for the LSV course, and 477 marched out (ie successfully completed it).

In the 2022-23 financial year, 534 clients marched in for the LSV course, and 339 marched out.

Note: we will fill in the highlighted when that figure is to hand.

- Can I also have a line on whether any courses are affected as a result of NZDF personnel working on to help set up the Military Style Academy pilot. I understand one had to be postponed but that all participants were put into other courses?

One LSV course was unable to run due to staff being involved with training the trainers for the MSA pilot. The planned LSV cohort was split into two, with half currently attending an Auckland course, and half being on course later this year.

From: s.9(2)(a)
Sent: Thursday, 27 June 2024 1:21 p.m.
To: Taylor, Kevin s.9(2)(k) Berry, Greer s.9(2)(k)
Cc: s.9(2)(a)
 <s.9(2)(a), s.9(2)(k)> Woods, Andy, AIRCDRE
 s.9(2)(k); Ministerial Services <ministerialservices@nzdf.mil.nz>; s.9(2)(a)
 <s.9(2)(a), s.9(2)(k)>
Subject: RE: Media Request - Youth Military Academies (due 1300) unclassified

Two further q's:

- Are there no LSV numbers available at all ie "it has the capacity to cater for 1200 per year. Last year XXX completed it"
- Can I also have a line on whether any courses are affected as a result of NZDF personnel working on to help set up the Military Style Academy pilot. I understand one had to be postponed but that all participants were put into other courses?

Thanks!



s.9(2)(a)
Private Secretary (Defence) | Office of Hon Judith Collins KC MP
 Attorney-General | Minister of Defence | Minister for Digitising Government
 Minister Responsible for the GCSB | Minister Responsible for the NZSIS
 Minister of Science, Innovation and Technology | Minister for Space
 Lead Coordination Minister for the Government's Response to the Royal Commission's Report into the Terrorist Attack on Christchurch Mosques
 M: s.9(2)(a)
 Email: s.9(2)(a) | Website: www.Beehive.govt.nz
 Private Bag 18041, Parliament Buildings, Wellington 6160, New Zealand
 Authorised by Hon Judith Collins KC MP, Parliament Buildings, Wellington

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From: Taylor, Kevin s.9(2)(k)
Sent: Thursday, June 27, 2024 12:55 PM
To: s.9(2)(a) Berry, Greer s.9(2)(k)
Cc: s.9(2)(a)
 s.9(2)(k) Woods, Andy, AIRCDRE s.9(2)(k); Ministerial Services
 <ministerialservices@nzdf.mil.nz> s.9(2)(a)
 s.9(2)(a)

< s. 9(2)(k)

Subject: RE: Media Request - Youth Military Academies (due 1300) unclassified

Hi s.9(2)(a)

See below.

K

Limited Services Volunteer (LSV)

The LSV course has a capacity design to take on 1200 trainees per year. In reality, the number 'graduating' the course has been lower due to suitable candidates opting to do other programmes. There are around 68 NZDF personnel involved in LSV – roughly 30% less than is required.

The cost for the NZ Government to run LSV is \$16.25 million, with the Ministry of Social Development as the lead agency. This is approximately \$13,500 per trainee. Costs to NZDF are largely sunk costs in the form of personnel.

Physical assaults on NZDF staff running the LSV course have increased as the complexity of the cohort have increased. As more trainees come into the course with complex needs, more harm to staff is occurring. As an example, in 2022/23, the complexity ratio of trainees rose to 50-60%, and led to 10 NZDF personnel suffering serious mental harm, including suicidal ideation. Physical harm to NZDF staff has also increased.

On the point of "not enough trainees to support the cost of the scheme (P2, Pt10)" – the NZDF does not assign trainees to the course, MSD is responsible for that. NZDF is unable to comment on this aspect.

Apologies, we cannot access the exact numbers on harm to NZDF personnel in the timeframe given.

In addition, you asked how many people have done the LSV course. LSV has run for many years and it is not possible in the timeframe given to ascertain this number.

Military Style Academies

A pilot of this Oranga Tamariki Military Style Academies (MSA) programme is planned, at an existing OT site. *Handling note: as far as we know, OT has not made public the location of the site*

The NZDF has been engaged with OT, the lead agency, in support of their work to develop options for this scheme since October 2023.

The NZDF has a senior staff member working at OT providing advice and support. In addition, the NZDF is currently running a 'train the trainers' course for OT personnel who will be staffing the programme.

NZDF will not be staffing the programme, and has no capacity to do so without impacting other youth programmes it runs, and military tasks. NZDF personnel also do not have the legislative authority to operate an academy that involves members of the Armed Forces acting as custodial officers over minors. In addition the NZDF has no suitable facilities to host such a programme.

From: s.9(2)(a)

Sent: Thursday, 27 June 2024 11:46 a.m.

To: Taylor, Kevin s.9(2)(k); Berry, Greer s.9(2)(k)

Cc: s.9(2)(a)

s.9(2)(a), s.9(2)(k) Woods, Andy, AIRCDRE

< s.9(2)(k) Ministerial Services <ministerialservices@nzdf.mil.nz>; s.9(2)(a)

< s.9(2)(a)

s. 9(2)(a), s. 9(2)(k)

Subject: RE: Media Request - Youth Military Academies (due 1300)

Further to this – can we please have specific info on the following points relating to LSV:

- numbers at a glance (how many people have done the course, how many personnel are involved, how many more we need, what it costs NZDF to run)
- not enough trainees to support the cost of the scheme (P2, Pt10)
- physical assaults on staff – how many, how serious (P2 Pt13)



s.9(2)(a)

Private Secretary (Defence) | Office of Hon Judith Collins KC MP

Attorney-General | Minister of Defence | Minister for Digitising Government
 Minister Responsible for the GCSB | Minister Responsible for the NZSIS
 Minister of Science, Innovation and Technology | Minister for Space
 Lead Coordination Minister for the Government's Response to the Royal Commission's Report into the Terrorist Attack on Christchurch Mosques

M: s.9(2)(a)

Email: s.9(2)(a) | Website: www.Beehive.govt.nz
 Private Bag 18041, Parliament Buildings, Wellington 6160, New Zealand

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From: s.9(2)(a)

Sent: Thursday, June 27, 2024 11:40 AM

To: Taylor, Kevin s.9(2)(k); Berry, Greer s.9(2)(k)

Cc: s.9(2)(a)

s.9(2)(k); Woods, Andy, AIRCDRE s.9(2)(k); Ministerial Services

<ministerialservices@nzdf.mil.nz>; s.9(2)(a)

s.9(2)(a), s.9(2)(k)

Subject: Media Request - Youth Military Academies (due 1300)

Hi all,

Can we please have **by 1300** some lines on LSVs and Youth Military Academies for the Minister's use in an interview with Thomas Manch this afternoon. We've requested his specific questions and will pass these on if received.

For context, this is following OIA-2024-5011 being published on the NZDF website – a **different version** to that approved by OMINDEF. Attached is the version on the website and the email chain with the approved version – a paragraph in the email on page 8 has not been redacted in full as requested. Too late to change this now (and this paragraph may not be related to the interview request) but please make sure this doesn't happen again.

Happy to discuss.

Thanks,

s.9(2)(a)



s.9(2)(a)

Private Secretary (Defence) | Office of Hon Judith Collins KC MP

Attorney-General | Minister of Defence | Minister for Digitising Government
Minister Responsible for the GCSB | Minister Responsible for the NZSIS
Minister of Science, Innovation and Technology | Minister for Space
Lead Coordination Minister for the Government's Response to the Royal Commission's Report into the Terrorist Attack on Christchurch Mosques

s.9(2)(a)

Email: s.9(2)(a) | Website: www.Beehive.govt.nz
Private Bag 18041, Parliament Buildings, Wellington 6160, New Zealand

Authorised by Hon Judith Collins KC MP, Parliament Buildings, Wellington

From: s.9(2)(a)
Sent: Thursday, 4 July 2024 1:26 p.m.
To: Taylor, Kevin; Ministerial Services; Berry, Greer
Cc: s.9(2)(a) (Parliament External); Funnell, Jacinda; s.9(2)(a)
Harvey, John
Subject: RE: NZDF request re training staff and impact on LSV unclassified

Thank you KT. I will send this back as an interim response while we await further SME replies.

I'll also suggest that they utilise the reply you have provided.



s.9(2)(a)

NZDF Private Secretary | Office of Hon Judith Collins KC MP

Attorney-General | Minister of Defence | Minister for Digitising Government
Minister Responsible for the GCSB | Minister Responsible for the NZSIS
Minister of Science, Innovation and Technology | Minister for Space
Lead Coordination Minister for the Government's Response to the Royal Commission's
Report into the Terrorist Attack on the Christchurch Mosques

s.9(2)(a)

SEEMAIL

Email: s.9(2)(a) | Website: www.Beehive.govt.nz
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information in the meeting disclosure, please contact the sender. You can read more about the proactive release policy at <https://www.dia.govt.nz/Proactive-Releases#MS>

From: Taylor, Kevin ^{s.9(2)(k)}
Sent: Thursday, July 4, 2024 1:20 PM
To: ^{s.9(2)(a)} Ministerial Services <ministerialservices@nzdf.mil.nz>;
Berry, Greer ^{s.9(2)(k)}
Cc: ^{s.9(2)(a)} >;
Funnell, Jacinda ^{s.9(2)(a), s.9(2)(k)}
^{s.9(2)(a), s.9(2)(k)} Harvey, John ^{s.9(2)(k)}
Subject: RE: NZDF request re training staff and impact on LSV unclassified

Below is an interim response, sans hearing from the SMEs on this.

^{s.9(2)(g)(i)}



If the purpose is to say what defence is and isn't doing, it was laid out in Tuesday's response to RNZ (see below) and I'd recommend the use of that to go back to Sky TV.

The New Zealand Defence Force is involved in the Military Style Academy programme, which is led by Oranga Tamariki (OT).

The email document you refer to is dated 6 March and outlined the situation with the Military Style Academies (MSAs) and NZDF's involvement at that time. It stated that the NZDF was involved at a governance level, not staffing or running the facilities. This continues to be the case. The NZDF will not be staffing or running the facility, which will be run by OT.

The NZDF has provided significant support to OT in developing the syllabus for the MSAs, which draws heavily on the Limited Service Volunteer (LSV) syllabus. This has included attendance at workshops and provision of information on current NZDF youth development programmes. NZDF is also currently running a two-week course for the OT personnel who will be staffing the facility. This is a "train the trainers" course, which is involving about 30 NZDF personnel, and is going well.

The NZDF's involvement at a governance level is through a senior NZDF officer who represents the Defence Force at a board chaired by a senior OT staff member. The NZDF has no information on what will occur with MSAs after the pilot, so cannot address your question about the role it will have at that time.

From: s.9(2)(a)
Sent: Thursday, July 4, 2024 12:48 PM
To: Ministerial Services <ministerialservices@nzdf.mil.nz>; Berry, Greer s.9(2)(k)
Taylor, Kevin s.9(2)(k)
Cc: s.9(2)(a), s.9(2)(k)
<s.9(2)(a)> Funnell, Jacinda s.9(2)(a), s.9(2)(k)
<s.9(2)(a)>

Subject: RE: NZDF request re training staff and impact on LSV

Importance: High

Afternoon All,

Can I please find out when we can have the fact check of the below back. The office is being chased.

This needs to be released this afternoon.



s.9(2)(a)

NZDF Private Secretary | Office of Hon Judith Collins KC MP

Attorney-General | Minister of Defence | Minister for Digitising Government
Minister Responsible for the GCSB | Minister Responsible for the NZSIS
Minister of Science, Innovation and Technology | Minister for Space
Lead Coordination Minister for the Government's Response to the Royal Commission's
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From: s.9(2)(a)
Sent: Thursday, July 4, 2024 10:30 AM
To: Ministerial Services <ministerialservices@nzdf.mil.nz>
Cc: Berry, Greer s.9(2)(k) Taylor, Kevin s.9(2)(k) s.9(2)(a)
s.9(2)(a), s.9(2)(k)

Subject: Fwd: NZDF request re training staff and impact on LSV

Hey Team,

As per the below, can I have a fact check especially around the highlighted points.

Apologies for sending the whole chain. Struggling to log into laptop from home.

s.9(2)(a)

NZDF Private Secretary | Office of Hon Judith Collins

Attorney-General | Minister of Defence | Minister for Digitising Government
Minister Responsible for the GCSB | Minister Responsible for the NZSIS
Minister of Science, Innovation and Technology | Minister for Space
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DDI: s.9(2)(a) | M: + s.9(2)(a)
Email: s.9(2)(a) | Website: www.Beehive.govt.nz
Private Bag 18041, Parliament Buildings, Wellington 6160, New Zealand

Authorised by Hon Judith Collins MP, Parliament Buildings, Wellington

Sent from my phone
Please excuse brevity and typos.

|

From: s.9(2)(a)
Sent: Thursday, July 4, 2024 10:21:01 AM
To: s.9(2)(a)
Cc: s.9(2)(a)
Subject: FW: NZDF request re training staff and impact on LSV

Hi s.9(2)(a)

Hope you are going well amongst the chaos...

We are assisting with a media response/ fact sheet below and wondering if there were any updates to the green highlights? I imagine the pilot has started?

s.9(2)(a)

If there is anything missing, please let me know.

Thanks

s.9(2)(g)(i)

From: s.9(2)(a)
Sent: Thursday, July 4, 2024 10:02 AM
To: s.9(2)(a)
Cc: Sharon Lundy <Sharon.Lundy@parliament.govt.nz>
Subject: FW: NZDF request re training staff and impact on LSV

Would you be able to advise on this?

Thanks, s.9(2)(a)

From: s.9(2)(g)(i)
Sent: Wednesday, July 3, 2024 1:32 PM
To: s.9(2)(a) Sharon Lundy <Sharon.Lundy@parliament.govt.nz>
Cc: s.9(2)(a)
Subject: RE: NZDF request re training staff and impact on LSV

Hi s.9(2)(a) and Sharon,

These are the words I've put together s.9(2)(g)(i) and with some fact checking from OT.

Let me know if this is good to go to the reporter – Jack from Sky News.

L.

New Zealand Defence Force Support for Military Style Academies Pilot July 2024

The New Zealand Defence Force has been supporting Oranga Tamariki from the beginning of its planning for the military style academies pilot programme by doing as much as they can under the current legislation. This includes:

- providing support for writing the content of the syllabus and providing LSV material (as needed) for Oranga Tamariki
- training the Oranga Tamariki staff and providing training facilities at the Youth Development Unit at Trentham military base
- assessing the suitability of the Oranga Tamariki facility
- providing access to the confidence course at a nearby military base as part of the programme.

Staff Support

Currently, there is a Defence staff member who continues to work directly with Oranga Tamariki full time to design the programme.

The current legislation doesn't allow for uniformed personnel to be the actual trainers or have uniformed personnel at the Oranga Tamariki programme due to indemnity, as they can't detain or restrain. However,

§ 9(2)(g)(i)

Assessment

The pilot is ready to go from a Defence perspective.

Defence will re-assess what support it can provide once the pilot has been completed.

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From: Funnell, Jacinda
Sent: Friday, 24 May 2024 10:43 a.m.
To: s.9(2)(a)
Cc: Woods, Andy, AIRCDRE; Ministerial Services; s.9(2)(a)
Subject: RE: Letter to the Minister of Defence from the Minister for Children [SEEMAIL]
Categories: s.9(2)(a)

Ack. Will do.

Jacinda Funnell

Chief People Officer HQNZDF, People Capability Portfolio - HQNZDF
Te Ope Kātua o Aotearoa | New Zealand Defence Force

Internal: s.9(2)(a)
www.nzdf.mil.nz



From: s.9(2)(a)
Sent: Friday, 24 May 2024 10:33 a.m.
To: Funnell, Jacinda; s.9(2)(k)
Cc: Woods, Andy, AIRCDRE; s.9(2)(k); Ministerial Services <min>
Subject: FW: Letter to the Minister of Defence from the Minister for Children

Morning Jacinda,

Thank you for the phone call. I will make some inquires on what we discussed.

Further, here is the letter we chatted about. If you could raise a formal reply on behalf of the Minister is would be greatly appreciated.



s.9(2)(a)

NZDF Private Secretary | Office of Hon Judith Collins KC MP

Attorney-General | Minister of Defence | Minister for Digitising Government
Minister Responsible for the GCSB | Minister Responsible for the NZSIS
Minister of Science, Innovation and Technology | Minister for Space
Lead Coordination Minister for the Government's Response to the Royal Commission's Report into the Terrorist Attack on Christchurch Mosques

s.9(2)(a)

Email: s.9(2)(a) | Website: www.Beehive.govt.nz
Private Bag 18041, Parliament Buildings, Wellington 6160, New Zealand

Authorised by Hon Judith Collins MP, Parliament Buildings, Wellington

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From: s.9(2)(a)
Sent: Monday, May 20, 2024 4:32 PM
To: s.9(2)(a)
Cc: s.9(2)(a); s.9(2)(a)
Subject: Fwd: Letter to the Minister of Defence from the Minister for Children

Hi s.9(2)(a) - can I leave this with you?

Thomas - cc'd as I note this came directly to the Minister too. Consider this with us - Jason can transact so no action required from you at this stage :)

Thanks!

s.9(2)(a)

s.9(2)(a)

Private Secretary (Defence) | Office of Hon Judith Collins KC MP

Attorney-General | Minister of Defence | Minister for Digitising Government
Minister Responsible for the GCSB | Minister Responsible for the NZSIS
Minister of Science, Innovation and Technology | Minister for Space
Lead Coordination Minister for the Government's Response to the Royal Commission's Report into the Terrorist Attack on the Christchurch Mosques

M: s.9(2)(a)

Email: s.9(2)(a)

Authorised by Hon Judith Collins KC MP, Parliament Buildings, Wellington

This email was sent from my phone. Please excuse any typos.

From: s.9(2)(a)
Sent: Monday, May 20, 2024 4:20:56 PM
To: Judith Collins (MIN) <J.Collins@ministers.govt.nz>
Cc: s.9(2)(a)
Subject: Letter to the Minister of Defence from the Minister for Children

Kia ora koutou

Please find **attached** a letter from the Minister for Children regarding the Military-Style Academy pilot. Feel free to let us know if any questions arise.

Noho ora mai rā, nā



§ 9(2)(a)

Private Secretary – Children | Office of Hon Karen Chhour
Minister for Children | Minister for the Prevention of Family & Sexual Violence

DDI: §.9(2)(a)

Email: §.9(2)(a) | Website: www.Beehive.govt.nz
Private Bag 18041, Parliament Buildings, Wellington 6160, New Zealand

From: s.9(2)(a)
Sent: Wednesday, 6 March 2024 12:55 p.m.
To: s.9(2)(a)
Cc: Ministerial Services; Woods, Andy, AIRCDRE; s.9(2)(a)
MAJ; s.9(2)(a)
Subject: RE: Transcript Military Style Academies [Seemail]
Categories: s.9(2)(a)

Thank you Team. Will get this to the office.



s.9(2)(a)
NZDF Private Secretary | Office of Hon Judith Collins KC MP
Attorney-General | Minister of Defence | Minister for Digitising Government
Minister Responsible for the GCSB | Minister Responsible for the NZSIS
Minister of Science, Innovation and Technology | Minister for Space
Lead Coordination Minister for the Government's Response to the Royal Commission's Report into the Terrorist Attack on Christchurch Mosques
DDI: s.9(2)(a)
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Authorised by Hon Judith Collins MP, Parliament Buildings, Wellington

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From: s.9(2)(a), s.9(2)(k)
Sent: Wednesday, March 6, 2024 11:34 AM
To: s.9(2)(a), s.9(2)(k)
Cc: Ministerial Services <ministerialservices@nzdf.mil.nz>; Woods, Andy, AIRCDRE
s.9(2)(a), s.9(2)(k)
Subject: RE: Transcript Military Style Academies [Seemail]

*** [SEEMAIL] This message may contain classified information ***

Kia ora ^{s.9(2)(a)}

As discussed, here is the transcript from Minister Mitchell on RNZ this morning.

^{s.9(2)(g)(i)} will be an "extended" LSV programme, staffed by NZDF – which is not accurate. The Minister's comments about the success of the LSV course could lead to public misunderstanding about the nature and extent of NZDF's role in YOMA.

The YOMA are not comparable with the LSV programme for the reasons below:

- LSV personnel are adults, YOMA are children.
- LSV is a volunteer programme, while YOMA is a custodial sentence handed down by Judges, for serious criminal offending (legislation changes required to do this are yet to occur)
- LSV has a low (less than 30%) complex cohort, YOMA is 100% complex cohort (Meaning major differences in needs/security etc)
- LSV is an eight-week residential course, YOMA is a 12 month residential detention
- LSV aims are for young adults (aged 18-24) to gain employment, YOMA is for court sentences for children up to 17-years-old following conviction for serious criminal activity

When asked about who will be involved in delivering YOMA, and that OT doesn't have a good reputation, Minister Mitchell "points back to LSV" and states that it is NZDF-led.

The current proposal for YOMA is for NZDF to be involved at a Governance level, not staffing the facilities or delivering programmes (like in LSV).

Please let me know if you have any further questions.

Ngā mihi,

^{s.9(2)(a)}

Strategic Advisor – Office of the Chief of Defence Force
Te Ope Kātua o Aotearoa | New Zealand Defence Force

^{s.9(2)(k)}
www.nzdf.mil.nz

From: ^{s.9(2)(a)}

Sent: Wednesday, 6 March 2024 10:12 a.m.

To: Taylor, Kevin ^{s.9(2)(k)} Berry, Greer ^{s.9(2)(k)}

Cc: Ministerial Services <ministerialservices@nzdf.mil.nz>; Woods, Andy, AIRCDRE

^{s.9(2)(k), s.9(2)(a)}

Subject: Transcript Military Style Academies

Team,

I spoke to the office about the interview on Military Style academies. They have requested a copy of the transcript for their review and comment.

Could I also please ask that you produce a few bullet points on where you see the issues.



s.9(2)(a)

NZDF Private Secretary | Office of Hon Judith Collins KC MP

Attorney-General | Minister of Defence | Minister for Digitising Government
Minister Responsible for the GCSB | Minister Responsible for the NZSIS
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s.9(2)(a)

Email [s.9\(2\)\(a\)](mailto:s.9(2)(a)@nzdf.govt.nz) | Website: www.Beehive.govt.nz
Private Bag 18041, Parliament Buildings, Wellington 6160, New Zealand

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BRIEF FOR THE MINISTER OF DEFENCE – NZDF YOUTH DEVELOPMENT OUTPUTS AND MILITARY ACADEMIES

Date: 29 Jan 24 **NZDF Tracking No.:** OMDRFI 2024-024

Purpose:

1. To provide a brief on NZDF Youth Development outputs with a focus on challenges since 2018 and advice on Youth Offender Military Academy (YOMA) options. This is intended to provide context for YOMA options under consideration by the Minister for Children and other ministers.

NZDF YOUTH DEVELOPMENT OUTPUTS

Background

2. The Defence Act 1990 focuses the NZDF's core military capabilities primarily on external challenges to New Zealand's national interests. The NZDF also responds to domestic contingencies including civil defence emergencies, and making contributions to communities across New Zealand.
3. The NZDF is authorised to deliver a range of Youth Development programmes. Under the Purchase Agreement, Output 4.5 'Support to NZ Communities', the NZDF delivers training for around 5,500 young New Zealanders annually.
4. These efforts are highly valued by communities and NZDF's partners. Over the past 30 years, these efforts have assisted thousands of young New Zealanders to achieve better life outcomes through their own efforts.
5. The NZDF has approximately 180 permanent staff to deliver Youth Development outputs. This includes an established core of 102 uniformed Youth Development Specialists supported by civilian social workers, registered nurses and a range of other command and support staff. Staff are selected for their high motivation to improving life outcomes for young people across New Zealand and are selected, trained and cleared in accordance with relevant legislation as child workers.
6. Presently the uniformed core of Youth Development Specialists is operating at 67 per cent of established strength (approximately 34 personnel short) in line with the broader NZDF's workforce pressures. This is impacting staff morale, retention and, in some cases, safe delivery of training.

Youth Development outputs

7. In summary the NZDF's Youth Development outputs are:
 - a. **Limited Service Volunteers.** Focussed on supporting youth employment outcomes supporting up to 1,200 trainees per year in partnership with the Ministry of Social Development (MSD). Participants are adults of 18 to 24 years of age. This scheme has faced a number of challenges since 2018. These are outlined from paragraph 9 (below).
 - b. **Service Academies.** Focussed on reducing school truancy and raising academic attainment supporting up to 580 trainees per year in partnership with the Ministry of Education (MoE). MoE notes academic achievement is at a higher

rate than the National average. Participants are school students of 15 to 17 years of age.

- c. **Blue Light.** Focussed on deterring non-serious youth offenders supporting up to 360 trainees per year in partnership with the NZ Police-affiliated Blue Light Ventures trust. This impacts positively on individual connections with family and community, reducing recidivism or transition to more serious criminal activity. Participants are nominated by NZ Police or their families, and are from 15 to 17 years of age.
- d. **New Zealand Cadet Forces.** Focussed on high quality youth leadership and citizenship supporting up to 3,400 cadets (and their adult officers) in support of the three Cadet Associations (Sea, Army and Air). Cadets volunteer in their communities and are from 13 to 19 years of age.

8. The NZDF Annual Report FY22/23 confirms that, with the exception of the Limited Service Volunteer scheme, these programmes are performing to a high standard (ie. more than 90 per cent satisfaction of supported partners.) A summary of the NZDF Youth Development delivery performance and costs across FY23/24 is enclosed.

Challenges – Limited Service Volunteers scheme

9. Aside from the current workforce crisis impacting across all military outputs, the Limited Service Volunteer (LSV) scheme has experienced a range of complex challenges since 2018. Efforts to expand the scheme by 100 per cent (ie. from 800 up to 1600) during the disruption caused by the COVID-19 pandemic has been the greatest challenge for the NZDF.

10. MSD has found it difficult to generate the right number of trainees to match the increased investment by both agencies. Changes to benefit stand-down policies and the significant expansion of regionally based COVID response work programmes have in effect starved the LSV scheme of the right number of trainees who were both physically and mentally 'fit' for military style-training.

11. To address this, MSD provided more trainees who would not have been considered fit for the scheme prior to 2018. This saw a significant increase in the 'complexity' of LSV trainees. In this context, 'complexity' is a range of mental health, and other issues degrading the readiness of a trainee to commit to military-style training. This has impacted the NZDF capacity to support the scheme by raising the risk for both LSV trainees and staff and depressing the course graduation rate.

12. Prior to 2018, the NZDF deployed capability to safely absorb and support a ratio of up to 30 per cent trainee complexity on any course. Where the complexity ratio of trainees on a course is above 30 per cent, the course graduation rate falls sharply. More seriously, the risk to other trainees and NZDF staff spiked to the point where in 2022/23, with the complexity ratio of trainees rising to 50 and 60 per cent in some cases, 10 NZDF staff suffered serious mental harm including several cases of suicidal ideation.

13. The number of physical assaults on staff has also increased. Staff morale, wellbeing and retention has suffered accordingly and this has impacted families. From this experience, it is clear that NZDF staff are not trained to deal with more than 50 per cent trainee complexity before suffering serious harm.

14. Both MSD and the NZDF are partnered to address trainee complexity ratios as a matter of urgency. A new Memorandum of Understanding for the LSV Scheme (2023 to

2027) was signed last year. Both agencies are partnered to ensure the risk profile is reduced while the graduation rates are increased.


15. Lastly, the NZDF is mindful that Oranga Tamariki has been invited to provide options to Government on potential YOMA. Noting the potential implications for NZDF Youth Development outputs, NZDF advice on this subject follows.

NZDF ADVICE ON YOUTH OFFENDER MILITARY ACADEMIES

YOMA – Minister for Children guidance

16. The NZDF has been engaged with Oranga Tamariki in support of their work to develop options for a YOMA scheme since October 2023.

17. s. 9(2)(g)(i)



18. s. 9(2)(g)(i)



19. Further to this guidance, the Ministers for Children, Police and Justice have identified the requirement to deliver a 'pilot' programme before the end of 2024.

Implications for the NZDF

s. 9(2)(g)(i)



Enclosure:

1. NZDF Youth Development Performance FY 2022/2023

RELEASED UNDER THE OFFICIAL INFORMATION ACT 1982

NZDF Youth Development Performance FY2022/2023

NZDF Youth Development Commitment Title	Partner AoG/NGO	Period committed	Trainee Capacity per year	NZDF YDS Specialist Roles ¹	Cost to Government per year (\$M) ²	Current Status per NZDF 2022/23 Annual Report ³
(a)	(b)	(c)	(d)	(e)	(f)	(g)
YDU – Limited Service Volunteer (LSV)	Ministry of Social Development	To FY 26/27 4 Year MoU	1,200	68	\$16.25M (\$13.5K per trainee)	Amber: Due to low trainee and RF staff numbers. LSV Aim: Youth Employment.
YDU – Service Academies (SA)	Ministry of Education	To FY 26/27 4 Year MoU	580	20 (shared across programmes ⁴)	\$3.7M (\$6.7K per trainee)	Green: Ministry of Education aims were met. SA Aim: Attainment of School Qualifications.
YDU – Blue Light (BLV)	Blue Light Ventures (NZ Police affiliated)	To Dec 2023 Renewal imminent	360		\$50K to \$100K (Leverages LSV & SA)	Green: Blue Light Venture aims were met. Blue Light Venture Aims: Early intervention in Youth delinquency.
NZCF – NZ Cadet Forces (NZCF)	Three Cadet Associations' and the RNZRSA	160 year commitment (Charter of Support)	3,400	14	\$4.4M (\$1,300 per cadet)	Green: NZCF aims were met. Aim: Making great NZ Citizens and Leaders
Theoretical Totals			5,540 ⁵	102 ⁶	\$24.4M (\$4.4K per youth)	Green (Output 4.5: NZDF Support to Communities)
Current 'actual' Totals			4,800	68		

¹ The Youth Development Specialist (YDS) Trade is the backbone of NZDF YD training delivery.

² Total estimated NZDF and partner agency/NGO contributions (FY23/24 for both PERSEX and OPEX).

³ NZDF Annual Report 2023. LSV status impacted by MSD trainee recruitment and NZDF staff retention.

⁴ Service Academy and Blue Light use the same staff. Due to staff shortages this model is under stress.

⁵ NZDF generates capability to assure safe staff to trainee ratios and relevant partner/programme outcomes.

⁶ This is the total 'Instructor' number. This does not include vital Command, Coordination and Logistics staff.



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Private Bag 39997
Wellington Mail Centre
Lower Hutt 5045
NEW ZEALAND

NTM 2024-170

27 May 2024

Minister of Defence

NZDF SUPPORT TO THE YOUTH OFFENDER MILITARY ACADEMY

Purpose

1. The purpose of this Note is to provide you with information prior to a meeting the Prime Minister is conducting to discuss NZDF support the Youth Offender Military Academy (YOMA) on 27 May 2024. It highlights the current restraints that would need to be remediated to support the NZDF holding the major role in this project.

Previous advice from the NZDF

2. The NZDF previously advised that directing it to be involved in a military academy response to youth serious offenders would, at the highest level, require a choice between:

- a. Transferring NZDF personnel from the Youth Development Unit (YDU) to a youth military academy. This would involve shutting down (or downscaling) other voluntary initiatives for youth such as the Blue Light Ventures, High School Service Academies and the Limited Service Volunteer programme (LSV). Around 2,000 or more young people benefit from these courses each year.

OR

- b. Drawing, and then retraining, staff from the wider NZDF. This could diminish readiness for deployment, and potentially impact domestic and international operations. For example, this could include military responses to natural disasters (Humanitarian Assistance and Disaster Relief) and support to Operation Antarctica (Scott Base).

3. The NZDF also anticipates that requiring personnel from outside of YDU to staff a YOMA will have a negative impact on staff morale and cause a rise in attrition. Staff do not join the NZDF to work in the youth justice field as this is not a core output of the NZDF.

Legal constraints

4. The NZDF does not currently have any legislative authority to operate an academy that involves members of the Armed Forces acting as custodial officers over minors. The NZDF has advised that, should this option be pursued, legislative reform would be required to provide members of the Armed Forces with greater powers. As the Armed Forces are primarily raised and maintained for the purposes of defending the Realm and protecting New Zealand's interests, including aid to the civil power in time of emergency, extending the custodial powers of the Armed Forces over members of the domestic civilian population involves significant constitutional considerations.

5. Additionally, the NZDF taking custody of a youth serious offender could be interpreted as compulsory incorporation of minors into the Armed Forces. This would risk giving the

impression that New Zealand was acting in a manner that is inconsistent with its obligations regarding the recruitment of minors under International Human Rights Law (i.e. the United Nations Convention on the Rights of the Child) and International Humanitarian Law.

6. The NZDF has advised that there are limitations to delivering a military academy programme on Defence Areas. The NZDF is not equipped to provide the requisite wraparound requirements. Specifically, there are no suitable permanent secure custodial facilities to the standard required of a Youth Justice Facility in a Defence Area, and specialist clinical support, education and medical care for children does not exist within the NZDF. Additionally, the NZDF has raised concerns about placing youth serious offenders in a Defence Area where they could potentially gain access to dangerous equipment and/or restricted areas.

7. NZDF support to a YOMA would not fall within the NZDF's exemptions under the Health and Safety at Work Act 2015 (HSWA). While Oranga Tamariki (OT) and Corrections do not have exemptions under HSWA, they have a depth of experience in dealing with at-risk youth that the NZDF does not. The risk mitigation needed to bridge this training delta within the NZDF, in order to meet its obligations under HSWA, would be a further staffing and resource cost of NZDF's support to a YOMA.

Requirements for an NZDF-led programme

8. Noting the restrictions and choices outlined above, if the NZDF were directed to deliver a YOMA pilot this would require an understanding of the problem and the operational gaps impacting delivery inside NZDF. A new period of detailed due diligence and costings would need to be conducted.

9. Since late-2023 the NZDF has been engaged in the development of an OT-led YOMA. A pilot has been scheduled to commence from 29 July 2024. Through this process the NZDF understands the broad requirements to safely deliver the YOMA to be as follows:

- a. Youth serious offenders to be sentenced by the Youth Justice Court for a period of between six months (under current legislation) and 12 months (under future legislation).
- b. A maximum of ten youth serious offenders are committed to the program in a 12 month pilot phase (mid-2024 to mid-2025). Of this the NZDF would run the three month residential program. Community portions of the remaining nine month program would be run by OT.
- c. Youth serious offenders would attend a three month residential component in a Military Style Academy (MSA) nested in an appropriate secure Youth Justice facility.
- d. The following nine months would be conducted in the community with services tailored to transition trainees to work or training in support of the outcome of the programme, being reduced levels of offending across the cohort.
- e. The syllabus would be based in part (approximately 50%) on the existing Limited Service Volunteer (LSV) scheme. The remaining 50% are new OT designed components focussed on achieving improved criminogenic and therapeutic outcomes.
- f. Staff ratios of approximately four staff to each trainee would be required in the residential phase dropping in the community based phase.

- g. Staff would need to have completed both the OT based Youth Worker Qualification (six weeks) and elements of the NZDF Youth Development Specialist (two weeks).
- h. Staff for the YOMA Residential Course (approximately 40) would be required at a selected Youth Justice facility for a period of approximately four months (set-up, delivery, and pack down).

What would need to change

- 10. Should the NZDF be directed to lead delivery of a YOMA pilot this would require:
 - a. Relevant mitigations for the NZDF under the Health and Safety at Work Act 2015 (HSWA). This will require legislative review to ensure NZDF personnel are covered by the Act and significant additional training for NZDF staff (six to eight weeks training delivered by OT).
 - b. Allocation to the NZDF of a suitable (10 bed) Youth Justice Facility close (within one hour drive) to Whenuapai, Trentham or Burnham. No existing NZDF facility meets the standards of custodial security and care for the cohort of youth serious offenders described to date.
 - c. Retasking of at least forty NZDF staff (military and civilian) to meet the OT YOMA delivery model to NZDF standards. ^{s.9(2)(g)(i)} [REDACTED]
 - d. ^{s.9(2)(g)(i)} [REDACTED]
 - e. Acceptance that the NZDF does not have many of the capabilities resident in OT. For example, youth justice case management, educational, specialist therapeutics / criminogenic, whanau and community outreach. These elements would need to be allocated from specialist relevant agencies.
 - f. Additional resources to cover establishment, commissioning, delivery and maintenance of a YOMA pilot in the period 2024 to 2025.
 - g. If the NZDF is directed to deliver a YOMA pilot; acceptance that the 29 July 24 launch date cannot be met.

Recommendations

- 11. It is recommended that the Minister:
 - a. **Note** the advice that the NZDF has previously provided regarding YOMA. NOTED
 - b. **Note** that the NZDF is restricted in what support it can provide to a YOMA due to legal issues and limitations on what support can be provided to youth serious offenders on defence property. NOTED

- c. **Note** the current NZDF collaboration efforts with OT as it prepares to conduct a pilot course.
NOTED
- d. **Note** the current NZDF understanding of the YOMA as a capability delivery issue currently defined by OT.
NOTED
- e. **Note** that, if the NZDF is directed to deliver the YOMA to the standards set by OT, a number of significant changes to NZDF's current constraints, outputs and capability would be required.
NOTED



KR SHORT
Air Marshal
Chief of Defence Force

Hon Judith Collins KC MP
Minister of Defence



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NEW ZEALAND

NTM 2024-194

21 June 2024

Minister of Defence

NEW ZEALAND DEFENCE FORCE SUPPORT TO THE MILITARY STYLE ACADEMY PILOT

Purpose

1. The purpose of this Note is to update you on New Zealand Defence Force (NZDF) efforts to support the Oranga Tamariki-led Military Style Academy pilot.

NZDF Involvement in development and delivery of the pilot

2. The NZDF has been engaged with Oranga Tamariki since November 2023 in anticipation of a Military Style Academy being required by the Government, and has been fully committed since the activity was directed by you and the Minister of Police and Minister for Children in February 2024.

3. NZDF Youth Development staff have ongoing support to Oranga Tamariki. These efforts have made a significant contribution to enabling Oranga Tamariki to meet the deadline of 29 July 2024 for initiation of the pilot.

4. Specific actions the NZDF has taken since February 2024 include:

- a. Participation in the Deloitte-facilitated Military Style Academy design phase.
- b. Full time allocation of a senior staff member to Oranga Tamariki since February 2024 until the Military Style Academy pilot has been delivered in September 2024. This member will advise the Military Style Academy staff throughout the pilot and evaluation phases and act as a point of contact to draw other NZDF support as required by Oranga Tamariki.
- c. Advising Oranga Tamariki on the optimum location of the Military Style Academy pilot facility, its physical fit-out, uniforms and equipment, including a site visit to the selected location in Palmerston North.
- d. Leading the Military Style Academy Training syllabus and programme development phase. This responded to the requirement to maximise the 'Limited Service Volunteer scheme DNA' in the Military Style Academy with approximately 50% of the programme being drawn from the Limited Service Volunteer scheme.
- e. Provision of all NZDF training references, materials, presentations, and equipment relevant to Military Style Academy pilot delivery.
- f. Development of a bespoke Military Style Academy staff training course with the following characteristics:
 - (1) **What.** The NZDF hosts and trains Oranga Tamariki Military Style Academy staff to safely deliver the military components of the Military Style Academy Pilot syllabus.

- (2) **Who.** Up to 30 Oranga Tamariki staff supported by approximately 30 NZDF staff.
 - (3) **When.** Conducted over two weeks from 24 June to 5 July 2024.
 - (4) **Where.** Youth Development Unit, Trentham.
 - (5) **How.** Based on the existing Youth Development Specialist Basic training course. This will enable Oranga Tamariki staff to deliver a Military Style Academy including capacity to conduct drill, outdoor education, and manage youth mental health responses to structured discipline in a military environment. Up to a third of the Military Style Academy staff are ex-military members who will assist in the rapid uptake of training objectives. Additionally, new content is being developed at the request of Oranga Tamariki. This includes tailored Risk Management Plans and Incident Response exercises for staff development.
 - (6) **Why.** To enable Military Style Academy staff and assure Oranga Tamariki they are prepared to safely and credibly deliver the Military Style Academy pilot.
- g. Hosted visits to relevant Defence Areas:
- (1) **Linton Military Camp.** 1st (New Zealand) Brigade will host two one-day visits (in August and October) by Military Style Academy Trainees and staff to the Linton Camp Confidence course. The NZ Army will provide Physical Training Instruction and a full demonstration by Army personnel to ensure safe and valuable conduct. NZ Police will be in attendance as part of the Risk Management Plan. These activities support the physical activity, personal motivation and military awareness training objectives in the Military Style Academy syllabus.
 - (2) **National Army Museum Waiouru.** The Museum will host a visit by Military Style Academy trainees and staff. The Museum will provide a conducted tour through the exhibitions. Minimised interaction with the public and attendance of NZ Police on-site are part of the Risk Management Plan. This activity supports the military awareness and citizenship training objectives of the Military Style Academy syllabus.
- h. Placed a senior NZDF Officer on the steering committee.
5. This approach, with the NZDF leading the development of the syllabus and Oranga Tamariki leading the delivery of the programme, has enabled a pilot Military Style Academy to be run within six months of the Government's request. This is because:
- a. The NZDF has significant experience in developing and delivering programmes for at-risk youth over the age of 17.
 - b. Oranga Tamariki holds the legislative powers and experience working with children under the age of 17.
 - c. Oranga Tamariki has suitable facilities to securely house young offenders.
 - d. Legislation does not enable members of the Armed Forces to act as custodial officers over minors.

- e. Any legislation that empowered members of the Armed Forces to detain or restrain children would raise constitutional and international legal issues.
- f. Members of the Armed Forces are not indemnified from consequences arising as a result of their actions (as public servants are under the Public Service Act).

Impact on the NZDF

6. The NZDF supports training for approximately 6,000 youth trainees and cadets each year through the Limited Service Volunteer scheme, Service Academies, the Blue Light Scheme and the New Zealand Cadet Forces.
7. The Youth Development Specialist workforce capable of delivering safe and valuable training to minors is currently at about 65% strength. Efforts to address this situation have included temporary civilianisation of up to 20 of the total 120 roles. The first nine civilian staff were trained last month with the effect of this being assessed over the next six months.
8. The Youth Development Specialist workforce complies with the relevant requirements of the Children's Act 2014, NZDF Child Protection Policy, and New Zealand Defence College approved training standards. All Youth Development Specialists serve in uniform for between seven and ten years before becoming Youth Development Specialists. The process to select and train a Youth Development Specialist operator takes six months for them to be certified as fully competent to take charge of youth designated as 'at-risk' by legislation. Members of the wider NZDF can only be employed in a Youth Development Specialist role once the legislative, policy, and training requirements are met.
9. In May, Oranga Tamariki requested NZDF training for Military Style Academy staff over the period 24 June to 5 July 2024 in Trentham. A number of options were considered, with the least disruptive being to cancel one of the 11 Limited Service Volunteer courses being delivered in 2024. This option was discussed with the Ministry for Social Development, which identifies the trainees for these courses. Together, we were able to reallocate 17 of those already signed up for the course to one that started in Whenuapai on 9 June and the other 17 that were signed up will be on a course in Trentham in August. In this way, no one has missed the opportunity to participate in a Limited Service Volunteer course.

Recommendations


10. It is recommended that the Minister:
- a. **Note** that the NZDF is supporting the development and delivery of the Military Style Academy Pilot.
 - b. **Note** that the NZDF has utilised staff and resources usually involved in the Limited Service Volunteer programme to provide this support, and has worked with Oranga Tamariki and the Ministry for Social Development to limit the impact on delivery of that programme.

NOTED

NOTED


T. DAVIES

Air Marshal
Chief of Defence Force


Hon Judith Collins KC MP
Minister of Defence