

## **Generic briefings**

### **Introduction**

- 4.1 The focus of the visit to New Zealand was to examine Defence issues which relate to the Committee's inquiry into Australia's maritime strategy. In addition to receiving briefings on current developments in New Zealand defence policy, a range of general defence briefings and meetings was arranged. These briefings, while not directly related to maritime strategy, were beneficial by providing a wider appreciation of the New Zealand defence force and specific initiatives.
- 4.2 For example, while visiting the Burnham Army Base a briefing was provided on the Limited Services Volunteer Scheme. Through this scheme, New Zealand Army personnel provide training to unemployed persons to help develop skills, responsibilities and enhance confidence and attitudes in participants.
- 4.3 In relation to general defence issues, an alternative perspective was provided through a meeting with academics from the Institute of Policy Studies and the Centre for Strategic Studies, Victoria University of Wellington.
- 4.4 On the final day, briefings were provided at the Devonport Naval Base. An overview of the New Zealand Navy was presented culminating with a tour of a Bridge simulator. The visit to the Devonport Naval Base was particularly memorable as the Committee received a Mario welcome.
- 4.5 The final briefing of the visit, at the Royal New Zealand Air Force (RNZAF) Base, Auckland, Whenuapai, provided an overview of the

RNZAF structure and role. This chapter will discuss some of the key issues arising from these meetings.

## **Burnham Military Camp**

4.6 The briefing at the Burnham Military Camp began with a discussion of the roles, goals and structure of 3 Land Force Group. The 3<sup>rd</sup> Land Force Group (LFG) provides a training and rotation function in support of NZ Defence objectives, and other support activities including:

- disaster relief;
- search and rescue;
- civil defence;
- Antarctic support;
- disposal of explosives;
- rural fire fighting;
- regional and community training;
- ceremonial and representational duties; and
- general community support.

4.7 While the discussions were broad ranging, a significant part of the briefing focused on the role and operations of the 3<sup>rd</sup> Regional Training Unit (3RTU). The mission of 3RTU is to 'provide individual training in order to allow 3LFG to meet directed outputs and to meet CDF/Chief of Army Directives on youth training.' The training role is divided into four branches including:

- regional training wing;
- driver training wing;
- LSV company; and
- youth life skills.

4.8 The youth training conducted by 3RTU includes the Limited Service Volunteers (LSV) program for 18 to 25 year old unemployed persons, and the Youth Life Skills (YLS) program for 12 to 17 year olds who are predominantly 'at risk.' These two programs are discussed in more detail in the following sections.

## Youth Life Skills (YLS)

- 4.9 The role of the YLS is to 'provide training opportunities for youth to develop life skills in order that they may be better prepared to take their place within, and contribute too New Zealand society.' Participants are generally of secondary school age. Participants are not subject to military law although a military environment exists which helps students to develop a positive behaviour and attitude.
- 4.10 The Army's role in the YLS is to provide expertise in certain areas so that groups can learn to help themselves. Territorial Force (Reserve) Regiments assist the scheme by providing instructors and liaison in local areas. The funding for the program is provided primarily through the supporting organisation which can include:
- high school services academy schemes;
  - school alternate education programmes;
  - police youth groups;
  - truancy services;
  - youth prison service; and
  - Iwi youth programmes.
- 4.11 The YSL core components, which can be tailored to suit particular needs, and the time devoted to each is shown below:
- |                              |           |
|------------------------------|-----------|
| ■ life skills courses        | 5-12 days |
| ■ basic leadership course    | 5 days    |
| ■ advanced leadership course | 5 days    |
| ■ team building              | 1-5 days  |
- 4.12 Some of the learning areas focus on:
- health and hygiene
  - communication skills
  - self discipline and motivation
  - teamwork and leadership
  - legal/community constable
  - drugs/alcohol and anger management
  - cultural awareness

- adventurous/outdoor activities, and
- sport.

### Limited Services Volunteers (LSV)

- 4.13 The role of the LSV is to 'provide training to unemployed people to develop skills, responsibilities and discipline to enable them to function in day to day life in New Zealand society.' The key aim of the program is to 'develop the self discipline, confidence and attitude of the trainees to enhance their employment opportunities.' Participants for the course must be:
- 18 to 25 years old;
  - free from serious convictions;
  - medically fit for 'moderate' physical activity;
  - be registered unemployed through the Department of Work and Income;
- 4.14 Participants are referred through, and funding is provided by, the Department of Work and Income (DWI). The NZDF provides for the facility and staff costs. Staffing for the program is tri-Service but procedures are Army. The LSV is only provided at the Burnham Camp. A memorandum of understanding exists between the DWI and the NZDF.
- 4.15 In contrast to the YLS, trainees are subject to military law. There are 5 to 6 courses per year, each of six weeks in duration. The maximum number of trainees per course is 144.
- 4.16 While the YLS is not vocationally specific it has a generic objective of developing attitudes and behaviour which can help lead to employment. Some of the key qualities that are emphasised include:
- learning to apply self-discipline;
  - respect for self, others and community, organisations and the team;
  - time management and punctuality;
  - healthy and positive lifestyle;
  - goal setting; and
  - presentation skills.
- 4.17 The LSV, in its current form has been running since 1993 although earlier versions of the program go back to the 1980s.

- 4.18 Of those participants that start each course, 85% complete the program. The main reason for leaving relates to medical issues. Only about 1% of participants leave of their own choice. Some of the key outcomes of the course include about two thirds of participants moving from unemployment benefits to vocational training or employment. Between 5 to 10 percent joint the NZDF.

Figure 4.1 The Committee at Burnham Military Camp, NZ



## Conclusions

- 4.19 The key messages that came through during the briefings about the Youth Life Skills (YLS) and Limited Service Volunteers (LSV) programs are the positive support from the public, the clear benefits and sense of achievement for participants, and the training rewards for defence force personnel involved in the program. The programs clearly have merit and the NZDF should be proud of its contribution to the needs and development of New Zealand youth.
- 4.20 Programs like this which utilise defence personnel and defence property do not currently operate in Australia. However, the review of the New Zealand YLS and LSV make it timely to consider and evaluate the role of the Australian Defence Force (ADF) in contributing implicitly and explicitly to broader community goals. While the ADF's prime focus is defence of Australia there is a range of community support roles which it performs. The recent airlift and evacuation following the Bali Bombings and engineering support teams to assist the Canberra community following the January 2003 bushfires are two recent examples.
- 4.21 In view of the wider contribution that the ADF makes to community outcomes, the Committee will scrutinise this aspect of ADF operations as

part of its review of the 2002-03 Defence Annual Report. The Committee will consider the current community roles performed by Defence and whether there is capacity for further contributions in this area. In particular, the Committee will pursue with Defence the opportunity to implement similar programs to the New Zealand YLS and LSV.

## **Institute of Policy Studies and Centre for Strategic Studies, Victoria University of Wellington**

- 4.22 A wide ranging discussion on Defence and strategic issues was held with academics of the Institute of Policy Studies and the Centre for Strategic Studies, Victoria University of Wellington. Some of the issues discussed focused on the causes and consequences of world terrorism, instability in the South Pacific, and the need for adequate protection, surveillance and control of economic exclusion zones (EEZ).
- 4.23 In addition to these complex issues, the discussion focused on the economic, Defence and strategic relationship between Australia and New Zealand. These issues were examined in a number of journal articles presented during the discussions. Sir Frank Holmes, in a journal article, raised concerns about New Zealand's policy directions in defence arguing that 'New Zealand's capacity limitations strengthen the case for a joint trans-Tasman approach to defence strategy and oceans policy'.<sup>1</sup>
- 4.24 Holmes suggests that the key reason why New Zealand and Australia have been 'drifting apart has been their different attitudes towards defence and security.'<sup>2</sup> In particular, Holmes cites the abolition of the air combat group, reduction in the Orion anti-submarine capability, and the decision not to purchase a third ANZAC frigate as examples of an erosion of warfighting skills.<sup>3</sup> Holmes notes that New Zealand is according greater priority to achieving greater depth in the Army. In Holmes appraisal this force structure has reduced military options and created a force 'geared to peacekeeping and civilian functions such as patrolling New Zealand's national waters.'<sup>4</sup>

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1 Holmes, Frank, 'An ANZAC Union?', *IPS Policy Paper*, No. 14, 2002, p. 1.

2 Holmes, Frank, 'An ANZAC Union?', p. 5.

3 Holmes, Frank, 'An ANZAC Union?', p. 5.

4 Holmes, Frank, 'An ANZAC Union?', p. 6.

4.25 Holmes commented that the 'extent to which New Zealand's defence capacity has been eroded is a serious obstacle to the improvement of relations with Australia.'<sup>5</sup> Holmes stated:

...New Zealand's capacity limitations strengthen the case for a joint trans-Tasman approach to defence strategy. We should not have unilaterally shut down our air strike capacity. We should be working out very carefully what the effects will be on our forces ability to train and work effectively with key partners. We should be deciding together with Australia how best we can use our limited resources to provide for the defence of our own shores and make our distinctive contributions to collective security and international peacekeeping.

Similar considerations apply to oceans policy. The possibilities of a fisheries agreement are currently under review.<sup>6</sup>

4.26 The issue of an oceans policy was examined by Mr Peter Cozens in a paper presented to a meeting in Canberra of the Council for Security Cooperation in the Asia Pacific (CSCAP) during August 2002.<sup>7</sup> Cozens discusses some of the difficulties and instabilities existing in Oceania or the South Pacific most notably in East Timor, Fiji, Solomons, Bougainville, PNG and West Papua or Irian Jaya.<sup>8</sup> In particular, Cozens noted the significance of the need to carefully manage and control 200 mile Exclusive Economic Zones (EEZs). EEZ's are typically rich in economic resources containing over 90% of commercially exploitable fish stocks. In addition, 87% of the world's known submarine oil deposits fall with the 200 mile limits.<sup>9</sup> In view of the significance of EEZs the overarching policy of managing these zones is often referred to as an Oceans Policy.

4.27 Cozens concluded that an 'Oceans Policy for the countries of Oceania is a matter of great strategic significance.'<sup>10</sup> Cozens suggested that this was an area where New Zealand and Australia could offer assistance in developing these resources. Cozens commented that the 'common resource of all the countries of Oceania is the sea – a comprehensive

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5 Holmes, Frank, 'An ANZAC Union?', p. 6.

6 Holmes, Frank, 'An ANZAC Union?', p. 6.

7 Cozens, Peter, 'Security in Oceania – An Oceans Policy?' *IPS Policy Newsletter*, No. 71, November 2002, pp. 16-18.

8 Cozens, Peter, 'Security in Oceania – An Oceans Policy?', p. 16.

9 Cozens, Peter, 'Security in Oceania – An Oceans Policy?', p. 17.

10 Cozens, Peter, 'Security in Oceania – An Oceans Policy?', p. 18.

Oceans Policy may well be the way or vehicle by which Antipodeans could offer the much needed assistance'.<sup>11</sup>

- 4.28 In addition, Cozens posed the question of how could CSCAP contribute to the debate. Cozens commented that the 'Pacific Islands Forum has now been admitted to observer status within CSCAP and it is appropriate for both CSCAP Australian and CSCAP New Zealand to reflect on the situation in Oceania and a means in which CSCAP can bring its not inconsiderable expertise to begin engineering a solution to the unfortunate circumstances so clearly evident in our neighbourhood.'<sup>12</sup>
- 4.29 CSCAP is non-government organisation providing a process for dialogue on security issues in the Asia-Pacific. CSCAP had its origins in 1992 at a meeting in Seoul when representatives of a range of strategic studies centres decided that 'there was a need to provide 'a more structural regional process of a non-governmental nature ... to contribute to the efforts towards regional confidence building and enhancing regional security through dialogues, consultation and cooperation.'<sup>13</sup> An agreement to establish CSCAP was reached in June 1993 through the Kuala Lumpur Statement.

## Conclusions

- 4.30 The roundtable discussion with academics from the Institute of Policy Studies (IPS) and Centre for Strategic Studies (CSS), Victoria University of Wellington provided an alternative perspective on defence, economic and security issues covering the relationship between Australia and New Zealand and the broader South Pacific region. In particular, the views about the need to further develop and manage the defence and security relationship between the two countries is noted.
- 4.31 During the discussion, the New Zealand panel noted the work of Australian academics and defence analysts and in particular Mr Hugh White, Director of the Australian Strategic Policy Institute who has demonstrated an interest in New Zealand Defence and security issues. In particular, the suggestion was made that there could be merit in New Zealand defence analysts working more closely with Australian defence analysts. This view will be conveyed to a range of Australia defence analysts, many of whom give evidence before the Committee.

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11 Cozens, Peter, 'Security in Oceania – An Oceans Policy?', p. 18.

12 Cozens, Peter, 'Security in Oceania – An Oceans Policy?', p. 18.

13 <http://www.cscap.org/about.htm>



- 4.32 The prospect of enhanced academic and research relations between New Zealand and Australia focusing on the various elements of the relationship has merit. The New Zealand Foreign Affairs, Defence and Trade Committee acknowledged this as demonstrated through a range of recommendations in its recent report on the Inquiry into New Zealand's economic and trade relationship with Australia.<sup>14</sup> Some of these recommendations were discussed in detail in Chapter three.
- 4.33 A further issue arising from the meeting with the IPS and CSS was the need for an effective oceans policy. Australia's has a large economic exclusive zone and a significant responsibility in relation to maritime safety. There is merit in Australia and New Zealand enhancing their efforts in cooperating and managing jointly, where possible, their EEZs and maritime safety services.
- 4.34 During the meeting with the IPS and the CSS, the work of the Council for Security Cooperation in the Asia Pacific (CSCAP) was noted. CSCAP is a non-government organisation providing a process for dialogue on security issues in the Asia-Pacific. The Chair of the Committee, Senator Alan Ferguson, is a nominal member of the Australian Committee of CSCAP which meets twice yearly. In addition to these meetings, a General Conference is held every two years in a host nation. In 2001 the General Conference was held in Australia and in December 2003 the General Conference will be held in Indonesia.
- 4.35 In view of CSCAP's objectives and the ongoing interest of the Committee in security issues in regions that Australia is a part of, there would be merit in some members of the Committee attending, as observers, CSCAP General Conferences.

### **Recommendation 1**

- 4.36 **The Committee recommends that the Australian Strategic Policy Institute (ASPI) and the Strategic and Defence Studies Centre at ANU be encouraged to examine with their NZ counterparts opportunities for joint research projects. The Ministers for Defence and Foreign Affairs should consider whether any additional resources are needed for this activity.**

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14 New Zealand Foreign Affairs, Defence and Trade Committee, Inquiry into New Zealand's economic and trade relationship with Australia, April 2002.

## **Recommendation 2**

- 4.37 **The Committee recommends that the Presiding Officers give consideration to the proposal that some members of the Committee attend, as observers, General Conferences of the Council for Security Cooperation in the Asia Pacific (CSCAP).**

## **Devonport Naval Base, Auckland**

- 4.38 The visit to the Devonport Naval Base, Auckland began with a Maori welcome at the Te Taua Moana Marae. Some members have witnessed these ceremonies before but this ceremony was particularly moving and solemn. At the conclusion of the ceremony, a briefing and tour of the Base was provided. A particular highlight of the visit was a tour through an operations and navigation training facility and a demonstration on a Bridge simulator which provides an effective means of training personnel in navigation and sea faring. It was noted during the briefing that Australian Naval personnel, at various times, use the training facilities.
- 4.39 In relation to recruitment, the New Zealand Defence force personnel advised that all positions in the Defence force were open to females.

## **Ministry of Foreign Affairs and Trade**

- 4.40 While the focus of the visit was on New Zealand's defence policies and programs, the Committee is also conducting a watching brief on the war on terrorism. An objective of the watching brief is to assess the capacity of the Commonwealth Government and its agencies in coordinating the immediate response to, and managing the consequences of, a terrorist attack. In view of this responsibility, the delegation met with officials from the New Zealand Ministry of Foreign Affairs and Trade and received advice about New Zealand's domestic counter terrorism measures.
- 4.41 Following the events of 9-11, New Zealand moved to implement a series of measures which were the basis of United Nations Security Council resolution 1373. New Zealand passed the Terrorism Suppression Act which seeks to suppress the financing of terrorism. The New Zealand Government also announced counter-terrorist measures across

government including customs, immigration, intelligence, police and defence. Funding was increased by NZ\$30 million over the next three years. This funding was targeted at the following areas:

- Border protection efforts by Customs and the Immigration Service
- Increased capacity for the collection and evaluation of foreign and domestic intelligence by the intelligence agencies;
- The establishment within Police of an intelligence and investigation unit dedicated to counter terrorism and the provision of police liaison officers in London and Washington;
- The establishment of capability to respond to a terrorist emergency of a chemical or biological nature; and
- The strengthening of the protective security measures for the parliamentary complex.<sup>15</sup>

4.42 In relation to aviation, a series of measures have been taken to improve security and counter potential threats. For example, in 2001, the New Zealand Cabinet agreed that all domestic passengers would be screened.

4.43 On 1 April 2003 the New Zealand Minister for Foreign Affairs and Trade, the Hon Phil Goff, indicated that a new Counter Terrorism Bill would create new offences and provide new powers.<sup>16</sup> Some of the new offences under the Bill include:

- improper use or possession of nuclear material;
- threatening to use such material;
- importing, acquiring or possessing radioactive material with the intention of causing injury;
- and knowingly possessing, using, making, exporting or importing unmarked plastic explosives.

4.44 Mr Goff indicated that the Bill would be referred to the New Zealand Foreign Affairs, Defence and Trade Committee for a report by 31 July 2003.

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15 New Zealand Ministry of Foreign Affairs and Trade website:  
<http://www.mfat.govt.nz/foreign/rsd/campaignterrorism.html>

16 Minister for Foreign Affairs, the Hon Phil Goff, Press Release, Counter Terrorism Bill creates new powers, offences, 1 April 2003.

## **RNZAF Base Auckland, Whenuapai**

4.45 The final meeting of the four day visit was with Royal New Zealand Air Force personnel at the RNZAF Base Auckland, Whenuapai where 485 Wing is based. 485 Wing has a personnel strength of a about 1 100 and comprises:

- No. 3 Squadron - Naval Support Flight (Seasprite);
- No. 5 Squadron - (Orion);
- No. 40 Squadron - (Hercules and Boeing 727);
- RNZAF Parachute Training and Support Unit, a training school for Air Force police dogs;
- the RNZAF Aviation Medicine Unit; and
- the NZDF Command and Staff College.

4.46 A detailed description of the role and operation of the NZ Defence Force Command and Staff College (NZDFCSC) was provided. The NZDFCSC which was established in 1950 is administered on an agency basis by the Royal New Zealand Air Force (RNZAF). The college is the highest level provider of residential professional military education in New Zealand.

4.47 The courses offered are at flight lieutenant or equivalent rank for the Junior Staff Course (JSC) and squadron leader or equivalent rank for the Staff Course (SC). The JSC is of eight weeks duration and primarily a single service course. In contrast, the SC is 'joint' and of seven months in duration. Both courses are residential in nature. The college syllabus is divided into five modules comprising:

- communication skills;
- command studies;
- operational studies;
- strategic studies; and
- international relations.

4.48 The difference between the JSC and the SC is the degree of intensity of study. Incorporated into the core modules of study, the programme undertaken on the SC consists of four stand-alone university papers:

- command studies;
- joint services campaigning;

- New Zealand's strategic environment; and
- international relations.

4.49 In addition, the following two stand-alone modules are undertaken in conjunction with Headquarters Joint Forces New Zealand:

- JSC: NZ Introduction to Joint Warfare Course (1 Week); and
- SC: Australian Defence Force Warfare Centre-Joint Operations Planning Course (2 Weeks)

Senator Alan Ferguson  
Chairman  
17 June 2003