

# NEW ZEALAND DEFENCE REVIEW 2009

## COMPANION STUDY 3

### Voluntary National Service

#### *An Examination of the Concept and Viability of Voluntary National Service as a Whole-Of-Government Strategy*

#### INTRODUCTION

1. On 30 March 2009 Cabinet approved the Terms of Reference for New Zealand Defence Review 2009.
2. The Terms of Reference included provision for the conduct of three companion studies led by the Associate Minister of Defence. On 19 August 2009 the Associate Minister signed Terms of Reference for these studies<sup>1</sup>. This companion study focuses on the concept and viability of voluntary national service as a whole-of-Government strategy.

#### Approach Taken

3. This is a concept paper; it does not attempt to be definitive. The reason is that voluntary national service is a *"big idea"*. To put in place a scheme that would have any meaning would require whole-hearted political support, significant funding and a multi-departmental effort. This is because:
  - (a) any voluntary national service scheme would have to be available to a significant number of New Zealanders; and
  - (b) it would have to have distinct civil as well as military options, and within those options different streams aimed at different components of the *"target market"*.

4. Accordingly, this study examines the concept of voluntary national service and attempts to identify the reasons why New Zealand might consider developing one. At Annex B there is a description of those overseas models thought to be most relevant to the New Zealand situation, comments on their effectiveness and some costings of existing training schemes for indicative purposes.

### **Preliminary Findings**

5. For the purposes of this study preliminary findings are:
  - (a) A voluntary national service scheme could be of considerable benefit to New Zealand society.
  - (b) A New Zealand scheme should have both military and civil options.
  - (c) The core concept of a New Zealand scheme should be that volunteers contribute to the nation. The experience of voluntary national service, and the incentives provided, would be of personal benefit to volunteers; but that should not be the purpose of the scheme<sup>ii</sup>.

### **Recommendation**

6. If the Government decides:
  - (a) a voluntary national service scheme, tailored to New Zealand's social needs, would be in the nation's interests; and
  - (b) notwithstanding the significant investment that putting a scheme in place would require it is worthwhile exploring in depth the viability of such a scheme;

then it is recommended that a whole-of Government committee be established, possibly with an independent chairman, to prepare a report, complete with costings, on preferred models.

## Discussion

### *Voluntary National Service – Why?*

7. New Zealand's population is changing. The ethnic backgrounds of the people are becoming more diverse, and in significant proportions <sup>iii</sup>. This process will continue. Economic differences are pronounced and in the larger cities this reflects in young people attending schools populated largely with pupils from similar social and economic backgrounds. This tends to limit interaction with, and understanding of, New Zealanders from other backgrounds.
8. Economic and social disparities often result in disparities of opportunity. In the year ended March 2009 there were approximately 210,000 children in benefit-dependent homes, and a high proportion of those are sole-parent homes. Children's expectations and – more importantly – aspirations are often affected by their peers and by the role models with which they identify. Negative peer groups, negative or non-existent role models, stifle or warp potential.
9. New Zealand has a very high rate of emigration <sup>iv</sup>. Emigration occurs when people feel that the stake they have in the country of their birth or adoption is less important to them than the social and economic benefits perceived to be offered by another country.
10. New Zealand has a very high rate of immigration <sup>v</sup>. This is increasing the ethnic and cultural diversity of the population but it also increases the need for programmes which bring New Zealanders together and help unify them through shared endeavour.

11. New Zealand needs larger reserve forces. It needs part-time servicemen and women with applicable civilian-acquired skills and appropriate levels of military training to augment the full-time forces. New Zealand has a small, modestly equipped defence force but a large area of strategic interest. The most important asset of the New Zealand Defence Force is its people. It is the "*Kiwi Spirit*" of its servicemen and women that has made it so effective in peace-support operations. But New Zealand cannot afford enough full-time personnel, with the necessary range of civilian-acquired skills, to cover all of its likely tasks <sup>vi</sup>.
12. Every country needs leaders at all levels of society who will collectively shape the future of the country in positive ways. New Zealand is no exception. Arguably, given its future as an ethnically diverse democracy with high levels of immigration and emigration and distinct economic disparities New Zealand needs leaders more than other, more cohesive countries.
13. Given the above, it is in New Zealand's interests for its Government to provide schemes which have among their aims the promotion of social cohesion at both national and community levels, the attenuation of the effects of social and economic disparities, the development of leaders and the improvement of education and skills levels.
14. A voluntary national service scheme would be useful in assisting with furthering these aims.

### ***Voluntary National Service – How?***

15. This is a companion study to the Defence Review 2009 and so this question must be answered with a Defence emphasis. However, while the benefit to the breadth and depth of capabilities of the New Zealand Defence Force of a voluntary national service scheme are obvious, limiting such a scheme to military service would engage insufficient numbers of young New Zealanders to further effectively the aims described in paragraph 13. So, while a voluntary national service scheme must have a significant military

component, to gain maximum benefit for New Zealand it must also have a (probably larger) civil component.

### **The Voluntary Military Service Component**

16. New Zealand, by any comparison, has a very small defence force. The bulk of its personnel are in its full-time forces and its reserve forces are comparatively small <sup>vii</sup>. The New Zealand Defence Force is not configured, or equipped, to fight a war. Its purpose can be said to enhance New Zealand's security including through the provision of forces to act in concert with New Zealand's friends and allies.
17. When a country has a very small defence force it needs strong reserve forces to provide it with breadth and depth. Breadth because there are many civilian-acquired skills that cannot be maintained (or maintained in sufficient numbers) in the full-time component and depth because numbers matter. Without reserves a small full-time component cannot sustain large deployments for effective periods, nor does it have the capacity to expand rapidly to meet multiple demands or a major, unheralded one. For a small defence force to have maximum utility, and to be able to respond to changing demands with greatest flexibility, strong, properly configured reserve forces are absolutely necessary.
18. There is limited scope to improve the reserves of the Navy and Air Force through adding numbers. Those services are predominantly dedicated to operating a small number of "platforms" (vessels and aircrafts) and their needs are for personnel with the skills to do so. The Army, however, is different.
19. The New Zealand Army today can be likened to a fire brigade. At its core is a highly trained but numerically small group of professional fire fighters equipped with the most modern equipment the fire brigade can afford. In the event of a fire in the area for which they are responsible the professional fire fighters can be deployed at once to put it out. But having done so they

should not be kept for long periods at the site of the fire to prevent the embers flaring up. They should be returned to the fire station to regroup, retrain and prepare for the next fire. The job of ensuring that the embers do not flare up, and the job of assisting the owners of the burned structure to put in place fire prevention strategies – and even to advise and help with rebuilding – are largely for the part-time volunteer members of the fire brigade.

20. The analogy with peace support operations is obvious. The problem for the New Zealand Army is that, for a number of reasons associated with doctrine changes and funding cut-backs following the end of the Cold War, it has reduced its reserve (currently about 1,800 personnel) to the point where it cannot provide the level of utility it should. There are insufficient part-time members to give proper back-up to the full-time members and this limits unnecessarily the utility of the Army as a whole <sup>viii</sup>.
21. New Zealand's experience with East Timor, the Solomon Islands and Afghanistan show that it is one thing to become involved in a military operation but quite another to withdraw from it. Once committed to an operation only "success" justifies withdrawal. In peace support operations "success" must mean that the country being supported is functioning at a level where the withdrawal of foreign forces will not see a return to the conditions that necessitated their deployment in the first place. Therefore, the focus of military forces once peace has been restored should be on maintaining a security environment in which physical infrastructure and the institutions of good governance can be built, and assisting with that building by using the civilian-acquired skills of its personnel. Reserve forces can be highly effective in creating the conditions that will allow New Zealand's military involvement in an operation to come to an end.
22. The military component of a voluntary national service scheme would see young New Zealanders encouraged to join the reserve forces of the defence force through a variety of incentives. Those who choose this component would do so with the expectation (and hope) of serving overseas if called

upon to do so. It would not be a short-term option. The structure of the scheme would encourage on-going reserve forces' service, with full-time and part-time aspects, for probably a minimum of five years.

23. There could be different programmes within the component. For example, entry to the reserve forces could be via a "Gap Year" scheme which would see young people take a break of a year from study or training (typically after leaving secondary school) to receive full-time military training and perform full-time military service (including overseas service as required) <sup>ix</sup>.
24. The incentives, as with the civil component, would be pay, subsidised education, training opportunities and CV enhancement. In addition, there would be the prospect of adventure and of doing something difficult but worthwhile.
25. The value to New Zealand of a military component to a voluntary national service scheme is manifest. From a strictly military point of view a strong reserve would give the Army the ability not only to deploy its full-time soldiers to an operational area but to sustain the deployment without exhausting its core full-time asset. As the military threat in the operational area reduced the numbers of full-time soldiers could be reduced also and they could be progressively replaced with part-time soldiers who, in addition to military skills, would bring civilian-acquired skills relevant to rebuilding physical and social infrastructure. Thus, as previously discussed, there could be a planned move to a situation where complete withdrawal would be possible earlier rather than later.
26. To this end, education incentives in the military component of a voluntary national service scheme would focus on civilian skills relevant to military – particularly peace support – operations. The list of such skills would be very long. But some of obvious utility are medical, engineering, legal, building, electrical, plumbing, architectural, local government, finance and project management. There are many more.

27. Additional value would be increased civil defence capability. Reserve forces, being spread throughout New Zealand, should have a vital role to play in meeting civil defence emergencies. Currently, numbers are too small and organisations too reduced for reserve forces to be as effective as they should be in an emergency. Civil Defence in a country larger than the United Kingdom but with a high seismic potential, is very important. Increasing reserve forces through a voluntary national service scheme would increase civil defence capability markedly.
28. Importantly, a military component to a voluntary national service scheme would assist with the social policy matters discussed above in paragraphs 7 to 14. It would add to national cohesion. It would attract young New Zealanders of all ethnic and socio-economic backgrounds. It would unite them in teams to work together in the service of the nation, and to do so over an appreciable period of time. It would encourage leaders to emerge and then develop them. It would provide young people from disadvantaged backgrounds with a positive peer group, access to mentoring and to good role models and with encouragement to acquire skills conducive to a better life.
29. Additionally, it would add to local or community cohesion. This is because expanded reserve forces would be present throughout New Zealand, their members would be involved with local institutions, civil defence and would provide a nucleus for recruiting, mentoring and training other New Zealanders within their communities.
30. Unfortunately, the military component of a voluntary national service scheme would take time to develop to its potential. This is because the New Zealand Defence Force does not have the infrastructure to take on the training of large numbers of young recruits. It lacks the accommodation, the training facilities and the instructors. It also is not funded for such a scheme. These deficiencies can be remedied if the necessary political will is present – but standing up a military component of a voluntary national service scheme would still have to be incremental and would still take time.



31. The optimum size of the military component is a matter for debate. The author's view is that at least 5,000 reservists would be needed to gain the benefits discussed above. This is based on historical experience and on Army planning figures for an effective reserve.
32. The current legislation relating to reservists would have to be reviewed to enable them to be used effectively. For example, job protection should be extended to 12 months (along parental leave lines) and provision made for individual call-up as exists in equivalent UK legislation.

### **The Voluntary Civil Service Component**

33. The purpose of the civil service component of a voluntary national service scheme is to address directly the aims set out in paragraph 13 above.
34. From examining the overseas schemes described in Annex B it is concluded that the civil component should consist of a range of community-based and national programmes.
35. Government-led engagement with local authorities, secondary and tertiary education providers, voluntary sector organisations, employer and industry organisations would be required. All Government departments with education, training or social services remits would need to integrate their programmes with those of the voluntary civil service component where desirable.
36. This would mean that voluntary civil service would differ from one person to another. However, the core concept would be that volunteers would be doing – or training to do – something that is valued by the nation. Something that makes a contribution. In return, they would be offered incentives to volunteer. As with the voluntary military service component, these would be pay, subsidised education, training opportunities and CV enhancement.

37. Broad illustrative examples of programmes are:
- (a) community-based non-residential programmes aimed at supporting community goals/facilities. Volunteers in these programmes would live at home, go through an induction-training phase and then work with community organisations such as local authorities, charities, health providers, youth schemes, etc. The type of work done would depend on the skills and aptitudes of the volunteers and the needs of the organisations being supported.
  - (b) national residential programmes. These would largely be run by, or under the aegis of, Government departments. For example, volunteers to assist conservation programmes, tree planting programmes and the maintenance of national parks. In addition, the voluntary civil service component could target professionals who, upon completing their qualifications, would give service in areas in which their skills are in short supply. For example, graduate teachers and health professionals could serve in rural areas or in low decile urban areas.
38. An aspect of the civil service component would be “personal uplift”. All volunteers would be assessed for literacy and numeracy skills and introduced to the programmes which might suit them. If desirable, the initial part of their voluntary civil service would be attending preliminary education programmes designed to bring their skills levels to the stage necessary for them to participate effectively in their chosen programme. Conducting those programmes could itself be a programme within the voluntary civil service component.
39. A national organisation for running the voluntary civil service component would have to be established. However, apart from a cadre of administrators the bulk of its personnel would themselves be volunteers<sup>x</sup>. The same would be true of the leaders of the various programmes.

40. It is not envisaged that a large, dedicated physical infrastructure would be created. Instead, innovative use of existing infrastructure would be required wherever possible. For example, using the hostels of secondary and tertiary education providers in vacation periods, making use of local halls and of schools after hours. As with overseas programmes, the infrastructure of the organisations being supported by the scheme would be used also.
41. The length of the voluntary civil service component need not be standardised. From overseas experience, one year seems to be the right period to enable effective training followed by meaningful contribution<sup>xi</sup>. But flexibility would be key. For example, tertiary students wishing to volunteer to lead programmes might be assessed for suitability and undergo training during summer vacations before spending, say, six months full-time on the job. Some programmes might call for part-time, periodic contributions over periods longer than a year.
42. As with the voluntary military service component, the number of places to be made available in the voluntary civil service component is a matter for debate. However, to be meaningful the number must be high. Certainly in the thousands.

### **Incentives**

43. For both components, incentives to volunteer must be real and promote completion of the service.
  - (a) Pay. Volunteers opting for the voluntary military service component would join one of the reserve forces of the New Zealand Defence Force. They would be paid at standard rates. Volunteers opting for the voluntary civil service component would be paid on a graduated basis according to their skills and the nature of their service.
  - (b) Subsidised education. Volunteers would be offered subsidies for continuing education. The level of the subsidy would depend on the

length and nature of the voluntary service. In the military component, part of the aim of the subsidy would be to retain the services of the volunteers after the period of voluntary military service had expired. It is, therefore, envisaged that the levels of subsidies would be generally higher than in the civil component and tied to a return of service obligation.

- (c) Training opportunities. A key incentive for volunteers would be up-skilling through the training required to enable them to participate in the chosen programme.
- (d) CV enhancement. The training of volunteers would, wherever possible, be linked to national qualification standards. Every volunteer would also receive a report in which his or her service was described in detail and achievements noted.

## CONCLUSION

44. In a companion study such as this it is impossible to do more than introduce the concepts which might apply to a voluntary national service scheme. The overseas examples described in Annex B provide some context, but for New Zealand the question is whether the needs of the nation, especially given the changing demographics, compel the conclusion that such a scheme is necessary. Perhaps it is a question best put in negative: if not a voluntary national service scheme – then what?

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<sup>i</sup> Reproduced at Annex A

<sup>ii</sup> The concepts underpinning the German, Swiss and US schemes are preferred to the “V” scheme of the UK. See the discussion in Appendix B, paras 59 – 73.

<sup>iii</sup> The 2006 Census gives figures: 67.6% - European, 14.6% - Maori, 6.6% - Asian and 6.9% Pacific

<sup>iv</sup> According to a Department of Labour paper. Migration Trends & Outlook 2008/09: “In 2008/09, New Zealand lost 28,000 New Zealanders on a permanent and long-term basis; this follows 35,000 lost in 2007/08”. Christopher Blake, Secretary of Labour.

<sup>v</sup> “It is worth noting that over the 2001 – 2006 period 60 percent of the growth in the working age population was from migration.” Migration Trends & Outlook 2008/09 (supra)

In 2008/09 46,097 people were granted permanent residence in NZ. Two thirds (65.7%) were from non-English speaking countries.

<sup>vi</sup> The recent, and comprehensive, Australian “Defence Personnel Environment Scan 2025” makes the point that changing labour demographics are likely to mean greater reliance on reserves as job-sharing becomes more common and relevant skills are in shorter supply.

<sup>vii</sup> Country	Regular Strength	Reserve Strength	Ratio
New Zealand	9,732	2,242	1:0.23
Australia	53,572	20,300	1:0.38
UK	190,810	41,320	1:0.46
Canada	65,890	34,913	1:0.53
USA	1,473,900	1,458,500	1:0.99

<sup>viii</sup> **NZDF Reserve Forces Numbers**

1990	6,275
1995	4,835
2000	2,921
2005	2,337
2010	2,242

<sup>ix</sup> Australia implemented a Gap Year scheme in 2008. It is aimed at offering Australians in the 17 – 25 age bracket the opportunity to experience military training and lifestyle for up to 12 months, prior to embarking on full-time study or employment. The programme offers 700 positions each year across the ADF. In 2009 they were distributed as: Navy 267, Army 321 and Air Force 112.

Participants would not normally deploy on operations and have no service obligations after completing the Gap Year; however, those who join the full-time ADF after completing a qualifying civilian qualification receive a \$10,000 enlistment bonus.

<sup>x</sup> One key requirement would be to ensure there was an effective reporting and evaluation cycle in place as per the American schemes. See discussion in Appendix B, paras 69 and 70.

<sup>xi</sup> One year fits with academic years and limits the resources required and the disruption to work places which would be caused by more than one intake a year. Note that for the voluntary military service component the incentives would be structured to secure the volunteer’s continued service in the reserve forces after the expiry of the voluntary national service year.

## NEW ZEALAND DEFENCE REVIEW 2009

### COMPANION STUDIES

#### TERMS OF REFERENCE

##### 1. Authorisation

- 1.1. On 30 March 2009, Cabinet approved the Terms of Reference for New Zealand Defence Review 2009 (the Review).
- 1.2. The Secretary of Defence, in consultation with the Chief of Defence Force and other stakeholders, is currently undertaking this Review in accordance with the parameters set down in section 24(2)(c) of the Defence Act (1990) and the Terms of Reference.
- 1.3. The approved Terms of Reference included provision for the conduct of three companion studies (the Studies) led by the Associate Minister of Defence. This document sets out the Terms of Reference for these Studies.

##### 2. Overview

- 2.1. There will be three concurrent companion studies to the Review, led by the Associate Minister of Defence. The outcome of these Studies will be agreed to by both the Minister and the Associate Minister. The studies are:
  - 2.1.1. STUDY 1- New Zealand's Defence Industry. An examination of the New Zealand defence industry sector and options for economic improvement.
  - 2.1.2. STUDY 2 – Youth Programmes. An examination of the role of the New Zealand Defence Force in youth programmes generally and specifically in regard to the New Zealand Cadet Force.
  - 2.1.3. STUDY 3 - Voluntary National Service. An examination of the concept and viability of Voluntary National Service as a Whole-Of-Government strategy.

##### 3. Context

- 3.1. The National Party and ACT New Zealand made pre-election commitments, in 2008, to commence a Defence Review and White Paper in the first year of taking office. Both party

manifesto also included the desirability of economic growth, Whole-Of-Government strategies and increased focus on youth development.

- 3.2. While the New Zealand Defence Force plays an increasing role in supporting Government objectives, the desirable outcomes described in 3.1 are not directly linked to any current Defence Force outputs and are multi-agency in nature. For these reasons, they are assigned as Companion Studies.
- 3.3. The findings of the Studies will be available to inform the Defence Review as appropriate and will also be published as stand-alone reports prior to, or concurrently with the Defence White Paper.

#### **4. Scope**

- 4.1. Principles. The principles that guide these Studies are as follows:
  - 4.1.1. Recommendations should seek to achieve economic leverage through more effective use of current funding streams rather than seeking substantial new money from Government.
  - 4.1.2. Recommendations should be innovative rather than seeking a return to former programmes, except where the latter can be shown to be the most effective approach for the future.
- 4.2. Stakeholders. Recognising the desirability of maintaining both a political and public consensus, the Study Teams may seek and assess input from independent experts and consult with key stakeholder groups. Stakeholders are listed below, however, the Review may add other groups as required:
  - a. New Zealand Government departments.
  - b. Royal New Zealand Returned and Services Association and other ex-Service groups.
  - c. New Zealand Defence Industry.
  - d. New Zealanders and New Zealand-based groups with an interest in the subjects covered in the Studies.
- 4.3. Specific Study Questions. The specific questions for each Study are as follows:
  - 4.3.1. Study 1: Defence Industry

- What Government policies relating to Defence-related industries currently exist?
- What Defence-related industries currently operate within New Zealand or overseas with substantial New Zealand ownership?
- What is the estimated total value of New Zealand defence-related industry in terms of domestic supply, import and export?
- Which countries currently buy or sell defence products and services from or to New Zealand?
- What was the original intention behind Closer Economic Relations and Closer Defence Relations with Australia in regard to Defence industry?
- To what extent are the intentions or structures within CER and CDR, relating to Defence industry, being achieved?
- What impediments to the growth of defence-related industry in New Zealand currently exist?
- What measures should be implemented to assist the growth of New Zealand's Defence-related industry?

#### 4.3.2. Study 2: Youth Programmes

- What youth programmes are currently conducted by or with the involvement of the NZDF and what is the extent of its involvement?
- What other Youth programmes are conducted in New Zealand, in both the public and private sector?
- In terms of measurable outcomes, which programmes, across all sector are deemed most effective?
- What is the opportunity cost for the NZDF in terms of its involvement in youth programmes at the current level?
- What is the best funding and management model for the New Zealand Cadet Force?
- How should the role of the NZDF in regard to youth programmes be defined, in the future, in order to strike an appropriate balance between Defence operational needs and other Government objectives?

#### 4.3.3. Study 3: Voluntary National Service (defined as a model of voluntary Government service which will incur a defined period and nature of service and mutual rights and responsibilities for the State and the individual)

- What models of Voluntary National Service are currently in operation around the world?



- On the basis of existing models, which are deemed to be most effective in measurable terms?
- What would be the cost per person of a VNS programme that included a common core of basic training of up to 6 weeks?
- What would be the cost per person per annum of ongoing service as a member of a VNS scheme?
- What measures should be considered as Government-side incentives to join a VNS scheme?
- What periods of service, both full-time and part-time, are optimal for participants in a VNS scheme?
- What impediments to the implementation of a VNS scheme currently exist?
- What policy changes would be required in order to implement a VNS scheme?

## **5. Deliverables**

- 5.1. The primary deliverable of the Studies is the timely provision of three written reports to Cabinet, via the Minister of Defence, that include advice, options and supporting background material on all matters referred to in these Terms of Reference.

## **6. Study Teams**

- 6.1. Each of the Studies will be undertaken by three separate teams appointed by the Associate Minister of Defence. Study team leaders may co-opt other advisors or invite observers as required throughout the study after consultation with the Associate Minister of Defence. Secretarial and research support will be provided from the Ministry of Defence and New Zealand Defence Force as agreed between the Associate Minister, Secretary of Defence and Chief of the Defence Force. A contextual diagram that shows the relationship of the Studies to the Defence Review is shown at Annex A.

- 6.2. The individuals appointed to lead the three Study teams have been selected for their knowledge and experience in areas relevant to their respective topics. The team leaders are as follows:

6.2.1. STUDY 1- New Zealand's Defence Industry

Hon Hugh Templeton, Former Minister of Customs;  
Trade and Industry.

6.2.2. STUDY 2 – Youth Programmes.

Major General (Retd) Louis Gardiner, Former Chief of Army and current CEO of Crimestoppers New Zealand

6.2.3. STUDY 3 - Voluntary National Service.

Brigadier (Retd) Timothy Brewer, Former Director General of Reserves and Cadets and Law Commissioner and current Crown Solicitor for New Plymouth.

**7. External Input.** Team leaders may consult with New Zealand's security allies, partners and friends as necessary to address issues within the scope of their Studies via the Office of the Associate Minister of Defence.

**8. Resolution of Issues.** The Associate Minister of Defence will address any matters of content or process that arise during the Studies. In undertaking the Studies, the three Study leaders must seek to clarify and resolve differences of view within their teams. Where unresolved differences remain that materially affect the outcome of that Study, these must be made explicit and alternative recommendations must be developed for Ministers' consideration and resolution.

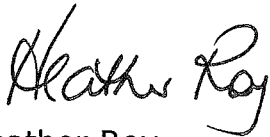
**9. Project Management.** The Studies are to be managed in accordance with State Services Commission project management disciplines.

9.1. Progress Reports. Throughout the period of the Studies, the team leaders will update the Associate Minister of Defence on progress on a regular basis but not less than monthly.

9.2. Milestones. The following milestones apply for these Studies:

- a. 14 August 2009 – Study Project Plans submitted by Team Leaders to Associate Minister of Defence.
- b. 18 September 2009 – First Study Progress Reports submitted to Associate Minister of Defence.
- c. 16 October 2009 - Second Study Progress Reports submitted to Associate Minister of Defence.
- d. 13 November 2009 – Draft Final reports for the three studies submitted to Associate Minister of Defence.

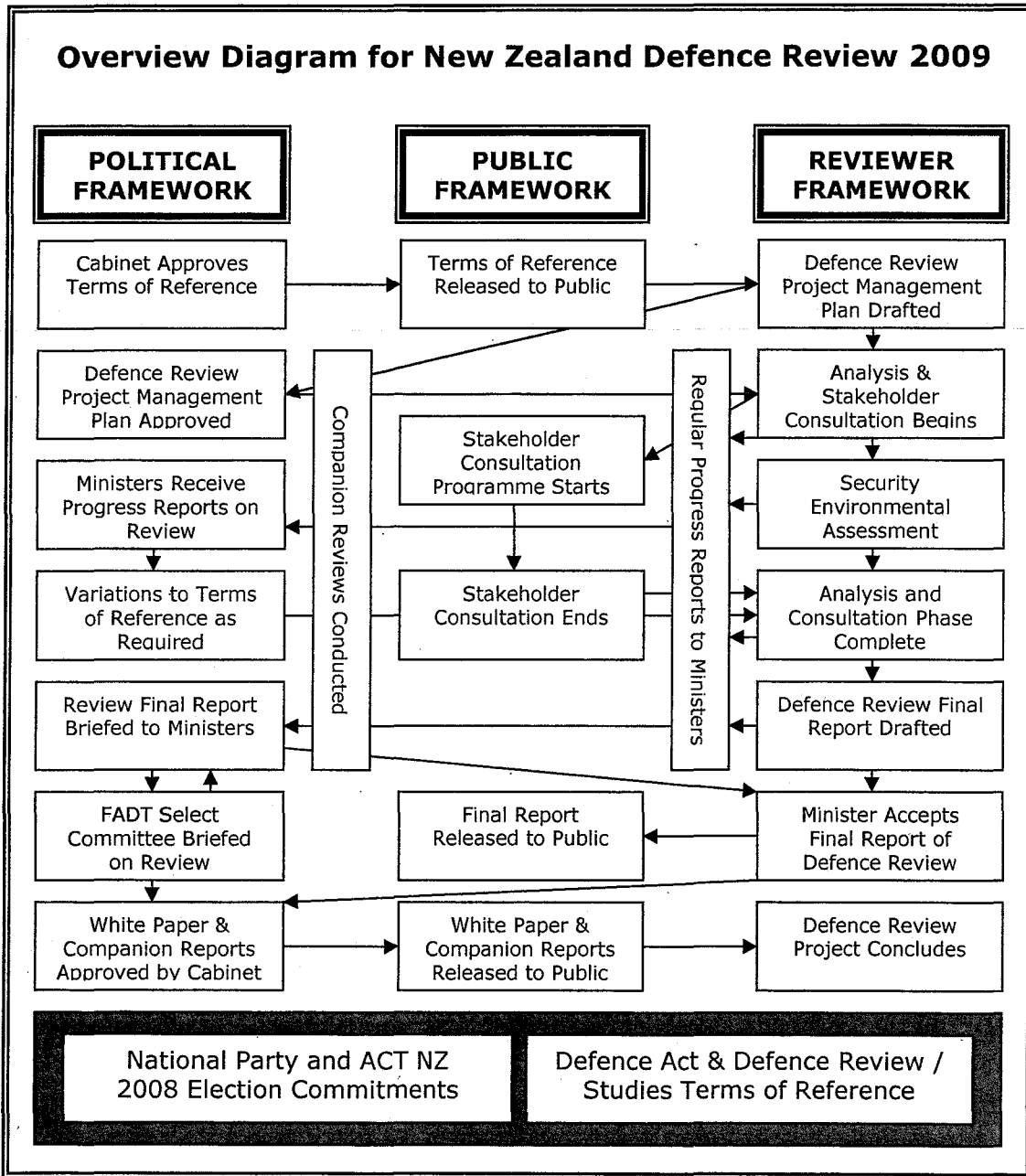
- e. 20 November 2009 – Internal review of study findings and briefings to Minister of Defence and officials complete.
  - f. 30 November 2009 – Final Report of the three Companion Studies complete.
10. **Select Committee Involvement.** Before concluding the Studies, the Associate Minister of Defence will brief and confer with the Foreign Affairs, Defence and Trade Select Committee of Parliament.
  11. **Study Funding.** No fees will be payable to Team Leaders and Members for these studies. Actual and reasonable costs for the Studies will be a charge against Vote: Defence.
  12. **Variations.** Any variations to these Terms of Reference will be authorised by the Associate Minister of Defence using the Letter of Variation shown at Annex B.
  13. **Communications.** All media releases and enquiries will be coordinated through the Office of the Associate Minister of Defence.



Hon Heather Roy  
**Associate Minister of Defence**

19 August 2009

**ANNEX A TO  
TERMS OF REFERENCE FOR  
DEFENCE REVIEW COMPANION STUDIES 2009**  
Dated 19 August 2009



**ANNEX B TO  
TERMS OF REFERENCE FOR  
DEFENCE REVIEW COMPANION STUDIES 2009  
Dated 19 August 2009**

**Variations to Terms of Reference**

Variations required to be made to these Terms of Reference will be made by the Associate Minister of Defence using the Letter of Variation set out below. Once signed, they form part of, and should be read, with the Terms of Reference.

**NEW ZEALAND DEFENCE REVIEW 2009  
VARIATION TO COMPANION STUDIES TERMS OF REFERENCE**

Date:		TOR Paragraph Number:	
Project Manager:		Change Request No.	

<b>DESCRIPTION OF PROBLEM REQUIRING CHANGE</b>

<b>DETAILS OF CHANGE REQUIRED</b>		
Terms of Reference:		
Roles and Responsibilities:		
Reason for change:		
Justification for change:		
<b>Description of work changes</b>	<b>Time estimate</b>	<b>Cost estimate</b>

<b>CHANGE AUTHORISATION</b>			
<b>1. Authorisation for Variation Request by Companion Study Team Leader</b>			
Signed:		Name:	Date:
<b>2. Change Authorisation by the Associate Minister of Defence</b>			
Signed:		Name:	Date:

*Attach any relevant documents such as a revised project plan.*

## ANNEX B

### COMPANION STUDY 3

## VOLUNTARY NATIONAL SERVICE

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## **What models of voluntary national service are in operation around the world?**

1. There are three general models of national service in operation around the world today.

- I. Military Conscription with a civil service alternative
- II. Public sector implemented voluntary scheme
- III. Private/not-for-profit sector voluntary scheme

Generally speaking schemes are more developed in European countries and it appears Australia, Canada and New Zealand are only now beginning to develop their own schemes. The United States also have a well developed national service scheme that has become firmly ingrained in society.

### **Military conscription with civil service alternative - Switzerland**

2. Conscription in western countries is relatively rare. However, Switzerland is significant in that it has had continued military conscription since the Second World War. The majority of young people fulfil a compulsory service obligation within the military.

3. There are essentially four categories of young people in countries with a national service obligation.

- I. Those who move straight into military training complete their basic training and are then attached to a unit.
- II. Those that are deemed not medically fit for regular service positions are appointed to military positions that are less demanding and more administratively focussed.
- III. Those who are deemed entirely unfit for service in the military are required to pay a fee for the duration of their service obligation.
- IV. Those who on the grounds of conscientious objection do not wish to serve within the military. A separate programme has been developed and has at its roots the ideas of civil service to the community and is the main focus of Swiss service in this study

## **Swiss alternative Civilian Service**

4. This separate scheme has been implemented since 1996. The main criterion is to declare oneself a conscientious objector and be willing to serve for a period significantly longer than those in the military (390 days by the age of 30 which must be served in periods no shorter than 26 days each, essentially 150% longer than military service). Prior to this, those who refused military service were prosecuted.

5. There are comparatively low numbers of people who prefer civilian service. From 1997 – 2008 there was an average of 1800 admissions per year and it is predicted that there will be approximately 5000 each year going into the future. These persons serve in a range of fields from health and social services, protection of cultural assets, protection of nature and the environment, forestry and agriculture, development cooperation and humanitarian assistance including disaster relief.

6. The scheme is administered by the Federal Department of Economic Affairs with a staff of approximately 60-70 employees. There is one central office and regional offices in seven parts of Switzerland. There is also an auditing cycle where the scheme is checked against its performance mandate which is set by the Federal Council every four years.

7. There is a good response from service persons and receiving establishments. However, public and political opinion is somewhat divided, especially since the 1996 reforms and the relaxation of conscientious objector status rules. Within Switzerland, a culture has developed around military service and there appears to be a negative response to the increasing numbers entering civilian service.

## **Service schemes in operation in Germany**

8. In Germany, the variety of possibilities for service ranges from voluntary social work to full-time commitments.

9. Outlined are those services which are rendered on an all-day basis and are therefore comparable to a full-time job as far as the time component is concerned. A key consideration is that these services are rendered in such a way that they have no effect on the labour market; in other words, no jobs may be lost nor may the



creation of new jobs be prevented as a result. These all-day services can be divided into three categories on the basis of the way in which they are organised legally (the first two are of particular importance to this study):

- I. The civilian service which is rendered as a substitute to service in the armed forces and as such cannot be considered as volunteer service. This is currently being done by 126,000 German men.
- II. The legally regulated service within the framework of the Voluntary Social Year or the Ecological Year. This sort of service is currently being rendered by 13,000 young people in Germany.
- III. The volunteer service, which is not regulated by statute and which is currently being rendered by German youths in foreign countries alone. Inside Germany itself, only a few foreign students currently render this type of service (approximately 600).

10. Although all three categories are clearly distinct from each other as regards their legal organisation, the social security aspects and the specific service contracts, it often occurs that young men performing civilian service and volunteers doing service within the framework of the Voluntary Social Year end up in the same work place providing the same services.

### **German Compulsory Civilian Service**

11. The German Constitution provides for a general military service for young men, from the age of 18. However, it also stipulates that no one may be forced against their conscience into military service involving armed conflict and pursuant to Section 1 of the Act on Conscientious Objection, those who object to taking part in any type of armed combat between states, are obliged to perform civilian service. This civilian service has existed in the Federal Republic of Germany since 1961. At that time, 340 conscientious objectors commenced their alternative civilian service as it was called in those days. Since then over one million civilian service personnel have done service. In March 2000, 125,492 young men were rendering such service.

12. Civilian service which has to be rendered by conscientious objectors is three months longer than basic military service. Since 1st January 1996, basic military

service lasts for 10 months and thus civilian service currently lasts for 13 months. Since civilian service has its origins in the general military service, the rules which apply to basic military service have been transferred to it. This means that those doing civilian service generally receive the same payment, the same social security benefits and the like.

13. Considerably more civilian service places than persons who wish to have them need to be provided to ensure that every conscientious objector can be called up for service. Furthermore, there are work places where - especially where individual care has to be provided for the severely handicapped - the person doing service takes up his post 'voluntarily', in other words, chooses the place in which he wishes to serve. This is why there are a total of 187,968 civilian service places available in March 2000, for a total of 125,492 conscientious objectors. They are deployed to do tasks which benefit society at large, especially in the social sector. Predominantly, that means that in three out of four cases conscientious objectors render service with voluntary welfare associations.

### **German Volunteer Services**

14. The German Year of Social Welfare Work was intended as an offer of employment to young women between the ages of 18 and 36. Initial response to the scheme was low. However, churches began to pick up the idea and as time progressed the schemes began to develop. They eventually got to a stage where it became necessary to establish a structure to organise the services. Initially the churches assumed this responsibility; however, this progressed to being run by the government.

15. In working with the volunteers, it became clear that, especially for the younger volunteers, it was particularly important to provide pedagogical support. The primary objective was to have young people widen their individual horizon and experience by doing voluntary service and thereby further develop their personalities while discovering and expanding their own abilities and skills.

16. In order to secure the success of this volunteer service, and to guarantee that the young people doing this service were not placed at a disadvantage compared

with other young people of the same age, especially as regards social security, the 'Federal Law on the Promotion of a Voluntary Year of Social Service' created equal structural conditions for all host organisations and volunteers in 1964.

17. In the meantime, especially in recent years, the number of participants increased steadily. In 1993 there were 7,100 young people involved, in 2000 there were over 11,000 volunteers doing their Voluntary Social Year and in 2002 there were more than 15,000. The Voluntary Social Year has now acquired the profile of a social educational year; the bodies responsible (host organisations) are now placing major emphasis on the pedagogical support aspect. Nowadays, the focal point of the 25 obligatory seminar days is the larger socio-political context and the topic of personality development is granted special attention. In this way, the Voluntary Social Year has developed into a stable, educational opportunity within the framework of youth policy. Whereas, in its early years, the Voluntary Social Year was conducted under the motto: 'A year for others', today it can be described more correctly as: 'A year for others - a year for you'.

18. With the growing concern for the environment and desire for a scheme allowing participants to work with nature, there was a push for the creation of an ecological social year. This was established through the development of a pilot project in 1987 and similar projects in 1990 and 1991. These schemes were then evaluated and reported on.

19. Once this commitment and willingness to do ecological work became manifest in all of the new Federal Laender, the German Bundestag adopted the Law on the Promotion of a Voluntary Year of Ecological Service in 1993. The conditions are similar to those of the Voluntary Social Year. The number of participants has recorded a steady increase with over 1,700 young people doing service in 2000.

### **Structural conditions of German Voluntary Schemes**

20. Both schemes (Voluntary Social Year and Voluntary Ecological Year) place general pedagogical and social policy ideas regarding voluntary service and commitment in the foreground. The aim of the statutory regulations is to eliminate any hardship or material disadvantages which young people and even their parents

face when these young people volunteer for service. In particular with regard to social security, young people who sign up for a Voluntary Social Year are more or less on par with other young people who are doing vocational training. As a result, the statutory regulations ensure that the structural conditions of both the Voluntary Social Year and the Voluntary Ecological Year are organised in such a way that they have an educational character.

21. The Voluntary Social Year is done by young people between the ages of 17 and 27 years for a period of one year in the area of social work on a full-time basis, assisting in providing nursing, or child-raising care or helping with household work. The Voluntary Ecological Year gives young people between the ages of 16 and 27 the same possibilities in the area of the protection of nature and the environment as well as the conservation and improvement of the natural resources.

22. The Voluntary Social Year can be done in all of the facilities operated by the welfare service including; child and youth services or in facilities providing health care, especially hospitals, homes for the elderly, children's homes, day-care centres, youth centres, facilities for the protection of girls and women from violence, convalescent homes as well as facilities for the physically and mentally handicapped and those providing assistance to families.

23. The Voluntary Ecological Year is also done on a full-time basis, primarily in the form of practical assistance in suitable agencies and institutions such as; nature protection centres, national parks, in ecological agriculture, bird-protection stations and environmental offices.

24. The host organisations provide pocket money, accommodation, meals, working clothes or can pay a lump sum to cover these expenses. Volunteers have complete social security coverage (statutory pension, accident, health care, long-term nursing care and unemployment insurance). Their parents receive family benefits and they are given travel cost reductions on the German Railways and on public transport. The Voluntary Social Year and the Voluntary Ecological Year are both recognised by the Central Office for the Allocation of Places in Higher Education as waiting time for such a place.

25. The cost of deploying these young people is therefore borne by the host organisations. In the case of the Voluntary Social Year, this means that, as a rule, a substantial proportion of the financing has to be contributed by the work place itself. The pedagogical support is subsidised by funds from the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth within the framework of the Children and Youth Plan and by some of the Federal Laender.

26. In the case of the Voluntary Ecological Year - unlike that of the Voluntary Social Year - the work places can make no or only negligible contributions themselves towards the financing. As a result, the individual Federal Laender have to assume the costs incurred by the participants and the entire budget for pedagogical support is financed within the framework of the Children and Youth Plan with funds from the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth.

27. In 2000 there were 11,250 young people doing a Voluntary Social Year and 1,700 in a Voluntary Ecological Year. It has therefore been possible to increase the total number of places on offer from 7,100 in 1993 by about 70 % to 13,000. This was only possible because in those years, despite tight annual budgets, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth continuously increased its funding to reach the figure of \$22million (NZD) in 2000.

### **Sources of support for German schemes**

28. With its foundations in church community service the initial outcomes desired by a civil service scheme were to benefit those less well off and provide support to communities. It would be incorrect to say the goals have changed outright during the half century the scheme has operated; they have instead evolved and broadened. While there is still a strong emphasis on the support provided to others, there is also a clear focus on the development of those conducting the service. It is with this in mind that the government has invested heavily in the scheme and has outlined clear definitions and protections around those giving service. The scheme has certainly developed into a main component in the progression of young people into adulthood once they have completed their formal education.

## **Development of Civilian Service in United Kingdom**

29. An internal voluntary service scheme has existed within the United Kingdom since 1962 when Alec Dickson founded the Community Service Volunteers. The purpose was to give young persons the opportunity to serve full-time for 4-12 months in a community organisation. The guiding principles were that the young person would live away from home with accommodation, food and allowance and that no one would be rejected from the scheme. Over time it has grown substantially and in 07/08 had 14,848 young persons involved.

30. Since the early 80's there have been 3 strong recommendations for even more youth involvement in civilian service. In 1981 a commission on 'Youth and the needs of the Nation' illustrated how young people could tackle unmet community needs, the Speakers Commission on Citizenship recommended a nationwide scheme in 1990 and in 1999 volunteering became a devolved responsibility in Wales and Scotland.

31. This ultimately led to the establishment of Millennium Volunteers (MV) by the English education department. Through contracts with not-for-profit agencies young people were encouraged to become involved in part-time community work. In total 269,000 youth were involved and 94,000 gave 200 hours. This scheme was closed in 2007 with the government preferring to invest in an independent charity instead.

32. An organisation called V-favours was granted £100million to offer full-time places to young people in 2007. At October 2008 V had commissioned 754,000 opportunities and by May 2009 had 875,000 volunteer activities commissioned.

## **Debate surrounding compulsory civic service in United Kingdom**

33. Debate around the topic of compulsory civic service rose to prominence during March 2009. James Crabtree and Frank Field MP published an article in Prospect magazine outlining reasons for compulsory service and an overview of how it could work in the UK.

34. Key statements made were that youth today are entering adulthood earlier than previously, without many of the traditional social structures and rites of passage

that used to exist. This, it was said, led to youth emerging into adulthood with a 'thin conception of citizenship, sceptical about whether there is such a thing as society'. A proposed response was for every British person between 16 and 25 to be paid a base rate to spend between 6 – 12 months working on specific projects. These projects would be based around helping children, sick and elderly persons, the environment and international development.

35. Outlined briefly in the article are the reasons why the scheme should exist and for what purpose. The proposal suggests a compulsory national service scheme could be the helping hand needed to assist social cohesion by mixing those from the poorest families with those from wealthier backgrounds. Additionally, it suggested the scheme would give youth an understanding of the institutions that make the country work and provide life long friends on an egalitarian basis. The article focuses almost entirely on the benefits that would be afforded the youth involved, and little on the community at large.

36. In response the voluntary organisation 'V' circulated a press release which outlined succinctly the fundamental underpinnings of the current system in the UK. V's focus is on delivering volunteering opportunities that are compelling not compulsory, allow youth to maintain hope and positive activity during a period of economic downturn, allow youth to gain new skills and equip youth for future employment or education. It is interesting to note that there is no reference made to the benefits to the wider community through the assistance provided by volunteers. The stated aim of V is 'to inspire a new generation of volunteers (aged 16-25) in England' and to do so by providing recognisable benefits to those volunteering. This shows the primary focus of V as being around benefiting the development of youth.

### **Structure of Volunteer Organisations in United Kingdom**

37. V is the single not-for-profit organisation funded by the United Kingdom in this sector. V's purpose is to allocate funding to organisations based on certain policies. It also acts as the main contact point for youth between 16 and 25 who wish to volunteer. The system is designed to streamline the processes involved with volunteering by having one point of contact for both volunteers and organisations.

38. The system is not entirely centralised as there is a national framework in place to deliver local services to the 107 local authorities across England. They act as hubs within the community to develop potential volunteers, businesses, charities and other local networks. They essentially provide a close link with communities in order to cater for their unique needs.

### **Development of Volunteer Centres in Norway**

39. The development of a volunteering infrastructure within Norway can be described as an experiment to determine the best method of service delivery. In 1991 the Norwegian Volunteer Centres were established as a result of the government's desire to find volunteers who were willing to engage within society. This desire did not come from any particular user group, problem or political challenges, but more from an aim to engage the community.

40. As a result a laissez-faire approach was taken which resulted in an open-ended, bottom up scheme being developed which was devolved to the lowest level. This allowed for unique models to develop that adapted to local traditions and their owners' will. The support for this came from a desire for the centres to remain localised and reactive to the individualities of distinct communities. The only stipulations were that the money was allocated to new activities (i.e. not to be used for existing volunteer programmes), the centres were only to operate as a meeting point between organisations and volunteers, and that the focus should be towards caring activities.

41. The initial schemes were intended to be pilot schemes run for three years which would be evaluated on completion. Support was granted to 96 of the 285 applications received over the trial period. Despite efforts to reduce the funding available after the pilot period ended, the scheme was accepted and the number of centres increased to more than 260.

### **Structure of Volunteer Centres in Norway**

42. In keeping with the intended bottom up structure desired by the relaxed approach defined in the pilot scheme, the Volunteer Centres remain relatively



autonomous. In a study conducted in 2006<sup>1</sup>, the self reported ownership given by each volunteer centre was;

- I. 37% - Municipal Ownership
- II. 22% - Associations
- III. 19% - Foundations
- IV. 14% - Cooperation Association
- V. 5% - Congregation or Religious organisation
- VI. 4% - Other/not defined

There is essentially a 1/3 – 2/3 split between Volunteer Centres being owned by municipalities and by civic organisations. However, where ownership is noted as being municipal, the centre still operates as an independent centre outside of the public service.

43. National structure derives from the Ministry of Health and Social Affairs which funds each of the 274 Volunteer Centres. Additionally, each of the centres is required to have a governing board and is funded for a baseline paid administrator.

44. Indicative numbers involved in volunteering in Norway are difficult to obtain. However, out of a population of fewer than 5 million, Norway has a very high ratio of volunteers to total workforce.

### **Development of Volunteer Organisations in the United States**

45. Volunteer organisations have a long and intricate history within the United States. The early 1990s saw a series of reforms which led to a cohesive structure being put into place under an independent government agency. The National and Community Service Trust Act 1993 established the Corporation for National and Community Service (CNCS) which was to be the federal level umbrella organisation for volunteer services. Similarly, three main programs were brought under the CNCS, the Americorps, Learn and Serve America and the Senior Corps<sup>2</sup>. Each of these programmes existed in one form or another previously and these reforms

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<sup>1</sup> Dugstad, Line and Hakon Lorentzen (2007), *Sivile eirformer. Med frivillighetssentralene som case*. ISF rapport 2007:2008. Oslo: Institutt for samfunnsforskning

<sup>2</sup> Structural diagram of CNCS at Appendix 2

merely restructured them. Additional programmes are also run under the CNCS such as the Freedom Corps, however these influence to a much lesser degree.

46. The Edward M. Kennedy Serve America Act 2009 greatly increased the funding and placements available within the programmes run by the CNCS. Among the policies implemented were the creation of 175,000 new service opportunities and the establishment of four new corps (Clean Energy, Education, Healthy Futures and Veterans Service) designed to meet key needs within low-income communities. It also boosted incentives available to middle and high school students engaging in service and aimed to make them a greater part of solutions.

### **National Structure of Volunteer Organisations**

47. The CNCS acts as the top level link to the government. This includes funding, policy, public relations and corporate relations. There is a system of checks and balances in place similar to many large organisations in the form of a CEO, Board of Directors and Inspector General. Government funding to the CNCS was \$856,331,000 in 2008 accounting for 0.02% of the annual federal budget.

### **Americorps**

48. Americorps operates three main schemes;

- I. State and National
- II. VISTA (Volunteers in Service to America)
- III. National Civilian Community Corps (NCCC)

Each of these is designed to cater for and target specific demographics, and provide assistance to particular community activities.

49. The roles undertaken by members of the schemes include technical, educational and practical. An example of the activities conducted is the tutoring of in need students. By the beginning of 2006 Americorps NCCC had tutored 319,000 students to assist with their schooling since a key component of the scheme is to increase literacy amongst young persons through tutoring and mentoring. Also, extensive infrastructure rebuilding was undertaken by members of Americorps

schemes in the wake of hurricane Katrina in August 2005. In the 3 years following the disaster more than 4,000 volunteers were deployed contributing to the refurbishment of 9,500 homes, the building of 1,450 new homes, and other tasks. Many members are trained in elements of first aid and fire fighting. This is then applied in both fire mitigation work and combating wild land fires within America. It is the range of activities available that allows the engagement of a diverse collection of volunteers to all participate under one scheme and achieve positive results.

### **Americorps State and National**

49. Americorps State and National acts in a dual capacity and is the largest volunteer scheme in operation within America. It is responsible for administering grants to local and national organisations while also acting as a brokerage between these agencies and volunteers. It administers grants through a series of governor appointed State Service Commissions within each state, allowing for the recruiting, training and placement of volunteers in schemes addressing critical community needs. This devolution of authority to state commissions is regarded as a 'strong feature' of the national network.

50. Volunteers are recruited by local nonprofits, schools and other agencies and their assistance is generally provided within a local environment. Once recruited, they fall under the umbrella of the Americorps scheme. Members serve in either a full-time or part-time capacity over a 10-12 month period and are all over 17 years of age. There is no upper age limit for State and National volunteers.

51. Incentives provided by the scheme are in the form of a modest living allowance, health benefits and child care during their participation. On completion of the scheme, members receive an education subsidy of US\$4,725 that can be used to pay for additional education or to repay student loans from previous education. As well as the tangible incentives, there also exists a societal benefit in that the service is looked upon highly by prospective employers. This is partly due to the marketing strategies implemented by the Americorps State and National main body and the CNCS.

## **Americorps VISTA**

52. VISTA (Volunteers in Service to America) is one of the older volunteer schemes that has been reformed during the previous 20 years. Originally founded in 1965, it provided a domestic version of the popular Peace Corps (a scheme targeted at international aid and development). The goal of Americorps VISTA is to provide full-time volunteers to community organisations to create and expand programs that ultimately bring low-income individuals and communities out of poverty.

53. The scheme is similar in many respects to the State and National scheme, the defining difference being the specific goals. It has a comparable structure, only at a lower scale, to other Americorps schemes. Also, volunteers participate on a full time basis and have the same US\$4,725 subsidy available to them. There are currently more than 5,000 VISTA volunteers working in 1,200 programmes throughout the United States.

## **Americorps NCCC**

54. The NCCC (National Civilian Community Corps) is the third largest of the schemes operated under Americorps. The scheme consists of a full time, residential program for 18 – 25 year olds. It is loosely modelled on the Civilian Conservation Corps formed during the great depression and the scheme was modernised for its resurrection in the early 1990's. While some aspects remain similar, there are now additional areas in which the scheme operates. Volunteers still work in rugged conditions for prolonged periods (disaster relief, conservation work etc.) but now also incorporate a social welfare capacity.

55. The NCCC offers the US\$4,725 education subsidy available within the other schemes. However, it allows it to be prorated on a part-time basis and also includes other benefits. They are;

- I. Accommodation
- II. Food
- III. Approximately \$4,000 in living allowances
- IV. Healthcare coverage

V. Uniforms

VI. Travel

56. These are designed to cover the reasonable expenses incurred by volunteers completing the full-time programme. The aim is that volunteers are not significantly disadvantaged in comparison to those undertaking similar vocational training.

57. To be classed as completing full-time service, volunteers must undertake a minimum of 1,700 hours of service, including 80 independent service hours. There are approximately 1,200 volunteers annually who are based in one of five regional camps. Assistance is generally provided to organisations for a period of 6 – 8 weeks and can include up to 12 members participating.

58. The NCCC also operates a scheme for younger persons not old enough to participate in the main scheme. The NCCC Summer of Service functions on a smaller scale and allows for volunteers to also attend to their schooling requirements. It is run during the summer break and 100 youth (aged 14 – 17) are able to participate. A similar non-residential scheme is to be piloted in 2009, catering for an additional 100 young people.

**On the basis of existing models, which are deemed to be most effective in measurable terms?**

59. The effectiveness of the aforementioned models is difficult to determine on an objective basis. Each scheme has been implemented for unique reasons with unique end states in mind. However, broad categories can be defined to allow for effectiveness to be considered, they are;

- I. Schemes focussing on the volunteers and in aiding in their personal development (United Kingdom).
- II. Schemes developed to provide welfare services and to primarily benefit the community (Germany, Switzerland, and United States).
- III. Schemes developed to engage the population in activities considered beneficial in creating strong community bonds (Norway).

60. None of these schemes exist exclusively for these individual purposes. They are what has been considered as the driving force behind their inception and implementation.

### **Schemes focussed on developing volunteers**

61. The scheme being implemented within the United Kingdom primarily focuses on young people and actively engaging them within the service community. While there is attention paid to the beneficial outcomes produced, the majority of discussion generated around the organisation 'V' is in how young people are benefiting. Of particular note is the aim of 'V', to inspire a new generation of volunteers. This does not focus on providing services to those in need even though this is a positive outcome.

62. In terms of the effectiveness of 'V' in the inspiration of this new generation and contributing to its personal development, a recent (May 2009) independent evaluation was conducted. The key findings of this were;

- I. V funding had enabled the creation of large numbers of volunteering opportunities for young people which would not have otherwise been created.
- II. A wider range of opportunities had been provided leading to higher quality volunteering opportunities.
- III. Positions had been filled by a relatively diverse group, with a large number having not previously volunteered.
- IV. Positions were available in not only the large established organisations but also new, small and community based ones that had limited capacity previously.
- V. Many opportunities allowed for the development of 'soft' skills for volunteers. These were skills such as self confidence, self esteem, raised aspirations, enhanced social skills and networks, communication and leadership skills all of which benefited the volunteers.
- VI. There were substantial benefits to the community both directly and indirectly.
- VII. Approximately 85% of the activities funded were ones which, without V, would not have been able to function.

63. This evaluation provides positive affirmation that the scheme is operating towards its defined aim. A key factor, which has not been able to be measured, is how many of the young persons involved have carried their service culture into their adult life and what areas of employment/involvement they have moved into.

### **Schemes focussed on providing welfare services**

64. Germany's civil service scheme initially provides volunteer services almost exclusively to welfare support agencies. However, with the progression of the green movement and awareness around climate change an ecological scheme was also implemented. An article published in 2004 references the difficulties Germany faces in either scaling down or eliminating the compulsory service and the dependency that has been created. From these difficulties, the effectiveness of the scheme in providing crucial support to welfare agencies can be seen as very high.

65. Whether these services could be provided by a government department or non-profit remains a moot point, it is clear however that the current system is providing valuable support to the community.

66. At its inception, the German Voluntary Social Year focussed on providing support to the community and those less fortunate. However, over time this focus has shifted and the scheme now places pedagogical support at the foreground. The effectiveness of this support is not clear but can be seen through the support provided by the government and the steady increase in volunteers partaking in the scheme.

67. While there remains strong debate within Germany surrounding the need for civil service schemes, it is evident there are sufficient benefits being witnessed to warrant continued support.

68. Switzerland has a similar system in place to Germany. The key difference is that there exists within Switzerland much more support for the military alternative. It is in this respect that the effectiveness of the civil service scheme is hindered by having a more attractive military service scheme available. While service is

compulsory, the civil service alternative is in direct competition with the military alternative, leading to a fall in effectiveness for both in achieving their goals.

69. The United States has a well developed and highly effective scheme that delivers good results to both the public and its members. Alongside the scheme is a solid reporting and evaluation cycle that reviews the impact the organisation is having on the public and also on the members themselves.

70. Effectiveness based on measurable terms is assessed using key indicators such as civic engagement, educational outcomes, employment outcomes and life skills for members. For organisations in 2008, 61.8 million people (26.4% of adult population) contributed 8 billion hours accounting for \$162 billion within the sector. This represents a huge impact on not-for-profit organisations that support the community, and rely heavily on government grants, donations and voluntary work. There was an increase of 441,000 (7.8 to 8.2 million) 16 - 24 year olds from 2007-2008 and thus a substantial acceptance by young persons of the value of the scheme, both for themselves and their community.

### **Schemes developed to encourage community cohesion and support**

71. Norway is unique in its circumstances surrounding the development of its civil service schemes. A study was conducted in April 2008<sup>3</sup> which provides in depth evaluation of the volunteer centre implementation since 1991. This offers useful statistics to understand the success of the scheme. A key point identified is that volunteers tended to come from an age bracket that had, up to this point, not been involved in volunteering. Where average engagement by persons 67 years and older was 8%, in the volunteer centres it was 28%. Similarly, where 50 - 66 year olds were 20% across all organisations, they were 30% in the volunteer centres. Also, a significant number of volunteers came from those not participating in the labour market. This is credited mainly to the centres only being open during working hours. In this respect the scheme can be deemed effective in engaging a demographic which had previously not been active.

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<sup>3</sup> The history and dilemmas of Volunteer Centres in Norway, Institute for Social Research, Oslo, Norway



72. The Norwegian scheme was established with very few restrictions and has been effective in establishing community centres that are reactive to their communities and to local culture. This is, to a degree, why the schemes have been effective in attracting a different range of people to volunteer than previous initiatives. It also provides significant local buy in and helps to establish the agencies as a pillar within the community to help those who are less well off. These outcomes are harder to quantify (in contrast to the statistics collated within the US schemes), but this limitation does not reduce the reality of the effectiveness of the scheme.

### **Overall effectiveness of schemes**

73. It is clear from the research surrounding each of the schemes observed that there is a need for well defined purposes to be established. This clear definition of purpose is not immediately obvious in all the schemes, Norway's being of particular note. Without clear guidance on what the scheme is expected to achieve there is difficulty in holding it accountable. It is here that the United States has a world class scheme and this is reflected in the results its programmes achieve within the country. Despite this shortage of clear purpose all schemes reviewed are currently conducting positive endeavours within the community.

APPENDIX 1 – Comparison of selected volunteering infrastructures internationally

	Four discourses on civic engagement				Levels of Support			Core Functions of Volunteer Centres					
	Welfare	Democracy	Economy	Community	Volunteer Support	Management Support	Community Support	Brokerage	Marketing	Good Practice Development	Developing Opportunities	Policy response and campaigning	Strategic Development
America	x				x			x	x		x		x
Denmark	x			x	x		x	x			x	x	
England	x	x	x	x	x	x	x	x	x	x	x	x	x
Finland	x				x			x					
Germany	x			x	x	x	x	x	x	x	x	x	x
Italy	x					x	x		x	x	x		x
Netherlands	x	x	x	x	x	x	x	x	x	x	x	x	x
Norway	x			x	x		x	x					

Welfare - relation between state and citizen.

Role of volunteers in service provision

Democracy - Role in shaping political conduct of society

Economy - Use of volunteering during times of unemployment etc

Community - Enhancement of social capital and relationships

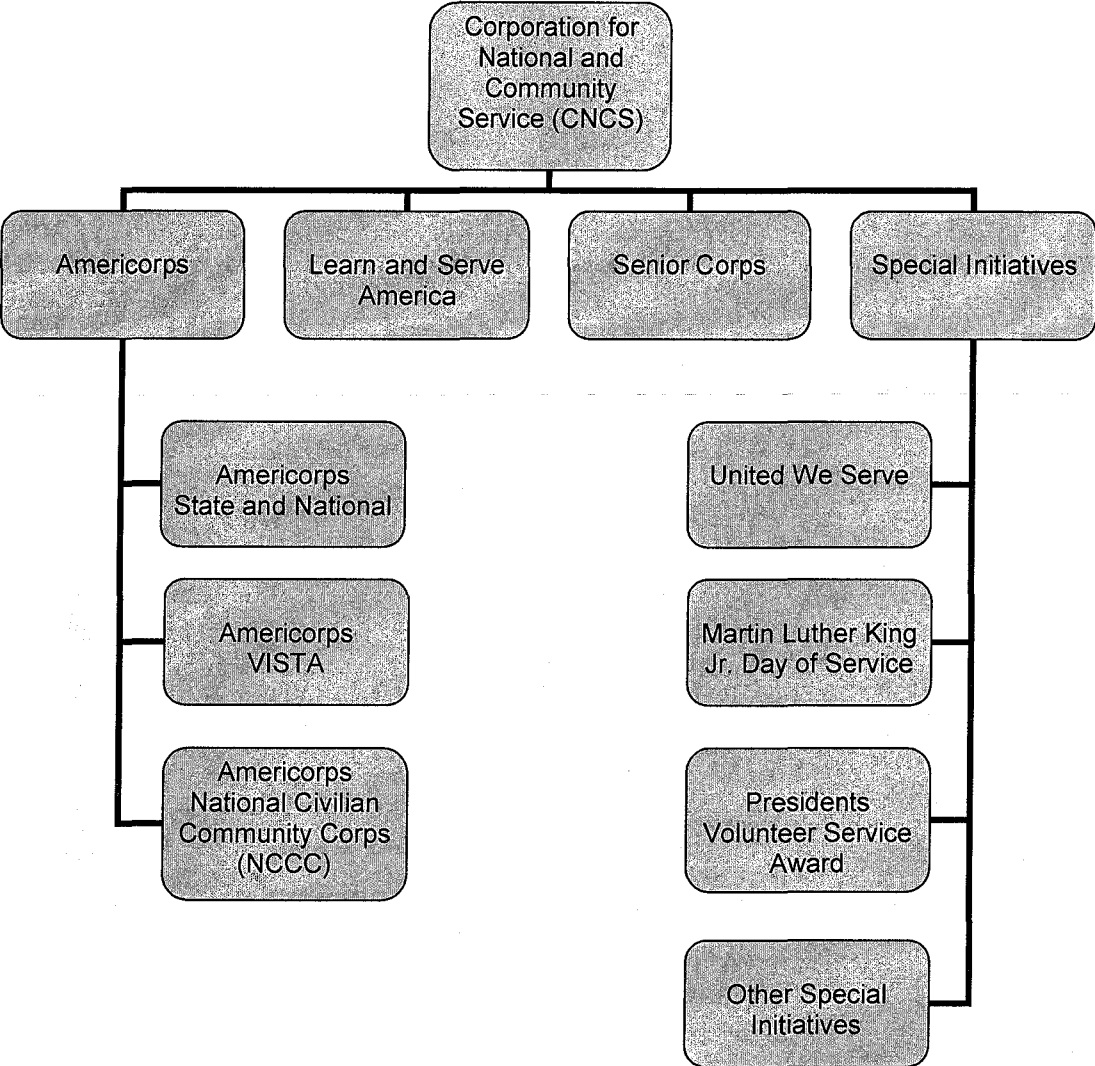
Volunteer - Matching individuals with organisations

Management - support to organisations in attracting volunteers

Community - Supporting initiatives to enhance citizen involvement

	Main Financiers					Statistical Information		Common Goals and Standards			
	National Government	Regional Government	Local Government	NGO's	Charities	Companies	First year of establishment	Number of Volunteer Centres	Free	Imposed	Accredited
America		x		x	x	x	1919	365 (05/2006)	x		x (70%)
Denmark	x		x		x		1992	75 (03/2008)	x		
England			x	x	x	x	164	324 (04/2008)	x		
Finland			x	x	x	x	1993	37 (03/2006)		x	
Germany		x	x	x	x	x	1980	150 (06/2007)	x		x (22%)
Italy							1991	72/346 (2005)	x		x (60%)
Netherlands			x		x		1972	238 (04/2008)	x		x (17%)
Norway	x						1992	275 (04/2008)		x	

**APPENDIX 2 - Structural diagram of United States volunteer organisations**



### **APPENDIX 3 - Current six week and continued costs of NZDF training programmes**

Indicative costings for a six week residential course are based on training currently done within the NZDF. Any further analysis must be done once more definitive information regarding the activities is developed.

#### Limited Service Volunteers

All figures are inclusive of the administration costs associated with running the activities provided by LSV.

LSV operates a six week scheme catering for 720 participants per annum. They operate activities such as;

- First Aid
- Vocational Training
- Leadership Programmes
- Adventure Training
- Wide ranging educational activities

Key costs are -

Personnel costs	\$1,564,987
Operating costs	<u>\$1,423,907</u>
	\$2,988,894

720 participants  
**\$4,151.24** per participant

It is important to note that these personnel costs do not include salary for those participating in the scheme. If paid the equivalent rate of an Army Reserve recruit (\$115.05 per day) this equates to an additional \$3,451.50 per participant, bringing total cost to **\$7,602.74**.

Any scheme implemented would receive economies of scale up to a certain point and would then see substantial increases as new facilities and staff are required to administer the larger scheme.

#### Youth Life Skills

Funding for the YLS scheme is received from the Ministry of Social Development. Maximum cost per participant is \$1,640 for a maximum 990 individuals per annum.

Of importance is that this scheme is not residential and provides much less than a full time equivalent programme. Similarly this figure does not include a salary component for those partaking in the scheme. This figure would be the same as for the LSV scheme.

Further information regarding YLS is available in companion review 2 which focuses on Youth Programmes within New Zealand.

### Army Reserve Initial Training Costs

To qualify as a reserve soldier a recruit must undertake an initial training period. There are many costs involved with this process which, depending on the scope of a VNS scheme, may or may not apply in whole or in part.

Costs associated;

Initial training – 35 days (5 weeks)	\$4,550
Clothing Issue (includes all military equipment components)	<u>\$6,000</u>
<b>Total cost</b>	<b>\$10,550</b>

This cost does not take into consideration the overhead costs associated in the training and administration of the programmes.