



# RECRUIT TRAINING

Assessing the Quality of Recruit Training in the New Zealand Defence Force

Evaluation Division  
October 2015

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# 1. SUMMARY CHAPTER

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## Review context and process

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Following a recommendation in the Ministry of Defence report *Maximising Opportunities for Military Women in the New Zealand Defence Force* (February 2014), the Ministry of Defence Evaluation Division was requested by the Minister of Defence to review recruit training in Navy, Army and Air Force. The focus of this review was on the question: **In the system that provides recruit training across Services, what aspects are working well, and how can the system be improved?**

The review was conducted for each Service sequentially, Army (May-August 2014), Navy (August-December 2014), Air Force (December 2014- March 2015). The methodology included surveys of recruits currently in training, focus groups with all instructors, interviews with the chain of command and support personnel, interviews with instructors in the next phase of training, analysis of human resource data trends, and review of recruit training orders, policies and doctrine. The scope was limited to initial training for other ranks, meaning that officer training and trade training were not included in this review. Further details on the terms of reference and review methodology are listed in Appendix 1: Review process.

The review team observed that personnel at all levels of the organisation were highly engaged in the review process and open to ideas for improvement. Instructors in all Services discussed their desire for more feedback that would improve their skills. Commanders in the training environment acted quickly on recommendations that were within their power to enact, demonstrating a “culture of striving for instructional excellence”. Senior leaders are supportive of independent review recognising this as a high risk area of their organisation and have been responsive to the feedback it has provided.

Each Service was provided with a draft chapter and recommendations at the conclusion of their review period. Our assessment is that the Services have begun to improvement of practices in recruit training since receiving these draft chapters and action has commenced on 80% of the recommendations made by this report.

## 1.1. WHAT ASPECTS OF THE RECRUIT TRAINING SYSTEM ARE WORKING WELL?

### Most recruits are having a positive experience during their training.

The treatment of recruits in all Services was overwhelmingly supportive, aimed to build up their skills rather than breaking them down as individuals, and physical abuse is not part of the training programme. Instructors were rated by recruits as being fair, skilled, trusted, encouraging, and recognising and rewarding achievement. Instructors having patience and taking the time to help recruits who are struggling was highlighted as an area of strength.

Although the training programmes are demanding, both physically and mentally, most recruits find the experience positive. As one Air Force recruit said, “I loved every day of training”. This is driven by instructors. When we surveyed recruits we found that good instructors have good outcomes, as shown in Figure 1. The elements of good instructor behaviour/attitudes were translated into a measure of positive behaviours of instructors that we developed for use in the recruit survey. This included questions on the fairness of instructors, preparation and skills, encouragement and feedback, trust, and setting a positive example. These positive qualities in instructors predicted increased organisational commitment in recruits, decreased psychological distress in recruits, and a more positive environment between peers.

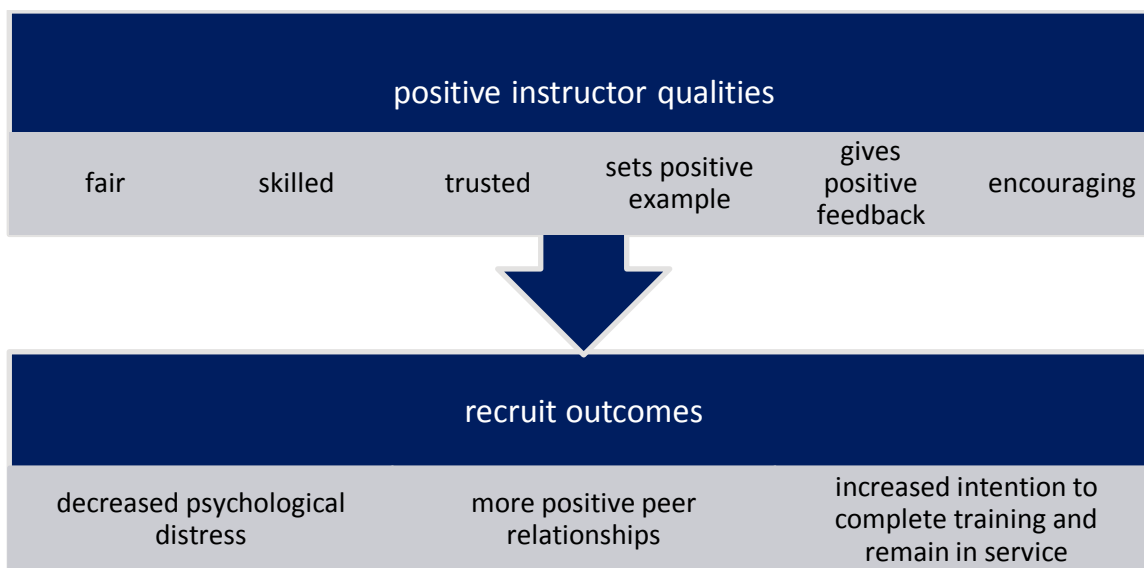


Figure 1 Model of instructor outcomes based on recruit surveys May 2014 – March 2015

### Graduation rates are consistently high.

Graduation rates are on par or better than key military peers (United Kingdom, Australia, United States), as shown in Figure 2. There is a clear ethos in all the training programmes to “train in” rather than “select out” meaning that all recruits who start the training are encouraged and supported to enable them to graduate. Current graduation rates seem appropriate, given that a

military career is not right for everyone and those who do not feel that the military is a good career choice for them should be allowed to leave with dignity.

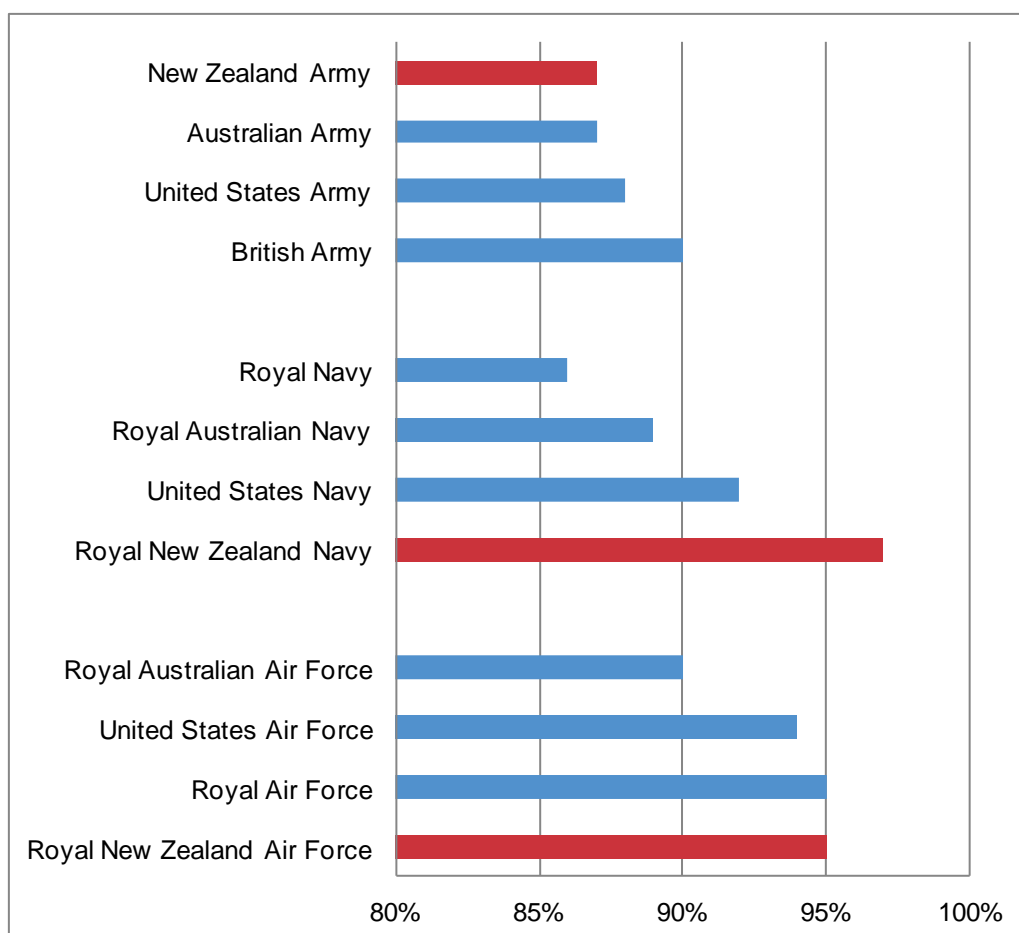


Figure 2 2014 Graduation rates

### Low recruit to instructor ratio ensures time for individual help.

As shown in Figure 3, the New Zealand Defence Force consistently has a lower number of recruits per instructor than United Kingdom, United States, Australia, which is partly because New Zealand has fewer trainees and a critical mass of instructors are required to safely conduct a training programme.

This low ratio has a positive impact on the quality of recruit training. Recruits in all Services identified the importance of instructors taking time to work with them one-on-one. One Navy recruit said, "If any recruit is struggling they will take the lesson again or guide them through, if we were struggling. If that does not work, they will ensure that we are given individual help to meet the required standard".

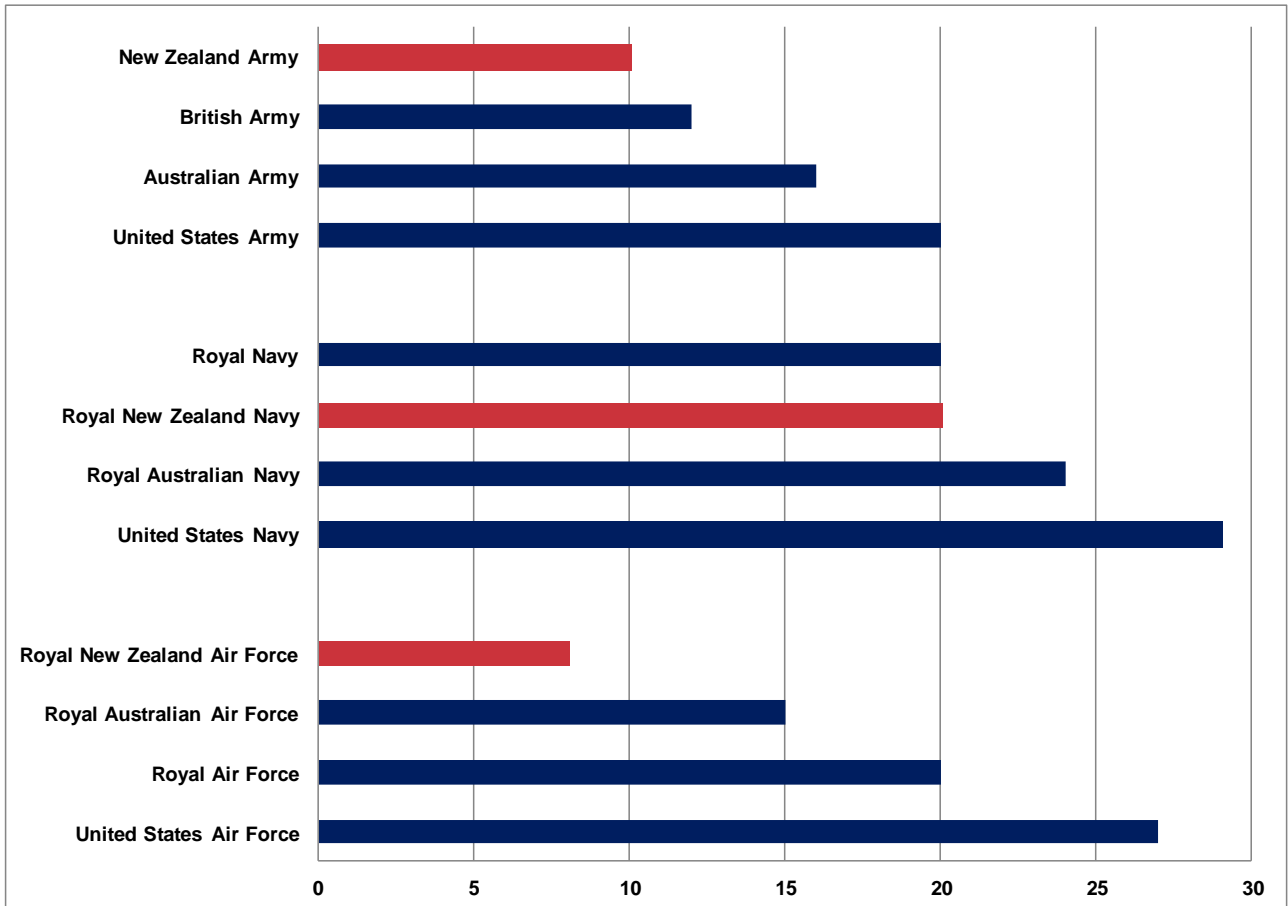


Figure 3 Number of recruits per instructor

## The recruit training programmes are meeting the current needs of the Services.

Those who receive the graduates of the training programmes are generally satisfied with the skills and knowledge of the new sailors, soldiers, airmen and airwomen. Comments from those who interacted with graduates from initial training in the Navy said they “come out keen,” and are “motivated sailors ready for the next phase of training”. Air Force graduates were seen as “a good product coming through”. Those in the Army generally thought that recruits were “ready” for the next phase of training.



## 1.2. WHAT ASPECTS OF THE RECRUIT TRAINING SYSTEM SHOULD BE IMPROVED?

The issues raised by the review fall into two groups: system design and implementation. We are most concerned with immediate issues of practice in particular the selection, training and supervision of instructors.

### **Identification and selection of instructors must be a rigorous process.**

Although the Navy vets instructors through interviews, psychological screening and systematic checks of service records, the other Services have yet to develop a rigorous process to ensure that only those suited to the unique demands of recruit training are posted. It is unlikely that any preventive action can eliminate all possibility of inappropriate behaviour from instructors. Still, the Services have a duty of care to reduce the risk for the vulnerable population of trainees as much as possible and an essential component of that is ensuring that the best people are chosen for this level of responsibility. Other areas of the Defence Force, such as recruiters and the Youth Development Unit, have rigorous processes thus reducing the chance that someone posted to the role will abuse their position.

***Recommendation 1:** Establish a thorough process to select instructors for recruit training and utilise it without exception.*

### **Preparation and development of instructors should be tailored to the needs of the recruit training environment.**

The task of transforming a citizen into a sailor, soldier, airman or airwoman is different from teaching a trained service member to better master their trade. Until a few years ago, each Service had specialised training for recruit instructors but with the elimination of the trade of recruit instructor this was removed. Because the training system is now built on cycling in instructors from operational units, appropriate training needs to be developed to ensure that those who are expected to instruct are confident of their skills.

It is critical that instructors are skilled in both the technical skills of instruction (weapons, drill, fieldcraft), as well as mentoring recruits. As shown in Figure 4, peer military organisations are spending longer training recruit instructors than the New Zealand Defence Force. The Army trains very basic instructional skills at the junior non-commissioned officer course that all receive, and Navy and Air Force send instructors to the Foundation Instructor Course offered by New Zealand Defence College<sup>1</sup>. Yet these courses focus on instructing trained personnel, not developing sailors, soldiers and airmen and airwomen from civilians. A New Zealand Defence College developed and delivered Recruit Instructor Course, including assessment, is needed to fill the gap that all Services

<sup>1</sup> New Zealand Defence College is part of the New Zealand Defence Force.

currently face. This training needs to be provided before instructors are given responsibility for recruits.

Since a posting to a training establishment lasts two years for most personnel, there is the opportunity to continue to build their leadership and technical skills, perhaps through development days. Ongoing training for those who are posted to the training establishments needs to be allocated time in the training calendar.

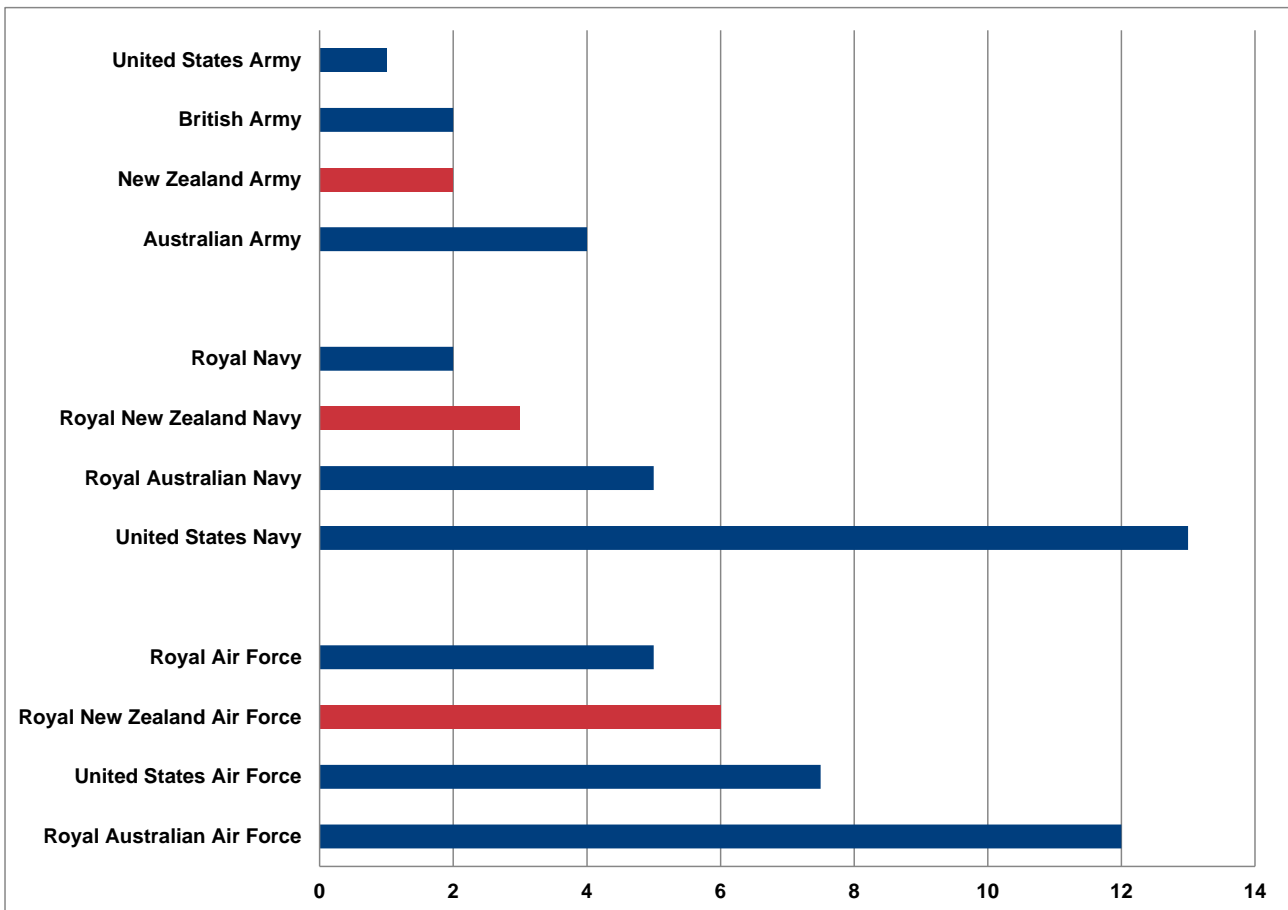


Figure 4 Weeks of training provided to recruit instructors

**Recommendation 2:** Prior to posting, all instructors must receive training appropriate to the unique demands of the recruit training environment.

**Recommendation 3:** Ongoing training of instructors is required to develop the highest quality instruction in the unique recruit training environment.

## Supervision and development of instructors is key in fostering a positive learning experience for recruits.

Personnel who are instructors are Leading Hands, Lance Corporals and Corporals, and they are relatively junior, with an average of 7.7 years in service. Having enough people with the skills, knowledge and abilities to act as mentors and supervisors to instructors is a consistent challenge to the Services, particularly for the Army and Air Force.

We note that the Navy maintains a high supervision level with a Petty Officer and Chief Petty Officer supervising 3 instructors. The Army have created more supervisory positions by establishing a second company, and once those positions are filled this will be an effective step toward ensuring there is adequate supervision. The Air Force staffs the supervisory positions to an acceptable level, but training provided for them is an area of weakness.

Resourcing of recruit training is problematic, in part because of the variability in the number of recruits both from intake to intake and year to year. In addition, senior non-commissioned officers are in short supply throughout the Defence Force, but they are the critical component of the system that supervises instructors. As shown in Figure 5, the number of Staff Sergeants in the training environment has been substantially reduced, while there has been an increasing reliance on Lance Corporals to staff instructor roles.

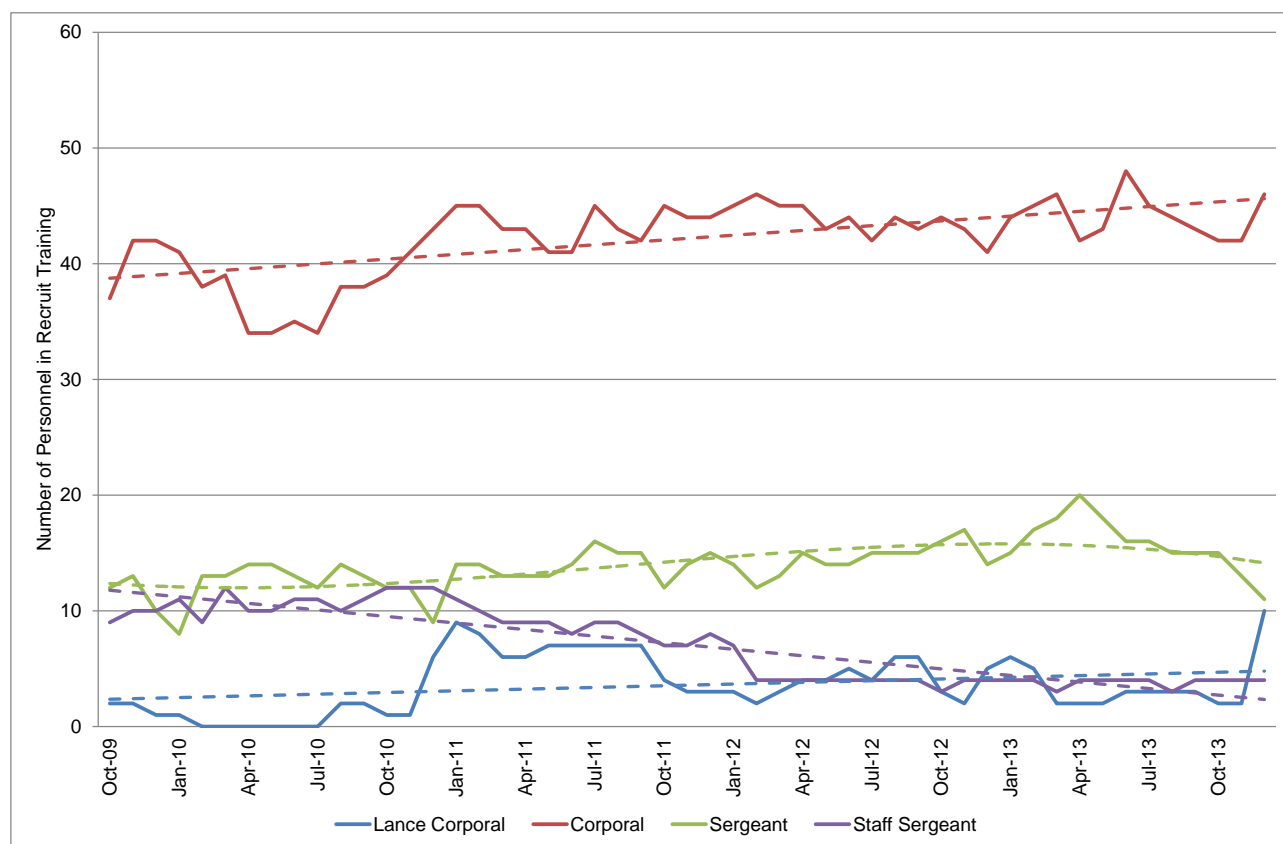


Figure 5 Rank trends in recruit training

**Recommendation 4:** *Ensure a high level of supervision and mentoring is provided for all instructors.*

## **Be transparent, fair and consistent in discipline practices.**

Discipline is a key aspect of how the training programmes are structured. The Armed Forces Discipline Act applies to recruits from the time they attest at the start of their training. It mandates that punishments are to be given only as a result of a judicial proceeding, such as a summary trial or court martial. Any recruit failing to meet a standard is given remedial or corrective training by instructional staff (ranging from a couple of minutes of press ups to practicing the task under close supervision, sometimes over several days). More serious behaviours, e.g. theft or insubordination, may be dealt with through formal charges under the Armed Forces Discipline Act. For example, if a recruit forgets to salute a senior officer they pass on the footpath, they are likely to be told to perform press-ups immediately.

Recruits expect and deserve to be treated fairly. Discipline practices, including corrective/remedial training, should be clear to all in the training environment. Forty-one percent of Army recruits and 28% of Air Force recruits said that the reasons for remedials were not clear, compared to just 4% of Navy recruits. This is particularly important since all Services use physical training as a form of corrective training (e.g. press ups, running around the barracks) to some extent, and the training is already physically and mentally demanding. Clear and comprehensive discipline orders, such as those in the Navy, provide clarity for both instructors and recruits to ensure that both are protected, thereby mitigating some of the risk of abusive behaviour by instructors.

All recruits should be equal under the law, yet there are policy differences between Services on the use of summary trials including which behaviours are serious enough to warrant charges under the Armed Forces Discipline Act (e.g. unauthorised discharge of a weapon). Services have different approaches to discipline and this may be appropriate given they have different expectations for those graduating, but fairness and equality under the law must be assured by increased supervision from Defence Legal Services. When we requested data on charges and punishments over the past 10 years, we found that the Defence Force had not been consistently collecting this information. In order to identify trends and discrepancies, it is important that this has been done by all units in all Services and that this information be kept centrally.

**Recommendation 5:** *Clear and comprehensive discipline orders are a requirement for all initial training organisations.*

**Recommendation 6:** *Defence Legal Services to ensure that the corrective/remedial training is in alignment with the Armed Forces Discipline Act, including standardisation of what behaviours require automatic summary trials.*

**Recommendation 7:** Systematically collect and analyse charges and punishments against the Armed Forces Discipline Act to identify trends.

## Provide a positive learning environment to all recruits.

Recruit training in our peer military organisations has changed in recent years, adopting new training techniques that emphasise student-centred learning. In our literature review, it was clear that the international standard of excellence in recruit training relies on effective instructors that embody the qualities of a transformational leader; that is, they facilitate the learning process by being enthusiastic and optimistic, and mentoring recruits with respect and encouragement.<sup>2</sup> There is no tolerance for harassment, bullying or discrimination in a positive learning environment.

Using an anonymous survey developed for this review, we assessed the prevalence of harassment, bullying, and discrimination in recruit training, and found that the issues are overwhelmingly verbal rather than physical. In our survey of recruits, physical abuse (most often being kicked or punched) was rare (2%). When incidents were investigated, some recruits clarified that the situation was extremely minor, e.g. play fighting between peers. Sexually inappropriate behaviour by instructors was also rare, with 97% of recruits reporting no sexually inappropriate behaviour or language from instructors (e.g. sexual jokes, gestures). Though the Services have zero tolerance for these behaviours, we believe this is still a very low percentage overall. We observed that commanders act quickly to remove any instructors who were suspected of being sexually or physically inappropriate with recruits.

Of concern was the amount of verbal abuse<sup>3</sup> recruits reported. Repeated verbal abuse (three or more times) by instructors was linked to a decrease in recruits' intention to remain in the Service, increased psychological distress in recruits, and reduced support from peers. At the time of our surveys, repeated verbal abuse from instructors in the Army was reported by a materially greater percentage of recruits than the other Services (26% vs. 9% and 4%).

For Navy and Air Force peer to peer verbal abuse was higher than verbal abuse from instructors (4% vs. 18% in the Navy, and 9% vs. 16% in the Air Force), as shown in Figure 6. Further research is needed to develop the best approach to reducing peer to peer issues as part of the process of developing service values, including comradeship.

We acknowledge that initial training is meant to prepare service personnel by challenging them. There is also a need to ensure the welfare of those in the programme, to build their commitment to the Service, and to develop their ability to work as a team. In addition, instructors are acting as role

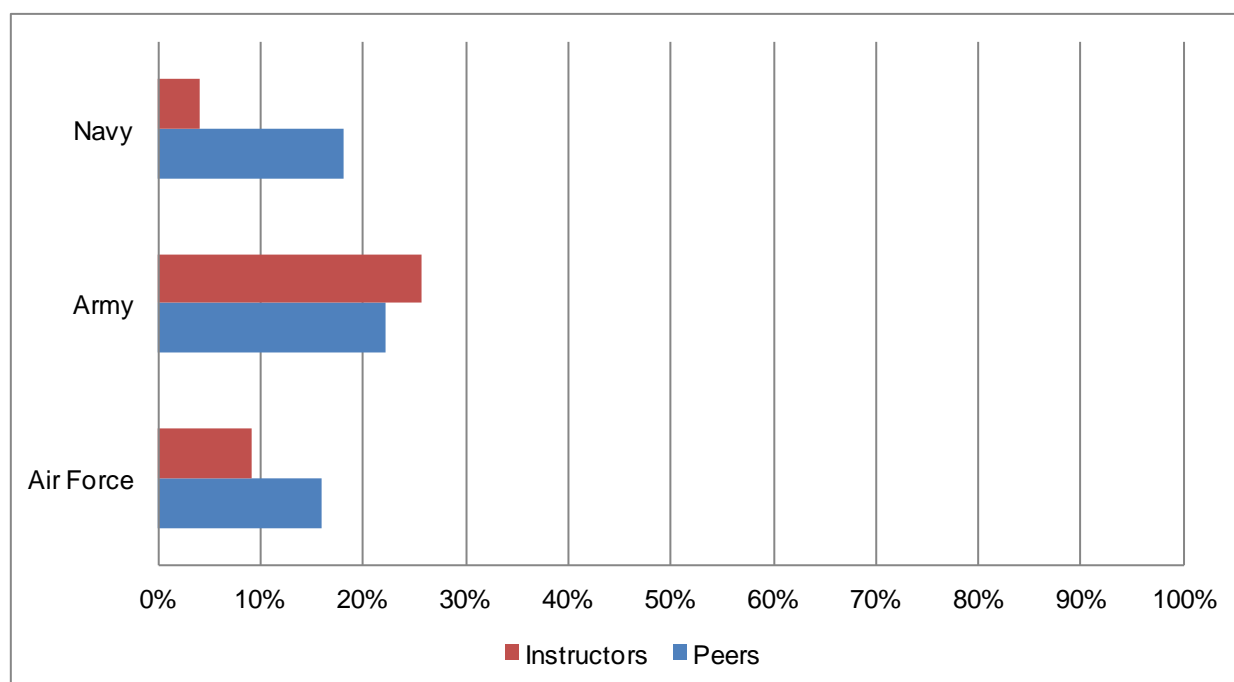
<sup>2</sup> Cianciolo, A. T., Grover, J., Bickley, W. R., & Manning, D. (2011). *Problem-Based Learning: Instructor Characteristics, Competencies, and Professional Development*. U.S. Army Research Institute for the Behavioral and Social Sciences. Research Report 1936.

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Delahaij, R., Theunissen, N. C. M., & Six, C. (2014). The influence of autonomy support on self-regulatory processes and attrition in the Royal Dutch Navy. *Learning and Individual Differences*, 30, 177–181.

<sup>3</sup> In the survey of recruits, verbal abuse was separated from foul or offensive language and threats of violence.

models and behaviours learned in the training environment will be replicated throughout the organisation.



**Figure 6 Percentage of recruits reporting three or more incidents of verbal abuse**

Additionally, the findings we are reporting are based on a survey given only to those in training during the review period for each Service. It is important to monitor the surveys for trends over time as these will reveal if progress is being made and what issues need to be targeted for intervention. Defence Personnel Executive has already implemented the survey developed for this review and established a process to provide feedback to commanders on any results that require their immediate action. The survey process also includes the opportunity for recruits to “opt in” to get support if they need it.

**Recommendation 8:** *Develop a positive learning environment for all recruits by removing instructors who are physically or verbally abusive to recruits from the training programme.*

**Recommendation 9:** *Research the optimal way to indoctrinate recruits into the Service culture and values, including comradeship, to improve peer to peer working relationships.*

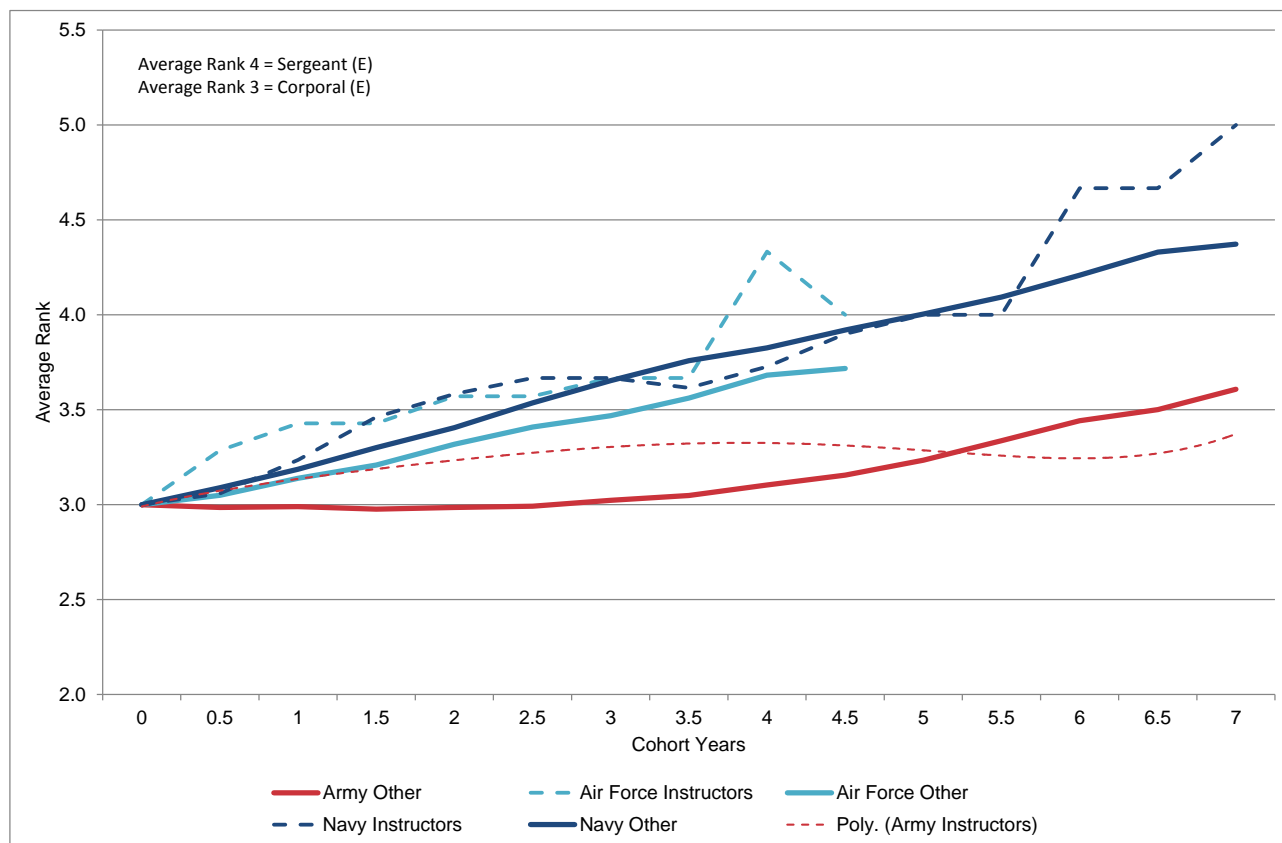
**Recommendation 10:** *Monitor harassment, bullying and discrimination trends to identify trends and support interventions.*

## **Recognise that recruit instructors are pivotal leaders that shape the future of the Defence Force.**

Most service personnel remember their initial training instructors vividly. Yet service personnel subsequently have a negative perception of recruit instructors, and the training programmes are struggling to overcome perceptions of being a “dumping ground” for underperforming personnel.

Those we interviewed agreed that instructor roles are demanding, both in terms of work/life balance, long hours, physical demands, and beliefs that time out of trade can damage their career. Burn out was a particular concern, particularly for those posted for long periods. The location of the training programme was seen as a barrier particularly for the Army, and to a lesser extent to the Air Force. The work/life balance of instructors is a challenge for all Services, but the adoption of improved rostering in Navy and Air Force appears to be improving this problem. Unaccompanied postings put financial and family pressure on Army instructors, but the recent development of providing travel assistance has alleviated a small part of the financial burden.

The perception that instructor’s progression through the ranks was slower than non-instructors was tested and found untrue in the Navy and Air Force, though in the Army there was slower promotion of instructors. Figure 7 highlights the lower rate of promotion of Army Corporals relative to the Navy and the Air Force. Furthermore, Navy and Air Force instructors may gain a promotion advantage over their peers, whereas the Army instructors appear to get no long term promotional advantage. This slower promotion rate of Army instructors could be explained by the selection of instructors from recently promoted Corporals.



**Figure 7 Impact of being an instructor on promotions for all recruit instructors**

Regardless of recognition, the development of leadership skills is a key benefit to the role. All Services identified the growth that personnel experience, as one Navy participant said instructors are “a better person when leaving”. The motivation of instructors is important in the performance on the job. Ideally the roles should be filled with people who want to do it, and are motivated to put in effort. Increasing the attractiveness of the posting is a challenge for the Services, providing recognised credits for a Recruit Instructor Course, the awarding of a recruit instructor badge that can be worn throughout a career, and unit patches that set apart instructors are all possible options for improvement.

**Recommendation 11:** Increase the quality of instructors by enhancing recognition, managing work/life balance challenges and burn out.

## The standard of excellence needs to be defined.

We found no New Zealand Defence Force doctrine that explains why recruit training must be done, or how best to do it. We would expect that high quality training would be built on clearly defined defence outputs, combat need and enablers that are required by Government of a modern force. There is a need to define what excellence in recruit training is, so that those pursuing it are



measuring their performance against the expectations of their senior leaders. Questioning the assumptions of what it takes to be a good sailor, soldier, airman and airwoman in the future then articulating this in doctrine will clarify what is needed of the training organisations and recruitment.

Doctrine and guidance on what excellence is in recruit training would be appropriate in the Defence Manual of Learning. Once the aims are clearly defined for initial training, the competencies and skills of instructors should be defined to deliver these aims as well as what resources must be in place to support these.

**Recommendation 12:** *Question, clarify, and articulate what will make a good sailor, soldier, airman and airwoman in the future and therefore the requirements of recruit training.*

**Recommendation 13:** *Create New Zealand Defence Force doctrine that underpins initial training and embed it in the Defence Manual of Learning.*

## **Strengthen support for the recruit training programmes from the centre of the organisation.**

Several critical components of the recruit training system are outside of the direct control of the Services. New Zealand Defence College's role in supporting the training environment in the design, development and evaluation of the curriculum and the training of instructors (primarily Navy and Air Force) is essential. However the Defence College has indicated that they have limited resources to address a wide array of priorities, and recommendations in this review add to the learning solutions staff workload and the demand for formal individual training courses. Even so, given the ongoing risks of the recruit training environment, it is important that the Defence Force provide a specialised selection, training and development programme for instructors from all Services as well as those who supervise them.

In addition, psychologists, chaplains, physiologists, physical trainers all support the training programmes, but are outside of the training programmes control. This means that initial training establishments are competing with other parts of the Defence Force for these relatively scarce resources. These essential support elements reduce risk of harm to recruits from injury and mental health concerns, and support should be prioritised.

**Recommendation 14:** *Prioritise recruit training as an essential output that must be supported by the tri-service components of the organisation.*

## Risks should be mitigated more systematically.

Recruit training is a high risk activity by its very nature, both because of the type of activities being conducted and the age and experience of the recruits. At present recruit training commanders are managing the risks locally, but the Defence Force needs to be proactive about systematic risk mitigation to reduce the possibility that recruits will be harmed in the training environment. Of particular concern are: mental health and self harm, physically or sexually abusive behaviour by instructors or fellow recruits, and physical training or weapon-related injuries.

The average age of recruits in the Defence Force over the past 10 years is 20 years old. It is well recognised that self harm is a risk for young New Zealanders, but very limited briefings are conducted for both recruits and instructors. Further work could be done with the assistance of Defence Psychology to develop risk mitigation strategies for self harm in the training environment.

Further risks stem from the fact that recruit instructors have complete authority over their students, 24 hours a day. An interview participant explained how this increases risk, “at week eight, once an instructor has absolute trust and respect – it’s right if they say so. No one will question the instructor”. Research has demonstrated that in a situation with high power differentials, such as that between an instructor and a recruit, the potential for abuse is exponentially increased.<sup>4</sup> Around the world, militaries face challenges in managing the risks created by the power differentials inherent in the training environment. In recent years, cases of abuse by instructional staff have drawn public concern in Australia, United Kingdom and the United States.<sup>5</sup> The New Zealand Defence Force has had its own cases of both physical and sexual abuse.<sup>6</sup> These risks are less easily mitigated, but careful selection of instructors, training aimed at preparing instructors for the unique training environment, as well as close supervision and mentorship are needed. Additionally, continuous monitoring of levels of harassment, bullying and discrimination, and support for reporting outside the chain of command are essential.

Injuries are consistently higher in recruit training than in other parts of the Army, predominantly because a major task of the training is to transform sedentary individuals into fit soldiers. A training programme that reflects best practice in physiological development would provide mitigation to further reduce soft tissue injuries.

**Recommendation 15:** *Develop systematic risk mitigation specific to recruit training, including risk of self harm, physically or sexually abusive behaviour by instructors or fellow recruits, and physical training or weapon-related injuries.*

<sup>4</sup> For a good summary of the research, see Zimbardo, P. (2007) *The Lucifer Effect: Understanding How Good People Turn Evil* New York: Random House

<sup>5</sup> Blake, N. (2006) *The Deepcut Review: A review of the circumstances surrounding the deaths of four soldiers at Princess Royal Barracks, Deepcut between 1995 and 2002 report.*

Carroll, C. (2012, 28 June) Air Force has identified 31 alleged victims in Lackland sex abuse scandal. *Stars and Stripes*.  
Wroe, D. (2013, 20 June) Serious abuse at Defence Academy ‘more widespread and persistent’ *The Sydney Morning Herald*.

<sup>6</sup> R v Manning Court-Martial 2199 (13 February 2015), Court-Martial 2124 (November 2000); Court-Martial 2171 (June 2007)

## **Exploit and reinforce the joint environment by learning from each other.**

All Services face similar challenges and should embed practices that allow for the maximum benefit of a joint environment. Routine meetings of commanders and senior non-commissioned officers of the training establishments can provide a venue to work through challenges and communicate developments in the initial training programmes.

As a result of this review, joint work on improving recruit training has recently begun. In March 2015 the Army launched a Land Warfare Instructor Excellence project aimed at evaluating current issues in instructor development, training and management and implementing a comprehensive instructor framework that promotes a culture of excellence. In early May 2015 New Zealand Defence College began working on a tri-Service Instructor Excellence project that standardises instructor selection, training, coaching and mentoring, professional development and recognition/qualifications. This work is essential to maximise the benefit of the joint environment.

**Recommendation 16:** *Establish an ongoing working group consisting of representatives from each Service to discuss challenges and communicate developments in the initial training programmes.*

**Recommendation 17:** *Implement a New Zealand Defence Force Instructor Excellence project that standardises instructor selection processes, instructor training, coaching/mentoring standards, professional development, and recognition/qualifications.*

## **Ensure that independent review is regularly conducted on this high risk area of the organisation.**

The history of high profile court martials both in the Defence Force and in militaries around the world demonstrate that recruit training is, and will remain, a risk for the organisation. Through the course of this review improvements have been made in how all Services conduct their initial training. Regular attention to this area is important to ensure that progress is continuing and to address any new issues that arise.

**Recommendation 18:** *The Ministry of Defence to conduct a systems check review of recruit training in 24 months to assess progress.*

### **1.3. WHAT PROGRESS HAS BEEN MADE DURING THE COURSE OF THIS REVIEW?**

The review process has been an excellent example of the desire for the New Zealand Defence Force to continuously improve. The Chief of the Defence Force was an advocate for the review, and each Service chief actively sought input to improve their organisation. Many of the recommendations are already underway, and if fully actioned these will substantially mitigate the risk inherent in initial training.

In the sections below we summarise progress to date, though full details on recommendations and actions are in the Recommendations section.

#### **Progress on Army recommendations**

The Army received their draft chapter and recommendations in September 2014. Since that time, substantial improvements have been made in the recruit environment. Of the 22 recommendations, 20 of these have been actioned in some way. This has included:

- allocation of parelines for an additional company, including a Major, Captain and Company Sergeant Major as well as upgrading two Sergeant roles to Staff Sergeant, and these reflect the outputs, supervision, coaching and mentoring needs of the recruit training environment,
- all recommendations aimed at building the philosophy and doctrine that support excellence in recruit training including defining what excellence in recruit training would look like and the establishment of a systematic risk management framework,
- significant progress on selecting the right people to fill instructor roles including identifying suitable candidates at the completion of the junior non-commissioned officers course and a new selection process that will be implemented in the next posting cycle, and
- the development of a proactive approach to keeping men and women safe, such as the use of CCTV cameras, drop boxes for anonymous reporting of incidents, and confidential surveys on harassment and bullying.

Training for new instructors is still a shortcoming. As mentioned above, New Zealand Defence College has yet to begin the process of developing a recruit instructor training course that would build the essential skills that recruit instructors need to be successful. Though the Army has attempted to fill this gap more support is needed.

#### **Progress on Navy recommendations**

The Navy received their draft in December 2014. Because the findings were overwhelmingly positive, the recommendations were focussed on ways to further improve the system. Of the eight recommendations, work has started on implementation of seven of them. This included:

- updating orders on fraternisation, and training requirements for instructors,
- assessment of the prevalence of bullying, harassment, and discrimination using behavioural rather than perception-based surveys,
- internal review of the sequence and content of initial training while waiting for New Zealand Defence College Level 3 review, and
- Ministry of Defence Evaluation Division has completed work that explores ways to reduce peer to peer bullying in the recruit environment.

The only recommendation that has had no action is outside of the control of the Navy. The recommendation for New Zealand Defence College to create a Recruit Instructor Course has not yet been resourced, though we note that the Navy uses the Foundation Instructor Course.

### **Progress on Air Force recommendations**

At the end of March 2015, the Air Force received their draft chapter. Actions have been taken on eleven of 16 of the recommendations thus far. This includes:

- the development of a robust selection process will be trialled for the identification and selection of potential training staff for the next posting cycle,
- enhanced ongoing instructor development for all Ground Training Wing instructors, including Command and Recruit Training Squadron, and
- updated Standing Operating Procedures included a detailed and specific consequence matrix that outlines corrective training parameters.

Because the Air Force received their chapter only a short time ago, it is expected that progress will continue over the coming months.



## 2. ARMY CHAPTER

This chapter reflects field work and analysis conducted over the period May-August 2014. The chapter was provided to the Army in September 2014. Numerous changes have occurred since that time, as discussed above. We believe that the Army has substantially improved the quality of recruit training since this chapter was drafted.



## 2.1. ARMY EXECUTIVE SUMMARY

**The Army Depot has some notable achievements, including training the equivalent of 40% of the Army in the past 4 years.** The graduation rate for recruits in the past year was 87%.

**Over the past 4 years The Army Depot increased the number of recruits marching out each year, despite several key elements of the system having been removed, including:**

- training for instructors specific to the recruit environment,
- experienced supervisors, particularly Staff Sergeants and Sergeants,
- support personnel who adapted the curriculum to changing needs, pastoral support including psychologists, and administrative support who assisted with the burden of paperwork from disciplinary charges.

**Most instructors are demonstrating positive attitudes and behaviours such as being fair and encouraging, and these predicted increased organisational commitment in recruits, decreased psychological distress in recruits, and a more positive environment in the platoon (respect, encouragement, support from peers).** This confirms that The Army Depot is in the process of embedding a positive learning environment, in line with international research on best practice in recruit training.

**Still, some instructors are being verbally and on rare occasions physically abusive to recruits.** Although half of recruits said they had been verbally abused by an instructor at some point in their training, 26% said that instructors were verbally abusive occasionally or more often. Similarly, threats of violence were reported by 23% at some point in their training, and 3% said this happened frequently or more often. Physical abuse such as kicking or punching was reported by 3%, with most saying this had happened rarely (1-2 times). No female recruits reported sexually inappropriate behaviour by an instructor in our survey.

**Orders for corrective training are ill-defined.** The training philosophy rests heavily on the establishment of compliance and conformity, and the way in which these are developed is through corrective training. Still recruits and instructors are not working from a clearly established set of orders on what corrective training can encompass, and why it might be applied. This lack of transparency increases the perception of unfairness and raises the risk of abusive punishments.

**The Army does not have a comprehensive selection process for instructors. This is a problem because instructors average 45% turnover every year for the past 10 years.** The method for selecting posted instructional staff is heavily reliant on units and career managers choosing junior non-commissioned officers and officers with the right aptitude for roles that are unlike any other in the Army. Because relatively few people want to be posted to Waiouru, being selective in the choice of who is posted is difficult. There remains a need for the Army to show due diligence in screening those who are given the responsibility and powers of a recruit instructor.

**The Army uses a “just in case” system to develop instructor capability and it is not tailored to the unique recruit training environment.** The junior non-commissioned officer promotion course provides all non-commissioned officers with a basic introduction into instructing, but lacks specific information on the requirements and risks of the initial training environment. This is a critical shortfall in the system. Expanding induction training with a course focused on the recruit environment would be more effective at developing new instructors' skills.

**The Army Depot is under-resourced in supervisory positions and experience.** The number of senior personnel posted to The Army Depot (Sergeant and Staff Sergeant) declined by 64% between 2008 and 2013, leaving far fewer experienced mentors in the training environment to develop the instructional staff. Platoon commanders who directly supervise instructors are posted for one intake only, and most are recent graduates of Officer Cadet School meaning they are inexperienced in both the training programme and being leaders. The span of control of the single Major over approximately 300 recruits and 80 staff at the time the review was conducted is greater than similarly sized Army units. Taken together this means that there are few experienced leaders to supervise and mentor instructors, which increases the organisational risk.

**Most people we interviewed outside of The Army Depot were generally satisfied with the quality of the soldiers marching out.** Many had specific concerns about overtraining on drill and lower physical fitness levels, and this indicated a need for the Army to continuously improve the curriculum of initial training and to reinforce the skills in trade training and units.

**It is the conclusion of this review that there is evidence of a need to re-invest in systems to select, train and supervise instructional staff.** Investment and refinement in these areas would reduce organisational risk associated with initial training and effectively improve the quality of the training.



## 2.2. GRADUATION RATES

In 2014 a total of 449 soldiers graduated from The Army Depot, which is in the middle of the normal range, between 400 and 500, of graduates produced over the past nine years. The Army has now fully recovered from the drop in recruits that occurred in 2010 and 2011.

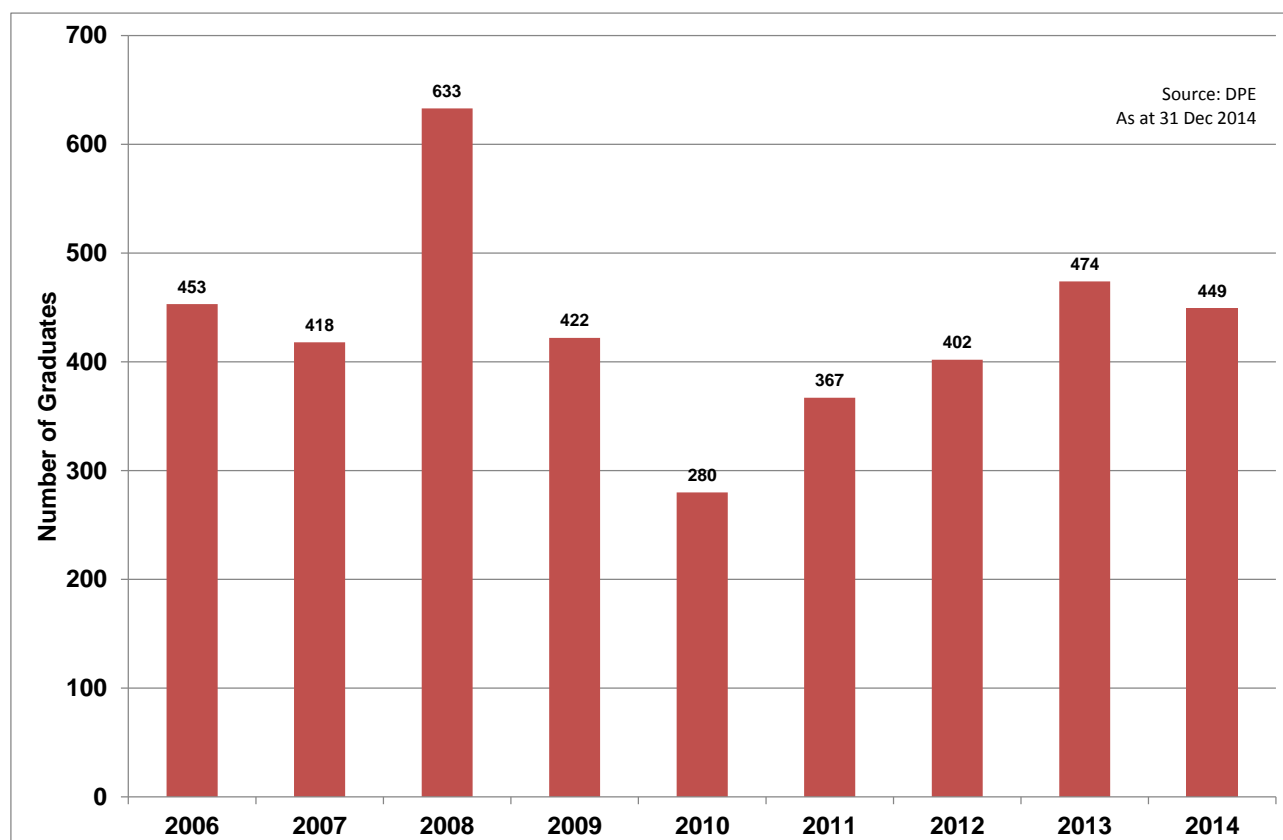


Figure 8 Yearly total of soldiers marching out of The Army Depot over the period 2006 - 2014

There has been relatively little variation in graduation rates for the past nine years (range 73% to 98%), as shown in Figure 9. All Arms Recruit Course 376 is the most recent intake (August) for which data were available. From this intake, 83% who began initial training marched out. However 7% were lost before initial training, some for medical or drug related reasons.

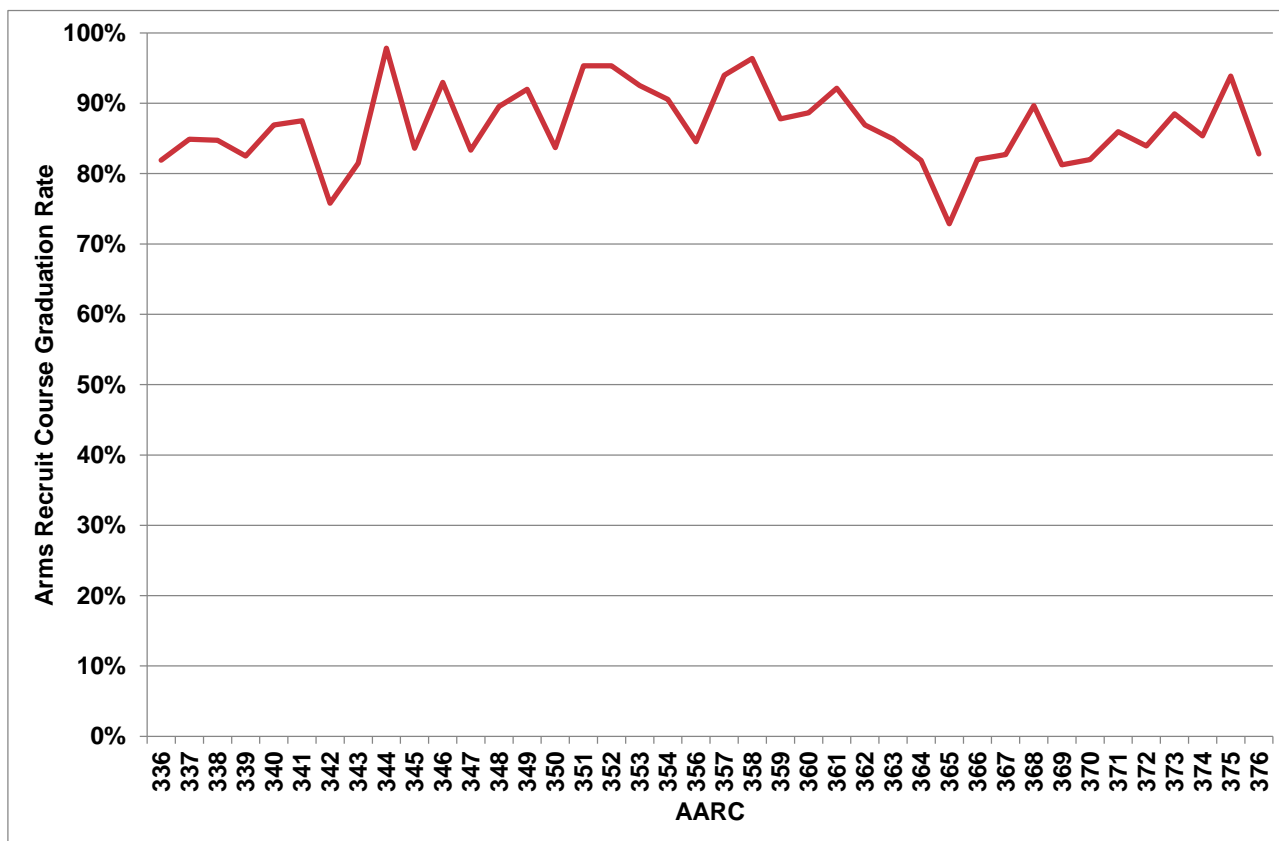


Figure 9 All Arms Recruit Course graduation rate 2006-2014

The most common reason for a recruit to fail to complete training is that they leave by their own request (non-injury related). Since 2011, an average of 9.6% of recruits voluntarily left All Arms Recruit Course courses, and thus far this year the rate has been 11%. Overall, the method for tracking reasons for recruit exits has been variable over time, as Figure 10 shows, and the Army would benefit from careful and consistent monitoring in order to be able to identify trends. An improvement would be to implement an exit survey that would allow the monitoring of trends over time.

| Reason for Exit from Course           | All Arms Recruit Course |             |             |             |             |             |             |             |             |             |             |             |
|---------------------------------------|-------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
|                                       | 363                     | 364         | 365         | 366         | 367         | 368         | 369         | 370         | 371         | 372         | 373         | 374         |
| Army lifestyle does not suit          | 15%                     | 0%          | 17%         | 14%         | 0%          | 0%          | 0%          | 0%          | 0%          | 0%          | 0%          | 0%          |
| Conduct/Dismissal                     | 0%                      | 23%         | 3%          | 0%          | 0%          | 0%          | 0%          | 0%          | 0%          | 11%         | 7%          | 0%          |
| Education opportunity                 | 0%                      | 0%          | 3%          | 0%          | 0%          | 0%          | 0%          | 0%          | 0%          | 0%          | 7%          | 0%          |
| Failed initial training               | 0%                      | 0%          | 0%          | 0%          | 0%          | 0%          | 0%          | 0%          | 8%          | 16%         | 27%         | 31%         |
| Incomplete Initial Training           | 0%                      | 4%          | 17%         | 14%         | 20%         | 25%         | 13%         | 64%         | 50%         | 21%         | 7%          | 15%         |
| Injury Release - Recruit              | 15%                     | 8%          | 11%         | 10%         | 0%          | 0%          | 0%          | 0%          | 0%          | 0%          | 20%         | 8%          |
| Medical Discharge fallen below accept | 0%                      | 0%          | 6%          | 10%         | 0%          | 0%          | 6%          | 0%          | 0%          | 0%          | 0%          | 0%          |
| Medical Release - Recruit             | 20%                     | 0%          | 9%          | 5%          | 8%          | 0%          | 6%          | 0%          | 0%          | 0%          | 0%          | 0%          |
| Pay and allowances                    | 0%                      | 0%          | 3%          | 5%          | 0%          | 0%          | 0%          | 0%          | 0%          | 0%          | 7%          | 0%          |
| Personal/Family Issues                | 25%                     | 46%         | 6%          | 14%         | 32%         | 25%         | 50%         | 23%         | 0%          | 37%         | 13%         | 46%         |
| Time for change                       | 5%                      | 8%          | 11%         | 10%         | 16%         | 0%          | 0%          | 9%          | 33%         | 0%          | 7%          | 0%          |
| Unknown reason                        | 10%                     | 12%         | 6%          | 5%          | 24%         | 50%         | 25%         | 0%          | 0%          | 16%         | 7%          | 0%          |
| Workplace issues                      | 10%                     | 0%          | 9%          | 14%         | 0%          | 0%          | 0%          | 5%          | 8%          | 0%          | 0%          | 0%          |
| <b>Grand Total</b>                    | <b>100%</b>             | <b>100%</b> | <b>100%</b> | <b>100%</b> | <b>100%</b> | <b>100%</b> | <b>100%</b> | <b>100%</b> | <b>100%</b> | <b>100%</b> | <b>100%</b> | <b>100%</b> |

Figure 10 Reasons for discharge from training

## 2.3. INSTRUCTOR PERFORMANCE AND BEHAVIOUR

### Areas of excellence

Responses from recruits in the survey supported the notion that the culture at present contains elements of a supportive learning culture. *“I have been treated well thus far everyone is warm and welcome and supportive towards me”* was a typical comment. As was noted in the Summary Chapter, positive instructor behaviours and attitudes were strongly linked with better recruit outcomes including lower psychological distress, better working relationships with peers and increased intention to remain in the Army. The effect on platoon environment was particularly strong, with about 25% of the variation in peer behaviour being predicted by instructor attitudes and behaviour.

Level One Learner surveys collected by New Zealand Defence College Evaluation over the period 2012-2014 included many comments that focus on the attitudes of instructors. The surveys consistently identified mutual respect as key to providing the positive learning environment that motivated recruits to succeed. *“When an NCO [Non-commissioned officer] treats you with respect and acknowledges you, it makes you want to perform for them,”* one recruit said.

Part of providing support for recruits is to ensure the ratio of staff to recruits is conducive to teaching. Recruits frequently commented in the Level One Learner Satisfaction Surveys<sup>7</sup> that instructors taking time to explain things one on one helped them the most when they were having difficulty. It also reinforced that instructors care about recruits, thereby making them more willing to put in effort. As recruit to instructor ratios increase, it becomes more difficult for instructors to take this time, even if they are motivated to do so. One recruit said something that helped him learn was the *“individual coaching points provided by the instructors to help you to improve and showing you more than one set way to do things like firing positions, giving you the ability to pick the most comfortable for you”*.

Platoons in 2014 have run at a 1:10 to 1:13 level with three instructors to 30-40 recruits. The regular intakes had 30 recruits per platoon, but the surge<sup>8</sup> intake had 40 per platoon, putting more pressure on the least experienced instructors.

### Opportunities for improvement

#### *Unacceptable behaviour of instructors*

Army orders set a high standard for the behaviour of all instructors. Defence Force Order (Army) Volume 7 Chapter 2 Section 2 identifies unacceptable behaviour including: fraternisation, obscene language or gestures that insult or degrade trainees, the use of punishments not approved by the Commanding Officer, physical assault, intimidation or threatening behaviour, harassment or discrimination of any kind. It further states that “training staff are never to belittle or undermine the

<sup>7</sup> New Zealand Defence College Evaluation continuously assesses the factors that improve recruit learning and hinder learning through Level One Learner Satisfaction Surveys. Data from these surveys were kindly provided to the review team for use in this report.

<sup>8</sup> In 2013 and 2014 an extra intake was added to The Army Depot training schedule for Regular Forces, to “surge” the number of trained recruits each year to compensate for attrition in the Army.

capabilities, culture, personality, or confidence of any trainee”. It is clear that orders recognise the damage that even non-physical behaviours can have in the training environment.

Despite this order, there has been recognition within The Army Depot that the behaviour of a few instructional staff has been a problem. In interviews, this was largely attributed to “bad apples” who should never have been sent into the training environment. The Army Depot leadership have demonstrated their willingness to act quickly and decisively to remove instructional staff who have allegations raised against them in accordance with New Zealand Defence Force’s zero tolerance stance on harassment and bullying. There is ample evidence that leaders have not hesitated to take action immediately, including involving Military Police and New Zealand Police if this is justified by allegations.

As in other military organisations,<sup>9</sup> creating a culture that facilitates reporting of incidents is a challenge. This is particularly true of the recruit training environment because trainees have little understanding of the reporting system. The Army needs to ensure that recruits have regular interaction with pastoral support outside of their chain of command (padres, psychologists) with whom they can raise issues safely. In previous years, anonymous drop boxes were located throughout the barracks that allowed recruits to ask questions or report problems.

The system is robust in handling incidents if they are reported, however those interviewed admitted that prevention has thus far not been a strength. The selection, development and supervision of instructors are key in preventing unacceptable behaviour from occurring.

It was evident in the process of our review that The Army Depot was an acknowledged area of risk for the organisation, not only for instructor behaviour but also because of risk of injury. The management of risk is important for the safety of those in the training environment, the reputation of the organisation, and the achievement of Defence outcomes. At the moment this is done only informally at The Army Depot, but should be done systematically using a structured risk management framework in keeping with Defence Force Order 81 Defence Force Orders for Risk Management.

### ***Measuring prevalence of unacceptable behaviour***

The Army Depot has been using an adapted version of the Ongoing Attitude Survey to monitor the perceptions of harassment, bullying and discrimination in the training environment. The review team conducted a separate anonymous survey to ascertain the prevalence of specific behaviours of concern, including verbal abuse, physical abuse, sexual harassment and discrimination. In order to track patterns of severity and frequency of discrimination, harassment, bullying and assault in the recruit training environment, the Army should replace their perception-based survey with the questions developed for this review.<sup>10</sup>

The following sections describe the outcomes of four surveys of intakes over the period May to August 2014.

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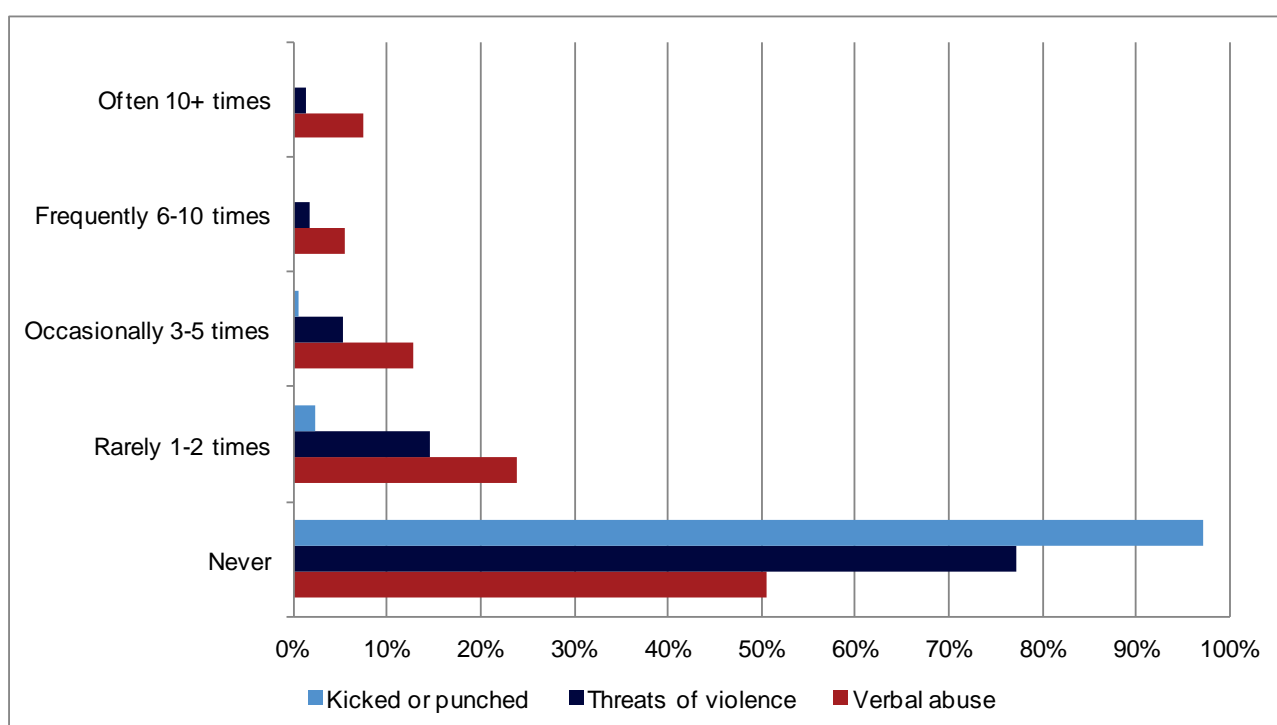
<sup>9</sup> Australian Human Rights Commission (2012) *Review into the Treatment of Women in the Australian Defence Force Phase 2 Report*

<sup>10</sup> As of 2015, Defence Personnel Executive has implemented the survey, and it is now part of the business as usual for the Army.

### Verbal and physical abuse

In the survey we gave to recruits levels of verbal and physical abuse were low, as shown in Figure 11. An area of concern is the prevalence of verbal abuse. These incidents are important to prevent because verbal abuse by instructors was predictive of lower organisational commitment, higher psychological distress, and verbal abuse from peers.<sup>11</sup>

Half (49%) of recruits reported on the survey that they had been verbally abused by an instructor at some point in their training. A quarter of recruits (25%) said this had happened to them three or more times. Some platoons have many more incidents than others, indicating instructors vary on how much they engage in this behaviour. On average, 14% of recruits in each platoon say that they have been verbally abused frequently or more often, with three of 13 platoons exceeding this (21%, 26% and 45%).



**Figure 11 Prevalence of instructor verbal and behavioural issues reported on recruit survey May-August 2014**

Additionally, 23% in our survey reported that they had been “threatened with violence” by an instructor at some point in their training, while 8% said this happened three or more times. Again, threats of violence predicted higher psychological distress and lower organisational commitment. The boundary between threatening physical punishment and threatening violence is blurry, as one recruit commented, “*When conducting drills the threat of punishment e.g. ‘leopard crawls’ made it more difficult to learn and in my opinion made recruits panic and mess up more*”.<sup>12</sup> Both verbal abuse and threats of violence could stem from lack of clarity in corrective training orders, under-preparing instructors, and lack of supervision and mentorship.

<sup>11</sup> Information on the hierarchical regression analyses conducted for the review is available on request.

<sup>12</sup> It was noted that “leopard crawls” are not among the corrective training activities outlined in the Officer Commanding’s directive on corrective training.

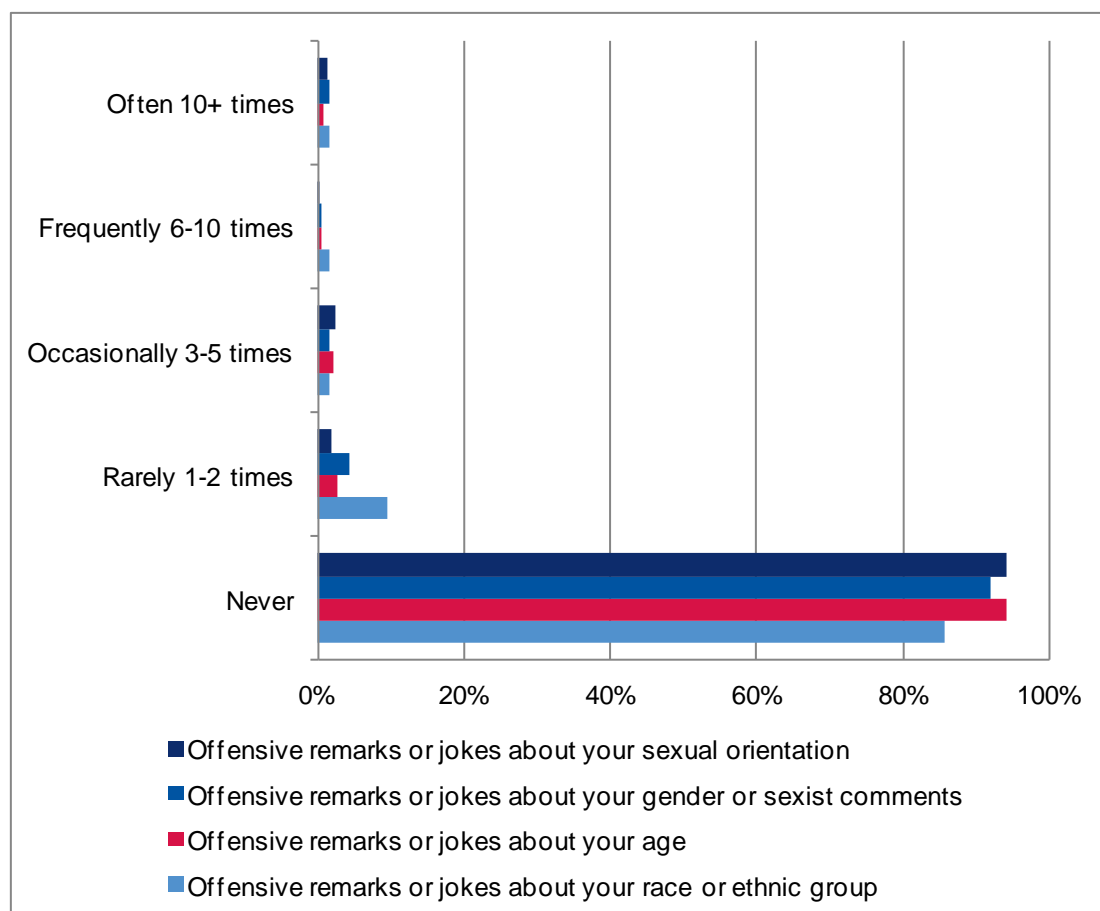
Eleven recruits (3%) reported experiencing physical abuse from a staff member (kicked or punched being the most common), and most said this happened rarely (1-2 times). The situation in which this occurred was not measured in the questionnaire, so it is difficult to ascertain from this data the seriousness or whether injury was caused. There are portions of the training in which gently kicking the boot of a recruit into position is a reasonable act because of the loud conditions, and one recruit explained this as the context of their answer.

Based on the data collected for this review, instructors are violating certain aspects of the Armed Forces Discipline Act particularly s43 (b) Using threatening, insulting or provocative language. The instructors are acting as role models and behaviours learned in the training environment will be replicated throughout the organisation. Though the Army has a need to challenge recruits through tough training, there is a need to make the line between tough training and abuse more clear.

### ***Offensive and discriminatory language***

The survey also measured foul or offensive language and discriminatory language used by instructors. The most common was the use of foul or offensive language by instructors (85%). Of those who experienced it, 37% said this had occurred frequently or often (more than 6 times), while 31% said it had occurred rarely (1-2 times), and 32% occasionally (3-5 times). Even if the use of foul language is common in the wider Army, there is a need for the instructional staff to model good behaviour because they are holding the recruits to a higher standard. As one recruit said, “*Some instructors do double standards, when they tell recruits not to do it but do it in front of them*”.

Another verbal issue was discriminatory language from instructors (offensive comments about gender, race, age or sexual orientation). As shown in Figure 12, verbal remarks or jokes that disparage race or ethnicity were the most common (14%).

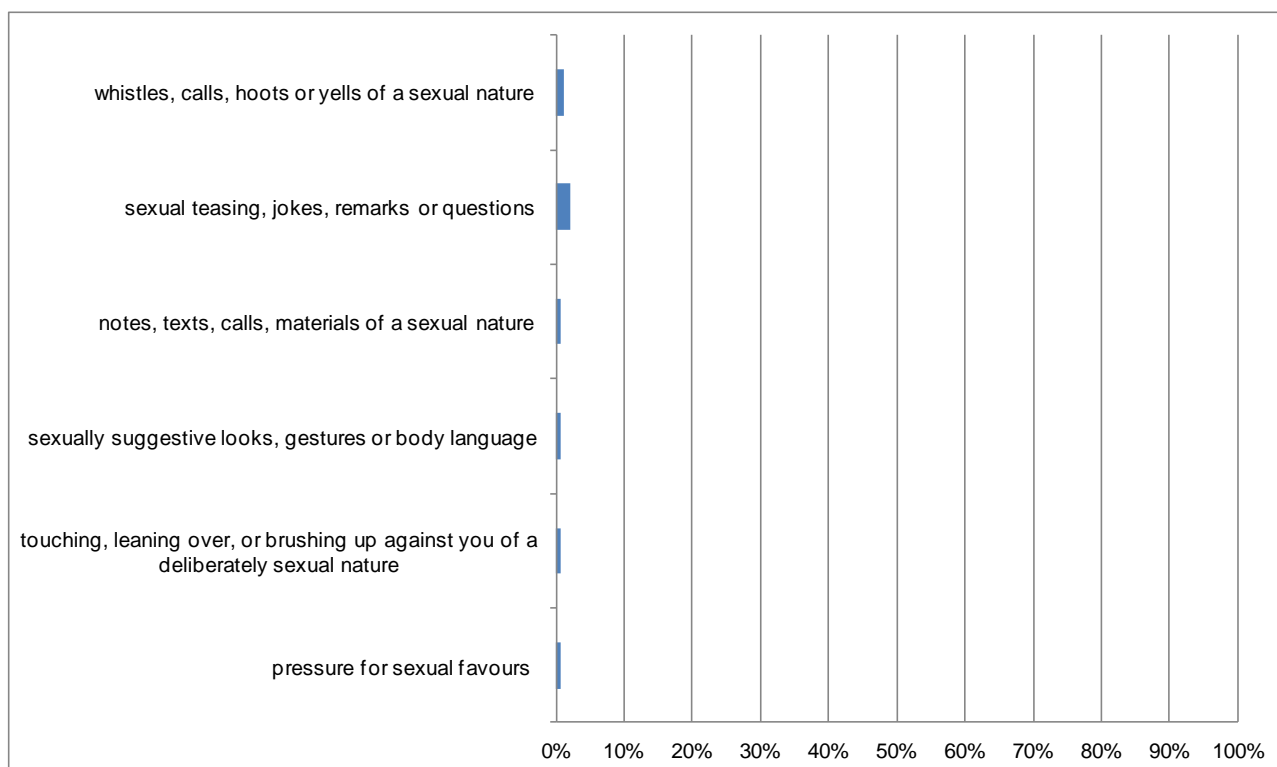


**Figure 12 Prevalence of instructor discriminatory language reported on recruit survey May-August 2014**

In the recruit survey, discriminatory language from instructors was highly predictive of discriminatory language by fellow recruits even when controlling for the age, ethnicity and gender of respondents. To reduce this behaviour in instructors, training on diversity awareness should be provided prior to starting the posting.

### ***Sexual misconduct***

Our recruit survey measured a range of instructor sexual harassment behaviours toward recruits, and overall levels were low. Figure 13 shows the percentage of recruits reporting each behaviour. It was noted that no women in the study reported sexually inappropriate behaviour by an instructor.



**Figure 13 Prevalence of instructor sexually inappropriate behaviours reported on recruit survey May-August 2014**

Though the prevalence of physical and sexual behaviours was low in our survey, based on historical patterns we believe the risk of serious issues remain. The review was given access to information on historic and recent investigations involving The Army Depot instructional staff related to offending in the past 10 years. A clear pattern emerged that a few instructors had taken advantage of the lack of supervision, particularly while they were on duty in the barracks after hours. During the course of the review, the Army installed CCTV cameras in the barracks to deter abuse.

During our interviews, several service members both within The Army Depot and outside raised concerns that some “consensual” relationships between instructional staff and recruits began in the training environment but did not come into the open until the training was completed. The issue of a recruit’s ability to give consent has been raised in a previous court martial involving non-sexual assault. This is because consent must be freely given, without fear of retribution. At present, orders are not written in mandatory language prohibiting sexual relations. For example, Paragraph 4 Appendix 1 to Annex A to Section Three of Part Two The Army Depot Standing Orders state, “Circumstances in which sexual behaviour might be deemed to be unacceptable...” rather than saying these circumstances *are* unacceptable and ordering service members not to do so using mandatory language. The Summary Appeal Court has ruled that a guideline for behaviour is not an order, and is not intended to compel obedience. “It cannot be said that the expression ‘is unacceptable’ conveys a command, or indicate that it is compulsory not to engage in certain behaviour”.<sup>13</sup>

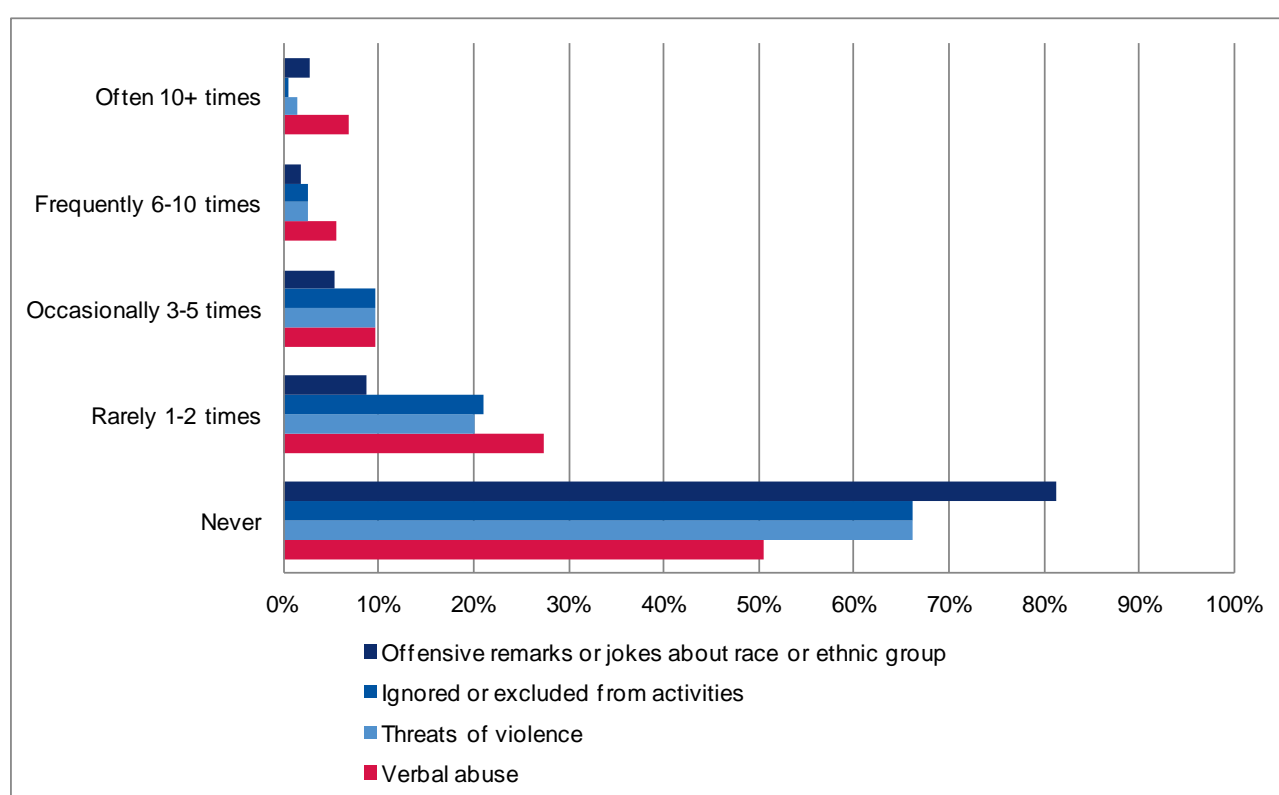
<sup>13</sup> O’Halloran v. The Queen, Summary Appeal Court of New Zealand at Wellington (30 January 2014).



There is a need to be proactive to reduce the risk of sexual misconduct, particularly for women who make up a small percentage of the total number of trainees (11%). The Army Depot must make the orders prohibiting such activity clear, exercise diligence in screening, substantially increase supervision and training of instructors in order to mitigate this risk.<sup>14</sup>

### **Peer to peer verbal and behavioural issues**

Fellow recruits have an important impact on the learning environment. In the survey we asked recruits to report any incidents of verbal or physical abuse from their peers. As shown in Figure 14, the prevalence of peer to peer issues was roughly the same as instructor to recruit issues, with about 50% of recruits reporting verbal abuse from a peer at some point in their training. Verbal abuse, threats of violence, and exclusion from activities increased psychological distress and reduced organisational commitment.



**Figure 14 Prevalence of peer to peer issues reported on recruit survey May-August 2014**

### **Use of discipline**

Because compliance and conformity are fundamental to the model of learning the Army uses, discipline was the subject of intense scrutiny in the present review. The Armed Forces Discipline Act mandates that punishments are to be given only as a result of a judicial proceeding, including summary trials.<sup>15</sup>

<sup>14</sup> As noted in the Summary Chapter, this rewrite of orders is underway.

<sup>15</sup> We requested all charges and punishments given to recruits and instructors for the past 10 years, but the data did not prove to be reliably extracted from the centralised recording system, thus no analysis could be performed with confidence.

Military discipline is explained to recruits in the first days of their arrival at Waiouru in the form of a briefing conducted by the Officer Commanding. The briefing slides contained some misleading and erroneous information. Defence Legal Services provided updated slides and offered to assist with future briefings for The Army Depot.

### **Corrective training**

When formal charges under the Armed Forces Discipline Act would not be appropriate, recruits may be given corrective training and remedial training by instructional staff that is intended to bring recruits up to the expected standard of behaviour.

A critical part of the effective use of corrective training is that it is appropriate and delivered in the spirit of learning rather than as a power play. Firm and fair wins the respect of recruits and motivates them, as was demonstrated repeatedly in comments on the Level One Learner Surveys.

Both platoon commanders and instructors related that the current orders around corrective training were unclear. Further, 59% of recruits said that the reasons for remedials were not clear. In our review, we found that the orders were lacking in clarity. In particular:

- Lack of orders on the use of collective corrective training (whole platoon given the same corrective training at once), including the rationale for their use and limitations on what is acceptable for their use.
- Overlapping set of corrective training and formal punishments (resulting from summary trials) as both include extra drill, work and duties.
- No written explanation of what “flag pole” corrective training is or limitations on its use.
- What (if any) corrective training can be given in the first part of the training programme.
- No requirement that corrective training supports the recruit learning the acceptable standard (e.g. use of press ups as a corrective training regardless of the infraction).

The lack of comprehensive written orders opens the possibility of creativity on the part of instructors, thereby increasing the risk of abuse. Army needs to carefully consider what corrective training practices are suitable and effective, and then clearly communicate these to all in the training environment.

## 2.4. SELECTION OF INSTRUCTORS

“Instructor” is no longer a trade, so all personnel have another primary trade and instructional duties are an additional competency that the Army must develop in them. The duration of The Army Depot posting varies from a single intake (16 weeks) to three years, though most are posted for 1-2 years. Those who remain longer risk skill fade and falling behind on coursing for progression in their trade.

The design of the training system involves regular rotation of a large number of staff. As at May 2014, The Army Depot has had 31 instructors change this year, or 50% of the total posted strength of 62 military personnel. In addition, 33 supplementary instructors were brought in for single intakes, meaning about two-thirds of the instructors at The Army Depot this year have no previous experience. This pattern of roughly 45% turnover per year has been in effect for the past 10 years, as shown in Figure 15.

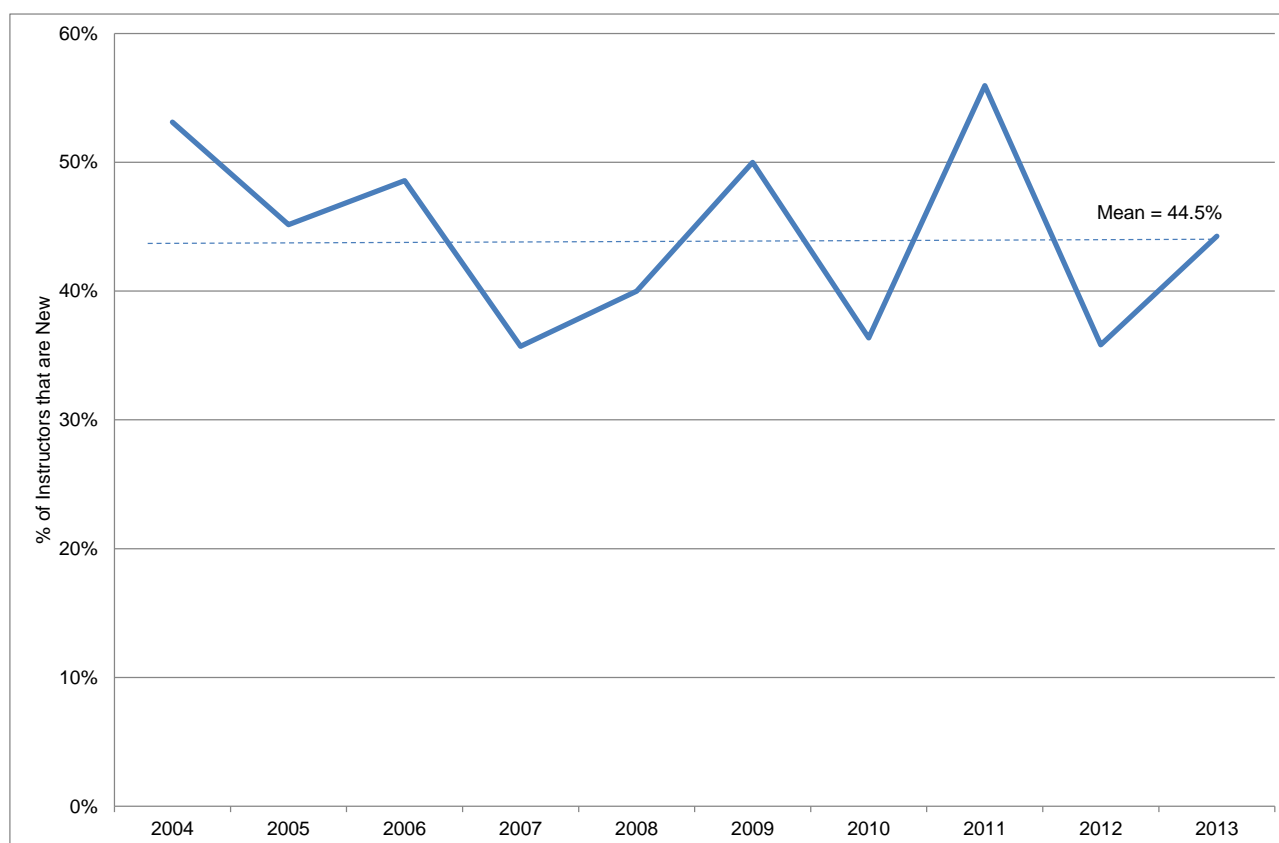


Figure 15 Percentage of posted The Army Depot instructors that are new on a yearly basis

### Selection process

Getting the right people into the training environment is critical. *“Instructors are the centre of gravity in the socialisation process. If instructors are well selected and trained, then much of the socialisation process will occur naturally. Similarly, low-quality or poorly-trained staff will impede the socialisation process, or, at worst, socialise recruits in a manner that is incompatible with the*

*Army's ethos and values*".<sup>16</sup> This sentiment was echoed in our interviews, as one person outside The Army Depot said, "*I don't think everyone will be a good instructor*".

The Army does not have a single formal selection process for choosing who will be an instructor. Instructional staff are normally posted to The Army Depot through Army Career Management, though staff for surge intakes and others brought in to fill urgent shortages are directly placed from the unit to The Army Depot. In general, it is the units that select who will be sent, and The Army Depot can veto a person but they cannot actually choose who they want to be posted. In interviews, The Army Depot was frequently characterised as a "dumping ground" for underperforming personnel. This is damaging on a number of levels, whether or not it is factually accurate, as the perception is harmful to the reputation of The Army Depot and all instructors posted there, even those who are very good at what they do.

In interviews, commanders in the wider Army understood that those with behavioural issues are not the right people to send postings to The Army Depot. Pressure to maintain the delivery of expected outputs for the unit to be ready to deploy, the additional demand to staff trade training, The Army Depot, and sending personnel on promotion courses for their own progression meant that some hard choices had to be made. As one person said, "*we need them, the competent ones, so where do you take the risk?*" Most felt that they sent the best that they had available, but they admitted that those who would be a critical point of failure to the unit had to be retained.

In years past, The Army Depot was where "top of trade" personnel posted into instructional roles, making it a desirable posting for all non-commissioned officers to achieve at some point in their career. This is contrasted with the May 2014 statement of the Land Component Commander that "in order to progress within the Army, NCOs must be posted as instructors to TRADOC [Training and Doctrine Command] Schools (TAD, ACS, LOTC)" (LCC 001/14 Minute). The intent behind this guidance is to "provide TRADOC with quality instructors so that personnel posted to units with the Land Army have received the best possible instruction and high quality training" which is very much needed. Identification of suitability, essentially flagging potential instructors, is in use at the Senior Non-commissioned Officer level course in the New Zealand Army, but at this time is not in the Junior Non-commissioned Officer course.

At the moment, screening of instructors is done only informally, with no psychological screening prior to posting in the training environment. The review noted that recruiters are given psychological screening prior to posting even though they have far less interaction with recruits, and this effort would be better placed in screening recruit instructors. The Army could improve in this area through more stringent selection criteria, including psychological screening.

### ***Use of supplementary staff***

As at August 2014, The Army Depot was staffed to 95% of the 2020 establishment. Establishment was based on an intake of 120 personnel four times per year. Since February 2011, 92% of intakes have exceeded the 120 personnel. To make up this shortfall, supplementary staff members are brought in for single intakes. As at 26 May 2014, 32% of The Army Depot instructors were

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<sup>16</sup> Kearney, S LT COL (undated) *Brief Paper on the Socialisation of Recruits* New Zealand Defence Force Psychology Directorate.

supplementary. As shown in Figure 16, posted staff levels at The Army Depot have dropped since 2010, meaning that reliance on supplementary staff has become a necessity.

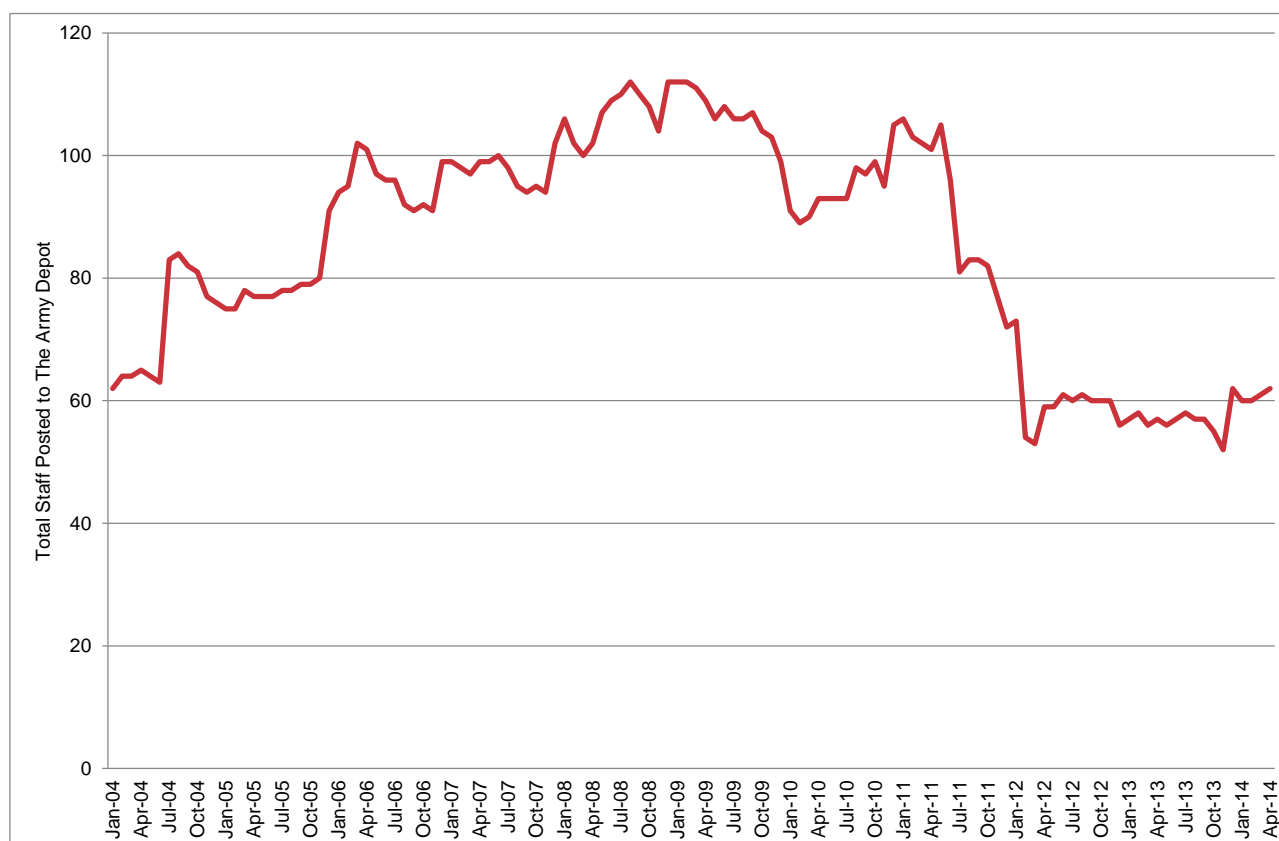


Figure 16 Staff posted to The Army Depot 2004 to 2014<sup>17</sup>

The requirements to staff surge intakes on short notice meant that units did not have flexibility to select the right instructors for the job. The timeframes meant they had to send whoever was available, whether that person wanted to go or not, or had the appropriate attitude. Compounding the problem, those instructors who were brought in as supplementary staff for the surge intake reported that they received very limited induction or instructor training. If surge intakes are necessary in the future, it is critical that they be resourced appropriately, including sufficient time for inducting new staff. Even during the course of a normal training year, without surges, there has been a need to bring in supplementary staff to cover shortfalls. The development of a “ready list” of qualified instructors who can be placed in the training environment for a single intake would improve the quality of training for any future staffing shortfalls.

## Enticements to voluntary posting

In order to be selective in who is posted to The Army Depot, there must be more personnel who want to go there. The current geographic location of the training is making the selection process for instructors much more challenging than it would be if The Army Depot were moved to a camp with a larger base of personnel. In the instructor surveys, less than half said they wanted to be posted to The Army Depot before arriving there. Those who were not currently posted to The Army Depot

<sup>17</sup> Data source: Defence Personnel Executive

expressed a real reluctance to take a posting there, primarily because of the geographic isolation. The lack of employment opportunities for spouses, lack of services and community were the major factors in their opinions.

Because most people who would be posted there would be unaccompanied, there would be a burden to maintain a family residence away from Waiouru. Considering that the median salaries of those Lance Corporals and Corporals are \$48,247 and \$52,250 respectively, this is a substantial deterrent. Offering platoon staff free housing would reduce this burden. The isolation allowance formerly provided to those posted at Waiouru has been removed.

The only item raised as an incentive to volunteering for a The Army Depot post was preference in postings following completion at The Army Depot. Military Career Management admitted that there are no written orders that provide preference for The Army Depot instructors when they fill out these forms. Some instructors voiced concerns that career managers had “renege” on promises of posting preference.

At one time, the instructor role was “a pinnacle career posting” according to a The Army Depot staff member. Today a posting as an instructor is not seen as particularly advancing one’s career. Lifting the mana of the instructor role is a challenge for the Army. The Lance Corporals and Corporals who are successful in this role are pivotal in shaping the future of the Army and should be recognised as leaders.

Focus groups with platoon staff members identified that they were “proud of how the recruits develop and change”. The sense of achievement was very important to them. They recognise that recruits put in a lot of effort, and that motivates instructors to put in their all. Others identified the *esprit de corps* amongst the instructors as a positive part of their role, though supplementary staff did not feel they had adequate time to develop this. In our instructor survey, 78% said they liked being an instructor. Still, most found it to be a much more taxing role than what they had experienced in their unit.

## **Demands of the job**

Instructors reported that workload was more demanding than previous roles they had been in, including a workday that typically extends 12 to 15 hours (17 hours if they are on duty). Most were at Waiouru without family and one instructor summed it up, “*you’ve got no life*”. The training schedule includes frequent weekend duties and many expressed frustration at the recent change that now only gives them one day of leave for every one weekend day worked (rather than 2 days off for 1 weekend day worked as was formerly the practice). Considering many staff try to see their families on the weekends, this is a particular burden.

In the instructor survey, 81% of instructors reported that their work schedule often conflicts with their personal life, with 48% *strongly* agreeing with that statement. We compared this response with those of all Lance Corporals and Corporals in the Army for the past 12 months on the Ongoing Attitude Survey, and found that The Army Depot platoon staff have significantly more work/personal life conflict.

The pace of the training calendar and limited number of staff also means that few have the ability to take leave, or continue the coursing needed for progression or development in their trade. Many leave their time as an instructor with a large leave balance, meaning they have had little respite from the long hours worked in the recruit environment. Taking an instructor role seems to mean making personal and professional sacrifices. In spite of this, 74% of instructors reported that they were not given recognition when they did a good job. Considering the demands of the role, failure to recognise this contribution appears to be another factor contributing to low morale. At a minimum, instructional excellence must be recognised and rewarded.

## 2.5. TRAINING OF INSTRUCTIONAL STAFF

The development of instructor competency is perhaps the area of greatest weakness in the system for training soldiers. Units perceive The Army Depot as a good posting to develop their personnel. But The Army Depot staff consistently reported that they were sent people who were not ready to teach, insisting *“we’re not a development area”*. *“My job is not to teach them, they should already know”* one person in The Army Depot said. The Army Depot believe they need *“instructors that know how to instruct”* and expressed frustration that they are forced to *“re-train our instructors to get them to suitable level”* when they are not staffed to do so. Thus the development of instructional skills, particularly those relevant to the unique situation of initial training, is currently falling between the cracks. The results of this gap were apparent in the survey of platoon staff, as 40% felt they were not adequately trained for the work that they do. Further, 58% felt that the people in their workplace did not have the necessary skills to accomplish unit targets.

There are very specific skills that instructors need, because to transform a civilian into a soldier is a job unlike any other in the Army. Though there are many shared competencies between this role and those of trade training instructors, the challenges of teaching a trained soldier are quite different than those in the initial training environment. At the moment, the Army uses a “just in case” system to develop instructor capability, meaning everyone is trained to a very basic level. Skills for these roles are developed in the junior non-commissioned officer promotion course that provides a basic introduction into instructing, but this lacks specific information on the unique requirements of the initial training environment. This was widely acknowledged to be inadequate. *“They expect because they’ve done JNCO [junior non-commissioned officer] course they are ready, but they still need more development in the unit, and it’s their all arms skills that need development,”* was the comment of one person outside The Army Depot. However, units tend to place priority on the development of trade-relevant skills, rather than instructional skills or even basic soldiering skills. Infantry is an exception, because their core business is battlecraft and fieldcraft so instructional staff drawn from there are starting from a higher competency level. In 2013, an average of 58% of posted instructors were from trades other than infantry.

Additionally, because many instructors have a significant lag between the time they take the junior non-commissioned officer promotion course and starting at The Army Depot, there is also the risk of instructional skill fade. Moving to a “just in time” training method, with curriculum focused on the recruit environment, would be more effective at developing new instructors’ skills.

### Induction training

Upon posting, instructors are given an induction training programme lasting a minimum one week (maximum three weeks). Yet there is a need to train instructional staff over more content than the current 7-14 day induction programme allows. Feedback from instructors was that the current induction training did little to prepare them for the skills they need to conduct their work on a day-to-day basis. In focus groups, many instructors expressed a lack of confidence in their skills and knowledge of subject matter; this was particularly true of supplementary staff.



### **Content of induction training**

The induction period appears to be focused on briefings (lecture style) and logistical arrangements (setting up the barracks). Overall it was noted that there was little time to gain confidence in instructional skills and no assessment. The content of induction training as specified by Defence Force Order (Army) Volume 7 Chapter 2, Section 2, Para 2103 is:

- a) the New Zealand Defence Force and Army policies on equal employment opportunity, discrimination, and harassment as provided in Defence Force Order 4 – *Defence Force Orders for Personnel Administration*, Chapter 1 and Chapter 27<sup>18</sup> and Defence Force Order (Army) Volume 3 – *Personnel Matters*, Chapter 21<sup>19</sup>;
- b) methods and standards of instruction, assessment, and performance appraisal;
- c) military law, standing orders, and standing operating procedures;
- d) appropriate and inappropriate behaviour for instructors including effective leadership techniques;
- e) unacceptable practices and behaviour;
- f) stress management, self awareness, and methods of coping with anger; and
- g) interviewing and counselling techniques.

Several important areas are missing from this order:

- Suicide awareness
- The impact of power on instruction and role drift
- Feedback and motivation tools
- Socialisation, learning process and group dynamics
- Dealing with youth
- Communication skills, classroom management and managing difficult people
- Observation, assessment and reporting

Defence Force Order (Army) Volume 7 should be updated with the full required list of topics to be covered during the induction period and The Army Depot should be resourced to provide this training.

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<sup>18</sup> We noted both chapter 1 and 27 have been deleted and are replaced with Defence Force Order 3.

<sup>19</sup> Also superseded by the provisions of Defence Force Order 3 – *Human Resource Manual*, Part 5 – *Understanding the New Zealand Defence Force Workplace Environment*, Chapter 3 – *Discrimination, Harassment and Bullying*.

Part of the current induction training includes developing instructors to teach the Lead Self module from the Leadership Development Framework. At The Army Depot, despite a substantial portion of induction training focusing on the Leadership Development Framework, instructors discussed the inherent tension between the directive method they normally employ and the need to use a facilitation style of teaching required in the Lead Self module. This illustrates how difficult it is for many instructors to model different instructional techniques than they experienced in their own initial training.

Both Navy and Air Force utilise the New Zealand Defence College Foundation Instructors Course as a way to build expertise in best practice in adult education among instructors. Of the current instructional staff posted to The Army Depot, none have completed the Foundation Instructor Course offered by New Zealand Defence College. Though there was some resistance in Training and Doctrine Command and some other trade schools to using the New Zealand Defence College instructor courses, others in the Army who had sent staff to the course found it to be “fantastic”. Still, examination of the Foundation Instructor Course curriculum found that it is not focused specifically on the recruit training environment (and the unique power issues and risks present in this situation), and there is a need for training specific to this training environment to be developed and implemented. Ideally New Zealand Defence College would partner with The Army Depot to conduct a Recruit Instructor Course Waiouru for all instructional staff.

In order to allow instructors to practice their developing skills, a requirement could be made that all new instructors have a trial week (or even month) when they are closely observed performing their duties. Anyone who does not satisfactorily complete both the coursework of induction, assessment and the trial period should be sent back to their unit. Setting a high benchmark for the behaviour of instructors from the start and continuing to closely monitor their performance would assist The Army Depot to develop a positive learning culture.

## 2.6. COACHING AND SUPERVISION OF INSTRUCTORS

Following induction, instructors must be supervised and developed to ensure that required standards of behaviour are maintained and skills are improved. The limited number of experienced staff who are available to mentor, the short induction period, and use of instructors who have minimal battlecraft and fieldcraft skills does mean that instructors are not starting from a knowledgeable basis, and there are few sources of support.

Platoon Sergeants are extremely valuable for those who were newly posted to draw on for guidance, but their numbers are limited. As shown in Figure 17, the number of senior personnel posted to The Army Depot (Sergeant and Staff Sergeant) has declined by 64% between 2008 and 2013. An experienced supervisory team is needed for each platoon, and this would need to include Sergeants and Staff Sergeants who are experienced and confident in their leadership abilities.

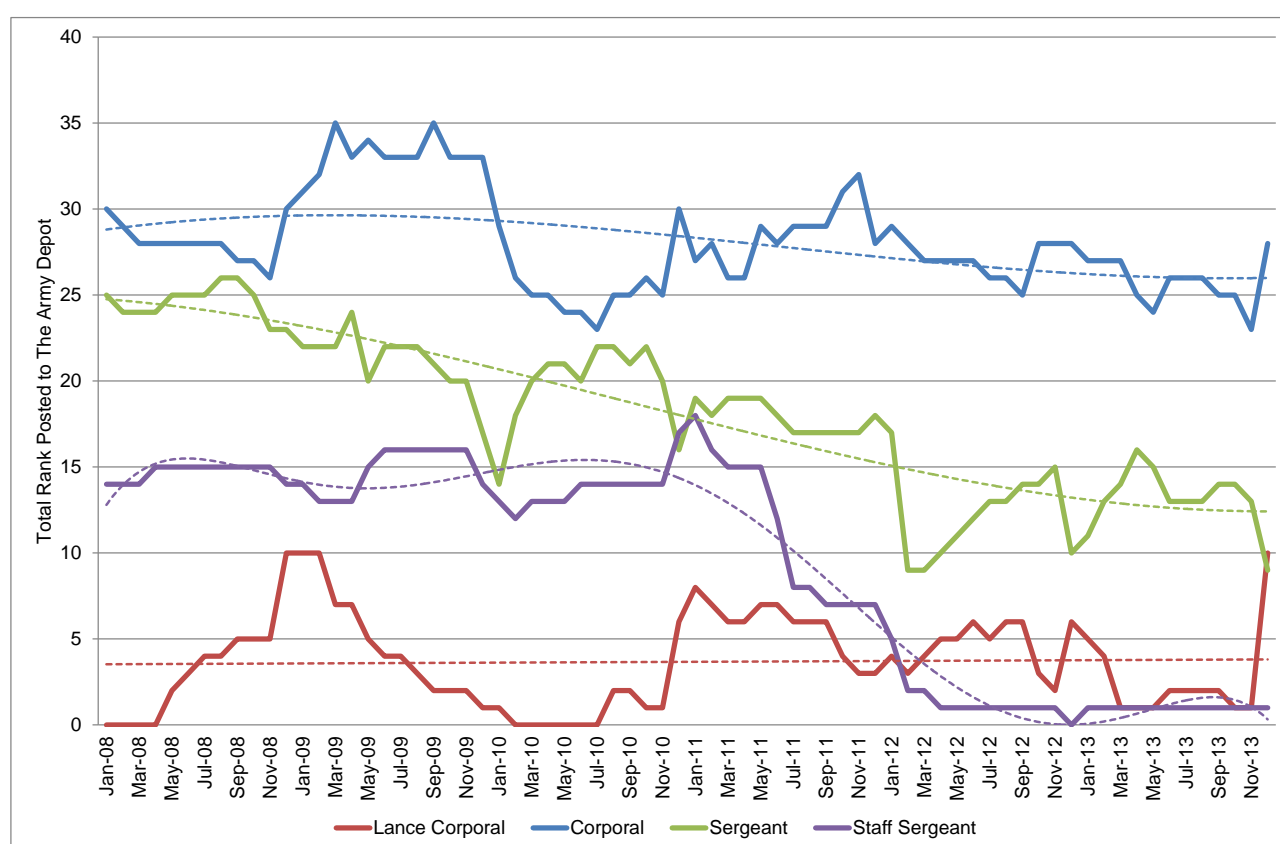


Figure 17 The Army Depot postings by rank

Because this has not been available to date, instructors reported that they relied on their peers who had been in the training environment for more than one intake as the main source of guidance. Mixing platoons so there are more experienced staff with new staff is happening to some extent by the design of leadership at The Army Depot. However, with turnover this year at more than 50%, there are not nearly enough senior instructors to be spread throughout the companies.

As Figure 18 shows, Platoon Commanders (normally Second Lieutenants who have recently completed Officer Cadet School) are the immediate supervisory officers of instructors. Because most Platoon Commanders are new to the Army themselves, this hampers their ability to lead with

confidence, or to mentor or effectively supervise. Further reducing their effectiveness is the current system of having Platoon Commanders posted for a single intake. This means that 100% of the officers who directly supervise instructors are also new to the recruit environment. Because they are developing expertise over the course, this knowledge is systematically lost at the end of every intake and a new group of platoon commanders enter the system with little knowledge once again.

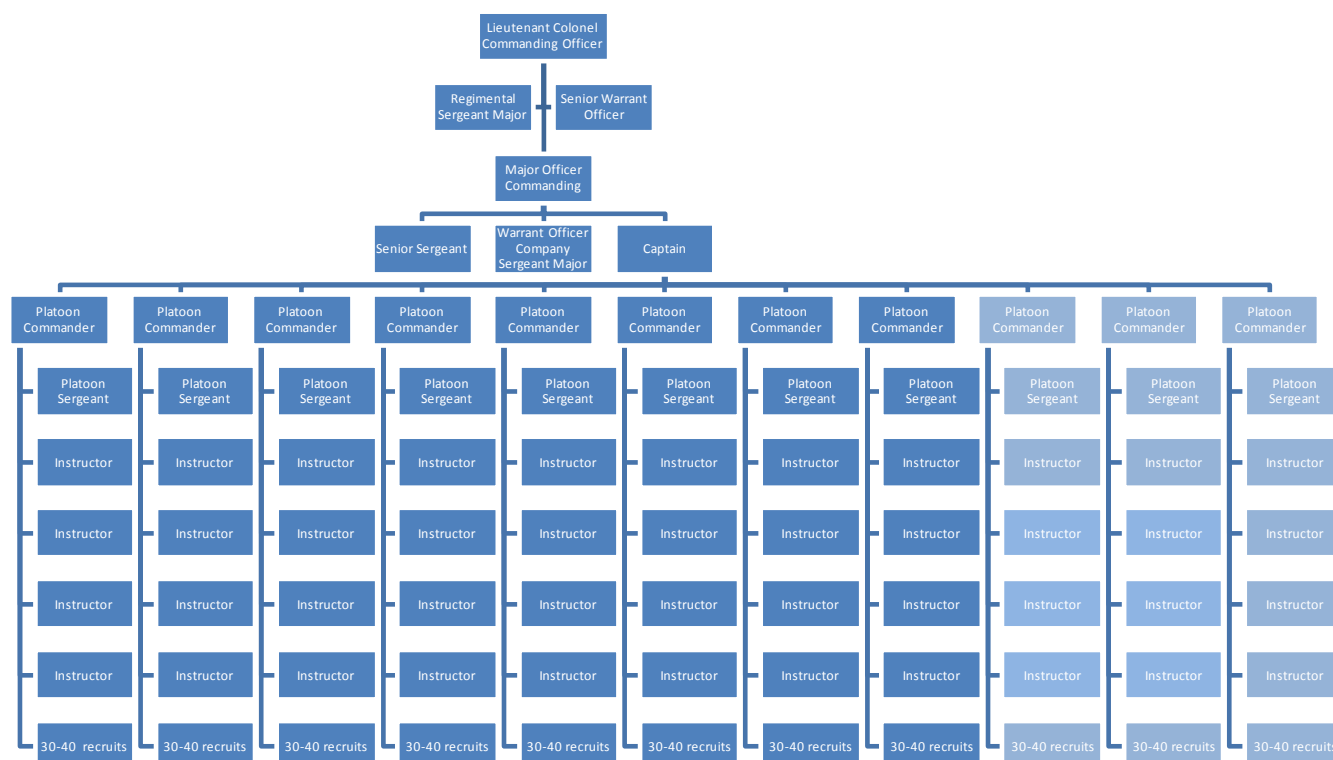


Figure 18 Organisational structure of The Army Depot with light blue indicating surge intake as at May 2014<sup>20</sup>

Problems arising from lack of supervision were highlighted by instructors in focus groups as well as on the survey. About half (45%) of the instructors agreed or strongly agreed that the feedback and coaching they receive **did not** help to improve their performance. Some commented that they get almost no feedback, meaning there is little scope for them to improve in their development.

Instructors strongly voiced the concern that they were given very little guidance as to what they were supposed to do in their role. There are “*not enough mentors around*” and existing staff “*don’t have time to share their knowledge*”. Since they said they learn most of what they need on the job rather than through formal instruction during induction, the limited ongoing training or the Junior Non-commissioned Officer course, lack of experienced staff to provide guidance is a critical gap. Though the Training Wing provides on-going supervision of weapons and field exercises to ensure safety, there are no equivalent positions that supervise and develop instructors in the remaining

<sup>20</sup> Note Training Wing and Territorial Forces are not depicted in this organisational chart.

aspects of the training curriculum. Additional and suitably qualified personnel are needed to take responsibility for providing expertise to induction training and ongoing instructional leadership development for instructors in their company.

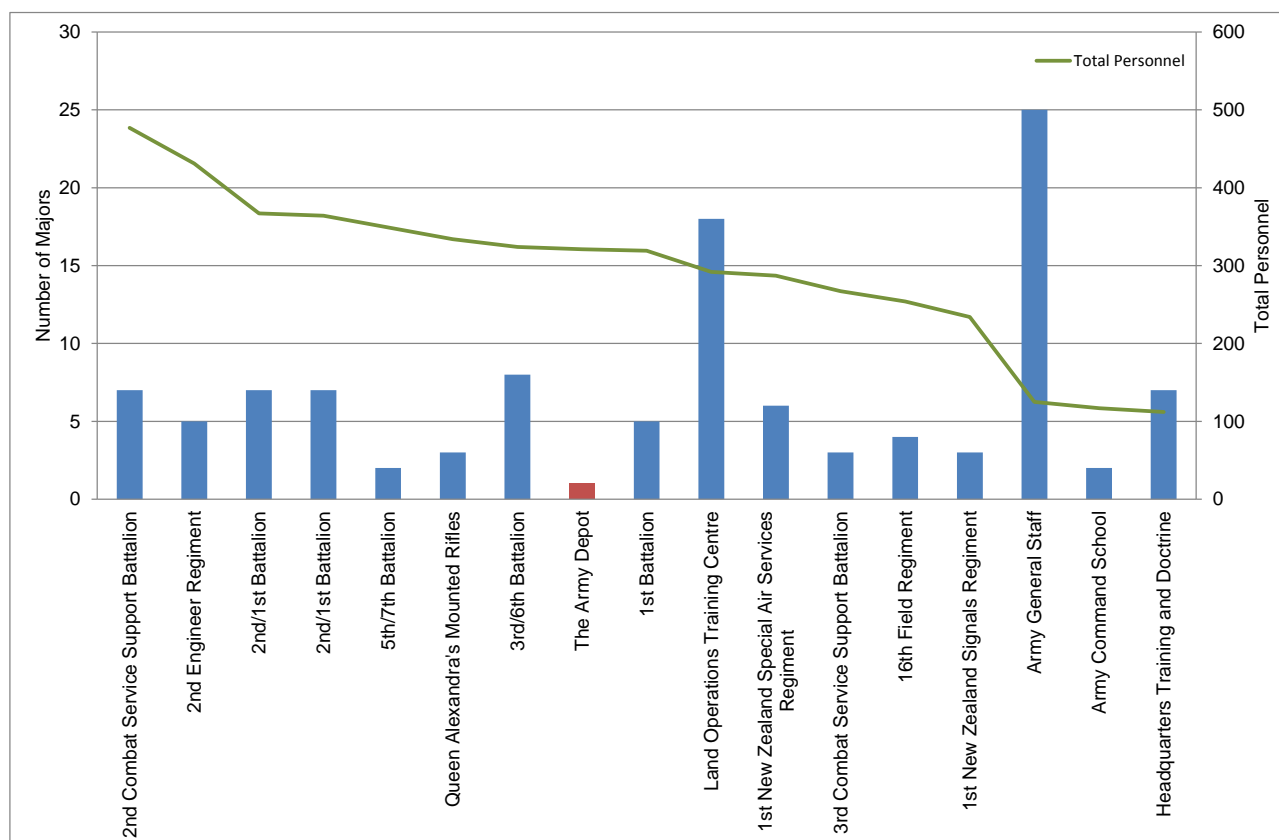
At the time of the review, though there are clear reasons for staffing The Army Depot with a higher level of supervisory personnel as outlined above, The Army Depot was structured differently from the rest of the Army resulting in fewer leadership positions, as shown in Figure 18. Currently, the Lieutenant Colonel commanding The Army Depot is supported by a single Officer Commanding (Major) who is, in turn, supported by a single Captain as second in command, and a Company Sergeant Major<sup>21</sup>. This is the supervision of two companies for the majority of the year and three companies during surge intakes. Each company has four platoons. Each platoon has a Platoon Commander, (normally a Second Lieutenant who has recently completed officer initial training), a Platoon Sergeant (normally a Corporal with a year in the training environment), and four instructor (section commander) positions established as Corporals (though roughly 50% are filled by Lance Corporals), and 30-40 recruits.

When the review visited in May 2014, the Officer Commanding Major was responsible for approximately 300 recruits and 80 instructors. This is far beyond the command responsibilities of most other Majors in the Army, as Figure 19 illustrates. When benchmarked against similarly sized parts of the Army that have 100+ personnel,<sup>22</sup> a single Major appears to be a materially under-resourcing that places extra responsibility upon junior officers with less experience.

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<sup>21</sup> The parelines for an additional company, including a Major, Captain and Company Sergeant Major have been established as of May 2015, but are not yet filled.

<sup>22</sup> Of those listed with 200+ personnel, with Land Operations Training Centre excluded as an outlier, mean is 6.6 Majors.



**Figure 19 Comparison of distribution of Major rank across Army as at March 2014**

Considering the risks outlined in Section 1.2, it is unjustifiable to have a lower level of supervision in the recruit training environment than in the wider Army. A Minute dated April 2014 outlined a proposal by The Army Depot leadership for an additional Captain appointment, two Sergeant appointments to be Senior Sergeants, as well as increasing staffing temporarily for Territorial Force training. This proposed solution is inadequate to address the need for increased supervision. International research has supported the use of the company structure as being optimal for the maintenance of discipline and communication.<sup>23</sup> At a minimum, The Army Depot needs to be staffed at the same level as the wider Army.

The Army Depot has graduated more recruits with fewer total posted staff, including support staff, in recent years. There was a sharp decline in non-instructional personnel and civilian staff at The Army Depot to support training, with a pre-2011 average of 93 personnel which dropped to 57 in 2013. At present, there is no full time psychologist at Waiouru, but The Army Depot formerly had a psychologist posted to the unit to provide ongoing support and development. Only the camp padres are available full time for support. In the future, The Army Depot would benefit from the support that could be provided by full-time military psychologists, for screening as described above, and also for helping with the development of a supportive learning culture through ongoing training of instructors, and in dealing with the stress of the instructor position and the stress that recruits are under.

<sup>23</sup> Dunbar, R. I. M. (1992) Neocortex size as a constraint on group size in primates. *Journal of Human Evolution* 22 (6) 469-493.

## 2.7. CONTINUOUS IMPROVEMENT

The scope of the review did not extend to the appropriateness of the training curriculum, though interview and focus group participants raised issues in this area. Many people felt that the Army needs to reconsider training in order to meet the changing needs of a modern force. Further, many commented that recruits were overtraining on areas that were not needed (some urban ops elements), but still lacking on basic soldiering skills (weapon handling, quickly setting up a shelter). In the interviews, participants raised concerns about the amount of time spent on preparing for drill competitions, as this trained recruits to a higher standard than the remainder of the Army. The time spent preparing for the drill competition exceeds that spent on the weapons range. A back to basics approach, simplifying the curriculum, was advocated. The curriculum itself has been slowly modified over time, and there is constant pressure to add in more elements. This continually increases the demands on the instructors as to what competencies soldiers must develop, without increasing the total number of hours that they are in training. Given that there has recently been a shift toward striving to qualify every recruit rather than viewing initial training as part of the selection process, this markedly increases the pressure on instructors.

Though the Army Training System has a focus on continual improvement, since 2011 The Army Depot has not been resourced to continuously improve the training curriculum. Previously there were military postings at The Army Depot that had responsibility to manage and improve the curriculum. Considering that the Army is in a transitional period, this appears to be an appropriate time to consider improvements to the content of training to meet the changing needs of the operational deployments. At a minimum, a Level 3 review is needed as an initial step in any future redesign on the training curriculum, including the perspectives of those who are 12-24 months beyond initial training to ascertain how much of the curriculum is retained and utilised. Equally, there is an opportunity for Army leadership to envision the soldier that is needed in the future and resource the development of a revitalised training programme.

Most inside the training environment were generally satisfied with the quality of the soldiers produced, and interviews with those outside The Army Depot indicated that many in the larger Army agrees. However specific concerns were raised in two areas: weapon handling and physical fitness.

### Physical fitness

Both those inside and outside of The Army Depot raised concerns about the physical fitness of the recruits marching out. It was widely acknowledged that the current generation of young New Zealanders are less physically fit than their predecessors, making the task for Army that much harder. The Entry Level Fitness required at the start of training is not as demanding as the Required Fitness Level required on march out. But the design of physical training in the current curriculum was also identified as needing greater priority. Instructors and recruits alike expressed the desire for more physical training in the final 9 weeks of training, as some were seeing fitness levels drop. The next phase of training for some corps, particularly infantry, is extremely physically demanding and recruits need to be in peak shape to be able to successfully develop.

## Weapon skills

A lack of technical instructor qualifications and competency on weapons was identified by The Army Depot as a potential “safety risk”. Considering that the competence level of those under instruction is the lowest of the entire Army, this is an area where the consequence for failure to properly instruct staff poses a serious risk of harm.

People from combat units have the confidence and technical knowledge, but for those who come from other trades there is a great deal of all arms knowledge that must be developed in the training environment. At The Army Depot, Training Wing has responsibility for supporting weapon and field training. They are supposed to sit in, give guidance, and help with preparation. But it was admitted that this is “*not happening all the time, they don’t have enough time*”. Supplying enough qualified instructors to ensure that instruction is provided by skilled individuals is essential.





## 3. NAVY CHAPTER

This chapter reflects field work and analysis conducted over the period August – December 2014. A draft of this chapter was provided to the Navy in December 2014.

## 3.1. NAVY EXECUTIVE SUMMARY

**The Navy's system is an example of a very high quality recruit training programme.** It is working well and is proactive about improving each intake. The Navy compares favourably with key peer military organisations in the provision of initial training.

**Navy recruit training has a high graduation rate.** Since 2010 there has been a decline in training-related injury exit rates, and the graduation rate from Recruit Training Squadron is 97% for the first two intakes of 2014.

**Sailors graduating are seen as fit for purpose.** Within Recruit Training Squadron, there is a belief that they “produce a good product”. Those who receive the product agreed, saying the new sailors “come out keen,” and are “motivated sailors ready for the next phase of training”.

**Instructor selection systems are generally appropriate.** The application, interview and psychological screening that is required for all instructors ensures that the right people are selected to fill the role. Increasing recognition of the role of instructor as pivotal leaders shaping the future of the Navy may increase the number of volunteers for the postings.

**Though there is training provided to build the knowledge and skills of new instructors, the timing is inconsistent and ongoing training has been ad hoc.** Just in time training in the right skills would improve the confidence of instructors, and ensure a positive learning environment is developed from the start of the recruit course.

**Instructors are modelling Navy values by being fair, encouraging, and providing clear and positive guidance to recruits.** Recruits who experienced more positive instructor behaviours had lower levels of psychological distress, higher organisational commitment and reported more positive peer relationships in their division. Verbal abuse was rare, and no physical abuse or sexually inappropriate behaviour was reported in our anonymous survey.

**Recruit peer to peer issues, such as verbal abuse and offensive remarks about race or ethnicity, were more common than instructor to recruit issues.** Negative behaviours between peers had a measureable negative impact on psychological distress and organisational commitment.

**Discipline orders are comprehensive, making the recruit experience safer and more positive.** The use of physical training as discipline is limited to specific periods of the training programme, and all corrective training is related to teaching the required skills.

**Staffing and supervision are an area of strength.** In the 2014 training year, Recruit Training Squadron has been manned for six classes, but has run only four. This has allowed sufficient time for staff development opportunities such as promotional and training courses. The structure of the organisation places experienced Petty Officers, a Chief Petty Officer and a Divisional Officer as direct supervisors to three instructors. As a result, there are mentors and coaches available to all instructors.

**Overall, Recruit Training Squadron is actively working toward excellence.** Those interviewed said Recruit Training Squadron is “striving toward it [excellence], but we are never satisfied... how can we make it more robust?” For example, the recent introduction of the Lead Self module was highlighted by many as a key improvement that has made a valuable contribution to developing sailors who model the ethos and values of the Navy.

## 3.2. GRADUATION RATES

The Navy Recruit Training Squadron delivered a total of 194 recruit graduates in 2014. This number is consistent with the pre-2010 levels around 200 per year. The years 2010 and 2011 remain material exceptions to the long term graduation numbers.

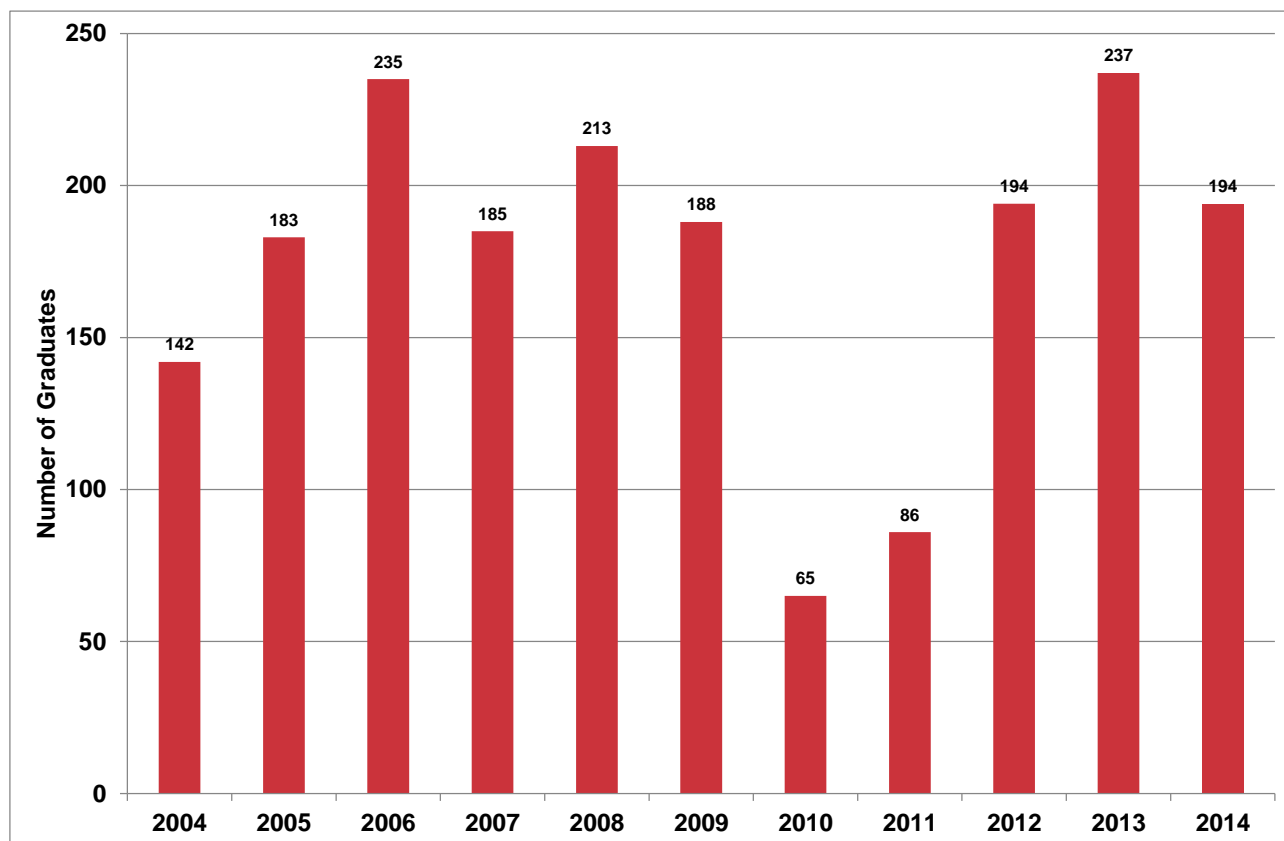
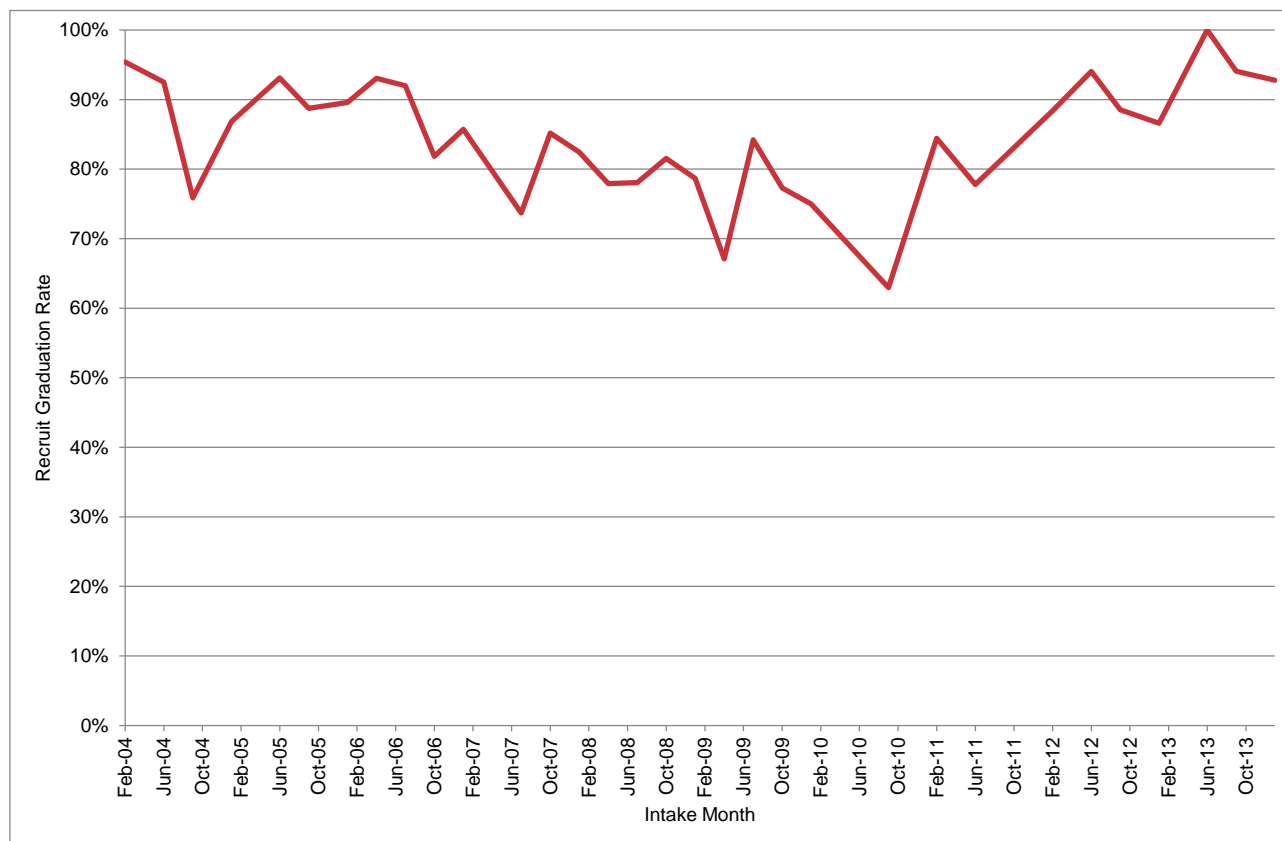


Figure 20 Yearly total of ratings marching out of Recruit Training Squadron over the period 2004 – 2014

Graduation rates for a single intake over the past eight years have ranged between 65% and 100% as shown in Figure 21.



**Figure 21 Recruit Training Squadron graduation rate 2006-2014**

Navy recruit training is producing high levels of graduates with minimal rates of exit due to injury or non-performance. This follows changes in physical training and equipment improvements that has resulted in a significant decline in training-related injuries. Aside from injuries, other reasons for exiting training include requests to leave and being unable to satisfactorily complete training. Recruit requests to leave have declined from 9% in January 2010 down to an average of 3% in 2013. Similarly, inability to complete training has remained low, averaging around 1% of recruits.

### 3.3. INSTRUCTOR PERFORMANCE AND BEHAVIOUR

In addition to measuring quality of training through graduation rates, we also asked recruits about their experiences in the training environment. In brief, we found that instructors are modelling Navy values by being fair, encouraging, and providing clear and positive guidance to recruits. Verbal abuse was rare, and no physical abuse or sexually inappropriate behaviour was reported in our anonymous survey. Recruit peer to peer issues, such as verbal abuse and offensive remarks about race or ethnicity, were more common than instructor to recruit issues.

The following sections describe in detail the outcomes of two surveys of intakes over the period August to October 2014, with a total of 128 recruits.

#### Positive instructor behaviours

Recruits were asked to rate their instructors on the positive behaviours and attributes that the Navy expects. This includes being fair; skilled; trusted; encouraging; recognising and rewarding achievement; as well as providing clear and positive guidance. As discussed in the Summary Chapter, these positive instructor qualities predicted decreased levels of psychological distress in recruits, higher organisational commitment in recruits and more positive relationships between peers.

Comments on our survey and the Level One Learner surveys conducted by New Zealand Defence College provided further examples of these positive behaviours. "Having an instructor around 24/7 regardless of who was on duty, they all do their best to help out with any problems or questions we may have. As we have progressed through the course they have developed on our classes/individual characteristics and built around making the intense training and life alteration a lot smoother than I had imagined".

Instructors having patience and taking the time to help recruits who are struggling was noted in the comments. "If any recruit is struggling they will take the lesson again or guide them through, if we were struggling. If that does not work, they will ensure that we are given individual help to meet the required standard".

#### Unacceptable behaviour of instructors

As discussed above, recruit training is inherently an area of risk. Issues in other military organisations have included both physical and sexual abuse. Ensuring that the organisation manages this risk appropriately is essential.

Being clear as to what behaviour is expected of instructors is the first step, and these expectations are laid out in orders. Our review of existing Navy orders in relation to sexual relationships between recruits and training staff determined that much of the orders are written in mandatory language, but that particular gaps, such as the use of social media, need to be closed to ensure that there is no ambiguity and that any offense is prosecutable under the Armed Forces Discipline Act.

In addition to formal written orders, all new instructors meet with the Commander Leadership Development to discuss expectations and sign the new Code of Conduct that again makes clear the high standards that instructors are expected to uphold.

### **Measuring unacceptable behaviour**

This review included an independent assessment of the prevalence of any unacceptable behaviour of instructors, including verbal abuse, physical abuse, sexual harassment, discrimination, and assault. This is in addition to the survey that Defence Personnel Executive began administering to monitor the perceptions of harassment, discrimination and bullying at Recruit Training Squadron in 2014. In order to track patterns of severity and frequency of discrimination, harassment, bullying and assault in the recruit training environment, Defence Personnel Executive should replace their perception-based survey with the questions trialled in this review.

As a part of the trial of this anonymous behavioural survey, the survey administration included a process allowing recruits to opt in to receiving support or follow up after the survey (from a chaplain, Anti-Harassment Advisor, social workers, psychologist, or Military Police).

### **Verbal abuse**

Reports of verbal abuse by staff members were rare. Still, those who had experienced threats of violence or verbal abuse had higher psychological distress and lower organisational commitment.

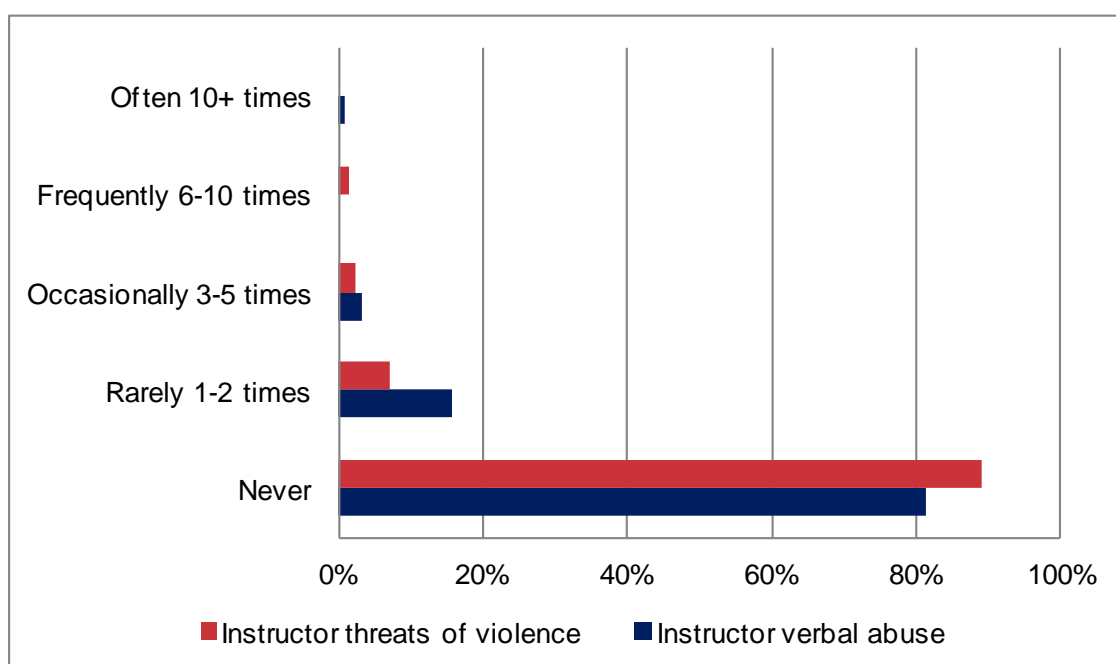


Figure 22 Percentage of instructor verbal issues reported on recruit survey August - October 2014

### **Physical abuse**

The survey asked the recruits if they had been kicked or punched by an instructor, none reported any of this type of abuse.

### **Sexual misconduct**

In our survey, recruits were asked about a range of sexually inappropriate behaviours (from lower level suggestive looks, gestures or body language up to and including assault). No participants in the survey reported any sexually inappropriate behaviour from a staff member.

### Offensive and discriminatory language

The survey asked recruits if instructors had made offensive remarks or jokes about their race or ethnicity, gender, age or sexual orientation. Just two recruits reported experiencing this, each saying it was rare (1-2 times).

Foul language (e.g. swearing) by instructors was reported by 61% of participants, though we found no association between reporting this language and negative psychological outcomes or organisational commitment.

### Peer-to-peer issues in the recruit environment

Instructors set the behavioural expectations for how recruits treat each other. We found that issues between peers were more prevalent than issues with instructors, as shown in Figure 23.

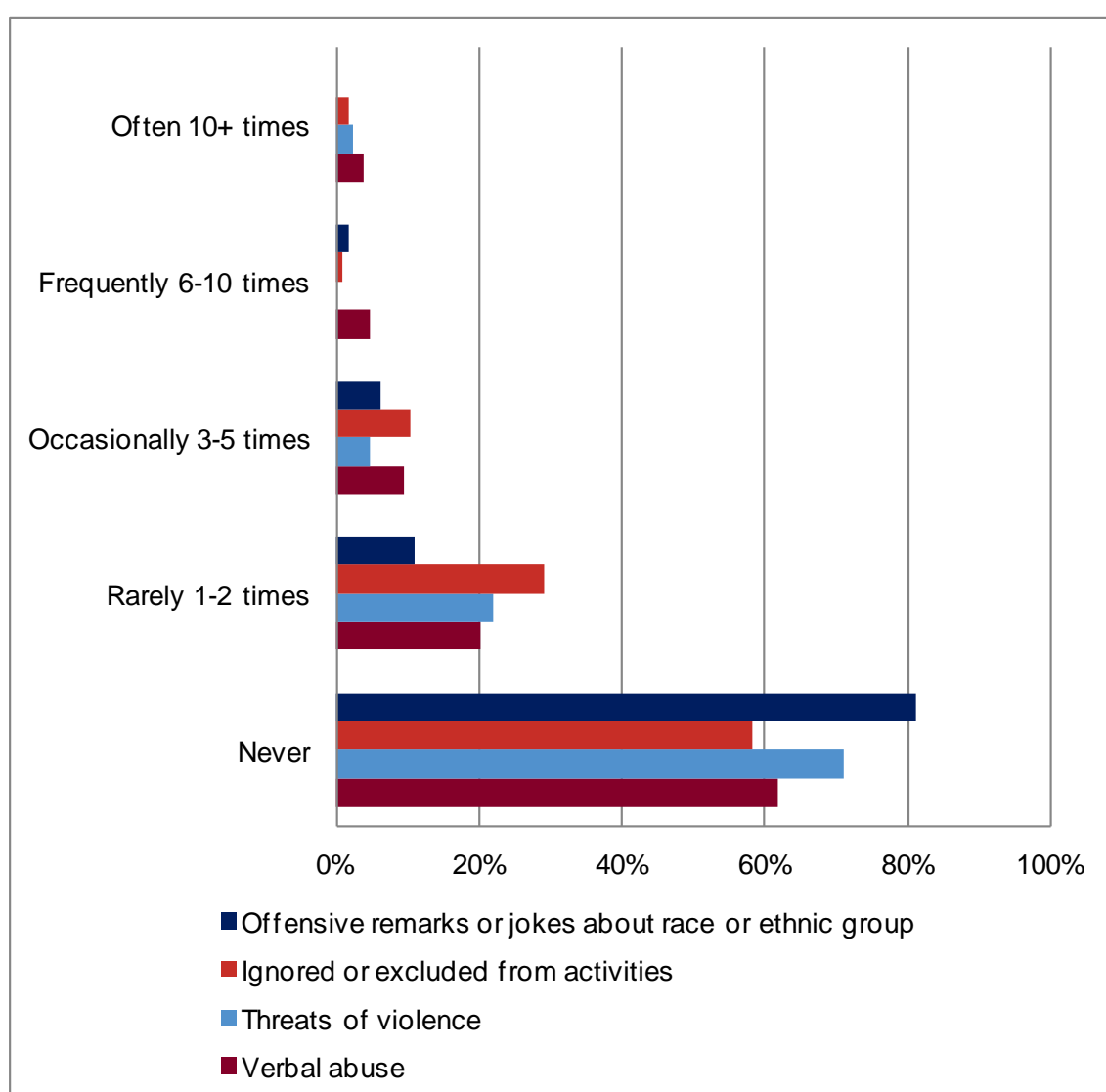


Figure 23 Percentage of peer to peer negative behaviours on recruit survey August - October 2014



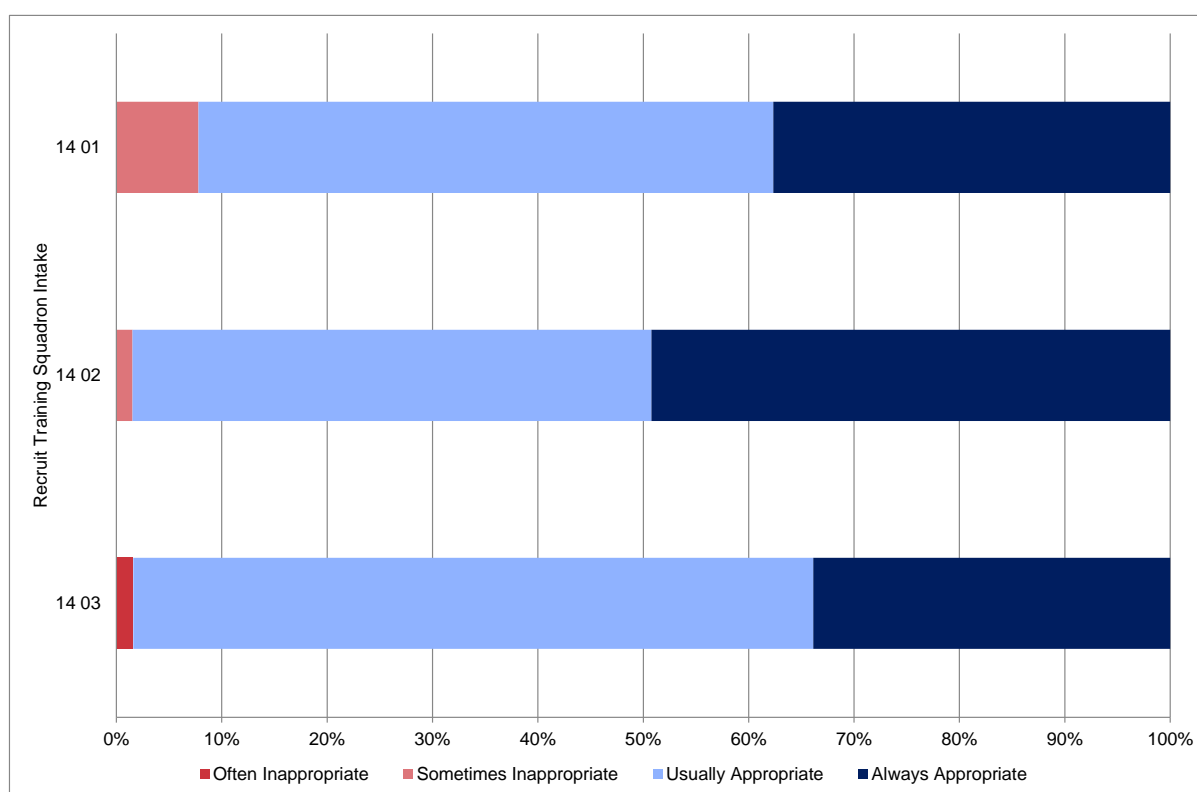
As with negative behaviour from instructors, these issues among peers had a measurable negative impact on recruits. Verbal abuse by peers decreased organisational commitment and increased psychological distress. Being threatened with violence or ignored by a peer increased psychological distress. A recruit comment illustrates how bullying behaviour persisted throughout their course. “Other members of the course were undisciplined and did not treat their oppos [fellow recruits] with basic civility”. Based on these findings and those we found in Army recruit training, there is a need for the review team to explore the extent of the issues and how they can be improved.

Ultimately it is important to recognise that negative behaviours from either peers or instructors were rare. The majority of comments from recruits were positive, for example, “loved every day of training”. One recruit summed it up, “the support I have had here at [Recruit Training Squadron] in moments of difficulty has been absolutely outstanding and highly commendable. I will forever be grateful to my instructors and fellow recruits. The values that my instructors have imparted upon me will guide me for my career in the [Navy] and the rest of my life”.

## Use of discipline and remedial training

The Armed Forces Discipline Act mandates that punishments are to be given only as a result of a judicial proceeding, including summary trials.<sup>24</sup> When formal charges under the Act would not be appropriate, recruits may be given remedial training by instructional staff. The Remedial Training Leadership Development Group Instructor's Orders encompasses the complete set of actions that instructors are allowed to take if a recruit fails to perform up to standard. Critically, "remedial training is to be designed and implemented in such a way that the process has relevance to an activity that any trainee may be required to undertake at sea". By relating the consequence to the deficiency, corrective training is effective at bringing recruits up to the required standard.

In our survey, just 4% of recruits said that the reasons for remedials were not clear. As shown in Figure 24 most recruits believe that instructor use of punishment is usually or always appropriate.



**Figure 24 2014 Discrimination harassment and bullying survey responses on instructor use of punishment**

Though the use of physical training as a form of corrective training is not permitted at Recruit Training Squadron, they are used by Recruit Training Squadron instructors while at Tamaki Leadership Centre.<sup>25</sup> This was explained as supporting the training objective of the "shakedown" week – to expose recruits to controlled levels of stress and fatigue such to develop mental and physical resilience.

<sup>24</sup> We requested all charges and punishments given to recruits and instructors for the past 10 years, but the data did not prove to be reliably extracted from the centralised recording system, thus no analysis could be performed with confidence.

<sup>25</sup> Tamaki Leadership Centre is where "shakedown" week is held, and involves scenario-based training and team building.

### 3.4. SELECTION OF INSTRUCTORS

The Navy has a robust selection process for choosing who will become an instructor at Recruit Training Squadron. There is no instructor trade in the Navy; these are “blue-plot” roles that can be filled by ratings from any trade. Roles are advertised through career management, and applications are required. Applicants must complete psychological screening, and this includes a check of the service record. Psychologists then make a graded recommendation, and those who are not recommended are not posted. Interviews are conducted with a panel composed of the Recruit Training Officer, Deputy Recruit Training Officer and a defence psychologist. Generally this ensures that those suited to the unique demands of recruit training are posted.

The selection process works best when there are multiple volunteers for each vacancy. This allows the competitive selection of the best candidate, rather than a simple check of suitability as is currently often the case. In 2012/13, directed postings were necessary because so few volunteered to be posted to Recruit Training Squadron, and the Navy was short of leading hands. “This is one of our challenges... getting enough people who want to be here”.

To remedy this, Recruit Training Squadron has been “on a campaign to make it a workplace people want to come to”. This has included attempting to spread the word to the fleet. A three-page spread in *Navy Today* featured the article, “Recruit training instructors talk about their lives,”<sup>26</sup> in which instructors discussed issues of work/life balance and career development. In our review, interviewees discussed lack of visible support from Navy leadership. Further gains could be made communicating the value of the instructor role as pivotal leaders who shape the future of the Navy.

The most notable roadblock to voluntary posting was a widely held perception that being an instructor “stops you in your career path” meaning that people are “ending up behind peers”. This is primarily because the steps for promotion require working in trade and at sea. Yet some said that instructors were “in front in terms of growth, in leadership development,” and “a better person when leaving”. Given that the role is often given to those who are newly promoted to leading hand, personal growth and development are likely outcomes particularly in an environment with a high level of coaching and mentoring.

We tested the impact of a posting at Recruit Training Squadron on career progression and found no evidence of a promotional disadvantage for Recruit Training Squadron staff. For Leading Ratings there is possibly a career advantage, and retention rates are higher than non-Recruit Training Squadron Leading Ratings in the Navy, as shown in Figure 25.

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<sup>26</sup> Dunning, F. SLT & von der Fecht, S. POCH (July 2014) *Navy Today* pp. 7-8.

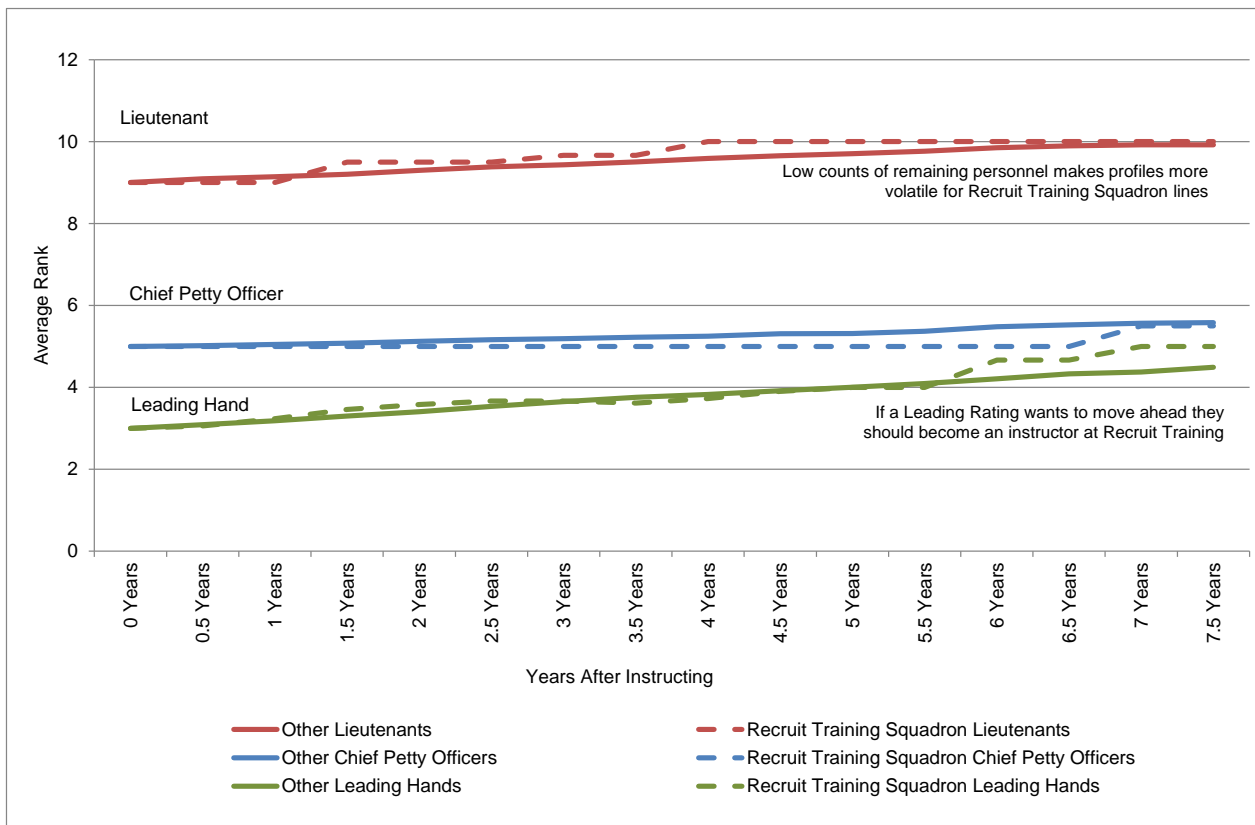


Figure 25 Comparison of promotion rates of Recruit Training Squadron and rest of Navy

At the time of the review, each division had two classes of recruits, but were staffed for three classes. This level of staffing was sufficient to allow personnel to partake in promotion courses, and should be continued if the misperception that instructional roles slow career progress is to be countered.

Another barrier to voluntary postings is the perception that work at Recruit Training Squadron is not as much of a respite as other shore-based postings, but the change in recent years to an early/late work schedule has meant that instructors are able to manage a better work/life balance. Recognition of instructors is important since this role is not as much of a respite as other shore postings, as it requires periods of intensive work with some long hours.

### 3.5. TRAINING OF INSTRUCTIONAL STAFF

The two main elements in the formal training of new instructors are New Zealand Defence College's Foundation Instructor Course and the Institute for Leadership Development's train-the-trainers module for Lead Self. These are new in the past year, and both are seen as important improvements. The Foundation Instructor Course encompasses principals of instruction, and gives instructors some tools to foster trainee-driven, rather than instructor-led learning. The train-the-trainers module also focuses on a coaching teaching style. These are in alignment with best practice in adult education.

On the job training is still a major component in how instructional skills are developed. New instructors are given extra support from Petty Officers and Chief Petty Officers at the start of their posting. When staffing levels allow, they are not given their own class to teach until they have shadowed a more experienced instructor.

In previous years, new instructors were required to complete a Recruit Instructors Development Programme and Training Instructors Pre-joining Skills course prior to taking up an instructional post. However, the Foundation Instructor Course that replaced these "doesn't cater to the environment". In fact it is the same course that trade trainers take, and does not cover the differences in power that make recruit instruction a risky endeavour. Organisational psychologists have been conducting ad hoc training roughly once a year to try to fill this gap, using examples such as the Stanford Prison Experiment on how roles can change a person's behaviour. There are still further issues that should be systematically covered such as suicide awareness, the impact of power on instruction, feedback and motivational tools, dealing with youth, and diversity awareness. Training for instructors could be enhanced by adapting the Foundation Instructor Course to the unique environment of recruit training. A Recruit Instructor Course incorporating the most applicable aspects of the Foundation Instructor Course as well as the competencies unique to this environment should be developed by New Zealand Defence College. To facilitate recognition of the competencies gained, an assessment component should be developed as part of the course.

The timing of the initial training for instructors is important to ensure that new personnel are adequately trained prior to commencing duties at Recruit Training Squadron. The challenge has been that instructors are starting their roles at various points in the year, as manning the platforms has priority. Instructors currently posted had taken Foundation Instructor Course at variable points, including one who took it before being posted, and one who had taken it seven months into their posting. A course taken immediately prior to starting is the most effective, and efforts should be made to select new instructors in time for them to complete training prior to posting.

Several recruits commented that they had "received a lot of contradicting commands from all the staff, will do something we have been told then another staff will tell us all off for doing it". Ensuring that induction training for staff is consistent and tailored to the environment may help.

In previous years there has been "no formal ongoing training" of instructors, and what training was offered was ad hoc. The 2015 Recruit Training Squadron Annual Training Plan provided to the review encompasses a four-week dedicated training period for staff, e.g. an Experiential Leadership Development Activity.

In general we found that the Navy is not timing the training for instructors as consistently as they could, and content needs to be tailored more to the recruit environment. The requirements for the Recruit Instructor Course being delivered prior to or at the start of a posting and ongoing systematic training should be identified in New Zealand Book of Reference 37.

### 3.6. COACHING AND SUPERVISION OF INSTRUCTORS

Staffing and supervision are an area of strength. As shown in Figure 18 26, Recruit Training Squadron is structured in a two division formation. Each intake places recruits in both divisions. Divisional Officers supervise a Chief Petty Officer and Petty Officer, who, in turn, supervise three instructors. Provided the Chief Petty Officer and Petty Officers are experienced leaders, this ensures that instructors have ample coaching and mentoring by maintaining a 2:3 ratio of mentors to instructors.

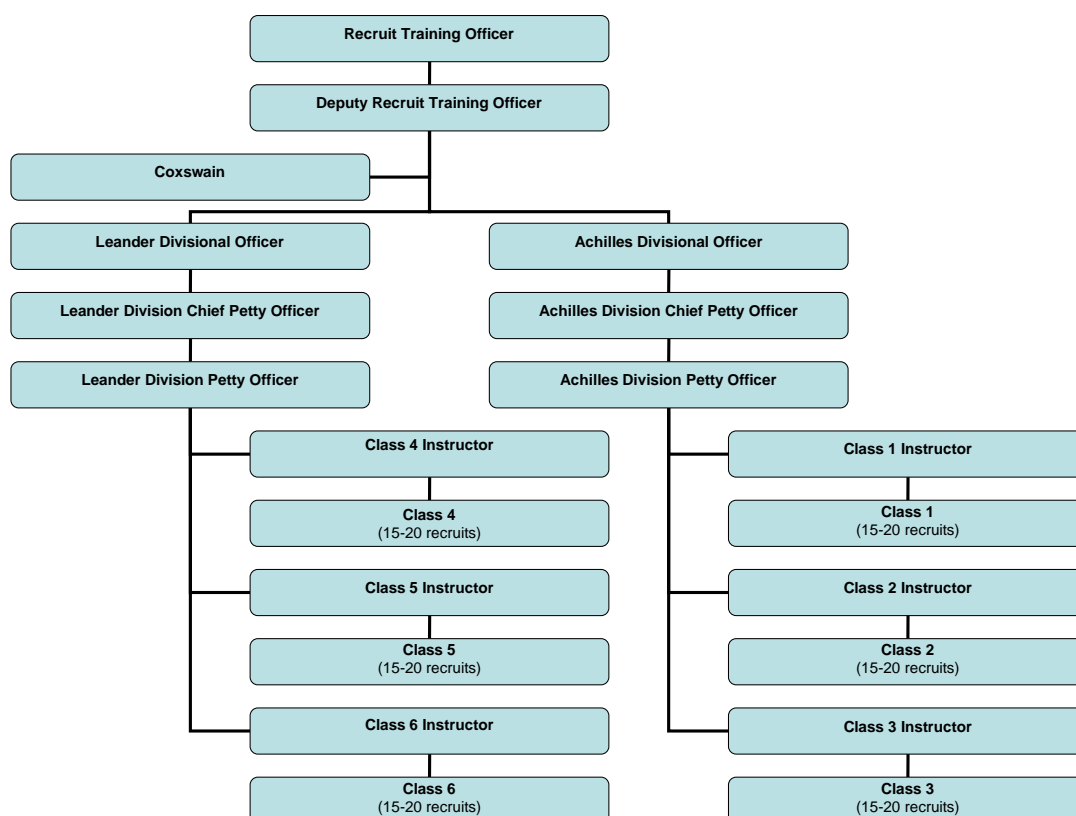


Figure 26 Organisational structure of Recruit Training Squadron as at December 2014<sup>27</sup>

Most importantly, the Chief Petty Officer and Petty Officers “observe and give feedback” and “mentor or coach them to become a good instructor”. It was recognised that “people come here to develop”. The areas that are most often worked on were instructional techniques, such as how to move from a highly directive teaching style to more supportive and coaching style. Recruit Training Squadron are aware that they “grow personnel, not just growing the recruits”.

Working within this system, we noted that instructors at Recruit Training Squadron are motivated. One person said working at Recruit Training Squadron “reinstated my love of being in the Navy”. People are “passionate about doing it well”. Good leaders and a strong support network including Petty Officers and padres were emphasised as a critical element in this. Examples of good people management included the introduction of an early/late schedule that allows instructors to share the burden of 24 hour coverage.

<sup>27</sup> Note three Basic Branch Training personnel are not depicted in this organisational chart

### 3.7. CONTINUOUS IMPROVEMENT

Recruit Training Squadron is actively working toward excellence. Those interviewed said they were “striving toward it [excellence], but we are never satisfied... how can we make it more robust?” Another person said they were “constantly looking for ways to enhance training”. For example, the introduction of the Lead Self module was highlighted by many as a key improvement in the curriculum, and one that had made a valuable contribution to developing sailors who model the ethos and values of the Navy.

When we asked what they could do better, many pointed to next year’s planned return of Basic Mariner Training (including Damage Control and Seamanship qualifications) to the Basic Common Training curriculum. Those at all levels of the training environment were demonstrating that they are looking for ways to improve the training experience and curriculum.

Further improvements could be made by explicitly defining what competencies and skills, and the levels of each, are required of those graduating Basic Common Training. Using these as a basis, the competencies and skills of instructors can then be defined, as well as other resources that must be in place to provide the requisite quality training. Collectively these will define what excellence in recruit training is.

#### **The need to continuously improve the curriculum**

Sailors graduating are seen as fit for purpose. Within Recruit Training Squadron, there is a belief that they “produce a good product”. Those who receive the product agreed, saying the new sailors were “prepared to carry on with training, very much so”. They “come out keen,” and are “motivated sailors ready for the next phase of training”.

The co-location of the training establishment at a central location with access to the platforms, and higher level training, as well as use of the Tamaki Leadership Centre were all recognized as key advantages. A comment from someone outside the training environment was particularly insightful. They saw it as a “challenge to us to impart same values and culture” that Recruit Training Squadron does.

Still, several aspects of the training curriculum were raised as points to improve: use of technology, lack of sea-phase, lack of Basic Mariner Training, and length of training programme.

Recruits who join the Navy are more technologically skilled than previous generations, but currently the resources for using technology as a teaching medium are not available at Recruit Training Squadron. Improvements could be made by adding equipment able to use high definition videos and wireless internet.

Lack of sea-phase in the current Basic Common Training was considered by some to be a deficiency. At the moment, those who join the Navy do not have the opportunity to go to sea until they are posted, which may be more than a year later for some trades. A sea-phase would give them “a greater appreciation for the trade/ship” though whether this could be done during Basic Common Training or between Basic Common Training and Basic Branch Training is something for



consideration. Other areas raised for possible adjustment include giving more time for physical training and parade training.

Recently the schedule of recruit training has come under pressure, with the Lead Self module inserted without adding time to the course or removing any other curriculum elements. Some curriculum changes are already planned for the 2015 training year, including the reinstatement of Basic Mariner Training, and an extension of the training programme to 18 weeks from the current 13. These were widely seen as remedying a deficiency in the training curriculum. Ongoing improvement of training is needed, and a full level three review of the training curriculum by New Zealand Defence College would aid in ensuring that the programme is capturing all the needed skills without overtraining.



## 4. AIR FORCE CHAPTER

This chapter reflects field work and analysis conducted over the period December 2014 – March 2015. A draft of this chapter was provided to the Air Force in April 2014.

## 4.1. AIR FORCE EXECUTIVE SUMMARY

**The Air Force's system is an example of a recruit training programme working toward excellence.** The Air Force has a well resourced system of initial training, optimally running at a 10:1 recruit to instructor ratio. This provides the opportunity for recruits to receive feedback and support, as well as ensuring that a safe level of supervision is provided.

**Air Force recruit training has a consistently high graduation rate.** In 2014 the Air Force graduation rate was 95%.

**Recruits consistently reported that instructors were demonstrating positive attitudes and behaviours, with low levels of verbal and no physical abuse being reported.** The level of verbal abuse between peers was higher. The potential for negative verbal and physical behaviour from instructors or between peers remains an ongoing risk for the organisation.

**Training for newly posted instructors is an area of strength.** The requirement for instructors to complete the Foundation Instructor Course, as well as Drill and Weapons instructor courses prior to teaching relevant portions of the curriculum ensures that personnel have some confidence in their skills and knowledge when they take this new leadership role.

**Overall the graduates of Command and Recruit Training Squadron are seen as meeting most needs of the next phase of training.** Further improvements could be made by regularly reviewing the curriculum to ensure that it meets the changing needs of the Service.

**To improve the system of recruit training, selection systems for new instructors need to be further developed.** Career managers use an informal system to review suitability, rather than requiring psychological screening and interviewing as in other high risk areas of the organisation.

**Supervisors for instructors are not receiving sufficient training to be effective mentors for instructors.** Although instructors receive substantial training prior to starting, their supervisors are not receiving the same or more advanced training. This leaves instructors who are more experienced as the main mentors, substantially increasing their workload as they continue to have normal instructing duties.

**Burn out is a concern because of the demands of the role and long posting lengths.** Posting lengths of up to 4 years are not uncommon, and the strain of long hours and weekend duties takes a toll on instructors and their families.

**There is no systematic ongoing development of instructional skills being provided.** Despite these long posting lengths for some instructors, there is no programme to maintain or improve knowledge of best practice in teaching once the initial training for the role is completed.

**Orders for corrective and remedial training are not adequate, raising the risk of abusive behaviour.** In our survey, 28% of recruits said that the reasons for remedials were not clear. Practices such as the use of group corrective training and physical training as corrective training are not covered in current orders, giving wide latitude to instructors in what they can use.

## 4.2. GRADUATION RATES

Air Force Command and Recruit Training Squadron produced 142 graduates in 2014. This is within the normal range between 125 and 155 graduates over the past 11 years. Like the other services, the Air Force has fully recovered its production on graduates from the material reduction that occurred in 2010 and 2011.

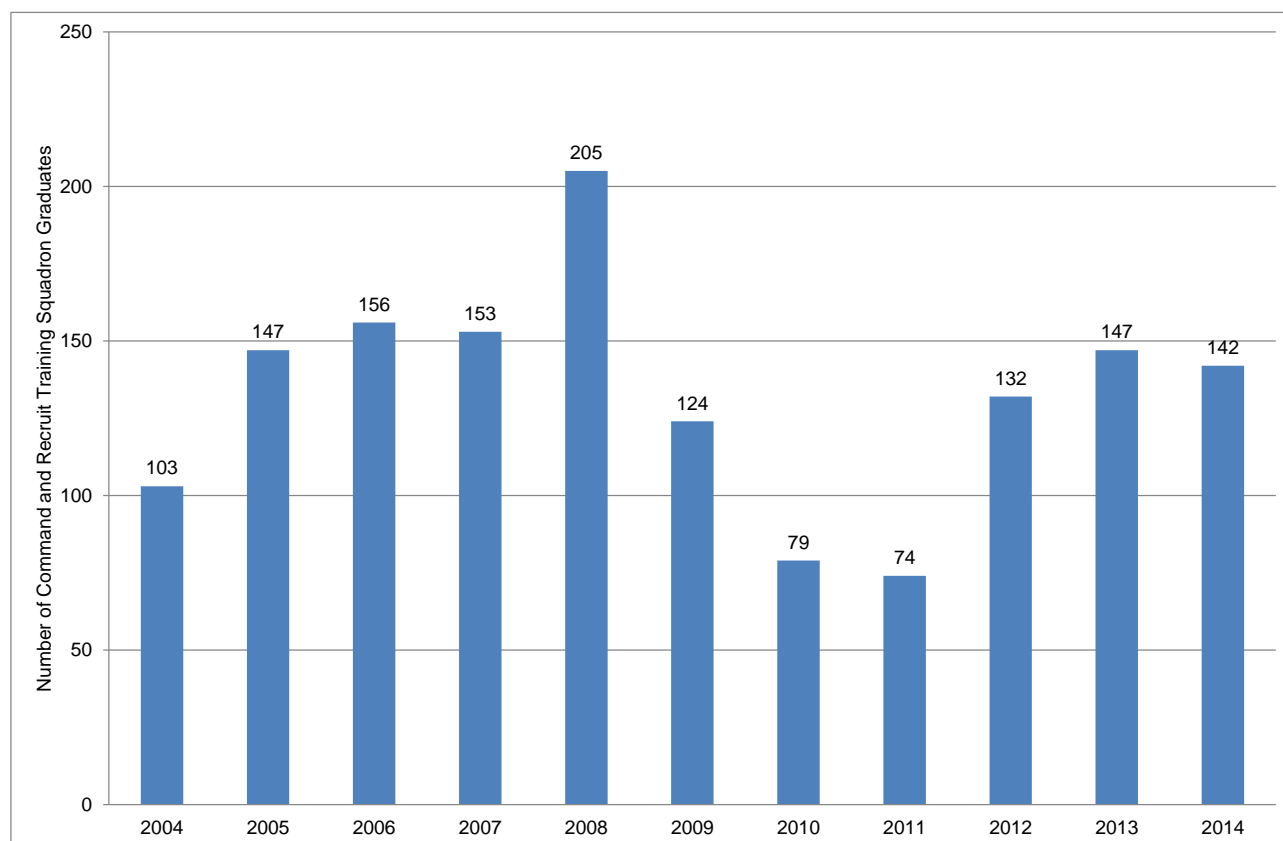
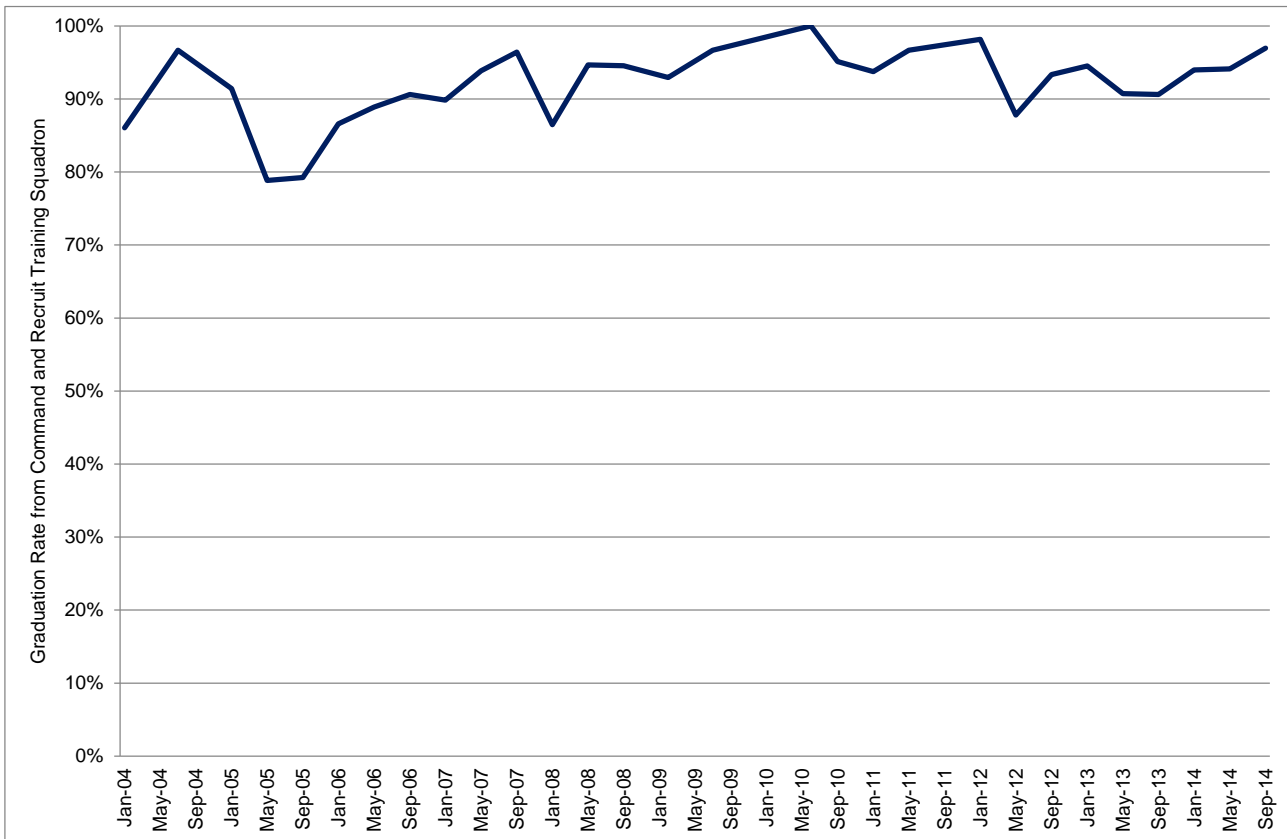


Figure 27 Yearly total of graduates from Command and Recruit Training Squadron over the period 2004 – 2014

### Recruit exit rates and reasons

In 2014 the Royal New Zealand Air Force recruit graduation rate was 95%, which is in the middle of the recent 90 -100% graduation rate band delivered by the Command and Recruit Training Squadron since 2007.



**Figure 28 Command and Recruit Training Squadron graduation rate 2006-2014**

There has been a declining trend in the non-superficial injury rates for Command and Recruit Training Squadron recruits since 2009. This follows changes in physical training and equipment improvements. However, reliable, relevant data on the reasons why recruits leave is not systematically collected or analysed at Command and Recruit Training Squadron. Where reliable MD717 data exists, since 2005 the primary release type identified are “discharges”. Therefore it is not clear whether the recruits left because of family reasons, dissatisfaction with treatment, injury, or any other reason. The use of an exit survey for recruits leaving would provide valuable insights into the quality of recruit training.

### 4.3. INSTRUCTOR PERFORMANCE AND BEHAVIOUR

In addition to measuring quality of training through graduation rates, we also asked recruits about their experiences in the training environment. In brief, we found that instructors are modelling Air Force values by being fair, encouraging, and providing clear and positive guidance to recruits. Verbal abuse was rare, and no physical abuse by instructors was reported in our survey. Recruit peer to peer issues, such as verbal abuse and assault, were a cause of concern.

The following sections describe in detail the outcomes of two surveys of intakes over the period December 2014 to March 2015, with a total of 87 recruits.

#### Positive instructor behaviours

As discussed in the Summary Chapter, recruits were asked to rate their instructors on the positive behaviours and attributes that the Air Force expects. This includes being fair; skilled; trusted; encouraging; recognising and rewarding achievement; as well as providing clear and positive guidance. On average, recruits gave instructors consistently high marks.

Comments on our survey and the Level 1 Learner surveys conducted by New Zealand Defence College provided further examples of these positive behaviours and attitudes. “[NAME OF INSTRUCTOR] taught lessons effectively because we could see that he really cared about us and our development on the course. He is always enthusiastic”. Several recruits mentioned that they were “treated like adults” and that this had helped their learning and motivation.

Being knowledgeable is certainly a key quality for instructors to be effective, “Both [NAME OF INSTRUCTOR] and [NAME OF INSTRUCTOR] have perfect knowledge of the Steyr and keep the training moving along at a good rate while not scaring you or making you panic with the rifle”. Instructors sharing their own experiences were a particularly important technique for recruits learning, especially when they were able to explain why things must be done in a certain way.

The ability to adapt teaching styles to the learner was also highlighted, “I found when the instructors treated me more as a person than a number and tried to understand my specific needs I learnt a lot more”.

Instructors having patience and taking the time to help recruits who are struggling was noted in the comments. Instructors who take time to engage one on one are appreciated by recruits. “I found it very useful when a corporal would come and talk one on one with me if it was regarding personal matters or ways to improve performance”.

Part of why instructors have time to help is that the number of recruits per instructor is low. Though the number considered optimal by the Air Force is 10 recruits per instructor, the unexpectedly small first intake of 2015 has meant that that Command and Recruit Training Squadron currently has an 8:1 ratio. Considering the high level of supervision required for recruits, particularly in the early part of the training and during field exercises, and the fact that there is no field wing to support Command and Recruit Training Squadron, there is justification for the ratio that the Royal New Zealand Air Force uses.



## Unacceptable behaviour of instructors

As discussed above, recruit training is inherently an area of risk. Incidents of physical and sexual abuse have occurred in Defence Force training establishments in the past. In 2014, 19% of Air Force recruits were women, so ensuring that the organisation develops an environment in which both men and women are safe is essential.

Being clear as to what behaviour is expected of instructors is the first step to ensuring safety. The Command and Recruit Training Squadron Induction Package booklet is a 15-page guide that lays out the command intent, guiding principles, and routines. The booklet lists the seven sets of orders that new personnel are required to read. However, adding behavioural expectations in the induction booklet for instructors would emphasize their importance.

Our review of existing Air Force orders in relation to sexual relationships between recruits and training staff determined that much of the orders are written in mandatory language, but that particular gaps need to be closed to ensure that there is no ambiguity and that any offense is prosecutable under the Armed Forces Discipline Act. For example, although Defence Force Order 3, Part 9, Chapter 5 defines and prohibits close personnel relationships in a training environment, it does not adequately manage stand alone or intermittent acts of inappropriate behaviour or attempts to conduct such behaviour and should be rewritten.

### *Measuring unacceptable behaviour*

This review included an assessment of the prevalence of any unacceptable behaviour of instructors, including verbal abuse, physical abuse, sexual harassment, discrimination, and assault. This is more specific than the survey that Defence Personnel Executive began administering to monitor the perceptions of harassment, discrimination and bullying at Command and Recruit Training Squadron in 2014.<sup>28</sup> In order to track patterns of severity and frequency of discrimination, harassment, bullying and assault in the recruit training environment, Defence Personnel Executive have replaced their perception-based survey with the questions trialled in this review.

Part of the survey administration included a process allowing recruits to opt in to receiving support or follow up after the survey (from a chaplain, Anti-Harassment Advisor, social workers, psychologist, or Military Police).

### *Abusive and offensive language*

Overall, unacceptable behaviour from instructors was restricted to verbal issues, rather than physical. As shown in Figure 29, reports of verbal abuse by staff members were rare. Still, those

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<sup>28</sup> The original Defence Personnel Executive survey was based on Ongoing Attitude Survey questions that include general perceptions (*I have experienced harassment from a staff member*), rather than particular behaviours (*Touching, leaning over, pinching or brushing up against you, of a deliberately sexual nature*). Developments in survey instrumentation overseas, including Canada and the US lead the review team to design a behavioural measure that was trialled as part of this review. All questions asked whether the behaviour had been perpetrated by an instructor or fellow recruit, and if so, how frequently. See Appendix for details on the survey given for this review.

who had experienced verbal abuse or who reported being ignored or excluded from activities by an instructor had higher psychological distress.<sup>29</sup>

Foul language (e.g. swearing) by instructors was reported by 67% of participants, and was predictive of higher psychological distress. Foul language was associated with lower ratings on the positive instructor behaviour scale. Most recruits had experienced it 1-2 times (26% of all recruits) or 3-5 times (29%).

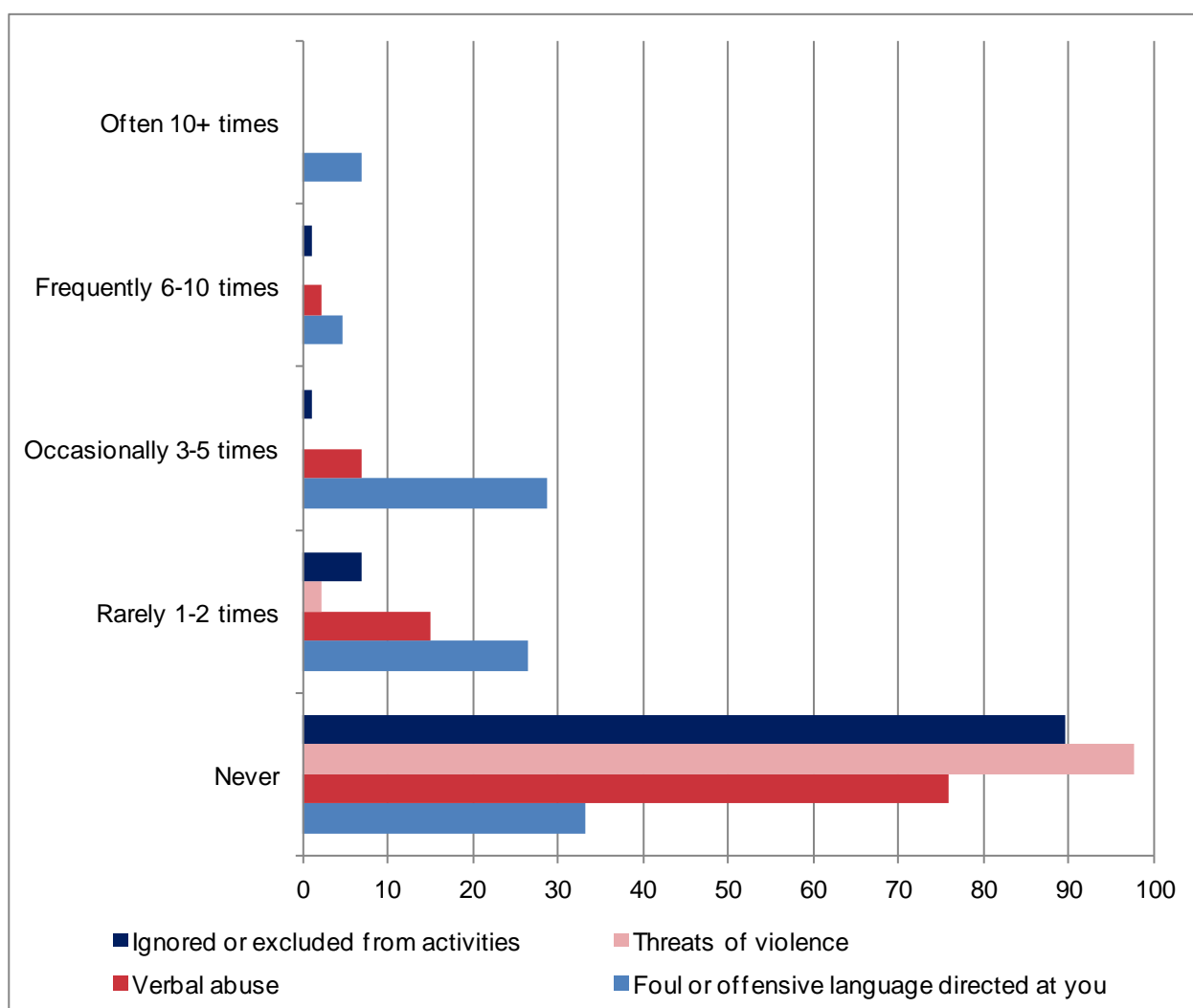


Figure 29 Percentage of instructor verbal issues reported on recruit survey December 2014-March 2015

### ***Discriminatory language***

The survey asked recruits if instructors had made offensive remarks or jokes about their race or ethnicity, gender, age or sexual orientation, overall these comments were rare.<sup>30</sup> As shown in Figure 30, sexist comments or offensive remarks or jokes about gender were experienced by 7% of recruits with most of those experiencing it 1-2 times (5% of all recruits). Of concern was that of

<sup>29</sup> See Appendix for statistical details.

<sup>30</sup> The new Defence Personnel Executive survey has additional questions on religion and ability that were not presented to the December 2014 survey respondents.



the 14 women who went through training during the study period, four reported experiencing these comments from instructors, and five experienced it from fellow recruits.

Although 7% of the recruits reported experiencing offensive remarks or jokes about their race or ethnic group, only one of those who reported it was from a visible minority group.

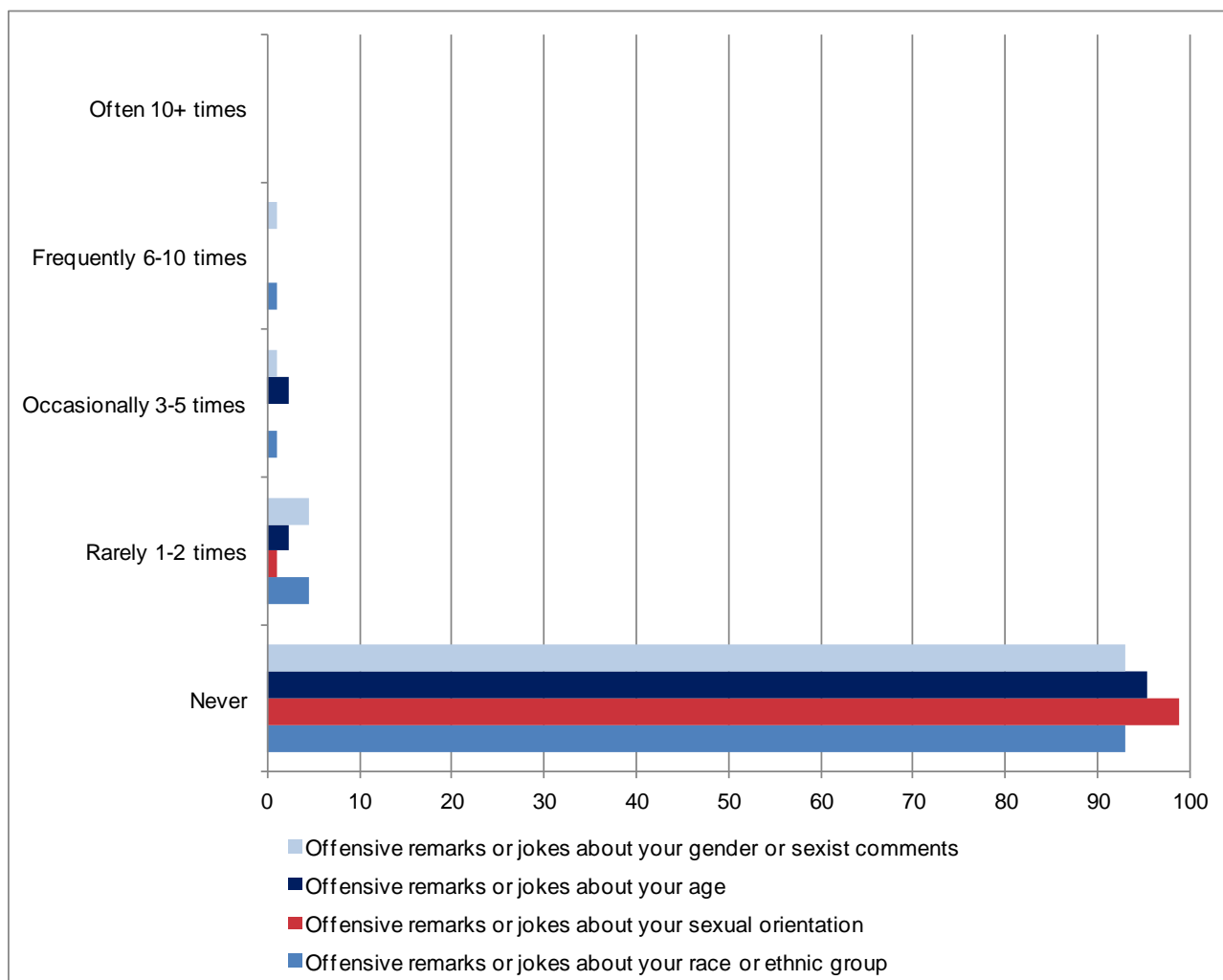


Figure 30 Discriminatory language by instructors reported on recruit survey December 2014-March 2015

### **Physical abuse**

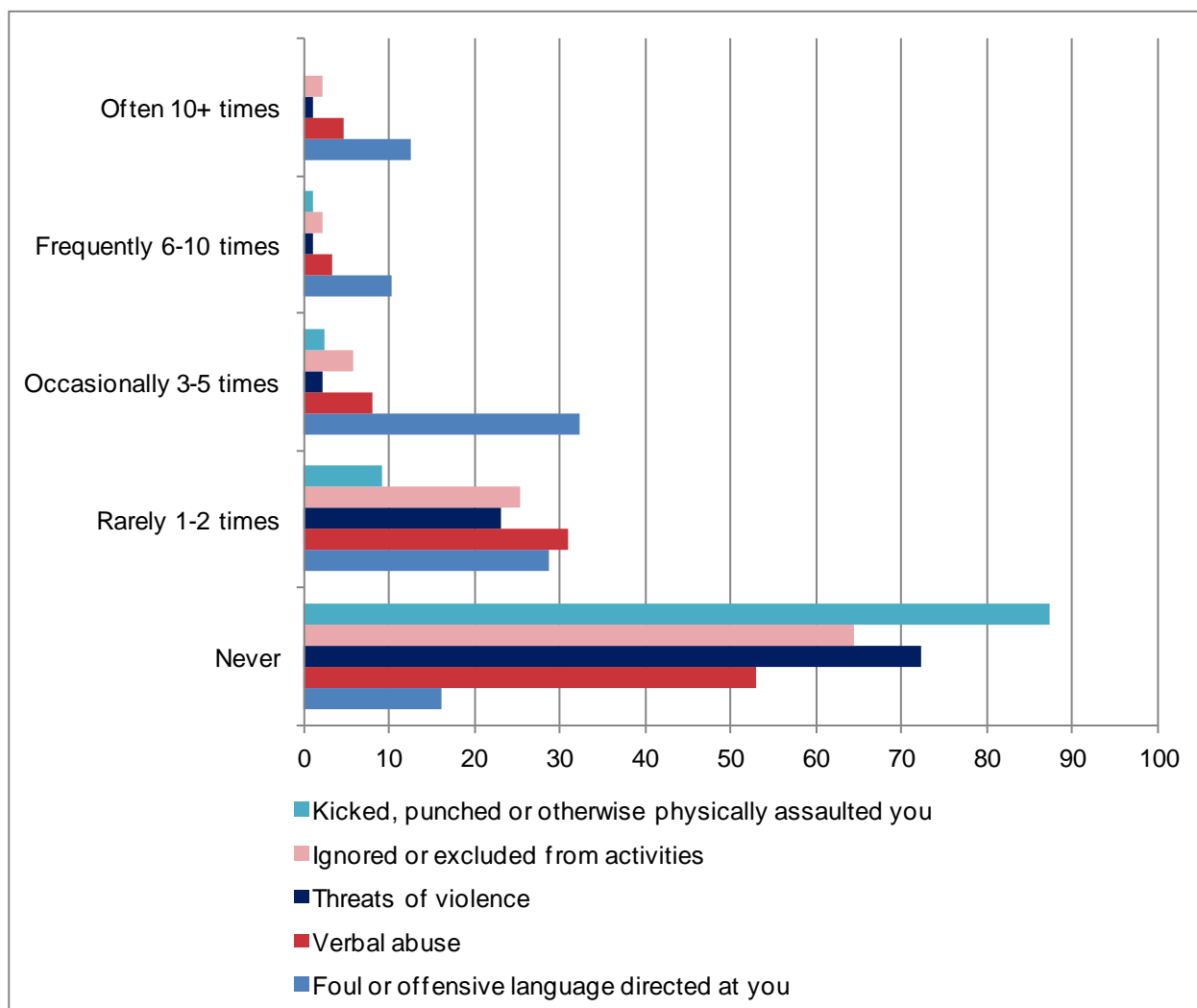
The survey asked the recruits if they had been kicked or punched by an instructor, none reported any of this type of abuse.

### **Sexual misconduct**

In our survey, recruits were asked about a range of sexually inappropriate behaviours (from lower level suggestive looks, gestures or body language up to and including assault). Two recruits reported that they had observed sexually suggestive looks, gestures or body language from an instructor. No participants in the survey reported any physical sexually inappropriate behaviour from a staff member.

## Peer-to-peer issues in the recruit environment

Instructors set the behavioural expectations for how recruits treat each other. We found that issues between peers were more prevalent than issues with instructors, as shown in Figure 31.



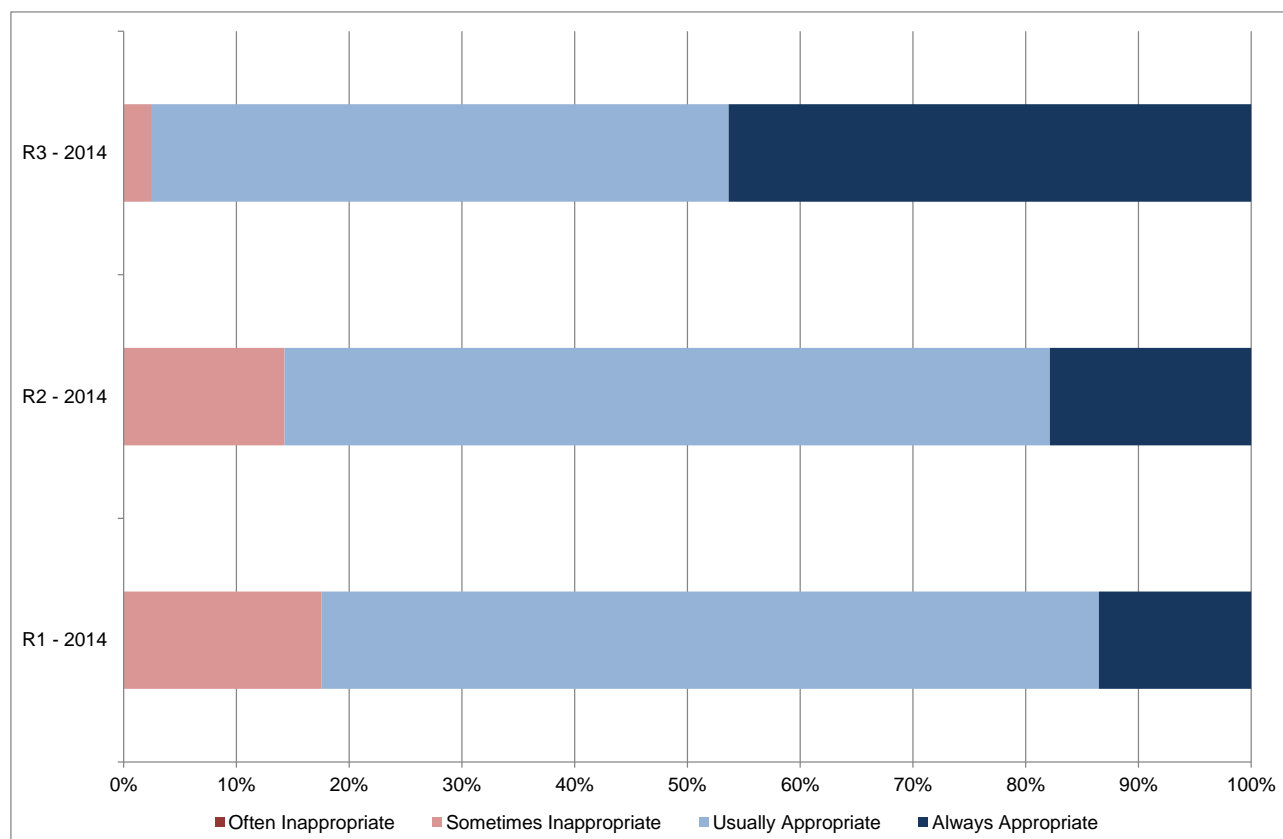
**Figure 31 Percentage of peer to peer negative behaviours reported on recruit survey December 2014-March 2015**

Though 13% said they had been kicked, punched or otherwise physically assaulted by a fellow recruit, investigation by command found that these incidents were related to good humoured play fighting not actual assaults. However verbal abuse, foul language and exclusion from fellow recruits all increased psychological distress. Threats of violence by peers and verbal abuse also decreased organisational commitment.

Negative verbal and physical behaviour between peers remains an ongoing risk for the organisation. The use of the confidential survey as a way for issues to be raised and investigated is one step toward ensuring that command has oversight of peer to peer issues. Ensuring that peer to peer behavioural expectations are explicitly communicated, including bystander intervention skills, is another possible improvement.

## Use of discipline and remedial training

In our survey, 20% of recruits said that the reasons for remedials were not clear. Many (29%) said that an instructor had singled them out for discipline in a way that they consider unfair. As shown in Figure 32 recruits are increasingly viewing the punishment given by instructors as appropriate.



**Figure 32 2014 Discrimination, harassment and bullying survey responses on instructor use of punishment<sup>31</sup>**

The Armed Forces Discipline Act mandates that punishments are to be given only as a result of a judicial proceeding, including summary trials.<sup>32</sup> When formal charges would not be appropriate, recruits may be given remedial or corrective training, or may be awarded Loss of Privileges by instructional staff. Command and Recruit Training Squadron standing orders briefly outline standards for recruits such as dress, personal hygiene and the paying of compliments, and specifics on the extra work and duties that can be assigned to defaulters. Command and Recruit Training Squadron Standard Operating Procedures explain corrective training as:

*The purpose of corrective training is to provide focussed, timely and effective training to address attitudinal failures demonstrated by a student's behaviour. Corrective training should be given initially to correct disciplinary issues. Formal Charges should be preferred if*

<sup>31</sup> Data source: Equity and Diversity Cell, Defence Personnel Executive

<sup>32</sup> We requested all charges and punishments given to recruits and instructors for the past 10 years, but the data did not prove to be reliably extracted from the centralised recording system, thus no analysis could be performed with confidence.

*an offence warrants it or all other avenues of corrective training have been exhausted and the student continues to offend.*<sup>33</sup>

The Corrective Training Matrix gives an overview of offences, corrective training awards and escalations. For example, if a recruit is found to have a security drawer unlocked, in the first instance they are required to perform the security drawer remedial, in the second instance they are to write a minute on the importance of personal security in a communal environment, and if it happens a third time disciplinary action is taken under the Armed Forces Discipline Act.

In practice, instructors have a great deal of latitude on how to approach a recruit failing to meet a standard. Of concern was an approach to discipline that included creativity on the part of instructors. “Instructional NCOs [non-commissioned officers] are encouraged to find *new and interesting corrective training methods* [emphasis added]; however any corrective training not specified in annex I may only be awarded to students with prior approval from SNCO [senior non-commissioned officer] Flight or higher”.<sup>34</sup> This creates the potential for abusive discipline practices to occur. Clear and comprehensive discipline orders provide clarity for both instructors and recruits to ensure that both are protected.

Further, the review identified a gap in the discipline orders in that they did not specify how collective corrective or remedial training was to be used, and it was acknowledged that these are a common form of corrective training. An additional gap was that physical training is at times being used for corrective training (e.g. running around the barracks), but is not specifically permitted by the Standing Orders.

Command and Recruit Training Squadron should work with the support of organisational psychologists to develop the most effective corrective training methods, and put all discipline practices in written orders. The use of privileges is one positive step that Command and Recruit Training Squadron has taken recently, capitalising on positive reinforcement rather than solely on negative reinforcement.

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<sup>33</sup> Command and Recruit Training Squadron Standing Operating Procedures 4.59 Corrective Training

<sup>34</sup> Command and Recruit Training Squadron Standing Operating Procedures Chapter 4 Military Induction Training Section Standard Operating Procedures Corrective Training Section 4.60

## 4.4. SELECTION OF INSTRUCTORS

The Air Force has established five instructor roles at Command and Recruit Training Squadron, but surges in additional instructors as needed for large intakes, as shown in Figure 33. Turnover has averaged 42% over the past four years. As a consequence of this turnover and variable intake sizes, the system for selecting instructors is utilised frequently.

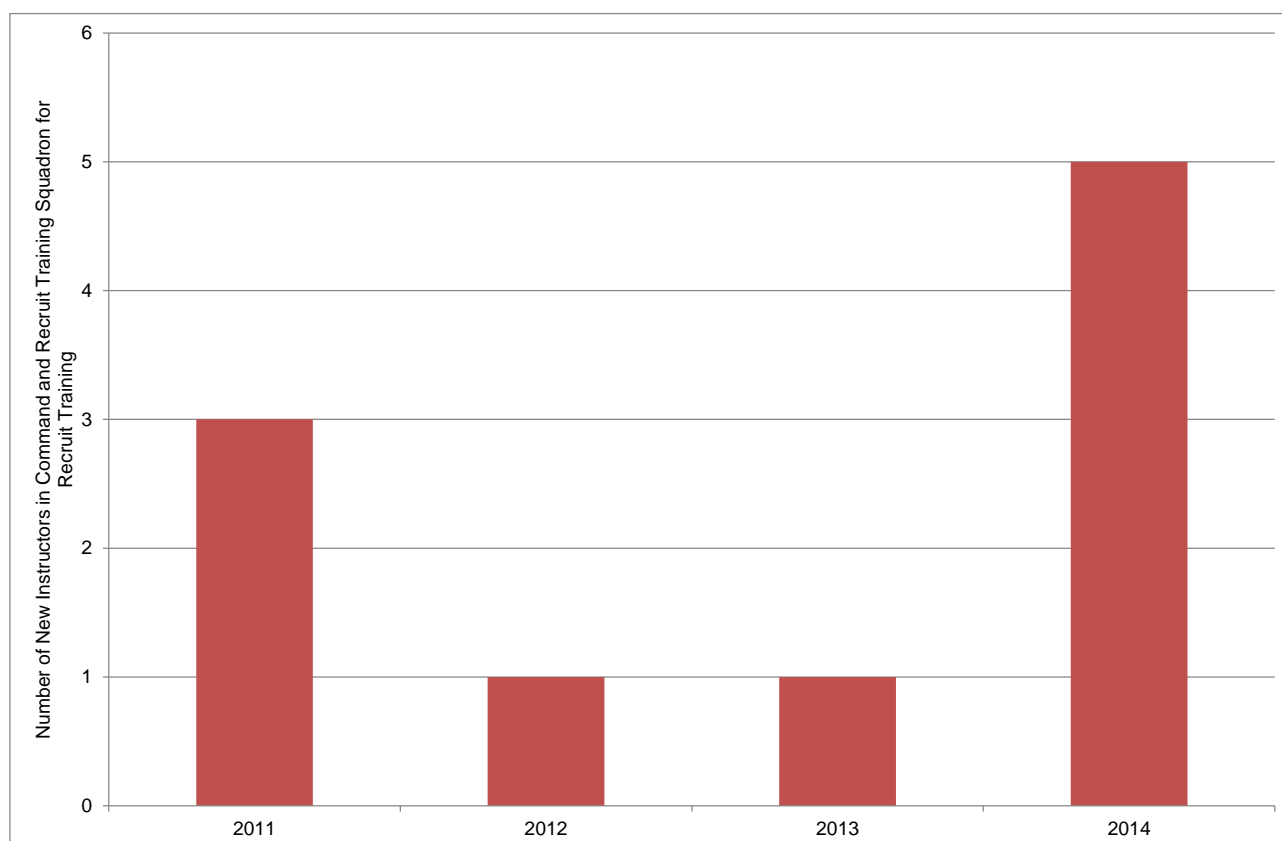


Figure 33 New Command and Recruit Training Squadron Trainers 2010 - 2014

### The selection process

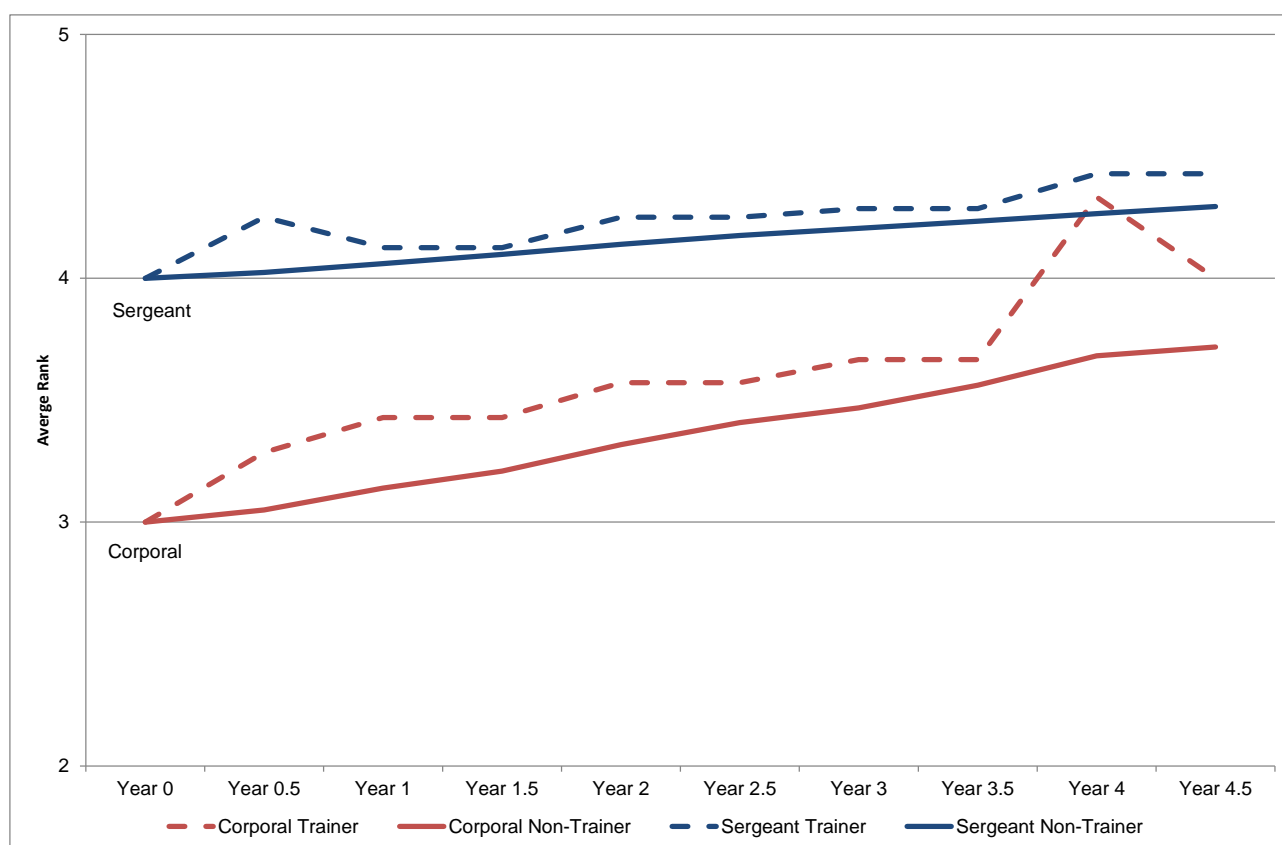
As one person said, "there isn't a selection process, there needs to be one". There is a system of placing instructors, but there is room to improve the robustness of the process. Postings for instructional staff are advertised on the intranet as is the case for all positions in the Air Force. Candidates who express an interest are considered for the position by the Career Manager who is tasked with filling the vacancy. Comments from the candidate's commanding officer, review of the annual performance report and letters from promotion boards are taken into consideration.

At present, candidates are not interviewed, as they are for recruiting, officer training and Youth Development Unit roles. Candidates are not screened by a psychologist, as recruiters are. No one is systematically examining service records of candidates for any reports that might indicate unsuitability. There is a need for the Air Force to establish an instructor selection process that includes psychological screening and interviews with command. At present the Royal New Zealand Navy uses both of these to ensure that there is a rigorous screening process in place for their recruit training instructors.

## Perceptions of the instructor role

Many who were interviewed considered a posting to Command and Recruit Training Squadron as something that benefits a career. Considering that the instructors are responsible for developing the next generation of the Air Force, this should be seen as positive. Yet several people expressed the view that applying for a posting because of the career advantage was the “wrong reason” to want to be an instructor. Command and Recruit Training Squadron gets “people who are looking for promotion (Leading Aircraftman made to be acting Corporals)”. Some thought that commitment to the job would be lacking if people were motivated by pay or promotional rewards.

We found that those who were posted to Command and Recruit Training Squadron were indeed more likely to be promoted than their peers, as shown in Figure 34. We tested the impact of a posting at Command and Recruit Training Squadron on career progression and found no evidence of a promotional disadvantage for staff.



**Figure 34 Promotion profiles of Command and Recruit Training Squadron instructors and staff**

Other perceptions of instructors stemmed from experiences that service members had during their own training. There was a reputation for being a “dumping ground” for underperforming personnel, though this appears to be somewhat better than it has been in the past. Being selective about who is chosen for the instructor role is one way to raise the status of the instructor role.

Experience in instructional roles “develops leadership skills” because of the opportunity that it offers to lead a relatively large group of people, unlike most other Corporal roles in the Air Force.

Given that the role is often given to those who are acting Corporals, personal growth and development are likely outcomes if Command and Recruit Training Squadron is able to provide a high level of coaching and mentoring. Instructional roles are one way that the Air Force develops leadership skills of its personnel. The fact that the positions are open to both Force Protection and other trades means that the development opportunity is available to all personnel.

### **Demands of the instructor role**

Command and Recruit Training Squadron instructor is absolutely a challenging role, with some of the “hardest working Corporals in the Air Force”. Instructors can be asked to cover more than 80 hours a week in the beginning of a course. Though the training calendar eases later in the course, there is a “big impact on families” because of the weekends and long hours. A new rostering system aimed at evenly spreading the burden of hours is currently being trialled. In our survey, 78% of instructors said that their work schedule often conflicts with their personal life.

Burn out was brought up as an issue in 30% of our interviews. The long posting lengths, some of which have exceeded four years, were mentioned as part of the problem. Those who take up the role can end up remaining longer than they want to, and given the work/life challenges, this increases the chances that people will burn out. There is a desire to get the maximum amount of return on the training of instructors by keeping them in the posting longer, this should be balanced against the increasing risk of negative behaviour from instructors who are burnt out. Many said that after three years, it was considered normal to feel burnt out. There are several negative effects of burn out, including reduced frustration tolerance, irritability, and potential hostility.<sup>35</sup> Because of these risks, personnel who have been posted for more than three years should to be moved out of instructor roles. Exceptional instructors should certainly be considered for promotion into supervisory positions at Command and Recruit Training Squadron.

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<sup>35</sup> Schaufeli, W.B. & Buunk, B.P. (2003) Burnout: An overview of 25 years of research and theorizing. In Schabracq, M.J., Winnubst, J.A.M., Cooper, C.L. (Eds.) *The Handbook of Work & Health Psychology* (pp. 383-428) Chichester, England: Wiley.

## 4.5. TRAINING OF INSTRUCTIONAL STAFF

The two main elements in the formal training of new instructors are New Zealand Defence College's Foundation Instructor Course, Weapon Instructor Course, and Drill Instructor Course. In 2014 the Institute for Leadership Development's train-the-trainers module for Lead Self was added. The train-the-trainers module also focuses on a coaching teaching style. The timing and content of these courses is critical to enabling instructors to do their jobs well. Instructors currently posted had taken Foundation Instructor Course, Drill and Weapons instructor courses prior to the start of the current intake. The train-the-trainers course for Lead Self had not been delivered for all instructors prior to the start of the intake, and this was causing some difficulty for the instructors and likely lessened experience for the recruits who received the training.

The Foundation Instructor Course is not specific to initial training; in fact it is the same course that trade trainers take. It does not cover the differences in power that make recruit instruction a risky endeavour. As one person said, "it's a specialist skill to train recruits" and this skill at the moment is not supported by any courses focused specifically on it. There are still further risks that should be systematically covered such as suicide awareness, the impact of power on instruction, feedback and motivational tools, dealing with youth, and diversity awareness. Training for instructors could be enhanced by adapting the Foundation Instructor Course to the unique environment of recruit training. A Recruit Instructor Course incorporating the most applicable aspects of the Foundation Instructor Course as well as the competencies unique to this environment should be developed by New Zealand Defence College. To facilitate recognition of the competencies gained, an assessment component and trial period should be developed as part of the course. Together these would ensure that all staff in the training environment are fully aware of the risks inherent in initial training and have strategies to mitigate them.

Ideally a "watch one, do one, master one" schedule is used to develop instructor knowledge of the recruit training programme. In practice personnel are posted in at variable points during the training calendar and are sent on training courses as available to give them the skills and knowledge needed to do the job. Though it places more strain on the trained instructors, the newly posted instructors are not given responsibility to instruct in areas they have not been trained on (e.g. start teaching drill only after successfully completing Drill Instructor Course). This is an area of strength for Command and Recruit Training Squadron, and ensures that new instructors are as confident as they can be in their skills. The implementation of a "ready list" of previous Command and Recruit Training Squadron instructors who are fully trained to be requested for surging the number of instructors for larger intakes would reduce this burden.

An additional gap in training appears to be in the provision of a sufficient number of Defence Driving Permitted staff. This places pressure on those who have the qualification to cover all movement of recruits to and from activities and exercises.

### Ongoing training of instructors

Command and Recruit Training Squadron instructors can be posted for up to four years, but ongoing development of instructional skills was lacking. Organisational psychologists have conducted ad hoc training on behavioural observation, but this was the only training that could be identified as being provided to further develop the skills of instructors. A regular programme of



developing instructors needs to be implemented, potentially incorporating feedback from L1 surveys.

### **Consistency**

On the Level One surveys, recruits frequently commented about inconsistency between instructors, “conflicting orders/messages happened often”. One recruit said that a frustration was “mixed messages from different staff, some saying I do well at something when another staff say I still need to improve”. Calibration training for instructors, improved written standards and visual guidance for recruits could aid in this. As a point of comparison, the Royal Air Force uses continuation training days in which staff are given standardisation briefs prior to receiving a new intake of recruits.

## 4.6. COACHING AND SUPERVISION OF INSTRUCTORS

On the job training is still a major component in how instructional skills are developed. “Training and Assessment will be carried out in blocked induction, instructor observation and collaborative instruction, On-Job-Training to achieve task competency through a Training Log”.<sup>36</sup> In order for this on the job training to be effective, experienced mentors must be present and time sufficiently allocated to the development of new staff. For some parts of the curriculum, the amount of supervision was a priority (weapons), while for much of the rest feedback and coaching for instructors was minimal.

The Sergeants currently posted to Command and Recruit Training Squadron are not all former instructors, and have not had the same training courses (Foundation Instructor Course, Drill and Weapons Instructor courses). Therefore they are not in a position to provide mentorship and coaching to the extent that is needed. Instructors who have had more time in the role are expected to mentor and peer coach, but considering that their own instructional duties are not reduced to allow for this, very little time can be devoted to developing and giving feedback to new instructors. Command and Recruit Training Squadron needs to increase the mentorship and coaching for instructors, who support the instructors. Mentors and supervisors must be fully trained on instructional best practice, weapons and drill.

As shown in Figure 35, a single Flight Sergeant supervises three Sergeants, who, in turn, supervise an instructor or two each. Provided Sergeants are trained and experienced, this ensures that instructors have ample coaching and mentoring by maintaining a 1:2 or 1:3 ratio of mentors to instructors.

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<sup>36</sup> New Zealand Air Publication 9082 (2009 Edition) Manual of Training for General Service Training Instructors Chapter 2 Command and Recruit Training Squadron Directing Staff Training Section 1 Training Description

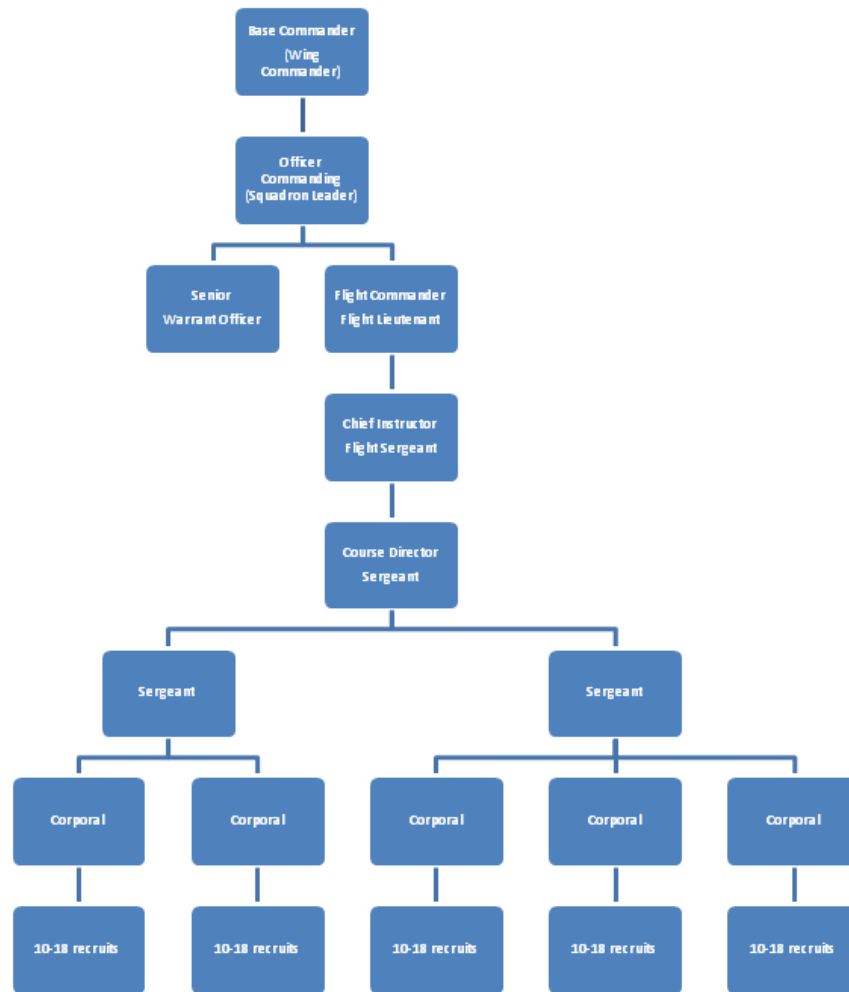


Figure 35 Organisational structure of Command and Recruit Training Squadron as at March 2015<sup>37</sup>

<sup>37</sup> Note personnel who do not work in the Military Induction Training Section of Command and Recruit Training Squadron are not depicted in this organisational chart.

## 4.7. CONTINUOUS IMPROVEMENT

Command and Recruit Training Squadron vision is “Exceptional courses delivered by exceptional directing staff”. Recruit training is a formative time in an Air Force career and, as one person in Command and Recruit Training Squadron said, “if the Air Force starts here, we need to get it right here”. The values, skills and behaviours learned at Command and Recruit Training Squadron are fundamental to being an airman or airwoman. It is essential that instructors who are all role models are well selected, well trained and consistently uphold the values of the Air Force.

This review examined the doctrine, policy and orders for recruit training in the Air Force, and found that little was written that defined what excellence in recruit training would look like, in effect what Command and Recruit Training Squadron is aiming for. The most detailed description was found in a 2009 publication that outlines the intent of training for general service instructors, though the trade of instructor has now been eliminated.

The Manual of Recruit Training sets the standards of what competencies and skills, and the levels of each, are required of those graduating. The manual states that the specifications are “purely a start to the process of professional military development, moulding beliefs, values and attitudes; it is not an endstate – the process needs to be continued in further specialist training and workplace experiences”. This failure to define clearly the end outcomes sought from recruit training was reflected in comments made by the people interviewed for this review, who thought there was ambiguity in the aim of recruit training. One said, “What would success look like?” Others expressed reservations about whether the standards listed in the manual adequately addressed the changing needs of the Service.

As a first step, the Air Force should define what excellence in recruit training is; so that those pursuing it can be assured that they are measuring their performance against the expectations of their senior leaders. Once the aims are clearly defined for initial training, the competencies and skills of instructors should be defined to deliver these aims as well as what resources must be in place to support these.

It is critical that risks be managed effectively for the safety of all in the environment. They recognise that “it’s a huge risk” and they are aware of it, however the use of a risk register is limited. Improvements could be made by monitoring and managing risks systematically including the development of a structured risk management framework. The Directorate of Risk and Assurance is available to provide support for this process.

### **The need to continuously improve the curriculum**

In our interviews with people outside of Command and Recruit Training Squadron, we asked about the quality of the recruits who are graduating. Overall, people were generally satisfied, and felt it was “a good product coming through”. All who we interviewed were asked for areas that needed to be improved, and for areas of strength.

There was no agreement among those we interviewed on specific deficiencies. Some felt that standards of discipline, hygiene and drill were lacking, while others had no issues with these aspects and even highlighted them as a strength. Others were concerned with the low levels of general service knowledge (e.g. aircraft types), and lack of experience in testing situations.

On the positive side, most felt that students were not afraid to ask questions, and this was viewed as a positive for developing skills and enabling safety in operations. The confidence level of students was highlighted, including on the use of weapons, doing presentations, teamwork and team ethos.

The review team was provided with documentation of two reviews that have been conducted in recent years (2010 and 2012) on the content of the training curriculum. However, “there is no cycle of routine review of any syllabus” instead Command and Recruit Training Squadron “rely on staff initiative and external feedback or input from the frontline to identify syllabus deficiencies or to highlight where change is necessary”. This approach is therefore reactionary, and tending to focus only on shortcomings. To further foster excellence, there is a need for the Air Force to be proactive and seek improvements to the curriculum in line with changes in the Defence Force and around the world thereby ensuring the training meets Service needs.

Further systematic review of the quality of the outputs and the alignment of the training curriculum with needs of the Service could be accomplished with the aid of a Level 3 review from New Zealand Defence College. The Air Force should formally review the sequencing and content of the initial training curriculum regularly to ensure that the Air Force can meet the changing Defence output needs of a modern force.

# 5. RECOMMENDATIONS

## TRI-SERVICE RECOMMENDATIONS

Below are high level tri-service recommendations that encapsulate the important themes that the review has identified. Most of these are well addressed within the single Service lists that follow, and additional gaps have been highlighted in the Summary chapter.

| Action commenced | Recommendation   | Comment   | Proposed owner   |
|------------------|--|---|--|
| ✓                | 1. Establish a thorough process to select instructors for recruit training and utilise it without exception.   | The development of a tri-service standardised selection process is underway through New Zealand Defence College and the Psychology Directorate.   | Chief People Officer/ Chief of Navy/Chief of Army/Chief of Air Force |
|                  | 2. Prior to posting, all instructors must receive training appropriate to the unique demands of the recruit training environment.  |   | Chief People Officer [New Zealand Defence College]                   |
| ✓                | 3. Ongoing training of instructors is required to develop the highest quality instruction in the unique recruit training environment.  | All Services have increased the scheduled time for ongoing staff training in 2015.  | Chief People Officer [New Zealand Defence College]                   |
| ✓                | 4. Ensure a high level of supervision and mentoring is provided for all instructors.   | The Army increased the parelines for supervision in the recruit training environment. Navy and Air Force had a sufficient number of supervisors. Air Force will need to ensure supervisors receive more training. | Chief of Navy/Chief of Army/Chief of Air Force                       |
| ✓                | 5. Clear and comprehensive discipline orders are a requirement for all initial training organisations.   | The Army and Air Force have redrafted their corrective/remedial training orders with assistance from Defence Legal Services.  | Chief of Navy/Chief of Army/Chief of Air Force                       |
| ✓                | 6. Defence Legal Services to ensure that the corrective/remedial training is in alignment with the Armed Forces Discipline Act, including standardisation of what behaviours require automatic summary trials. | Defence Legal Services has assisted with redrafting orders, and needs to continue to support discussion on ensuring the Armed Forces Discipline Act is applied fairly.  | Chief of Staff [Defence Legal Services]                              |

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|---|---|--|--|
| ✓ | 7. Systematically collect and analyse charges and punishments against the Armed Forces Discipline Act to identify trends.   | Human Resources Management Information System has been stood up and most units are collecting data, ensuring all units are fully compliant is essential.                                   | Chief of Joint Defence Services [Provost Marshal]                    |
| ✓ | 8. Develop a positive learning environment for all recruits by removing instructors who are physically or verbally abusive to recruits from the training programme. | This is business as usual in the training environments for physical or sexual misconduct. Verbal abuse needs to be given increased attention.  | Chief of Navy/Chief of Army/Chief of Air Force                       |
| ✓ | 9. Research the optimal way to indoctrinate recruits into the Service culture and values, including comradeship, to improve peer to peer working relationships.     | Ministry of Defence Evaluation Division has contracted research support on improving peer to peer working relationships.   | Chief People Officer/Ministry of Defence Evaluation Division         |
| ✓ | 10. Monitor harassment, bullying and discrimination trends to identify trends and support interventions.  | Survey developed for this review adopted and currently in use in all three Services initial training establishments. Ongoing monitoring of trends and development of interventions needed. | Chief People Officer   |
| ✓ | 11. Increase the quality of instructors by enhancing recognition, managing work/life balance challenges and burn out.   |  | Chief People Officer/ Chief of Navy/Chief of Army/Chief of Air Force |
|   | 12. Question, clarify, and articulate what will make a good sailor, soldier, airman and airwoman in the future and therefore the requirements of recruit training.  |  | Chief People Officer   |
|   | 13. Create New Zealand Defence Force doctrine that underpins initial training and embed it in the Defence Manual of Learning.                                       |  | Chief People Officer [New Zealand Defence College]                   |

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|   | 14. Prioritise recruit training as an essential output that must be supported by the tri-service components of the organisation.   |  | Chief People Officer  |
| ✓ | 15. Develop systematic risk mitigation specific to recruit training, including risk of self harm, physically or sexually abusive behaviour by instructors or fellow recruits, and physical training or weapon-related injuries.        | Risk management work has commenced in all three Services.  | Chief Financial Officer [Directorate of Risk and Assurance]/ Chief of Navy/Chief of Army/Chief of Air Force |
| ✓ | 16. Establish an ongoing working group consisting of representatives from each Service to discuss challenges and communicate developments in the initial training programmes.  | An initial meeting of the working group occurred in April 2015 at Devonport.                       | Chief of Navy/Chief of Army/Chief of Air Force  |
| ✓ | 17. Implement a New Zealand Defence Force Instructor Excellence project that standardises instructor selection processes, instructor training, coaching/mentoring standards, professional development, and recognition/qualifications. | An Instructor Excellence Project has been launched, with Army taking the lead on the work to date. | Chief People Officer [New Zealand Defence College]  |
|   | 18. The Ministry of Defence to conduct a systems check review of recruit training in 24 months to assess progress.   | Review is scheduled on 2017/18 the work programme.   | Ministry of Defence Evaluation Division   |



## SINGLE SERVICE RECOMMENDATIONS

Below are the full list of recommendations provided to each Service and relevant tri-Service stakeholders. It was not expected that all recommendations would be completed by the date of this report, but significant progress has been made on many.

### Army recommendations

| Action commenced  | Recommendation  | Comment   | Proposed owner                                     |
|---|---|---|--|
| <b>1. Build the philosophy, doctrine, orders and practices that support excellence in recruit training.</b>         |   |   |  |
| ✓   | 1.1. Define what excellence in recruit training looks like, articulating what values and behaviour would be exhibited by an organisation that is promoting excellence.        | Army Management Board endorsed definitions on 22/04/15.   | Deputy Chief of Army                               |
| ✓   | 1.2. Review the sequencing and content of the initial training curriculum regularly to ensure that the Army can meet the changing Defence output needs of a modern force.     | Level 3 review commenced October 2014.  | Commander Training and Doctrine Command            |
| ✓   | 1.3. Track reasons for exits from training by utilising exit surveys so that trends in performance can be identified.   | New Zealand Defence Force Exit Survey used from December 2014.  | Chief People Officer [Defence Personnel Executive] |
| ✓   | 1.4. Monitor and manage risks systematically by developing a structured risk management framework for The Army Depot with support from the Directorate of Risk and Assurance. | Risk management framework established by Headquarters Training and Doctrine Command in November 2014.                                       | Commander Training and Doctrine Command            |
| <b>2. Select the right people to fill the instructor roles as pivotal leaders who shape the future of the Army.</b> |   |   |  |
| ✓   | 2.1. Implement strategies that value and recognise instructor excellence both within The Army Depot and the wider Army.   | Instructor Excellence project Charter signed by Deputy Chief of Army April 2015.  | Commander Training and Doctrine Command            |
| ✓   | 2.2. Reduce the disincentives to being posted to The Army Depot, such as issues of work/life balance, work tempo, and limited opportunities for trade/promotional coursework. | The reduction of intakes for 2015 and increase in staff has allowed for trade/promotion training. Travel assistance awarded to instructors. | Deputy Chief of Army                               |

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| ✓  | 2.3. At the completion of Junior Non-commissioned Officer course, candidates who are suitable for the recruit training environment should be identified for the Army Depot, as they are on the Senior Non-commissioned Officer course.  | Suitable candidates now being identified at the completion of the course.   | Commander Training and Doctrine Command   |
| ✓  | 2.4. Establish an instructor selection process, including screening potential instructors using psychological evaluation prior to posting in the training environment.  | New selection process to began September 2015.  | Commanding Officer The Army Depot/ Chief People Officer [Defence Personnel Executive]/ Military Career Management |
| <b>3. Train all instructors in the essential instructional leadership skills they need to meet the requirements of the recruit training environment.</b> |   |   |   |
|  | 3.1. New Zealand Defence College in partnership with The Army Depot to run a Recruit Instructor Course. All instructors should be assessed as part of the course and through a trial period before being certified to be The Army Depot section commanders.   |   | Chief People Officer [New Zealand Defence College]  |
| ✓  | 3.2. Supply a sufficient cadre of shooting coach qualified instructors in each platoon to provide knowledgeable and confident weapons instruction.  | The Army Depot conducted its own shoot coach qualification course for instructors and has built in time during induction training to continue to do so. | Commanding Officer The Army Depot   |
|  | 3.3. Create a “ready list” of certified Recruit Instructor Course trained non-commissioned officers, and only supplement the posted staff with those drawn from this list.  |   | Military Career Management  |
| ✓  | 3.4. Update Defence Force Order (Army) Volume 7 to fully reflect the curriculum of training instructors including additional content on suicide awareness, role drift and the impact of power on instruction, feedback and motivational tools, learning processes, dealing with youth, and diversity awareness. | Orders update underway.   | Commander Training and Doctrine Command   |
| <b>4. Provide experienced supervision to deliver mentoring and support for all instructors.</b>  |   |   |   |
| ✓  | 4.1. Systematically provide guidance and on-going development of instructional leadership skills for all platoon staff.   | Ongoing development for instructors now embedded in the training calendar.  | Commanding Officer The Army Depot   |

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| ✓   | 4.2. Develop instructional excellence by ensuring each platoon is staffed with experienced mentors who can effectively supervise instructors at an appropriate level.   | Training Wing positions upgraded from Sergeant to Staff Sergeant, further progress is expected within the Instructor Excellence Project. | Deputy Chief of Army [Military Career Management]            |
| ✓   | 4.3. Create leadership parolines that reflect the outputs, supervision, coaching and mentoring needs of the recruit training environment by structuring The Army Depot Headquarters commensurate with similarly sized units in the Army.        | Actioned by Army General Staff as of May 2015, second company headquarters stood up.   | Deputy Chief of Army   |
| ✓   | 4.4. Increase capability for on-going training and support of instructors by resourcing Defence Psychology to post a full-time military psychologist at Training and Doctrine Command.  | Full-time psychologist now posted to Waiouru as of December 2014.  | Chief People Officer [Defence Personnel Executive]           |
| <b>5. Continue to develop an environment in which women and men are safe.</b> |   |  |  |
| ✓   | 5.1. The Army Depot to develop and disseminate clear, comprehensive and effective corrective training orders that start at Day 1 of training to all in the training environment, and limit the use of physical training as corrective training. | Completed and reviewed by Defence Legal Services.  | Commanding Officer The Army Depot                            |
| ✓   | 5.2. Defence Legal Services should assist with military discipline briefings for all future All Arms Recruit Course intakes for both recruits and new instructors.  | Defence Legal Services conducting discipline brief for all intakes.  | Defence Legal Services                                       |
| ✓   | 5.3. Be proactive about maintaining a safe environment for female and male recruits.  | CCTV installed in all barracks currently in use.   | Commanding Officer The Army Depot                            |
| ✓   | 5.4. Review orders to ensure that they include mandatory language that service members are not to have sexual relations with recruits.  | The Army Depot Standing Orders reviewed and updated.   | Defence Legal Services/<br>Commanding Officer The Army Depot |
| ✓   | 5.5. Implement measures that facilitate a culture of reporting incidents, including drop boxes for anonymous reporting and routine interaction with pastoral support outside the chain of command.  | Drop boxes installed and cleared daily, chaplain conducting regular visits.  | Commanding Officer The Army Depot                            |

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| ✓ | <p>5.6. Continue to assess the prevalence and seriousness of unacceptable behaviour (including harassment, bullying, discrimination and assault) through the use of anonymous surveys developed for this review. As part of survey administration, continue to provide a method for recruits to safely report concerns to someone outside their chain of command (padre, psychologist, Anti-Harassment Advisor, Military Police). Action reports and target training based on findings.</p> | <p>Defence Personnel Executive implemented the survey as of April 2015.</p> | <p>Chief People Officer [Defence Personnel Executive]/<br/>Commanding Officer The Army Depot</p> |
|---|---|---|--|

## Navy recommendations

| Action commenced  | Recommendation   | Comment  | Proposed owner  |
|---|--|--|---|
| <b>1. Continue to develop of a culture of excellence.</b>                                 |  |  |   |
| ✓   | 1.1. Define what excellence in recruit training is, specifying what competencies and skills are required of those graduating Basic Common Training; what competencies and skills are required of instructors and what resources must be in place to support these.   | Review of doctrine underway.   | Commander Leadership Development                              |
| ✓   | 1.2. Review the sequencing and content of the initial training curriculum regularly to ensure all the needed skills are attained without overtraining, using level three evaluation from New Zealand Defence College.  | Recruit Training Squadron has undertaken its own internal review.  | Commander Leadership Development /New Zealand Defence College |
| ✓   | 1.3. Navy leadership should communicate the value of the instructor role as shaping the future of the Navy.  | An instructor recognition piece of work is being undertaken collaboratively with the other Services, starting in April 2015. | Captain Fleet Personnel and Training Organisation             |
|   | 1.4. New Zealand Defence College in partnership with Recruit Training Squadron to run a Recruit Instructor Course based on the curriculum of the Foundation Instructor Course, but tailored to the unique needs of instructing recruits. Ensure the Recruit Instructor Course is timed so that all new personnel are adequately trained prior to commencing duties. All instructors should be assessed as part of the course and through a mandated 4-6 week trial period shadowing an experienced instructor or Petty Officer before being certified to be Recruit Training Squadron instructors and given a class. |  | Chief People Officer [New Zealand Defence College]            |
| ✓   | 1.5. Update New Zealand Book of Reference 37 to fully reflect the curriculum requirements of training instructors including additional content on suicide awareness, role drift and the impact of power on instruction, feedback and motivational tools, learning processes, dealing with youth, and diversity awareness. New Zealand Book of Reference 37 should also require systematic ongoing training and development of instructors.   | Review is underway of New Zealand Book of Reference 37.  | Captain Fleet Personnel and Training Organisation             |
| <b>2. Manage the risk of unacceptable behaviour that is inherent in recruit training.</b> |  |  |   |

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|---|--|--|---|
| ✓ | 2.1 Update orders to ensure that any sexual activities or fraternization between instructors and recruits are prohibited, particularly involving social media and texting.   | Review of Leadership Development Group Standing Orders is underway.  | Defence Legal Services/<br>Commander Leadership Development |
| ✓ | 2.2 Defence Personnel Executive should continue to assess the prevalence and seriousness of unacceptable behaviour (including harassment, bullying, discrimination and assault) through the use of anonymous surveys developed for this review. As part of survey administration, continue to provide a method for recruits to safely report concerns to someone outside their chain of command (padre, psychologist, social worker, Anti-Harassment Advisor, Military Police). Recruit Training Squadron should action reports and target training based on findings. | Defence Personnel Executive implemented the survey as of April 2015. | Defence Personnel Executive                                 |
| ✓ | 2.3 Because recruit peer to peer working relationships were raised as a problem in both Army and Navy recruit training, the Ministry of Defence Evaluation Division will continue to explore the situation and how it can be improved.   |  | Ministry of Defence Evaluation Division                     |

## Air Force recommendations

| Action commenced   | Recommendation   | Comment   | Proposed owner  |
|--|--|---|---|
| <b>1. Build a culture of excellence.</b>   |  |   |   |
|  | 1.1. Define what excellence in recruit training is, what competencies and skills are required of instructors and what resources must be in place to support these.   |   | Base Commander Woodbourne/Chief People Officer [New Zealand Defence College]  |
|  | 1.2. With the support of New Zealand Defence College, formally review the sequencing and content of the initial training curriculum regularly to ensure that the Air Force can meet the changing Defence output needs of a modern force. |   | Warrant Officer of the Air Force/ Chief People Officer [New Zealand Defence College]  |
| ✓  | 1.3. Monitor and manage risks systematically by developing a structured risk management framework for Command and Recruit Training Squadron with support from the Directorate of Risk and Assurance.                                     | Currently updating Hazard registers and exercise risk management plans being incorporated into Standard Operating Procedures.                             | Officer Commanding Command and Recruit Training Squadron/ Assistant Chief of Air Force, Training & Support/ Chief People Officer [Directorate of Health and Safety] |
| ✓  | 1.4. Track reasons for exits from training by utilising exit surveys so that trends in performance can be identified.  |   | Chief People Officer [Defence Personnel Executive]  |
| <b>2. Select the right people to fill the instructor roles as pivotal leaders who shape the future of the Air Force.</b> |  |   |   |
| ✓  | 2.1. Establish an instructor selection process that includes psychological screening and interviews with command.  | A more robust selection process will be trialled for the identification and selection of potential training staff for the next posting cycle – August 15. | Officer Commanding Command and Recruit Training Squadron/ Chief People Officer [Defence Psychology]   |
| ✓  | 2.2. Create a “ready list” of experienced, trained Command and Recruit Training Squadron former instructors who can be requested to staff any surges.  |   | Directorate of Career Management/ Officer Commanding Command and Recruit Training Squadron  |
| <b>3. Support instructional excellence by building and continuously developing skills and knowledge of instructors.</b>  |  |   |   |

|   |  |  |  |
|---|--|--|--|
|   | 3.1. New Zealand Defence College should adapt the Foundation Instructor Course to suit the recruit training environment, in the form of a Recruit Instructor Course. All instructors should be assessed as part of the course and through a trial period before being certified to be Command and Recruit Training Squadron instructors. |  | Chief People Officer<br>[New Zealand Defence College]          |
| ✓   | 3.2. Systematically develop instructional skills throughout the training calendar with ongoing training.   | 'Teacher only days' have been ongoing since November 2014 however further training has since been provided by Base psychologist targeting Senior Instructors.  | Base Commander<br>Woodbourne                                   |
|   | 3.3. Mentors and supervisors must be fully trained on instructional best practice, weapons and drill.  |  | Officer Commanding<br>Command and Recruit<br>Training Squadron |
| ✓   | 3.4. To improve the consistency of instructors' expected standards for recruits, conduct calibration training and increase visual guidance/documentation.  |  | Officer Commanding<br>Command and Recruit<br>Training Squadron |
| <b>4. Continue to develop an environment in which women and men are safe.</b> |  |  |  |
| ✓   | 4.1. Inform all new instructional staff of behavioural expectations clearly, including stating expectations in induction materials.  |  | Officer Commanding<br>Command and Recruit<br>Training Squadron |
| ✓   | 4.2. Ensure all staff in the training environment are aware of the risks inherent in initial training, and have strategies to mitigate them.   | Refresher training to all recruit training staff is to be held in the week prior to induction courses highlighting strategies and risks inherent in induction training.  | Officer Commanding<br>Command and Recruit<br>Training Squadron |
| ✓   | 4.3. Write clear and comprehensive corrective training orders to provide clarity for both instructors and recruits and to ensure that both are protected.  | Command and Recruit Training Squadron Standing Operating Procedures have been completed. This includes a more detailed and specific 'Consequence Matrix' which will be widely promulgated including posters in trainee barracks. | Officer Commanding<br>Command and Recruit<br>Training Squadron |



|   |   |   |  |
|---|---|---|--|
| ✓ | 4.4. Redraft Command and Recruit Training Standing Orders to explicitly state what types of conduct are inappropriate and compromising for instructors, and consequently prohibited.  | Unit Standing Orders are currently in the process of being amalgamated with the new Woodbourne Standing Orders to avoid double ups.                                     | Base Commander Woodbourne                          |
|   | 4.5. Defence Force Order 3, Part 9, Chapter 5 defines and prohibits close personnel relationships in a training environment and should be rewritten to adequately manage stand alone or intermittent acts of inappropriate behaviour or attempts to conduct such behaviour. |   | Chief People Officer [Defence Personnel Executive] |
| ✓ | 4.6. Reduce burn out of instructors by managing work schedules to allow for downtime, and limit posting lengths to an optimal length.   | Directorate of Career Management informed about burn out of instructors and will endeavour to maintain a three year maximum posting cycle in the recruit training area. | Directorate of Career Management                   |

# APPENDIX 1: REVIEW PROCESS

## AIM AND SCOPE

This review seeks to strengthen the system that provides initial training to recruits across Services, including the development of a culture of excellence in the recruit training programmes. The review identifies areas for improvement including organisational culture and leadership, doctrine, orders, and practice of recruit instruction and the learning environment. Our aim is to answer the following question:

*In the system that provides recruit training across Services, what aspects are working well, and how can the system be improved?*

The scope of this review includes:

- The processes for selecting instructors, as well as monitoring, developing and improving instructional staff performance.
- Outcomes of the training programme including recruit completion rates, perceptions of instructor effectiveness and support, prevalence of any harassment, bullying, discrimination and assault.
- Support for and perceptions of the wider organisation and leadership toward the training programme.
- Doctrine, orders, and practices that support the training programme.

## METHODS

### Quantitative data

The following data were requested from the Defence Force to examine outputs and trends:

- Turnover of instructional staff in each year since 2004, with reasons for exit
- Completion rates for recruits in each year since 2004
- Recruit to instructor ratio in the training environment for each year since 2004
- All Level 1 data (Learner satisfaction surveys) for all New Zealand Defence Force initial entrants for all Services from New Zealand Defence College
- All disciplinary charges and punishments for recruits and staff for each year since 2004<sup>38</sup>

In addition, the Ministry of Defence Evaluation Division surveyed both recruits and instructors.

All Navy recruits in training over the period August- October 2014 ( $n=128$ ), all Army recruits in training over the period May-August 2014 ( $n=395$ ), and all Air Force recruits in training over the period December 2014-March 2015 ( $n=87$ ) were surveyed. This recruit questionnaire was a voluntary, self-reported, anonymous survey. Surveys were administered by Defence psychology personnel who are outside of the chain of command for recruits. Additionally, a chaplain was present to assist if anyone became upset during the administration. No one needed immediate support. A supplementary survey was given immediately

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<sup>38</sup> As noted above, this information was not being collected in a reliable format, and thus we have not conducted any analysis on trends in disciplinary charges and punishments.

afterward that gave all recruits the opportunity to “opt in” for support services from a psychologist, chaplain, social worker (Navy only), Anti-Harassment Advisor, or military police.

There was variation in the time in training that each intake had prior to administration (7 weeks to 12 weeks for Navy, 3 weeks to 16 weeks for Army, 7 weeks to 13 weeks for Air Force), due to the review timelines.

The Navy sample consisted of 94 males and 34 females (26.6%). The mean age was 19.68 (range 17 to 32, SD=2.33). The Army sample consisted of 358 males and 35 females (8.9%), and 2 participants who did not list a gender. The Air Force sample consisted of 73 males and 14 females (16.1%). The mean age was 21.85 (range 18 to 50, SD=5.5).

Recruit instructors were given a self-assessment to identify strengths and weaknesses in preparation for role, ongoing support, and work/life balance.

All statistical differences noted in this report are significant at the .05 level. Quantitative data analysis was conducted using IBM SPSS 22.

## Qualitative data

All interviews were voluntary, semi-structured, and conducted in person. All participants were assured of the confidentiality of their comments to ensure that they could speak frankly, thus the names and roles of interview participants have not been included in this report.

### Interviews and focus groups

Navy interviews were conducted at Devonport in October 2014. Those invited to be interviewed included the chain of command within Recruit Training Squadron and Leadership Development Group, personnel who observe the transition between initial and trade training, and personnel who select instructors to be posted to Recruit Training Squadron.

Army interviews were conducted at Trentham, Burnham, Linton, Waiouru, Headquarters New Zealand Defence Force over the period May to August 2014 with a total of 37 individuals. Those invited to be interviewed included the chain of command within Training and Doctrine Command, personnel at Military Career Management, New Zealand Defence College, personnel who develop the capability of instructors and platoon staff, personnel who observe the transition between initial and trade training, and personnel who select instructors and platoon commanders to be posted to The Army Depot.

Air Force interviews were conducted at Woodbourne and Wellington in January 2015. Those invited to be interviewed included the chain of command within Command and Recruit Training Squadron and Ground Training Wing, personnel who observe the transition between initial and trade training, and personnel who select instructors to be posted to Command and Recruit Training Squadron.

A Navy instructor focus group was conducted for the Navy in October 2014, for the Army in May 2014, and for the Air Force in January 2015.

In total 77 instructors participated in focus groups or interviews, and 80 personnel in the chain of command were interviewed.

## Consultation process

The review was designed to include consultation with stakeholders throughout the process. This included both in and out briefings to base level leaders during the fieldwork phase for each Service. Insight and feedback was provided by the Peer Review Panel. Draft chapters were provided to each Service at the conclusion of their review period. Briefings were conducted for senior leaders in the findings and recommendations for each Service.

# APPENDIX 2: TERMS OF REFERENCE

## Project Definition

The objectives of the review are to:

- Strengthen the system that provides initial training to recruits across Services, including the development of a culture of excellence in the recruit training programme.
- Identify areas for improvement including organisational culture and leadership, doctrine, policy, and practice of recruit instruction and the learning environment.

## Review questions

Overall question:

*In the system that provides recruit training across Services, what aspects are working well, and how can the system be improved?*

Specific questions:

- Does the organisational culture and leadership encourage excellence in recruit training?
- Are the doctrine, policies and practices of recruit training fit for purpose and how do they compare to those of peer organisations?
- What systems are in place to select and develop recruit instructors?

## Project scope and exclusions

Ab initio training for enlisted personnel in all Services is included in the review. Officer training has recently moved to a tri-Service approach, and thus not appropriate to include in the present review as the systems are only now being developed.

The content of the learning programme, including operational aspects of initial training preparation are out of scope of this review. Therefore this review is primarily covering how training is done, not what training is done.

Aspects of the recruit training system that are in scope:

- Support for and perceptions of the wider organisation and leadership toward the training programme
- Doctrine, policy, and practices that support the training programme
- The processes for selecting instructors, as well as monitoring, developing and improving instructional staff performance
- Outcomes of the training programme including recruit completion rates, perceptions of instructor effectiveness and support, prevalence of any harassment, bullying, discrimination and assault

Out of scope:

- Initial officer training, trade training of other ranks

- All operational aspects and content of training curriculum
- Performance of individual instructors and/or past incidents of behavioural issues
- Individual characteristics and motivations of recruits, including their selection
- Training facilities and equipment