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Military Education System in New Zealand: Legal Analysis

Introduction

Military education in New Zealand, in contrary to other countries worldwide, was not based on the dual system with one national military academy along with minor cadet and officer schools. The New Zealand Defence College, officially called the New Zealand Command and Staff College (NZCSC)¹, was established in 1950. Its history shall be analysed below; however, it is indeed important to stress a few facts already now. First of all, New Zealand gained independence from the British Empire in 1947, when the norms of the Westminster Statute² was finally incorporated by the parliament in Wellington. Hence establishing own military academy only three years after the constitutional reform had to be internationally understood as the way of underlining sovereignty. Secondly, New Zealand, as the former British dominion, suffered immense losses during two world wars, which unsurprisingly affected further national military training. During the Great War, the population of Aotearoa³ was 1,090,000,

The joint name, being the New Zealand Defence Force Command and Staff College (written as "NZDF Command and Staff College" too), is also present at the official websites and literature. It comes from the fact of incorporation of the Command Staff College by the Defence College.

The full name of the law was: Act to Give Effect to Certain Resolutions Passed by Imperial Conferences Held in the Years 1926 and 1930 from 11 December 1931. Therefore, it took 16 years for the New Zealand society to finally cut its bondage with the former metropolis on the basis of the constitutional law: Statute of Westminster Adoption Act 1947 from 25 October 1947 (Public Act No. 38 of 1947).

The second official language of New Zealand is Maori language, on the basis of Maori Language Act 1987 from 20 July 1987 (Public Act 1987, No. 176). Thus the name of country is commonly translated into "the land of the long white cloud".

of which 72% were born in New Zealand, while 25% were British. As many as 124,000 people served in the army, of which more than 100,000 served overseas (which accounted in total for almost half of men able to serve). The war caused 17,000 deaths of New Zealanders, as well as 58 thousand injured soldiers and personnel⁴. Very similar outcome was recorded after the Second World War. Of all the Commonwealth of Nations countries, New Zealand lost the highest proportion of its population being nearly 12,000 dead, more than 15,000 wounded and 8000 captured⁵.

The New Zealand Command and Staff College for more than half a century has been serving as the only tertiary school educating the armed forces personnel. Such educational monopoly is most likely caused by two factors. Relatively small population⁶ lives on both North and South Islands, therefore that is a pragmatic sufficiency of having only one military school across New Zealand. In addition, there can be seen a lack of the strategic need for training a larger number of soldiers. However, in 2017 the Ministry of Education announced four new partnership schools for the Ministry of Defence7. This was yet preceded by the political conflict between two main parties and their majority governments (the National Party in 2016-2017 and the Labour Party 2017-now). The new education system introduced by the National Party government had launched "charter schools" / "partnership schools" already in 20128. The charter schools, including their scheduled military equivalents, were funded just like the state schools, but were subjected to the less formal treatment then those under the supervision of the Ministry of Education. Nonetheless, the last reform in 20189 held by the opposing political power, formed by the current Labour government, announced the final end of the statefunded charter schools¹⁰ and their transformation into the state integrated institutions¹¹. This financial and structural rotation has also affected the only secondary military school: Vanguard Military School in Auckland established in 2014.

P.J. Haythornthawaite, The World War One Source Book, London 1993, p. 267; H.W. Wilson, J.A. Hammerton, The Great War. The Standard History of the All-Europe Conflict: Volume 2, London 1915, p. 175.

See: The Second World War at Home. Page 4 – Challenges, New Zealand History, https://nzhistory.govt.nz/war/second-world-war-at-home/challenges [accessed: 29.05.2019].

The population is estimated on 4,957,400 on March 2019 in accordance with the NZ Stats, the official New Zealand Statistical Office; Population, Stats NZ Tatauranga Aotearoa https://www.stats.govt.nz/ topics/population [accessed: 25.06.2019].

The programme was never accomplished due to the political issues. D. Cheng, 'Education Minister Chris Hipkins Introduces Bill to End National Standards and Charter Schools', The NZ Herald, 8.02.2018.

Education Amendment Bill 2013 (Public Act 2013, No. 34) from 12 June 2013 was adopted in order to amend its old version from 1989.

Education Amendment Act 2018 (Public Act 2018, No. 40) from 24 October 2018 removes the provisions relating to national standards and the partnership school model from legislation; Letter to the author from Lieutenant commander Hugh Aitken, Executive Officer at NZDC, 24.06.2019.

The full list of former charter schools along with their detail reports, sponsors, contacts and related documents can be found at the Ministry of Education website: Former Charter Schools, Ministry of Education, https://www.education.govt.nz/our-work/information-releases/issue-specific-releases/partnership-schools-kura-hourua-information-release/former-charter-schools [accessed: 25.06.2019.

A. Baker, 'New Military School Won't Open Due to Pressure of Charter School Reform', Stuff, 30.10.2018.

Beginnings of the New Zealand military service

New Zealand as a country can be dated back from 1840 when it became a British colony, being however a part of the New South Wales colony in 1838–1841¹². One of the very first legal regulations of the newly established colony was Militia Act (Ordinance) adopted in 1845¹³. It resulted from the fact the European settlers were not able to use firearms and therefore could not have been able to protect the land. The Governor Robert FitzRoy decided to form a militia and codify its functions, contrary to the precedent illegal, self-authorised "army" established in Wellington in 1843. The representative of the British Crown had to send its troops from Auckland, then the capital city, to disperse that illegal militia. The Militia Ordinance ordered two key issues: personal and logistical. There was thus the obligation of very British man, while not an aboriginal native, at the ages of 18–60, residing within the colony to be liable to serve in new militia. Secondly, the act stated that half of the New Zealand military forces should have been of the militia or volunteer character.

In 1858 the act was amended¹⁴ and the monetary fees were introduced when not complying with the call-up. Next, the act from 1865¹⁵ announced a further modification in newly forming military service. The maximum age of males was reduced to 55, while the required residency on the territory of New Zealand was cut to only three months enabling other young Europeans to join the service. With such broaden militia, the colonial administrators were able to better use and properly divide its military units. Hence, three categories of militia members were introduced, based on the level of priority: 1) unmarried men and widowers without children (18–40); 2) widowers with children and married men (18–40), as well as unmarried men able to prove that female relatives were dependent upon them; 3) men of 40–55 years old. What was also a novelty here is the legislative distinction between the militia and the volunteers, based on the Volunteer Act 1865¹⁶ adopted in parallel. From now on the volunteers were separated from the Militia Act¹⁷.

In the meantime, there was also introduced another legislative novelty introducing the police forces in New Zealand. An official terminology used until now in the British legal system is "a constabulary", being a civil, non-paramilitary force¹⁸.

It has to be clarified that despite the fact that the British colony in Australia served as the criminal colony, New Zealand was never used as such. In addition, the first document signed by the autochthons of Aotearoa and the European representatives was signed in 1836. The Declaration of Independence was caused by the fear of the potential French colonisation, as well as the necessity of unification of the Maori tribes, devastating each other in the bloody brotherhood wars between 1807 and 1842 (Musket Wars) and 1945–1872 (Maori Wars). More about: J. Belich, The New Zealand Wars and the Victorian Interpretation of Racial Conflict, Auckland 1986; R.D. Crosby, The Musket Wars: A History of Inter-iwi Conflict, 1806–45, Auckland 2014; M. Wright, Guns and Utu: A Short History of the Musket Wars, Auckland 2011.

¹³ Militia Act 1845 (8 Victoriae 1845, No. 1).

¹⁴ By the Militia Act 1858 (21 and 22 Victoriae 1858, No. 8).

¹⁵ Militia Act 1865 (29 Victoriae 1865, No. 52).

¹⁶ Volunteer Force Act 1865 (29 Victoriae 1865, No. 53).

N. Preston, Military Law in Colonial Australia, Annandale 2016, p. 149.

Definition used by the Britannica Dictionary under the entry The History of Policing In The West [headword], https://www.britannica.com/topic/police/The-history-of-policing-in-the-West [accessed: 25.06.2019].

The Colonial Defence Act 1862¹⁹ was amended by the Armed Constabulary Act 1867²⁰, which was connected with the withdrawal of the British military. Since then the constabulary was operating like a police force within frontier towns, formatted into nine divisions, including two Maori divisions, each of over 75 men²¹. Most of the British military was withdrawn from New Zealand in the years 1864–1866. Finally, the last of the British troops left in 1870. That in turn meant that Aotearoa required its own permanent forces before the British had departed²².

Conscription in the New Zealand military system

The same year when the last metropolis soldiers were leaving its colony, the New Zealand parliament adopted another militia act²³. The 1870 Act amended the starting age to 17, while the classifications for levels of priority, formerly based on the civil status, had changed to solely age groups: 1) 17-30; 2) 30-40; 3) 40-55. In the following decade, for the first time in the New Zealand history, a permanent military force was established by the Defence Act 1886²⁴. Comparing to other states worldwide, including the Commonwealth countries, New Zealand politicians started the debate on the compulsory military training. Ultimately, the Defence Act 1909²⁵ codified the Compulsory military training (CMT), a conscription, which lasted until 1972. The CMT formed three groups of trainees, and the reserve: 1) 12-14 being Junior Cadets; 2) 14–18 (Senior Cadets); 3) 18–21 (General Training Section), and 21–30 (the Reserve). The clause of the conscientious objectors was introduced, however those New Zealanders referring to this clause were not released from CMT but had to serve as non-combatant within the military. Three years later the amendment act²⁶ removed the Junior Cadets group, leaving the starting age of the military service at the age of 14. Another modification was made territorially as the territory of New Zealand was strategically divided into four military districts: Auckland and Wellington on the North Island, and Canterbury and Otago on the South Island²⁷. It clearly shows the New Zealand military service has been shaping independently from the British armed forces system. In addition, the efficiently created structures on the local level and in an early age ensured in fact good training and readiness of recruits for a hypothetical war.

¹⁹ Colonial Defence Force Act 1862 (26 Victoriae 1862, No. 32).

²⁰ The full name was: Act to Provide for the Establishment and Maintenance of an Armed Constabulary (31 Victoriae 1867, No. 37).

P. Maxwell, Frontier: The Battle for the North Island of New Zealand 1860–1872, Auckland, 2011, p. 152; J. Millen, Salute to Service: A History of the Royal New Zealand Corps of Transport and Its Predecessors, 1860–1996, Wellington 1997, p. 32.

British Troops in New Zealand [headword], Te Ara – the Encyclopaedia of New Zealand, https://teara.govt.nz/en/1966/british-troops-in-new-zealand [accessed: 25.06.2019].

²³ Militia Act 1870 (33 and 34 Victoriae 1870, No. 87).

²⁴ Defence Act 1886 (50 VICT 1886, No. 17).

Defence Act 1909 (9 EDW VII 1909, No. 28).

²⁶ Defence Amendment Act 1912 (3 GEO V 1912, No. 20).

P.J. Haythornthawaite, op. cit.

It is the Great War, which has the largest impact on forming the sense of identity, a separated from the British Crown nation of New Zealand, in both social, political, but also military sphere. By not going into the historical details, the joint troops of two Trans-Tasman countries, the Australian and New Zealand Army Corps (ANZAC), experienced a lack of understanding by their British superiors about their training and the culture and heritage of those Pacific countries, which they came from. This resulted in the inability to create the common ground of the main purpose, and thus a continuous lack of willingness to build esprit de corps between the soldiers. New Zealanders had lost so much morale when fighting in "the European war" while for most of them it was the very first time overseas. Conflicted at the ethical level with the British staff, they felt alienation, but also separateness from the British people²⁸.

The Compulsory military training was in abeyance during the mid-war years due to the fact of the depression, still strong political and economic bondage between Wellington and London and domestic problems in New Zealand, connected with the post-war losses, demography and market²⁹. Only in 1940, the government reluctantly came back to the idea of conscription³⁰ because of the problems with filling the echelons for the military activities during the World War II. The war-affected norms made men between 18 and 46 to be liable to be called up, excluding the Navy and Air Force, which remained voluntary. The post-war referendum approved reintroduction of the CMT, which was then legally sanctioned by the Military Training Act 1949³¹. The assumptions made by the National Party government (14 weeks of full-time training, three years of part-time service, six years in the Reserve) were again put in abeyance for two years by the Labour Government's National Service Registration Act 1958³². Finally, the National Military Service Act 1961³³ was the last bill of the New Zealand parliament introducing the compulsory service in the armed forces. 11 years after, the Labour government decided to ultimately end national military service on 31 December 1972.

Modern reforms

The modern New Zealand Command and Staff College has its origin in the post-war Army Act from 1950³⁴. It was established in Whenuapai, now a suburb of Auckland, as a school for junior officers of the Royal New Zealand Air Force. Studies included military law, organisation, drill, staff duties and administration³⁵. The headquarters

D. Evans, The First World War, London 2004, pp. 39–45; The Oxford Illustrated History of the First World War, ed. H. Strachan, Oxford 1998, p. 56–58, 108.

New Zealand was back then ironically called the Empire's Dairy Farm by the Londoners. P.M. Smith, A Concise History of New Zealand, Cambridge 2005, p. 124, 142–143.

³⁰ Based on the National Service Emergency Regulations 1940 (1940, No. 117) from 18 June 1940.

³¹ Military Training Act 1949 (1949, No. 23).

National Service Registration Act 1958 (1958, No. 32).

National Military Service Act 1961 (1961, No. 116).

³⁴ New Zealand Army Act 1950 (1950, No. 39).

³⁵ History, New Zealand Defence Force, http://www.nzdf.mil.nz/what-we-do/command-and-staff-col-lege/history/default.htm [accessed: 25.06.2019].

was moved to the Wellington region in 2004, and now is located at Trentham Military Camp. In 1959, the College extended its training by introducing the staff course for squadron leaders or their equivalent, which lasted until 2008. Year later, the course embraced Captains from all three services (the New Zealand Army, the Royal New Zealand Navy, and the Royal New Zealand Air Force), as well as international officers. Finally, in 2013, the name of the course was changed onto the Intermediate Junior Staff Course. Similar changes touched upon the higher officer training: in 2011 the Staff Course was renamed the Joint Command and Staff Course, while in 2013 – the Advanced Command and Staff Course, for Majors or above. As the purpose³⁶ of NZCSC is to provide professional military education not only to middle ranking officers, but also senior Warrant Officers, the special course was introduced in 2008. Upon the decision of the chief officers, including the present Commandant, Lieutenant colonel Richard Taylor, the training was extended onto the officers from overseas, mainly those from the Asia-Pacific region, as well as a non-military personnel³⁷.

The military education reform, held in 2017–2019, was intended to amend the system of military schools by establishing four partnership schools for the Ministry of Defence. The secondary schools in Auckland, Christchurch and Gisborne³⁸ would have joined the partnership schools in educating students using the already existing famous Vanguard Military School model³⁹. The Vanguard School located in Auckland, sponsored by the Advanced Trading Group Ltd. was opened in February 2014⁴⁰. It has been using military training to help students from disadvantaged backgrounds, while the personnel come mostly from the Defence Forces operating under a military ethos. Nonetheless, despite starting every day of studies with the military parade, wearing uniforms and providing physical training similar to the cadet school, the Auckland school cannot be understood as part of the military education system. The aim of gaining qualification at the Vanguard School is hence focused on attracting future employers or universities, while not precisely as being accepted at the NZSCSC. Similarly, the ATC Military Prep School in Auckland, established in 1991, serves as an educational institute for the youths, who not necessarily want to become soldiers. The school has three campuses (two in Auckland and one in Hamilton) providing qualifications useful for the further education in the community services and security branch⁴¹.

Another way for receive military training and better qualification on the labour market is the joint programme made in 2010 by the Ministry of Social Development and Ministry of Defence. The Limited Service Volunteer (LSV) course takes 6 weeks in the Burnham military camp (near Christchurch). Becoming a professional soldier

About the College philosophy read: *College Philosophy*, New Zealand Defence Force http://www.nzdf.mil.nz/what-we-do/command-and-staff-college/college-philosophy/default.htm [accessed: 25.06.2019].

³⁷ Letter to the author from Lieutenant colonel Melanie Childs, Chief of Staff at NZDC, 25.06.2019.

³⁸ A. Redmond, 'Christchurch Military School One of Four Planned Partnership Schools, Stuff, 7.08.2017.

Due to the above-mentioned political manoeuvres between the following governments, the idea of extending military schools also on the secondary education level collapsed. M. Earley, 'Auckland Military Academy to Be First Charter School to Merge Into State System', Stuff, 15.05.2018.

⁴⁰ Vanguard, http://www.vanguard.school.nz/index.php?cID=1 [accessed: 25.06.2019].

⁴¹ ATC Military Prep School, http://www.militaryprepschool.co.nz [accessed: 25.06.2019].

after completing the LSV is open too, as the main assumption of the programme is limiting the unemployment among youth⁴². Similarly, gaining master degree at the Victoria University of Wellington by very junior soldiers, sailors and airmen and women through to Chief of the Defence Force forms the last nation level of military education, which is still open also to non-military students⁴³.



Figure 1. New Zealand Defence Forces headquarters map

Source: Forces and Locations, New Zealand Defence Forces, http://www.nzdf.mil.nz/about-us/forces-and-locations.htm [accessed: 25.06.2019].

Limited Service Volunteer (LSV), Word and Income, https://www.workandincome.govt.nz/work/training-and-work-experience/limited-service-volunteer.html [accessed: 25.06.2019].

Letter to the author from Lieutenant colonel..., op. cit.

Finally, to become a New Zealand soldier one needs to undergo the All Arms Recruit Course (AARC), known as the Recruit Training. The 16 weeks training takes place at the Waiouru Army Camp in the central North Island. After graduating the basic training, soldiers are posted to their units at any one of the army camps within New Zealand. The next stage of training is 'corps training' for the specific trade⁴⁴. As for the officers, they have to take the 11-month-training course at the Officer Cadet School, among which the first seven weeks are the basic training, similar to the soldiers' basic training. This initial phase (Joint Officer Induction Course, JOIC) is held at the Base Woodbourne (near Blenheim on the South Island).

Upon completion of the JOIC all officer cadets are then posted for a year to Waiouru where they commence their specific officer training – the New Zealand Commissioning Course. This highly demanding course gives an internationally recognised and a very prestigious career as a New Zealand officer⁴⁵.

Conclusions

The military education in New Zealand is not as complex as in other countries, which can be justified by small population and a lack of the geostrategic need of training more soldiers and officers. What appears crucial here is the system of education based on one national institution being the New Zealand Command and Staff College. There were some attempts to extend the military education system to some secondary schools, which would prepare the future soldiers for their role in the defence forces, as well as the officers for the tertiary education. Nonetheless, New Zealand politicians are against militarisation of the public schools, the same as their predecessors when finally ending with the national conscription.

Some private companies, as well the public sector is developing new ways of using the military ethos and discipline to form and educate next generations of New Zealanders. This is definitely something, which can be implemented to other countries like Poland, with a huge success for good of the whole society. New Zealand soldiers are internationally recognised for their engagement in many United Nations peacekeeping and observers' missions, just like they have been recently deployed in the military operations in Iraq and Afghanistan⁴⁶. Any further development of the military education system or its reform are highly unexpected at this moment⁴⁷.

Education and Training, NZ Army, https://www.defencecareers.mil.nz/army/life-in-the-army/education-and-training [accessed: 25.06.2019].

⁴⁵ Ibidem.

Current deployments of the NZ defence forces are Afghanistan, Antarctica, Israel and Lebanon, Mali, Qatar, Kuwait and Bahrain, the Republic of Korea, the Sinai Peninsula, the South Sudan, Timor-Leste and the USA. New Zealand soldiers based in Iraq are now being withdrawn. J. Walls, 'PM reveals plan to pull Kiwi troops out of Iraq by June 2020', The NZ Herald, 10.06.2019.

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System szkolnictwa wojskowego w Nowej Zelandii. Analiza prawna Streszczenie

Edukacja wojskowa w Nowej Zelandii, w przeciwieństwie do innych państw, nie opiera się na dwutorowym systemie składającym się z głównej akademii narodowej oraz pomniejszych szkół zawodowych i oficerskich. Jednakże Siły Obronne Nowej Zelandii szkolą kadry na wiele sposobów. Funkcjonująca od 1950 r. Akademia Obrony Nowej Zelandii (New Zealand Defence College/ New Zealand Command and Staff College) pełniła – i wciąż pełni – funkcję jedynej uczelni kształcącej personel sił zbrojnych. Jest to spowodowane zarówno relatywnie małą liczbą ludności, jak i brakiem strategicznej potrzeby szkolenia kolejnych żołnierzy. Dopiero reforma szkolnictwa wojskowego w latach 2017–2019 miała zmienić system edukacji wojskowej. Planowano powołać cztery kolejne uczelnie partnerskie Ministerstwa Obrony, jednak ostatecznie do tego nie doszło. Ciekawym aspektem reformacji edukacji wojskowej w Nowej Zelandii wydają się być prawne podstawy funkcjonowania tego systemu, co zostało przeanalizowane w niniejszym artykule.

Słowa kluczowe: Nowa Zelandia, służba wojskowa, armia, nowozelandzka armia, system edukacji, edukacja wojskowa

Military Education System in New Zealand: Legal Analysis Abstract

Military education in New Zealand, in contrary to other countries worldwide, was not based on the dual system training with the main national military academy and the minor cadet and officer schools. The New Zealand Defence Force has many ways to educate personnel though. The New Zealand Defence College (officially called the New Zealand Command and Staff College) established in 1950 was, and still is, serving as the only tertiary school educating the personnel of the armed forces. It is most likely caused by both relatively small population, as well as a lack of the strategic need to train a larger number of soldiers. The military education reform, held in 2017–2019, was intended to amend the system of military schools by establishing four partnership schools for the Ministry of Defence. That however did not happen. What appears to be interesting in the military education reform in New Zealand are the legal aspects of this system, which have been analysed in this article.

Key words: New Zealand, military service, army, New Zealand army, education system, military education

System der militärischen Bildung in Neuseeland: rechtliche Analyse Zusammenfassung

Die verteidigungsbezogene Bildung in Neuseeland stützt sich nicht, im Gegenteil zu anderen Ländern, auf ein zweigleisiges, aus der nationalen Hauptakademie und aus kleineren Berufs- und Offiziersschulen bestehendes System. Jedoch bilden die Streitkräfte in Neuseeland ihre Soldaten auf verschiedene Weise aus. Die seit dem Jahre 1950 tätige Akademie für Verteidigung von Neuseeland (New Zealand Defence College/New Zealand Command and Staff College) erfüllte und erfüllt immer noch die Rolle der einzigen, das Personal der Streitkräfte ausbildenden Hochschule. Die Ursache ist sowohl eine relativ geringe Zahl der Bevölkerung, als auch das Fehlen des strategischen Bedarfs der Ausbildung von nächsten Soldaten. Erst Reformierung des militärischen Hochschulwesens in den Jahren 2017–2019 sollte das System der militärischen Bildung ändern. Es wurde die Gründung von vier weiteren Partnerhochschulen geplant, letztendlich geschah das jedoch nicht. Ein interessanter Aspekt der Reformierung der militärischen Bildung in Neuseeland scheinen die rechtlichen Grundlagen für das Funktionieren dieses Systems zu sein, was im vorliegenden Artikel analysiert wird.

Schlüsselwörter: Neuseeland, Militärdienst, Armee, neuseeländische Armee, Bildungssystem, militärisches Bildungssystem

Система военного образования в Новой Зеландии: юридический анализ Резюме

Военное образование в Новой Зеландии, в отличие от многих других государств, не представляет собой двухступенчатой системы, состоящей из главной национальной академии и небольших профессиональных и офицерских вузов. Силы обороны Новой Зеландии обучают кадры разными способами. Существующая с 1950 г.

Академия обороны Новой Зеландии (New Zealand Defence College/New Zealand Command and Staff College) выполняла и выполняет роль единственного вуза, подготавливающего персонал вооруженных сил. Такое построение системы обучения обусловлено сравнительно небольшим количеством населения, а также отсутствием стратегической необходимости подготовки большого количества военных. Проведенная в 2017—2019 гг. реформа высшего военного образования должна была изменить систему образования в армии. Планировалось создать еще четыре вуза, подчиненных министерству обороны. Однако, в итоге эти планы не были воплощены в жизнь. Интересным аспектом реформы военного образования в Новой Зеландии являются правовые основы функционирования этой системы, которые и были проанализированы в данной статье.

Ключевые слова: Новая Зеландия, военная служба, армия, новозеландская армия, система образования, военное образование