



**MINISTRY OF SOCIAL
DEVELOPMENT**
TE MANATŪ WHAKAHIATO ORA

27 September 2023

Tēnā koe

On 3 August 2023, you emailed the Ministry of Social Development (the Ministry) requesting, under the Official Information Act 1982 (the Act), the following information:

Limited Service Volunteer program.

- *I would like the program's annual costs, number of annual applicants, number of annual volunteers, annual success rates, entree requirements and selection process.*
- *I would also like to request any communications (external or internal) relating to National's policy of 'Bootcamps' that was announced in the media.*

On 14 August 2023, the Ministry emailed you as this request was broad in scope and was likely to be refused under section 18(f) of the Act, as substantial manual collation would be required. The Ministry suggested you refine your request to:

- *The annual costs for the Limited Service Volunteer program for the last financial year (1 July 2022 – 31 June 2023)*
- *The number of annual applicants, number of annual volunteers, annual success rates, for the last three financial years (1 July 2020 – 31 June 2023)*
- *The entry requirements and selection process of Limited Service Volunteer program.*

On 15 August 2023, you responded to the Ministry and requested data from the past six financial years and including the first year of Limited Service Volunteer programme.

On 17 August 2023, the Ministry wrote to you to ask you to provide the exact financial years you required as the first year of the Limited Service Volunteer programme dates back to 1993.

On 22 August 2023, you refined your request to be for the following information:

- *The annual costs for the Limited Service Volunteer program for the last five financial years (1 July 2018 – 31 June 2023);*
- *The number of annual applicants, number of annual volunteers, annual success rates, for the last five financial years (1 July 2018 – 31 June 2023);*
- *The entry requirements and selection process of Limited Service Volunteer program;*
- *Any communications (external or internal) relating to National's policy of 'Bootcamps' that was announced in the media".*

On 18 September 2023 the Ministry wrote to you to notify you of our decision to grant your request in part.

The Limited Service Volunteer (LSV) programme is a six-week residential programme run by the New Zealand Defence Force (NZDF) in partnership with the Ministry and the New Zealand Police. It is attended by youth aged between 17-24 years old who are not in employment, education or training (NEET).

The principal goal of the LSV programme is to increase the number of young people entering employment or training by improving their self-discipline, self-confidence, motivation, and initiative.

You may find more information about the LSV programme at the following link:

www.workandincome.govt.nz/work/training-and-work-experience/limited-service-volunteer/index.html.

For the sake of clarity, the Ministry will respond to each part of your request in turn.

- *The annual costs for the Limited Service Volunteer program for the last five financial years (1 July 2018 – 31 June 2023);*

Please find **Table One** overleaf which shows the annual costs to the Ministry for the LSV financial programme for the last 5 financial years.

Table One: The Ministry's annual costs to the LSV programme for the financial years ending 2019, 2020, 2021, 2022 and 2023.

Programme	Financial year ending				
	2019	2020	2021	2022	2023
Work Confidence - LSV	\$5,260,000	\$9,444,000	\$10,119,000	\$8,340,650	\$9,156,650

The Ministry pays an up-front fee each year and receives a rebate from the NZDF based on unused non-fixed costs such as food, individual travel, and

equipment rental. This rebate system was not in place in the years 2018 and 2019.

Between 2020-2023, the rebate level was:

- \$750 for an unfilled place.
- \$750 if a trainee leaves before the end of week two.
- \$300 if a trainee leaves before the end of week four.
- *The number of annual applicants, number of annual volunteers, annual success rates, for the last five financial years (1 July 2018 – 31 June 2023);*

Please find **Table Two** overleaf, which shows the number of client referrals, number of clients who marched-in and the number of clients that marched-out.

For clarity:

- March-in refers to any client who starts the LSV course.
- March-out refers to any client who completes and graduates at the end of week six of the course.

Table Two: Number of client referrals and the number of clients who marched-in and the number of clients that marched-out, broken down by financial year.

Financial year	Number of client referrals	Number of clients that marched-in	Number of clients that marched-out
2018/2019	1533	714	558
2019/2020	2616	762	504
2020/2021	2616	846	603
2021/2022	1530	342	240
2022/2023	1584	534	339

Note:

- Prior to July 2020, the Ministry did not record data which differentiated between being accepted onto LSV and marching-in.
- To protect confidentiality the Ministry uses processes to make it difficult to identify an individual person or entity from published data.
- These data tables have had random rounding to base three applied to all cell counts in the table.

- Random rounding does not round down to zero. A value of one or two will be rounded to three.
- The impact of applying random rounding is that columns and rows may not add exactly to the given column or row totals.
- The published counts will never differ by more than two counts.
- *The entry requirements and selection process of Limited Service Volunteer programme;*

I have decided to grant your request by a way of an excerpt under section 16(1)(e) of the Act. This has been done to ensure sufficient information is provided to address any transparency and accountability reasons favouring the release of the information.

Please find in the enclosed Appendix an extract of the Limited Services Volunteer Programme Operational Guideline shared between New Zealand Defence Force and Ministry of Social Development, which contains information regarding the entry requirements and selection process for the LSV programme.

- *Any communications (external or internal) relating to National's policy of 'Bootcamps' that was announced in the media".*

Please find enclosed communications relating to the media queries relating to the National Party's policy announcement relating to 'bootcamps'.

You will note that the information regarding some individuals is withheld under section 9(2)(a) of the Act in order to protect the privacy of natural persons. The need to protect the privacy of these individuals outweighs any public interest in this information.

The principles and purposes of the Official Information Act 1982 under which you made your request are:

- to create greater openness and transparency about the plans, work and activities of the Government,
- to increase the ability of the public to participate in the making and administration of our laws and policies and
- to lead to greater accountability in the conduct of public affairs.

This Ministry fully supports those principles and purposes. The Ministry therefore intends to make the information contained in this letter and any attached documents available to the wider public. The Ministry will do this by publishing this letter on the Ministry's website. Your personal details will be deleted, and the Ministry will not publish any information that would identify you as the person who requested the information.

If you wish to discuss this response with us, please feel free to contact OIA_Requests@msd.govt.nz.

IN-CONFIDENCE

If you are not satisfied with this response regarding the Limited Services Volunteer programme, you have the right to seek an investigation and review by the Ombudsman. Information about how to make a complaint is available at www.ombudsman.parliament.nz or 0800 802 602.

Ngā mihi nui

A handwritten signature in blue ink, appearing to read 'D. Dickinson', with a long horizontal flourish extending to the right.

Dwina Dickinson
Group General Manager
System Performance and Improvement

Excerpt from Limited Services Volunteer Programme Operational Guideline between New Zealand Defence Force and Ministry of Social Development.

Limited Service Volunteer Programme

Overview

The Limited Service Volunteer (LSV) programme is a voluntary six-week residential training programme run by the New Zealand Defence Force (NZDF) on contract to and in partnership with the Ministry of Social Development (MSD) and the New Zealand Police (NZ Police).

The LSV programme is targeted at 18 to 24-year-olds at risk of long-term unemployment; with 17-year-old applications decided on a case-by-case basis.

The aim of the LSV programme is to increase the number of young people entering employment or training by improving their self-discipline, self-confidence, motivation, and initiative.

These personal qualities are developed through the delivery of training within a structured environment.

All applicants must have a medical assessment and must complete a NZ Police vetting check. NZDF review the medical assessment and police check and decide whether they will accept the young person referred from MSD into the programme.

NZDF has social worker(s) and registered nurse(s) on site to support the trainees through the six weeks.

The New Zealand Police have a Police Liaison Officer (Police Mentor) on site to support the trainees through the six weeks. Having the police partner in the programme, helps break down the barriers between the young people and the NZ Police.

An essential part of the programme is the engagement with employers. The LSV programme host employer engagement events (targeted at national and regional employers and industry trainers). This gives trainees an opportunity to meet directly with employers to hear what they are looking for and pitch themselves as potential employees.

LSV programme goal

The goal of the LSV programme is to improve young peoples' self-discipline, self-confidence, motivation, and initiative to help them move into sustainable employment or other training opportunities.

Target group and eligibility

The LSV Programme is available to MSD clients and non-current beneficiaries

The LSV programme is provided under Clause 1 (Work confidence and motivational assistance) of the Schedule of the Employment and Work Readiness Assistance Programme (EWRA).

To be eligible for the LSV programme, the young person must be:

- A New Zealand citizen or permanent resident
- Ordinarily resident in New Zealand
- Actively seeking or preparing for work
- Aged 17-24 years at the time of application **and**
- Receiving a main benefit
 - Primary / Partner:
 - Emergency Benefit
 - Emergency Maintenance Allowance
 - Jobseeker Support
 - Sole Parent Support
 - Partner
 - Supported Living Payment (SLP)
 - New Zealand Superannuation
 - Youth Service
 - Youth Payment
 - Young Parent Payment
 - Young Partner
 - Young Parent Partner

Or

- A non-current beneficiary
 - Not in Employment, Education or Training (NEET) service client
 - Not receiving financial assistance from MSD
 - Has financial support during the LSV programme.

The young person must also be in good health and physically able to complete intensive outdoor activities.

Young people under 18 years old or over 24 years old

Young people aged 17 years old will be considered on a case-by-case basis by both MSD and NZDF. Eligibility for a 17-year-old is determined by their motivation for attending the LSV programme and by ensuring that the programme would be beneficial in helping them become more work ready.

In general, young people aged 17 years old should consider whether alternative education or training would be a better option for them.

NOTE: LSV is not available to young people aged under 17 or over 24 years old at the time of application. Where possible, MSD staff will work with the applicant to find alternative confidence building, employment, or training programmes.

Promotion and Referral

MSD is responsible for identifying and referring young people to the LSV programme, and for informing the young person about the nature and content of the programme.

MSD will work with a wide range of other agencies who may have contact with young people where LSV might be an appropriate course and provide them with information about the programme.

Roles and Responsibilities

The Ministry of Social Development is responsible for:

- Promoting the LSV programme to eligible young people
- Referring young people who are likely to meet the criteria to the programme (motivated, willing to learn, and want to attend)
- Taking reasonable steps to ensure that all referrals meet the criteria of both MSD and NZDF

The New Zealand Defence Force is responsible for:

- Reviewing all applications received from MSD
- Approving or declining applications

LSV Specialist (MSD)

The LSV specialist leads and promotes the LSV programme in the regions by engaging with, and working alongside MSD clients, as they plan and prepare to move towards work readiness, employment, training, or education. They facilitate applications to the LSV course.

Officer Commanding (NZDF)

The Officer Commanding will be provided by NZDF and will be responsible for the management and delivery of the LSV programme including:

- Determining those trainees who are accepted on to the LSV programme.

LSV Referral Coordinator (NZDF)

The LSV Referral Coordinator will be provided by NZDF and will be responsible for the day-to-day administration including:

- Screening all applications and determine those young people who meet the entry criteria
- Facilitating specialist input regarding applications as appropriate where medical, mental health and offending issues are declared

Application

MSD is responsible for submitting applications to NZDF. MSD will assist young people to complete all necessary information on the application form.

This includes confirming that the following forms are checked for completeness:

- Application form
- Consent to Disclosure of Information for NZ Police
- Any relevant additional information is attached to support the young person's application as required (e.g. Youth Provider, justice or probation details, medical and mental health issues)
- A cut-off period is required to be completed effectively.

All applications will be submitted to MSD's LSV Administrator for completeness checks who will then pass them on to NZDF's LSV Referral Coordinator.

It is agreed that applications will be processed at the earliest opportunity. Where there is a delay of more than 10 days, NZDF will alert MSD to this and work with them to ensure that applications are processed, and trainees advised of the outcome, as soon as possible.

NZDF will return any incomplete applications to MSD's LSV Administrator for follow-up action.

Medical

MSD is responsible for ensuring that the young person attends a medical assessment with their General Practitioner or registered Nurse Practitioner. The cost of the medical examination is met by MSD.

Once returned, MSD staff will submit the medical form to MSD's LSV Administrator for completeness checks, who will then pass them on to the NZDF's LSV Referral coordinator.

Whenever practicable to do so, medical forms should accompany applications forwarded to NZDF.

The cut off for completed applications to be with the Referral Coordinator is 14 days from March in. There may be leniency to accept clean applications no later than 7 days from March in.

Criteria checks:

NZDF makes the final decision whether to accept a young person onto the programme, after first consulting with the local LSV Specialist or Relationship Manager, based on their ability to manage any risk. Once a young person has applied through MSD, NZDF assesses each application and considers any known or disclosed offending/behavioural, medical, and mental health history to determine suitability for the LSV programme.

'Clean' application

A clean application is when a young person meets all the criteria and does not have any known health, mental health and/or offending/behaviour concerns. These applications are considered straight forward and can be processed and generally accepted immediately providing the medical form is accompanying the application.

'Heightened risk applicant'

NZDF uses a 'Heightened Risk Applicant' process to determine whether a trainee poses a serious threat to:

- Their own safety
- The safety of staff, other young people, or external providers, or
- NZDF reputation

The assessment of the concern or threat will determine whether the applicant is accepted or not.

Examples of what is considered a 'Heightened Risk applicant' include:

- Self-harming behaviours
- Suicidal ideation and behaviours
- Mental health diagnoses and/or undiagnosed symptoms
- Grief and/or trauma
- Alcohol and/or substance abuse
- A history of offending activity and/or convictions
- Intellectual disability

In order to make an informed decision on accepting 'Heightened Risk Applicants' onto the course, the Officer Commanding of the relevant YDU sub-unit receives advice from the psychologist, social worker and/or registered nurse about the applicant's likely ability to complete the LSV programme safely and along with MSD staff makes a decision whether to accept the application based on that advice. The LSV Specialist, or a designated member of MSD staff in their absence, must be present at each Heightened Risk Applicants meeting.

The following 'Heightened Risk Applicants' attendance on course will be decided on a case-by-case basis:

- Sexual assault
- Arson
- Murder

Applications that are 'heightened Risk' are assessed on the individual circumstances presented any may be approved, deferred to a future LSV programme, or declined.

Applications transferred to another unit that are 'Heightened Risk' are to be reviewed by the receiving Unit Officer Commanding. Multiple factors impact the decision on whether an applicant is accepted onto a particular course (type of heightened risk, comorbidity, the total number of that type of heightened risk issue on the course etc.) so acceptance on one course does not translate to acceptance onto another course.

Referral information

MSD will send NZDF applications of young people wanting to attend the LSV programme.

All young people will have a unique nine-digit Client number. This can only be used to identify a client by MSD.

A young person's personal information must not be shared with subsidiaries of your organisation, affiliates, other organisations, or individuals, verbally or in writing (including electronic mail), unless an exception under Principle 11 of the Privacy Act 2020 applies.

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OFFICIAL INFORMATION ACT

From: s 9(2)(a)
To: s 9(2)(a) OIA; [Media \(MSD\)](#)
Cc: [Shane Carter](#)
Subject: RE: Youth boot camps / LSV
Date: Monday, 21 November 2022 4:40:20 pm
Attachments: [image001.png](#)
[image002.png](#)

Hi s 9(2)(a) OIA,

Sounds good – yes, I think it’s a media query that carries a bit more risk and tougher questions than the one from last week. Interested to see how it develops – will be here if I can help in any way.

Kind regards,

s 9(2)(a) OIA | **Senior Advisor | Partnerships and Services**

s 9(2)(a) OIA

Level 11, The Aurora Centre, 56 The Terrace, PO Box 1556, Wellington
Manaaki tangata, Manaaki whānau – We help New Zealanders to be safe, strong and independent

From: s 9(2)(a) OIA
Sent: Monday, 21 November 2022 4:07 pm
To: s 9(2)(a) OIA; Media (MSD) <media@msd.govt.nz>
Cc: Shane Carter s 9(2)(a) OIA
Subject: RE: Youth boot camps / LSV

Hi s 9(2)(a) OIA,

I’ve gone back to the reporter to ask what they’d like to cover at Burnham that they didn’t get at Trentham.

I’ve not heard back as yet.

Also spoken to Defence media who have had a few queries asking for comment on the logistics of running the kind of programme being suggested. They’ve demurred. They are also in agreement that a providing access to Burnham in order to talk about a policy proposal isn’t something they’d do.

FYI I’ve also had TVNZ reporter asking about Military style Academy Camp that was run in the 2010s - there was an assessment of that done by MSD back in 2016. I sent him the link.

Will come back to you if I hear from RNZ again....

Cheers

s 9(2)(a) OIA

From: s 9(2)(a) OIA >
Sent: Monday, 21 November 2022 3:35 PM
To: s 9(2)(a) OIA; Media (MSD) <media@msd.govt.nz>
Cc: Shane Carter s 9(2)(a) OIA
Subject: RE: Youth boot camps / LSV

Hi s 9(2)(a) OIA,

I definitely didn’t think it would be the end! More than happy to discuss – have been in meetings all day. Feel free to ring through at any point.

Kind regards,

s 9(2)(a) OIA | Senior Advisor | Partnerships and Services

s 9(2)(a) OIA

Level 11, The Aurora Centre, 56 The Terrace, PO Box 1556, Wellington
Manaaki tangata, Manaaki whānau – We help New Zealanders to be safe, strong and independent

From: s 9(2)(a) OIA

Sent: Saturday, 19 November 2022 8:36 am

To: s 9(2)(a) OIA Media (MSD) <media@msd.govt.nz>

Subject: Re: Youth boot camps / LSV

Hi s 9(2)

Spoke too soon. Rnz has been back in touch following their Trentham story. They want to go to the Burnham graduation.... And no doubt explore the Bootcamp idea with LSV personnel.

Will touch base on Monday re this

Cheers

s 9(2)(a)

Get [Outlook for iOS](#)

From: s 9(2)(a) OIA

Sent: Friday, November 18, 2022 11:34:41 AM

To: s 9(2)(a) OIA Media (MSD) <media@msd.govt.nz>

Subject: RE: Youth boot camps / LSV

Thanks s9(2)(a)

No queries re this as yet.

Cheers

s 9(2)(a) OIA

From: s 9(2)(a) OIA

Sent: Friday, 18 November 2022 9:58 AM

To: Media (MSD) <media@msd.govt.nz>

Subject: Youth boot camps / LSV

Hi team,

I've just been informed about articles yesterday regarding boot camps that reference LSV – you may be aware of those already. Just wanted to give you a heads up. Not sure what can be done really, but it's a situation worth monitoring – plenty of knock-on articles such as [National Party youth boot camps policy criticised as ineffective and populist | RNZ News](#)

Kind regards,

s 9(2)(a) OIA | Senior Advisor | Partnerships and Services

s 9(2)(a) OIA

Level 11, The Aurora Centre, 56 The Terrace, PO Box 1556, Wellington
Manaaki tangata, Manaaki whānau – We help New Zealanders to be safe, strong and independent

From: Chris Fraser s 9(2)(a) OIA

Sent: Friday, 18 November 2022 9:21 am

To: s 9(2)(a) OIA

Shane Carter s 9(2)(a) OIA

Subject: FW: Have you seen this?

Hi s 9(2)

I feel we should escalate this through to the comms team and maybe give a heads up to Defence as its talking about Boot camps.

Chris

[Youth crime boot camps: National proposes military academies, electronic monitoring | RNZ News](#)

Ngā mihi magandang araw,

s 9(2)(a) OIA

(she/her)

LSV Work Broker | Marketing | Canterbury



s 9(2)

facebook.com/LSVCanterbury Canterbury Regional Office, PO Box 249, Ōtautahi 7140

Click [HERE](#) to apply online for our next LSV intake!

Click [HERE](#) to see what gear each trainee is issued with at LSV!



mā te kōrero, ka ora: *through conversation, comes wellbeing*



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From: s 9(2)(a)
To: [Ruth Laugesen](#); s 9(2)(a) OIA [Media \(MSD\)](#); s 9(2)(a)
Subject: RE: Are you chaps releasing anything re Boot camps and
Date: Thursday, 17 November 2022 3:50:48 pm
Attachments: [image001.png](#)
[image002.png](#)
[image003.png](#)
[image004.png](#)

Well as an FYI, we are going to NZ Herald and One News today with the following, then putting it out more widely tomorrow.

Ten-year olds in ankle bracelets? That's not us.

I urge the National Party to urgently rethink their proposed policy.

Around every five years or so, the idea of boot camps – rebranded with a new shiny name – resurfaces.

I get it. We are all concerned when we see what feels like outbreaks of offending, such as the recent ram raids, but dusting off old solutions that didn't work then and won't work now is not the answer.

Putting children in electronic monitoring bracelets not only won't work, it is also quite simply wrong.

Getting 'tough' on young offenders almost never works. Almost all of the small group of serious and persistent offenders have grown up in households that are chaotic, unsafe, and dysfunctional. They have never been taught skills or values like self-respect and respect for others, thinking before acting, and being part of their community.

So how can they respond to the so-called 'self-discipline' these camps champion? They can't. In the same way that giving a child sheet music without teaching them to read it won't work, and they won't learn to read it without understanding why it's important.

Sadly, while seek solutions that - in reality - are really just retribution, we are missing opportunities to turn young lives around.

In the ten years up until COVID-19, youth offending dropped by 65%. We have work to do to regain momentum, but the answer then and now is a combination of restorative justice pathways and prevention. That has meant that solutions have been found in a holistic approach, where whānau and community - including iwi, Police, and other agencies - work collaboratively to wrap support around those youth and whānau that might be at risk. The focus needs to be on prevention to ensure the safety of these young people and the public. Restorative justice provides accountability, and healing for all involved.

/ENDS/

Editor's note:

- Under current legislation, with the exception of the most serious offending, children under 12 are not subject to the Youth Court process. Once the detail of this

proposed policy is published, the Commissioner and her Office will be seeking to understand the legal mechanism for an Electronic Monitoring order or an Intensive Supervision Order on this group.

From: Ruth Laugesen § 9(2)(a) OIA
Sent: Thursday, 17 November 2022 2:26 pm
To: § 9(2)(a) OIA
Media (MSD) <media@msd.govt.nz>; § 9(2)(a) OIA
Subject: RE: Are you chaps releasing anything re Boot camps and

And the answer is no from us!

From: § 9(2)(a) OIA
Sent: Thursday, 17 November 2022 1:33 PM
To: § 9(2)(a) OIA Media (MSD) <media@msd.govt.nz>; § 9(2)(a) OIA
Subject: RE: Are you chaps releasing anything re Boot camps and

IN-CONFIDENCE

Kia ora § 9(2)(a) OIA,

Thanks for letting us know, we haven't been approached – but I imagine if we are we would be sticking to the line that we don't comment on policy announcements.

Thanks

§ 9(2)(a) OIA

From: § 9(2)(a) OIA
Sent: Thursday, 17 November 2022 1:24 pm
To: Media (MSD) <media@msd.govt.nz>; § 9(2)(a) OIA
Subject: Are you chaps releasing anything re Boot camps and

FYI – we have been approached by NZ Herald and One News

§ 9(2)(a) OIA (She/Her)

Kaiwhakahaere Whakapa Manager Communications

Te Tari o te Kaikōmihana mō ngā Tamariki | Office of the Children's Commissioner

occ.org.nz | § 9(2)(a) OIA (media calls only)

Sign up to *Mai World: Child and Youth Voices* if you are a school or community group.



Te moemoeā: kia kuru pounamu te rongō

All mokopuna live their best lives

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