

INTERIM REPORT OF THE VETERANS' ADVISORY BOARD

**WHAT CONSTITUTES A VETERAN AND HOW SHOULD THEIR SERVICE IN
THE ARMED FORCES BE RECOGNISED?**

This report was presented to the Minister for Veterans
on 28 June 2019.

It comprises independent advice; and its
recommendations are not Government policy.

What constitutes a veteran and how should their service in the armed forces be recognised?

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What constitutes a veteran and how should their service in the armed forces be recognised?

Executive summary

Our task

1. As a result of the review of the operation of the Veterans' Support Act 2014 (the Act) that was undertaken in 2017 by Professor Ron Paterson,¹ you tasked us with providing you with 'advice on who should be considered a veteran and how their service in the armed forces should be recognised by New Zealand.'
2. You asked us to consider:
 - whether there should be only one definition
 - whether all those who meet the recommended definition of veteran should be recognised in the same way
 - whether all those defined as veterans should be covered by the Act, or whether there may be other ways that their status should be recognised, and their needs could be met.
3. The purpose of this interim report is to comment on these considerations and provide recommendations to you regarding:
 - who should be considered a veteran of the New Zealand Armed Forces
 - whether the legal definition of veteran, for the purpose of entitlements under the Veterans' Support Act 2014, should be amended
 - whether any additional legislative change is required to enable additional recognition of service
 - whether additional non-legislative initiatives are required to recognise service.

Our analysis

4. The proposals presented to you in this paper were developed over the course of a series of meetings, workshops and other work conducted during the period August 2018 to June 2019. We have canvassed the views of Veterans' Affairs New Zealand (Veterans' Affairs) officials, other agencies who contribute to the veterans' support system, and key stakeholders. We

¹ Warrant of Fitness, An independent review of the Veterans' Support Act 2014, Professor Ron Paterson, March 2018

have also looked closely at the veterans' support systems of the United Kingdom, Australia, Canada, and the United States. These inputs and views have been integrated into our consideration of the options and have significantly informed our proposals to you.

5. In February 2019 we produced an options paper which set out potential options for redefining the definition of a veteran for your consideration. In the paper we identified three options for the definition of veteran that you could consider commissioning analysis and advice on. These options are listed below:
 - **Option 1: Veteran upon 'qualifying operational service' (the status quo).** The current definition of veteran is unchanged (including eligibility), but the focus for improving veterans' experience and recognition shifts to optimising the service delivery model.
 - **Option 2: Veteran from attestation.** Remove references to both 'qualifying operational service' and 'at risk of significant harm'. All personnel become veterans from attestation and are thereby eligible for post-service benefits that recognise service and needs-based support and services.
 - **Option 3: Veteran after a specific event or period of service.** All service members automatically become veterans after a designated point in their service journey. This could be, for example, after completing initial training or after 3 or 10 years of service. Eligibility for services and support could be defined and refined further according to individual needs.
6. You requested further advice (including financial modelling) on Option 2, Veteran from attestation. This included the possibility of trigger points earlier in a service member's military career, on what a defence covenant could look like in the New Zealand context, and on public perceptions of support for veterans and any insights this provides in relation to public acceptance of Option 2.
7. In our view, entitlement to the status of being a military veteran is inextricably linked to having served as an attested member of the armed forces. And that the designation of veteran in and of itself does not confer a right to services and support additional to those available to all other New Zealanders. We consider that current definition of veteran in the Act should be amended to read:

Veteran means any person who is or has been an attested member of the armed forces.
8. References to both 'qualifying operational service' and 'at risk of significant harm' should be removed from the definition. All service members would become veterans upon attestation, and thereby eligible for post-service benefits that recognise service and needs-based support and services.

9. Adoption of this definition would mean that all current and ex-serving attested members of the armed forces are considered to be veterans. This would include:
 - past and present Regular Force service members
 - past and present Territorial and Reserve Forces service members
 - service members who commenced the Compulsory Military Training and National Service schemes.
10. This definition, however, excludes the following categories of personnel currently considered to be veterans (provided that they have qualifying operational service) for the purposes of the Act:
 - any non-attested New Zealand Defence Force (NZDF) employee appointed under section 61A of the Defence Act 1990
 - any person seconded to the NZDF with the permission of the Chief of Defence Force.
11. Although we are of the view that the designation of veteran should be reserved for attested members of the armed forces, access to high quality services and support should continue to be provided to anyone who has suffered harm through their service to New Zealand. This would include civilian employees of the NZDF and personnel from other government agencies seconded to the NZDF.
12. The total number of current-definition veterans is unknown but is commonly estimated to be somewhere between 35,000 to 40,000 veterans. We estimate that the adoption of our proposed definition would see around 120,000 ex-service members reclassified as veterans, at an additional cost for support and services under current settings of around \$144 million per year, based on a similar level of uptake of services as the currently defined cohort of veterans (around 20% of current veterans are provided with services and support by Veterans' Affairs). This is based on high-level modelling and assumptions as set out in Appendix D.
13. Attestation is the defining moment when a citizen becomes a service member. From this moment the individual becomes subject to military law and the absolute requirement to do as they are ordered, and at the same time they relinquish some of their individual rights within the Bill of Rights Act 1990, such as freedom of movement, of association, of expression, of assembly, of the right to withhold labour and/or strike.² Attested service within the armed forces therefore has a unique nature, in that for as long as a person serves, they are subject to a restriction of their individual freedoms in order to protect those very freedoms for society as a whole. We are of the

² Noting that these restrictions only apply to Territorial Force personnel whilst they are engaged in military activities (i.e. when in uniform) and Territorial Force personnel are not subject to compulsory relocation, posting or operational deployment.

view that this sacrifice should be explicitly recognised through the conferral of the title veteran on all those who have served as attested members of the armed forces.

14. We also believe that the status of veteran should be applied from the moment of attestation and not deferred until a service member has completed ab-initio training, or some nominal period of service (such as 3 months), nor should it be tied to any form of qualifying operational service. All Regular Force service members are subject to military discipline, arbitrary relocation and job change, and the possibility of operational deployment from the moment of attestation, and all service members are impacted to greater or lesser degrees by their service irrespective of whether or not they have been operationally deployed.
15. This approach explicitly excludes non-attested members of the armed forces, including civilian employees of the NZDF and personnel from other government agencies seconded to the NZDF. In our view they are not veterans as they are not subject to the same loss of freedoms and individual rights as attested service members. Their service to New Zealand should be recognised through means other than the conferral of the title veteran.
16. We recognise that the changes we propose are a significant departure from the current definition and require the concurrence of the public. We recommend that in order to maintain and bolster public support for the provision of support to veterans you consider leading a national conversation on how veterans and their families are recognised, honoured, and supported. This conversation might be undertaken in conjunction with a conversation about codifying a military covenant.
17. Veterans are first and foremost citizens who should, as a result of their service be no worse or better off (and as able to access entitlements and services) as their civilian counterparts. The most significant components of the current support system for ex-service members of the armed forces are the public health, ACC, and income support systems. Ex-service members have no priority of access to these over and above any other member of the community. Under our proposed approach we do not envisage that this situation will change. Veterans would continue to have the same rights to healthcare and income support as any other member of society. However, we recognise that some veterans have difficulty in accessing the services they need and to which they are entitled. It is clear to us that the Government has a duty of care to ensure that this does not occur, and that veterans do access the support and services they need to and are no worse off than their civilian counterparts.
18. In essence there is an uncoded understanding between service members, their families, and the NZDF that the nature of military service is a different and deeper proposition than a conventional employer/employee

relationship. Service members trust the NZDF leadership to take care of them and their families. Professor Paterson described this in his report as a moral duty of care and recommended that 'moral duty of care to veterans' be added to the principles section of the Act. We would go further than this and recommend that we establish a covenant for veterans in New Zealand that formalises the relationship between those who serve and the country they serve. A key factor in giving effect to a covenant that delivers on the Government's duty of care to veterans, and which helps prevent them from being worse off than their civilian counterparts, is the effectiveness of the arrangements for a service member's transition to civilian life at the completion of their service.

19. Any additional support above and beyond that available to the rest of the population should be needs-based and directly linked to harm or disadvantage resulting from service. Ministers could consider providing services and supports to all veterans, additional to those provided under current settings as a further recognition of the unique nature of service in the armed forces. The rationale underpinning these is that many veterans require additional services and support to help them transition to civilian life and to ensure that they and their families are not disadvantaged through having served. Possible options include:
 - automatically registering veterans with Veterans' Affairs upon release from service and the establishment of a Navigator Service to assist veterans to identify and access their entitlements and the support they need
 - providing a Veterans' Community Services Card to all veterans
 - extending eligibility for the Children's Bursary to all veterans
 - enhancing medical support for veterans
 - providing post-service housing support.
20. Veterans leave the service with much needed skills and capabilities that could usefully contribute to many aspects of New Zealand's wellbeing as a country. The challenge is in how to harness and promote these skills and attributes to communities, businesses and employers so that society makes the most of its veterans. We are of the view that any New Zealand defence covenant should have a focus similar to the UK covenant on encouraging community and business support for veterans and the contribution they make to society. We also feel that building on its current aims, the Defence Employer Support Council (DESC) could usefully have an expanded role in encouraging communities and businesses to adopt and implement the covenant.

Our conclusions

21. In relation to the questions you posed, we formed the following views:

- **A single definition of veteran.** The current definition of veteran within the Act is used primarily as a means for determining eligibility for veteran-specific services and support through a proscriptive and limiting process of designating 'qualifying operational service'. The current definition has much less of an emphasis on a broader perspective of what constitutes a veteran and how their service should be recognised. We have come to the view that the issues of what constitutes a veteran and the eligibility of veterans for services and support should be separated. In other words, there need only be a single definition of veteran, rather than various definitions of veteran with differing eligibility for services and support. We prefer an inclusive approach where all service members who have served are considered to be veterans, and where services and support in excess of those available to the general public are available on the basis of demonstrated need (rather than being tied to qualifying operational service).
- **Should all veterans be recognised in the same way?** All veterans have served New Zealand and this service should be equally valued. Operational service is explicitly recognised through the award of campaign medals and operational allowances. We are strongly of the view that all veterans should have equal access to services and support if they have been harmed through their service, irrespective of whether or this occurred on operational deployments. Similarly, systems and supports should be established to ensure that as a result of their service veterans are no worse off (and as able to access entitlements and services) as their civilian counterparts.
- **Should all veterans be covered by the Act?** Given the unique nature of service, and the arduous nature of the military environment and training, it is possible that service members will experience harm as a result of their service. We are of the view that the Government has a duty of care to veterans to make good any harm they experience through their service. Consequently, all veterans should be covered by the Act and have access to either Schemes One or Two services and support (on the basis of demonstrated need) depending upon when they served.
- **Other ways that veteran status could be recognised and have their needs met.** We have identified a range of other ways in which veterans' service could be recognised and honoured, and which would help ensure that veterans are not disadvantaged through their service. Of these, we consider the most significant to be the following:
 - A covenant for veterans that formalises the relationship between those who serve and the Government, and which has at its core a pledge from the Government that service members, veterans, and their families are not disadvantaged by their service and that special provision is made for those who have sacrificed the most.
 - Automatic registration of veterans with Veterans' Affairs upon release from service and the establishment of a Navigator Service

to assist veterans to identify and access their entitlements and the support they need.

Other services and support that ministers could consider providing to veterans include:

- the provision of a Veterans' Community Services Card
- extending eligibility for the Children's Bursary to all veterans
- enhanced medical support for veterans
- post-service housing support.

Next steps and implementation approach

22. Next steps include:

- further work to develop the approaches you wish to adopt and policy approval for these
- socialising your preferred approach with your Cabinet colleagues and seeking Cabinet agreement. We are able to work with your office to develop the collateral you require to support this
- development of the legislative, regulatory and procedural changes required to implement your preferred approach
- development of an approach for leading a conversation nationally in how veterans and their families are recognised, honoured and supported
Noting that this approach might also include engaging on a military covenant.

23. We recommend that you adopt a phased approach to the implementation of this interim report's recommendations.

Phase 1

- Implement the recommendations for a change in the definition of veteran and confirming that veterans are entitled to all of the services and support available to all New Zealanders.
- Ensure that there are effective mechanisms in place to provide veterans with a good transition from service life out into the community.
- Ensure that the supports and services that are currently available are provided to veterans as efficiently and effectively as possible, including strengthening services that help veterans connect to these services.
- Commence work on the development of a possible defence covenant considering the best way to engage the country in a conversation about such a covenant.
- Develop a proposal for the establishment of a Navigator Service to assist veterans to identify and access their entitlements and the support they

need. The proposal will set out clear outcomes the service would achieve and specify what it does and does not offer veterans.

- Develop further advice on options for additional services and support which could be provided to veterans including:
 - the provision of a Veterans' Community Services Card
 - extending eligibility for the Children's Bursary to all veterans
 - enhanced medical support for veterans
 - post-service housing support.

Phase 2

- Given the considerable cost of providing current entitlements to all veterans, and because we believe a needs-based approach is preferred, you could commission further work to identify how best to provide and fund the most appropriate supports and levels of care to veterans who require support over and above that which is available to all New Zealanders. During this time, current veterans should continue to receive their existing entitlements.
- Any new veteran requiring additional assistance during this time should be assisted on a case-by-case basis.
- If Phase 1 determines that additional support to navigate the services system would produce better outcomes for veterans and their families then you could look to introduce additional navigation support in this phase.

Phase 3

- The review of the effectiveness of current services in Phase 2 may identify that more effective outcomes for veterans and their families could be achieved by repurposing the current investment in services or increasing or adding services. In which case we recommend adopting a wellbeing approach to determining the support and services to be delivered by repurposing and/or increasing investment.
- Introducing additional services and supports to veterans which might include:
 - the provision of a Veterans' Community Services Card
 - extending eligibility for the Children's Bursary to all veterans
 - enhanced medical support for veterans
 - post-service housing support.

Summary of recommendations

24. The Veterans' Advisory Board has considered the Minister for Veterans' request to provide him with 'advice on who should be considered a veteran and how their service in the armed forces should be recognised by New Zealand' and recommends that the Minister take note of the following recommendations:

Recommendations

We recommend that the Minister

1. **Note** that the current definition of a veteran is narrow and does not reflect current societal, service members' or veterans' expectations of who is a veteran.
2. **Note** that while the current definition has some strengths which include specificity of service and the classification of the types of service that create eligibility for support under the Veterans' Support Act 2014, there is a concomitant weakness in the narrowness of the definition which excludes a significant number of ex-service members from being able to access support through the Act.
3. **Note** our advice that a single, expanded, more inclusive definition is preferable to a range of definitions tied to services and support.
4. **Note** our advice that entitlement to the status of being a military veteran should be inextricably linked to having served as an attested member of the armed forces, and that the designation of veteran in and of itself should not confer a right to services and support additional to those available to all other New Zealanders.
5. **Agree** that all service members become veterans upon attestation, and thereby eligible for post-service benefits that recognise service and needs-based support and services.
6. **Agree** that the current definition of veteran under the Act be amended to read:

Veteran means any person who is or has been an attested member of the armed forces.

7. **Note** this definition includes:
 - a. past and present Regular Force service members
 - b. past and present Territorial and Reserve Forces service members
 - c. service members who commenced the Compulsory Military Training and National Service schemes.

8. **Note** this definition excludes the following categories of personnel currently considered to be veterans (provided that they have qualifying operational service) for the purposes of the Act:
 - a. any non-attested New Zealand Defence Force (NZDF) employee appointed under section 61A of the Defence Act 1990
 - b. any person seconded to the NZDF with the permission of the Chief of Defence Force.
9. **Agree** that current access to services and support as defined in the Act be maintained for civilian employees of the NZDF, personnel from other government agencies seconded to the NZDF, and others who are currently recognised as veterans under the Act.
10. **Direct** Veterans' Affairs to provide advice on how the service of non-attested members of the armed forces who are currently recognised as veterans under the Act could be recognised.
11. **Note** that adoption of this definition would increase the veteran population from approximately 40,000 to around 120,000 of whom around 24,000 would be expected to access veterans' services and support available under current settings, at an approximate additional cost of \$144 million per year.
12. **Note** that prior to 1992 there is a lack of comprehensive information around who has served in the New Zealand Armed Forces, and that this hindered our work and impedes the development of well-founded policies.
13. **Note** that the cost data available to us was not sufficiently granular to support a detailed cost model.
14. **Direct** Veterans' Affairs, in conjunction with the NZDF to undertake a full demographic analysis of the veteran community and conduct an actuarial costing of the future costs of veteran support under a range of scenarios.
15. **Direct** the Ministry of Defence and Veterans' Affairs to provide further advice on how best to provide and fund the appropriate level of care to veterans who require support over and above that which is available to all New Zealanders.
16. **Note** our advice that in order to maintain and bolster public support for the provision of support to veterans you consider leading a national conversation on how veterans are recognised, honoured, and supported.
17. **Note** that veterans are first and foremost citizens who should, as a result of their service be no worse off, and as able to access entitlements and services, as their civilian counterparts.

18. **Agree** that the Government has a duty of care to ensure veterans access the support and services they are entitled to and that they are not disadvantaged as a result of their service.
19. **Direct** the Ministry of Defence and Veterans' Affairs to develop a covenant for veterans that formalises the relationship between those who serve and the Government, and which has at its core a pledge from the Government that service members, veterans, and their families are not disadvantaged by their service and that special provision is made for those who have sacrificed the most.
20. **Note** that the NZDF and Veterans' Affairs are actively working on improving transition policies and practices to better meet the needs of service members as they resume civilian life and that this work needs to be accorded a high priority. You may want to include this priority in the accountability framework of the Chief of Defence Force and NZDF.
21. **Agree** that upon release from service, all service members are to be automatically registered as veterans with Veterans' Affairs, and that this should be implemented as soon as possible.
22. **Direct** Veterans' Affairs to develop a proposal for your consideration for the establishment of a Navigator Service to assist veterans to identify and access their entitlements and the support they need. The proposal should set out clear outcomes the service would achieve and specify what it does and does not offer veterans.
23. **Agree** that you want further advice on the following options for additional services and support that could be provided to veterans.
 - a. The provision of a Veterans' Community Services Card
Yes / No
 - b. Extending eligibility for the Children's Bursary to all veterans
Yes / No
 - c. Enhanced medical support for veterans
Yes / No
 - d. Post-service housing support
Yes / No
24. **Note** our advice that he adopt a phased approach to the implementation of this interim report's recommendations. This involves implementing the change to definitions in Phase 1 and deferring the implementation of any changes to additional supports until the work outlined in Recommendations 14 and 15 has been completed.

Part 1 Introduction

Introduction

25. This interim report is in seven parts. Part 1 provides context for the advice and describes how we have approached the task. It clarifies the scope of our advice and assumptions we have made to provide some of these judgements. Part 2 offers a background briefing to the issue, discusses the options we presented to you in February 2019 around who should be considered a veteran,³ and your subsequent guidance which has informed the preparation of this paper. In Part 3 we discuss our preferred approach to who should be considered a veteran, why it is our preferred approach, and the implications of adopting this approach. Part 4 assesses the support that veterans are entitled to, including a discussion on the place of veterans in society and how their service should be honoured. In Part 5 we discuss the additional support (above and beyond that available to other New Zealanders) that veterans currently receive, the cost implications associated with expanding the definition of veteran, and some options for extending the support provided to veterans should ministers be of a mind to adopt a more comprehensive approach to veteran support. In Part 6 we discuss the contribution veterans could make to our wellbeing as a country, and how we harness and promote these attributes to communities, businesses and employers. Part 7 summarises our conclusions and recommendations.

Context

26. As a result of Professor Ron Paterson's 2017 review of the Act, you tasked us to provide you with 'advice on who should be considered a veteran and how their service in the armed forces should be recognised by New Zealand.'⁴

27. You asked us to consider:

- whether there should be only one definition
- whether all those who meet the recommended definition of veteran should be recognised in the same way
- whether all those defined as veterans should be covered by the Act, or whether there may be other ways that their status should be recognised, and their needs could be met.

28. This interim report provides you with recommendations regarding:

- who should be considered a veteran of the New Zealand Armed Forces

³ Options paper on redefining the definition of a veteran. Report of the Veterans' Advisory Board, February 2019.

⁴ See Terms of Reference at Appendix 1.

- whether the legal definition of veteran, for the purpose of entitlements under the Veterans' Support Act 2014, should be amended
- whether any additional legislative change is required to enable additional recognition of service
- whether additional non-legislative initiatives are required to recognise service.

Methodology

29. The proposals presented to you in this paper were developed over the course of a series of meetings, workshops and other work conducted during the period August 2018 to June 2019. We have canvassed the views of Veterans' Affairs officials, other agencies who contribute to the veterans' support system, and key stakeholders. We have also looked closely at the veterans' support systems of the United Kingdom, Australia, Canada, and the United States. These inputs and views have been integrated into the options we considered and have significantly informed our proposals to you.
30. A fuller description of the process we adopted, the views we heard and a list of those we consulted is attached as Appendix B.

Scope

31. While this paper is relatively limited in scope and is focused on responding to your request for advice on the definition of veteran and how service should be recognised, our Terms of Reference (see Appendix A) provide us with the flexibility to consider any other matters that we believe are important. In line with this we have also explored what additional support could be provided to veterans (Part 5), and how best to harness and promote the contribution veterans make to communities (Part 6). We also make note of the potential to establish a covenant that would codify the reciprocal obligations between service members, veterans and the Government.
32. The paper is not intended to be a critique of any agency or individual and does not consider in any detail the overall effectiveness of the Act or current policy settings in delivering services to veterans.
33. The following matters were recorded as being out of scope in the Terms of Reference:
 - matters which are being addressed elsewhere in response to the Paterson Review
 - matters which will be addressed through the current reviews of New Zealand Superannuation or the public health system or through other government reviews or working parties in operation during the period of this piece of work
 - the medallic recognition process within the NZDF.

Assumptions

34. The following assumptions have underpinned and been tested through the development and analysis of options for redefining a veteran.
- Veterans' Affairs is doing its work competently.
 - Other agencies with a role in supporting veterans are doing their work collaboratively to deliver services to veterans.
 - The NZDF executes its role to appropriate levels (that is, the management of end of service exit and transition to Veterans' Affairs including data transfer and handover).
 - Outcomes for veterans and their families are consistent with current legislative and policy settings.
 - Veterans are agnostic as to where they get their services and support from.

Part 2 Background

The Veterans' Support Act 2014

35. The Act establishes two categories of veteran:
- those service members, NZDF employees, or people seconded to the NZDF who have qualifying operational service
 - veterans eligible to receive a pension under the War Pensions Act 1954.
36. The Act establishes separate schemes of entitlements, services and support for the two different groups of veterans. Scheme One covers all veterans who served before 1 April 1974 and retains a large measure of consistency with the War Pensions Act 1954. Scheme Two covers veterans from 1 April 1974 who have served in overseas deployments that are declared 'qualifying operational service' by the Minister for Veterans.

The Paterson Review

37. Professor Ron Paterson was engaged by the NZDF in June 2017 to conduct a review of the Act, and was asked to provide advice on:
- any parts of the Act that need to be clarified
 - how to ensure the Act caters for the changing nature of the veteran population
 - whether the Act provides sufficient flexibility for Veterans' Affairs to deliver fair and reasonable entitlements to veterans and their families
 - any technical barriers that need to be removed, or any errors and omissions that need to be corrected
 - how to ensure consistency throughout the Act
 - other matters raised by veterans and other stakeholders.
38. In general terms Professor Paterson found that whilst the Act introduces a more modern regime for rehabilitating and supporting veterans, that regime does not put veterans first, nor is it family friendly.
39. The question of eligibility was outside the scope of the Paterson Review. However, Professor Paterson found that the veteran community is deeply dissatisfied about who qualifies for entitlements. The two key areas of concern were who qualifies for support under the Act and the influence of New Zealand's accident compensation framework on Scheme Two.
40. Professor Paterson concluded that the issues of eligibility and who qualifies as a veteran need further consideration, discussion and resolution. He recommended that the Government undertake further work on who is a veteran and how New Zealand wants to recognise their service.

41. Professor Paterson also noted that many submitters to his review felt that the NZDF owed current and former serving personnel a continuing duty of care, and that Veterans' Affairs recognises that veterans are 'a specific subset of the population that is vulnerable and owed a special duty of care by the Government in return for their service'. Professor Paterson considers that there is a case for adding a 'moral duty of care to veterans' to the principles of the Act. This would be an important signal of commitment to serving personnel and veterans. It would recognise that, as a matter of principle, the NZDF assumes a moral duty to care for service members from the moment they swear the oath of allegiance, and that the Government is morally obliged to ensure current and former service members receive appropriate support when they suffer physical or mental injuries as a result of their service.
42. In the United Kingdom, this is formally reflected in the Armed Forces Covenant. The Covenant has at its core the principles that service members, veterans, and their families are not disadvantaged by their service and that special provision is made for those who have sacrificed the most, including the injured and the bereaved.

Options paper for redefining the definition of a veteran

43. In February 2019 we produced an options paper for redefining the definition of a veteran for your consideration.⁵
44. Drawing from our own knowledge and experience of the current veterans' support system, the views and advice provided by agencies and Non-Governmental Organisations involved in veteran support, Professor Paterson's findings, and the approaches adopted by our international counterparts, we identified the following key considerations which we used to develop and analyse options for redefining a veteran.
- The current system is not fit for purpose. The differences created by the Act's two schemes are inequitable and discriminatory, in that they can lead to differences in eligibility, entitlement and support, and because some veterans fall through the cracks between the schemes and between the service systems more broadly.
 - The inclusion of ACC in Scheme Two, and the expectation that people seek help outside Veterans' Affairs for their service-related conditions is deeply unpopular. At heart, this is an issue about the current system failing to recognise the special nature of service.
 - Greater recognition is needed of the role of spouses, partners and family and whānau members in veterans' support and treatment, and greater access to support both while veterans are alive and following their death.

⁵ Options paper on redefining the definition of a veteran. Report of the Veterans' Advisory Board, February 2019.

- The international landscape is changing rapidly and there is a move towards broader definitions of veteran, and consensus that:
 - the veteran support system is, and must be, about more than compensation and rehabilitation. It must take a lifetime approach to supporting veterans and their families and be more focused on wellness and ability (not illness and disability) and minimising harm from service
 - the system needs to be more responsive to the changing needs and circumstances of veterans, which will require more flexibility and adaptability in support and the way in which services are provided
 - veterans should feel that their service and experience is recognised and valued by society
 - it is important to maintain the support of the general public, and for them to value veterans and understand their diverse experiences and culture.
45. Taking these considerations into account, we identified three options for the definition of veteran that you could consider commissioning analysis and advice on. These are:
- **Option 1: Veteran upon ‘qualifying operational service’ (the status quo).** The current definition of veteran is unchanged (including eligibility), but the focus for improving veterans’ experience and recognition shifts to optimising the service delivery model.
 - **Option 2: Veteran from attestation.** Remove references to both ‘qualifying operational service’ and ‘at risk of significant harm’. All personnel become veterans from attestation, and thereby eligible for post-service benefits that recognise service and needs-based support and services.
 - **Option 3: Veteran after a specific event or period of service.** All service members automatically become veterans after a designated point in their service journey. This could be, for example, after completing initial training or after 3 or 10 years of service. Eligibility for services and support could be defined and refined further according to individual needs.
46. We developed a set of principles that any option must meet to be viable, and then a set of more detailed criteria against which the various options were assessed.
47. The principles upon which the design of the options have been based are:
- **Simplicity.** The option must be easily understood and simple to implement. The more complex an option is, the less likely it is to meet the

needs of all veterans, and the more likely some veterans in need will slip through the cracks.

- **Transparency.** The more transparent both the definition of veteran is and the eligibility requirements for support and services are, the less likely these are to be misunderstood, misrepresented or misapplied.
- **Enduring.** Any definition and system for the recognition of service must be enduring and meet the needs of current and future veterans.
- **Recognises the special nature of military service.** We are strongly of the view that the term veteran in this context is limited to those who have served in the NZDF. Whilst other occupations can have similar impacts on a person's life, the unique nature of military service demands that the application of the term veteran be limited to those who have served in the NZDF.

48. We established criteria against which we assessed the options in three categories:

- political
- financial
- services and support.

Table 1: Criteria for assessing options

Category	Criteria
Political	<ol style="list-style-type: none"> 1. Responds appropriately to the recommendations of the Paterson Review 2. Aligns with government and NZDF strategic objectives and outcomes framework, i.e. it supports operational readiness 3. Enduring—meets veterans' needs now and in the future
Financial	<ol style="list-style-type: none"> 4. Affordable 5. Fair 6. Provides value for money, i.e. inputs, outputs and outcomes are balanced
Services and support	<ol style="list-style-type: none"> 7. Responsive to the needs of veterans and their families and whānau 8. Fair between classes of veteran/service members 9. Fair between veterans and the wider population

49. This was our overall assessment of the three options:

1. **Veteran upon 'qualifying operational service' (the status quo).** This option does not satisfy the principles we established for a definition that supports an effective veterans' support system and, in our view, should not be considered further.

Table 2: Assessment of Option1: Veteran upon 'qualifying operational service'

Principle	Assessment against principle
1. Simplicity	Does not satisfy principle. A key component of a system that is complex and difficult to navigate.
2. Transparency	Does not satisfy principle. A key component of a system that is not transparent. Eligibility is neither clear nor consistent.
3. Enduring	Does not satisfy principle. A key component of a system that is not fit for purpose now or in the future.
4. Recognises the special nature of military service	Partially satisfies principle. Current definition recognises some non-service members as veterans.
Criteria	Assessment against criteria
1. Responds appropriately to the recommendations of the Paterson Review	Does not meet criterion. Is administratively complex and prone to gaming. Is focused on compensating for injury, and does not operate on the principle of benevolence.
2. Aligns with government and NZDF strategic objectives and outcomes framework, i.e. it supports operational readiness	Does not meet criterion. Does not meet government and NZDF priorities around recognition of service, honouring veterans or operational readiness.
3. Enduring—meets veterans' needs now and in the future	Does not meet criterion. Does not meet current or future veterans' needs. Based on a legacy understanding of veterans and their needs.
4. Affordable	Meets criterion. The current definition results in an affordable veterans' support system. However, Cost Benefit Analysis has not yet been conducted.
5. Fair	Partially meets criterion. Can be viewed as fair in that it leads to most support for veterans being aligned with those available to general public, however it fails to recognise the special nature of service.
6. Provides value for money, i.e. inputs, outputs and outcomes are balanced	Does not meet criterion. In comparison with other options this option is reasonably economical, however it has high transaction costs and leads to poor outcomes.
7. Responsive to the needs of veterans and their families and whānau	Does not meet criterion. Does not meet the needs of veterans and their families. Particular concern around the resulting impact of the two-scheme system.
8. Fair between classes of veteran/service members	Does not meet criterion. An exclusive definition that establishes a small cohort of veterans and allows others to fall through the cracks.
9. Fair between veterans and the wider population	Does not meet criterion. Does little to recognise the special nature of service other than within a limited construct.

2. **Veteran from attestation.** This is a strong option that provides a simple, clear definition for veteran that is transparent and likely to be enduring. This option explicitly recognises the special nature of service through defining all service members as veterans from their attestation. This should lead to the development of a seamless continuum of recognition, entitlements, services, and support available to veterans and their families throughout their service journey and beyond. This option would do the most to prevent veterans from slipping through the support cracks, either through eligibility issues or through a lack of awareness of their entitlements and the support available to them. This option would be

costlier than the status quo, and we noted our intention to model forecast costs before providing you with our final advice. Additionally, this option could be perceived as being overly generous to service members and without careful communication runs the risk of the general population not supporting the change as they consider it inequitable and unfair. We also noted that this option may extend the definition beyond the common usage of a veteran being ‘a person who has had long experience in a particular field’.⁶ This was our preferred option.

Table 3: Assessment of Option 2: Veteran from attestation

Principle	Assessment against principle
1. Simplicity	Satisfies principle. Simplest and cleanest option.
2. Transparency	Satisfies principle. Removes opportunities for boundary gaming. Additional services and support on basis of need.
3. Enduring	Satisfies principle. Meets the needs of current and future veterans.
4. Recognises the special nature of military service	Satisfies principle. Explicitly acknowledges the special nature of service.
Criteria	Assessment against criteria
1. Responds appropriately to the recommendations of the Paterson Review	Meets criterion. Supports Paterson's recommendations for an integrated, holistic, veteran-centric approach, and addresses the eligibility issues he raised.
2. Aligns with government and NZDF strategic objectives and outcomes framework, i.e. it supports operational readiness	Meets criterion. Supports government and NZDF priorities around recognition of service, honouring veterans or operational readiness.
3. Enduring—meets veterans' needs now and in the future	Meets criterion. A very broad definition of veteran that, as a consequence, is likely to meet future needs.
4. Affordable	Unknown. Likely to lead to increased costs, however a Cost Benefit Analysis has not yet been conducted.
5. Fair	Meets criterion. Recognises the special nature of service and is likely to lead to all veterans receiving support not available to general public.
6. Provides value for money, i.e. inputs, outputs and outcomes are balanced	Partially meets criterion. In comparison with other options this option is costly, however it has low transaction costs and is likely to lead to better outcomes.
7. Responsive to the needs of veterans and their families and whānau	Meets criterion. A broad definition that would support a system that is also broad-based and able to meet the needs of veterans and their families.
8. Fair between classes of veteran/service members	Meets criterion. Removes the distinction between different classes of veteran. Specific services and support would be based on individual need.
9. Fair between veterans and the wider population	Partially meets criterion. Recognises the special nature of service and is likely to lead to all veterans receiving support not available to general

⁶ <https://www.lexico.com/en/definition/veteran>

public. However, could be perceived as being overly generous to service members, and broadens definition of veteran beyond common usage.

- 3. Veteran after a specific event or period of service.** This is a workable option that addresses many of the issues inherent in the current definition. It provides a simple, clear and relatively transparent definition of veteran, whereby a service member is defined as a veteran from a specific point in their service journey (that is yet to be determined). The advantage of this over the current definition is that it avoids the complexity, uncertainty and inconsistency in a definition that is based in relatively subjective assessments of qualifying operational service. Like Option 2, this option should lead to the development of a seamless continuum of entitlements, services, and support available to veterans and their families from the point in their service journey that they become defined as a veteran and beyond. This option, however, has a weakness in that it excludes some service members from the veteran support system, and therefore doesn't fully recognise the unique nature of service and may lead to some ex-service members falling through the cracks. This option has not yet been costed, nor modelled, but would also be costlier than the status quo. An additional advantage of this option is that it is closer to the common usage definition of veteran than Option 2 and is therefore less likely to generate public resentment or concern from some current veteran cohorts. This was our next preferred option after Option 2.

Table 4: Assessment of Option 3: Veteran after a specific event or period of service

Principle	Assessment against principle
1. Simplicity	Satisfies principle. Relatively simple option.
2. Transparency	Satisfies principle. Reduces opportunities for boundary gaming. Additional services and support on basis of need.
3. Enduring	Partially meets principle. Meets the needs of current veterans. Event/period of service may need to be modified in the future if nature of service or context changes markedly.
4. Recognises the special nature of military service	Partially satisfies principle. As some service members are excluded, this option does not fully recognise the special nature of service.
Criteria	Assessment against criteria
1. Responds appropriately to the recommendations of the Paterson Review	Partially meets criterion. Supports Paterson's recommendations for an integrated, holistic, veteran-centric approach, and addresses most eligibility issues he raised. Some service members would not be covered and may still fall through cracks.
2. Aligns with government and NZDF strategic objectives and outcomes framework, i.e. it supports operational readiness	Meets criterion. Supports government and NZDF priorities around recognition of service, honouring veterans or operational readiness.
3. Enduring—meets veterans' needs now and in the future	Partially meets criterion. Meets the needs of current veterans. Event/period of service may need to be modified in the future if nature of service or context changes markedly.

4. Affordable	Unknown. Likely to lead to increased costs, however a Cost Benefit Analysis has not yet been conducted.
5. Fair	Meets criterion. Recognises the special nature of service and is likely to lead to all veterans receiving support not available to general public.
6. Provides value for money, i.e. inputs, outputs and outcomes are balanced	Partially meets criterion. A relatively costly option, however it has low transaction costs and is likely to lead to better outcomes.
7. Responsive to the needs of veterans and their families and whānau	Meets criterion. A broad definition that would support a system that is also broad-based and able to meet the needs of veterans and their families.
8. Fair between classes of veteran/service members	Partially meets criterion. Removes the distinction between different classes of veteran. However, still excludes a portion of service members, who could then fall through the cracks and not receive the support they require.
9. Fair between veterans and the wider population	Meets criterion. Recognises the special nature of service and is likely to lead to all veterans receiving support not available to general public. More in line with common usage definition of veteran.

Minister's guidance

50. On 12 February 2019 we discussed our options paper with you and received the following guidance.
- The status quo is to be ruled out as an option for the reasons identified.
 - Option 2 is the preferred option and is to be further developed, including the possibility of trigger points earlier in a service member's military career as proposed in Option 3.
 - The concept of a military covenant is sound and further advice is to be provided on what a covenant could look like in the New Zealand context.
 - Financial modelling of Option 2 is to be conducted.
 - Advice is required on public perceptions of support for veterans and any insights this provides in relation to public acceptance of Option 2.
 - Acknowledgement of the need to lead a national conversation around these issues and any proposed changes.

Part 3 Who is a veteran?

Definition

51. In our view, entitlement to the status of being a military veteran is inextricably linked to having served as an attested member of the armed forces.⁷ And that the designation of veteran in and of itself does not confer a right to services and support additional to those available to all other New Zealanders. Any such services or support should be predicated on, and linked to, harm that the veteran has suffered as a result of having served.

52. Having considered a number of options (as outlined in Part 2 to this paper) we consider that the current definition of veteran in the Act:⁸

Veteran means—

(a) *a member of the armed forces who took part in qualifying operational service at the direction of the New Zealand Government; or*

(b) *a person—*

(i) who has been—

(A) appointed as an employee of the Defence Force under section 61A of the Defence Act 1990; or

(B) seconded to the Defence Force with the permission of the Chief of Defence Force; and

(ii) who took part in qualifying operational service at the direction of the New Zealand Government; or

(c) *a person who, immediately before the commencement of Part 3 of this Act, is eligible for a pension under the following provisions of the War Pensions Act 1954:*

(i) section 19 (but only if the person was a member of the forces):

(ii) section 55 or 56:

(iii) Parts 4 and 5.

53. Should be amended to read:

Veteran means any person who is or has been an attested member of the armed forces.

54. References to both ‘qualifying operational service’ and ‘a significant risk of harm’ should be removed from the definition. All personnel would become veterans upon attestation, and thereby eligible for post-service benefits that recognise service and needs-based support and services.

⁷ Every person who is appointed to, or is enlisted or engaged in, the Navy, the Army, or the Air Force engages in a process of attestation whereby they ‘take and subscribe before a commissioned officer, or such other person as may be prescribed, an oath of allegiance to the Sovereign in such form as may be prescribed from time to time. An oath of allegiance binds the person subscribing it to serve in the Service to which that person is appointed, or in which that person is engaged or enlisted, in accordance with the tenor of the oath until that person is discharged from the Service.’ Defence Act 1990, Sections 34 and 35.

⁸ Veterans Support Act 2014, Section 7.

55. We have given consideration to qualifying the definition by delaying the onset of veteran status until a service member has completed ab-initio training or a period of service (for example, 3 months' service), however, for reasons that will be discussed below, we do not support these variations.

Application

56. Adoption of this definition would mean that all current and ex-serving attested members of the armed forces are considered to be veterans. This would include:

- past and present Regular Force personnel
- past and present Territorial and Reserve Forces personnel
- personnel who commenced the Compulsory Military Training and National Service schemes.

57. This definition, however, excludes the following categories of personnel currently considered to be veterans (provided that they have qualifying operational service) for the purposes of the Act:

- any non-attested NZDF employee appointed under section 61A of the Defence Act 1990
- any person seconded to the NZDF with the permission of the Chief of Defence Force.

58. The rationale for our approach will be explained in the next section, however we would note here that although the designation of veteran should be reserved for attested members of the armed forces, access to high quality services and support should continue to be provided to anyone who has suffered harm through their service to New Zealand. This would include civilian employees of the NZDF, personnel from other government agencies seconded to the NZDF, and civilian contractors providing services to the NZDF (including interpreters).

59. The total number of current-definition veterans is unknown but is commonly estimated to be somewhere between 35,000 to 40,000 veterans.⁹ We have estimated the impact of the adoption of our proposed definition on the size of the veteran community (see Appendices C and D). Using service-strength data drawn from NZ Official Year Books between 1944 and 2012 and NZDF releases from service data since 2009, combined with Statistics New Zealand life expectancy and mortality rates drawn from the NZ Period Life Tables 2016-18 we have calculated the following.

⁹ Estimate provided by Veterans' Affairs.

- Since the commencement of the Second World War, approximately 500,000 people have served in the armed forces (including 204,000 in the Second World War itself).
 - Of these, around 120,000 are alive today and would be classified as veterans under our proposed definition.
 - These veterans can be considered in two cohorts (aligning with the Act's Schemes One and Two).
 - There are approximately 50,000 veterans who served before 1974, with an average age of 80 years and a life expectancy of 9 years.
 - There are approximately 70,000 veterans who have served since 1974, with an average age of 55 years and a life expectancy of 28 years.
 - Around 1,000 new veterans are being created each year.
 - Over the next five years the number of veterans will decline and stabilise at around 75,000 by 2024 (assuming the NZDF remains at around its current size). Noting that under current settings only around 20% of veterans receive additional services and support from Veterans' Affairs.
60. The figures quoted here are necessarily approximate. They are based on calculated releases from service that may not be accurate, and assumptions around the ages of service members, mortality rates and life expectancy that are based on whole-of-population averages, which may not reflect the actuality of veterans' mortality rates and life expectancy. They also assume a similar level of uptake of services as the currently defined cohort of veterans. This is based on high-level modelling and assumptions as set out in Appendix D.
61. The lack of a comprehensive register of those who have served in the New Zealand Armed Forces prior to 1992¹⁰ has hindered our work and impedes the development of well-founded policies. We strongly recommend that a detailed study be undertaken to identify, quantify, and segment by cohort and experience all ex-service members.
62. The cost implications of extending the definition of veteran as we propose will be considered in Part 5 of this interim report.

Rationale

63. Attestation is the defining moment when a citizen becomes a service member. From this moment the individual becomes subject to military law and the absolute requirement to do as they are ordered, and at the same time they relinquish some of their individual rights within the Bill of Rights Act 1990¹¹—such as freedom of movement, of association, expression, of

¹⁰ The NZDF has comprehensive digital records for those service members who have been released since 1992.

¹¹ Bill of Rights Act v1990, Part Two

assembly, of the right to withhold labour and/or strike. Attested service within the armed forces has therefore a unique nature, in that for as long as a person serves, they are subject to the restriction of their individual freedoms in order to protect those very freedoms for society as a whole.¹² We are of the view that this sacrifice should be explicitly recognised through the conferral of the title veteran on all those who have served as attested members of the armed forces.

64. We also believe that the status of veteran should be applied from the moment of attestation and not deferred until a service member has completed ab-initio training, or some nominal period of service (such as 3 months), nor should it be tied to any form of qualifying operational service. There are several reasons for this approach. We hold that fairness and universality is an important principle (see option Criterion 8: Fair between classes of veteran/service members). Veterans should not be segmented into cohorts based on where and when they serve. All service members are subject to military discipline, arbitrary relocation and job change, and the possibility of operational deployment from the moment of attestation.¹³ Also, some service members suffer physical and psychological harm in the initial months of service. It seems to us to be iniquitous that these service members would be denied the services and support available to other veterans even though the harm is a direct result of their service. Lastly, linking veteran status to qualifying operational service ignores the reality that all service members are impacted to greater or lesser degrees by their service, and that some are substantially harmed through their service, irrespective of whether or not they have been operationally deployed.
65. We acknowledge other areas of service to the State such as Police, Fire and Emergency, and Corrections staff experience a similar injury and illness burden related to service as the NZDF. However, we have not been asked to comment on whether or not the Government has a similar moral duty of care in other areas of service to the State, and we remain of the view that attested military service members have a special and unique relationship with the Government.
66. In the course of preparing the options paper for you on redefining veteran we established four principles that any option must meet to be viable.
- **Simplicity.** The option must be easily understood and simple to implement. The more complex an option is, the less likely it is to meet the

¹² See section 45 of the Defence Act 1990 which specifically excludes service personnel from the Employment Relations Act 2000, thus removing access to the rights of citizens under that Act, and the Armed Forces Discipline Act 1971 which provides a code of military law which subjects service personnel to laws in addition to those applicable to other citizens, amongst which are laws which codify obedience to orders, which in the breach may result in imprisonment for up to 5 years (or life imprisonment for mutiny).

¹³ Noting that these restrictions only apply to Territorial Force personnel whilst they are engaged in military activities (i.e. when in uniform) and Territorial Force personnel are not subject to compulsory relocation, posting or operational deployment.

needs of all veterans, and the more likely some veterans in need will slip through the cracks.

- **Transparency.** The more transparent both the definition of veteran is and the eligibility requirements for support and services are, the less likely these are to be misunderstood, misrepresented or misapplied.
- **Enduring.** Any definition and system for the recognition of service must be enduring and meet the needs of current and future veterans.
- **Recognises the special nature of military service.** We are strongly of the view that the term veteran in this context is limited to those who have served in the NZDF. Whilst other occupations can have similar impacts on a person's life, the unique nature of military service demands that the application of the term veteran be limited to those who have served in the NZDF.

67. Our proposed approach clearly meets all these principles. It is simple, logical and inclusive; if you have served, you are a veteran. Similarly, it is very transparent and should lead to the development of a seamless continuum of recognition, entitlements, services, and support available to veterans and their families throughout their service journey and beyond. This approach should also prevent veterans from slipping through the support cracks, either through eligibility issues or through a lack of awareness of their entitlements and the support available to them. The approach is enduring as it reduces uncertainty around eligibility requirements and the status of any future operational deployments. Although this approach leads to an initial spike in those considered to be veterans, absent any dramatic changes in the size of the NZDF, the size of the veteran population quite quickly stabilises at around 75,000 people (of whom, on current data, around 20% or 15,000 would be in need of veteran specific services and support). This should contribute to greater certainty around long-run funding requirements, and the design and delivery of services and support. Finally, this approach explicitly addresses the special nature of military service.

68. This approach explicitly excludes non-attested members of the armed forces, including civilian employees of the NZDF, personnel from other government agencies seconded to the NZDF, and civilian contractors providing services to the NZDF (including interpreters). In our view they are not veterans as they are not subject to the same loss of freedoms and individual rights as attested service members. Their service to New Zealand should be recognised through means other than the conferral of the title veteran. This could include medallic recognition, or letters of appreciation for service, etc. Further consideration should be given to how the service of non-attested members of the armed forces is recognised. Irrespective of this, the Government has a duty of care to rehabilitate and compensate these people for any harm that they incur through their service. In this

regard, we recommend that their current access to services and support as defined in the Act be maintained.

69. Similarly, whilst spouses, family and whānau cannot be considered veterans, their support for veterans should be recognised, and support and services should be provided to families that assist them to support the service member, compensate for the restrictions that service entails, and address any harm that family members (particularly descendants) may suffer as a result of the service member's service. These will be discussed in more detail in Parts 4 and 5 of this interim report, but as a minimum would see the maintenance of the current entitlements and support available under the Act.
70. This approach to defining veteran is consistent with those that have been, or are in the process of being adopted by our international comparators:

Table 5: International comparators definition of veteran

Country	Definition of veteran
Canada	Any former member of the Canadian Armed Forces who successfully underwent basic training and is honourably released.
Australia	Since 2017 a veteran has been defined as anyone who has served at least one day in the Australian Defence Force.
United Kingdom	A veteran is anyone who has served in the UK Armed Forces. Veterans need not have served overseas or in conflict.
United States	A veteran must be a former member of Army, Navy, Air Force, Marine Corps or Coast Guard.

71. We gave consideration to restricting the definition of veteran to those who have been discharged from service. On balance, however, we decided that to do this would be to introduce an element of double-jeopardy for those excluded from veteran status, who may well have been harmed through service (leading to actions that result in a discharge) and be amongst those most in need of the support and services available to veterans. We see this as being potentially in breach of our duty of care and as a consequence consider that those who have been discharged should retain their veteran status and resulting access to entitlements, services and support.

Implications

72. A key weakness of the current definition of veteran is that the definition is inextricably linked to determining eligibility requirements for services and support. We believe that the two should be delinked. Conferral of the term veteran should be part of a wider suite of entitlements that recognise the service of members of the armed forces. In and of itself, being a veteran should not confer rights to services or support beyond that available to all New Zealanders. Our advice on the services and support veterans are

entitled to and how these could be expanded are the subjects of Parts 4 and 5 of this interim report.

73. We recognise that the changes we propose are a significant departure from the current definition and require the concurrence of the public. Colmar Brunton conducts public perception surveys on behalf of the NZDF that amongst many other things measure public awareness and support for the provision of services and financial support to military veterans (see Appendix E). Key points from these surveys since October 2016 are:
- about the half the population is aware that the NZDF provides services and financial support to military veterans and this has increased slightly since 2016 (from 48% to 52%).
 - awareness is lower in younger people (-14% for 18 to 34-year olds) and higher in older people (+15% for over 50-year olds).
 - around half of New Zealanders agree that the NZDF should provide services and financial support to military veterans, and this has increased from 51% in October 2016 to 58% in September 2018.
 - However, this support is relatively weakly held, with only 14% of people strongly agreeing that the NZDF should provide services and financial support to military veterans.
74. We recommend that in order to maintain and bolster public support for the provision of support to veterans you consider leading a national conversation on how veterans are recognised, honoured, and supported. Further work is required to refine and develop the purpose, nature, methodology and conduct of the conversation. However, this work is beyond the scope of this interim report.

Part 4 What support are veterans entitled to?

75. Veterans are first and foremost citizens who should, as a result of their service be no worse or better off (and as able to access entitlements and services) as their civilian counterparts.

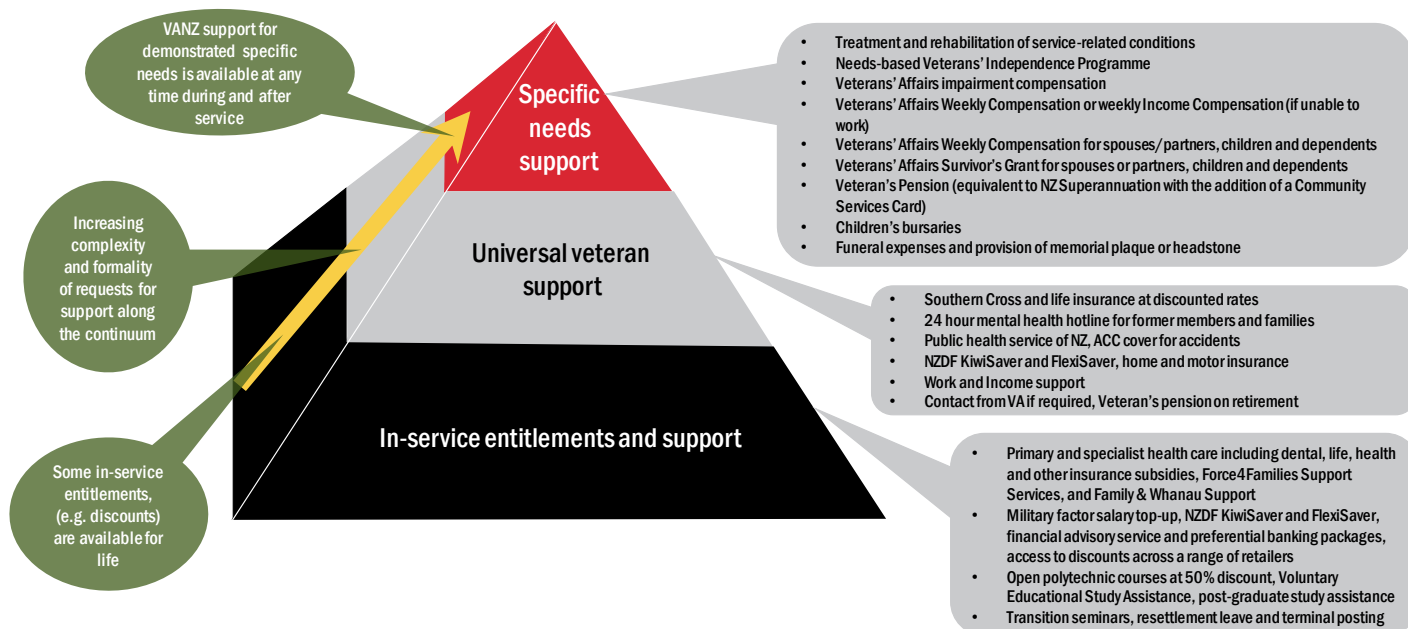
Current entitlements

76. Whilst they serve, members of the armed forces¹⁴ have access to a wide range of entitlements, services and support that either recognise, or are an integral part of their service. Amongst others these include:
- primary and specialist healthcare including dental, life, health and other insurance subsidies, Force4Families Support Services, and NZDF Family & Whanau Support Services
 - military factor salary top-up, NZDF KiwiSaver and FlexiSaver, financial advisory service and preferential banking packages, and access to discounts across a range of retailers
 - open polytechnic courses at 50% discount, Voluntary Educational Study Assistance, post-graduate study assistance
 - transition seminars, resettlement leave and terminal posting.
77. Once they leave service, ex-service members are currently entitled to some specific and universal services which include:
- Southern Cross medical insurance and life insurance at discounted rates
 - 24-hour mental health hotline for former members and families
 - New Zealand public health system and ACC cover for accidents
 - NZDF KiwiSaver and FlexiSaver
 - home and vehicle insurance
 - Work and Income support
 - contact from Veterans' Affairs if required, and veteran's pension on retirement, if eligible.

¹⁴ Noting that Territorial Force personnel do not have access to all of these entitlements and services.

78. These can be depicted as lying along a continuum (the specific needs support available to eligible veterans is discussed further in part 5 of this interim report).

Figure 1: The Veteran's Support System Continuum



Entitlements under an expanded definition of veteran

79. The most significant components of the current support system for ex-members of the armed forces are the public health, ACC, and income support systems. Ex-service members have no priority of access to these over and above any other member of the community. We also note that in some respects these services are not designed, equipped or trained to understand veterans, or how to engage with them and effectively meet their needs.
80. Under our proposed approach we do not envisage that this situation will change. Veterans would continue to have the same rights to healthcare and income support as any other member of society. However, we recognise that some veterans have difficulty in accessing the services to which they, like everyone else, are entitled. There can be many reasons for this, ranging from veterans who have served in the armed forces for extended periods having little experience with and knowledge of how to engage with health and social services agencies, a lack of knowledge of the services and to which they are entitled, and for some physical and/or mental incapacitation that makes engagement difficult. As a result of these and other factors, some veterans do not receive the support and services to which they are entitled.

Duty of care and a defence covenant

81. It is clear to us that the Government has a duty of care to ensure that this does not occur, and that veterans access support and services and are no worse off than their civilian counterparts. In essence, there is an uncodified understanding between defence personnel, their families, and the NZDF that the nature of military service is a different and deeper proposition than a conventional employer/employee relationship. It is grounded in the mutual trust that lies at the centre of gravity of military organisational culture. Service members trust the NZDF leadership to take care of them and their families. Professor Paterson described this in his report as a moral duty of care and recommended that moral duty of care to veterans be added to the principles section of the Act. We would go further than this and recommend that we establish a covenant for veterans in New Zealand that formalises the relationship between those who serve and the Government. We believe that should a covenant need to be enshrined in legislation; the Defence Act 1990 is the appropriate legislative vehicle.
82. In the United Kingdom, this is formally reflected in the Armed Forces Covenant, the health of which is reported to Cabinet annually. The Armed Forces Covenant, which was enshrined in law in the Armed Forces Act 2011, has at its core the principles that service members, veterans, and their families are not disadvantaged by their service and that special provision is made for those who have sacrificed the most, including the injured and the bereaved. In Canada, it is termed 'the Journey of those who serve' and, is currently being reinvested in.
83. We recommend that you direct the Ministry of Defence and Veterans' Affairs to develop a covenant for veterans that formalises the relationship between those who serve and the country they serve, and which has at its core a pledge from the Government that service members, veterans, and their families are not disadvantaged by their service and that special provision is made for those who have sacrificed the most. Noting that although we believe this should draw extensively from the British covenant, it is not just a simple case of lifting and shifting their covenant to New Zealand. A New Zealand covenant must reflect the unique aspects of the New Zealand experience including our national character and military heritage, the Principles of the Treaty of Waitangi, existing social support systems (including ACC), and relevant legislative settings.

Transition to civilian life

84. A key factor in giving effect to a covenant that delivers on the Government's duty of care to veterans, and which helps prevent them from being worse off than their civilian counterparts, is the effectiveness of the arrangements for a service member's transition to civilian life at the

completion of their service. There are many components to this, including but not limited to:

- in-service education (vocational and academic) in transferable skills. Based on a hand-up rather than hand-out principle this should see the service member part-contributing to their education/training
- financial literacy and navigating the system training to prepare service members for life outside the military
- career advice and planning, including job application and interview preparation assistance
- active promotion of the value of veterans to the community and employers
- existing resettlement training and terminal posting entitlements should be maintained
- formal transition planning conducted by the service member, supported and guided by the NZDF
- automatic registration of veterans with Veterans' Affairs as they exit service, and formal handover of veterans from NZDF to Veterans' Affairs
- handover of veteran (and family/whānau) and medical records from NZDF medical services to a primary healthcare provider.

85. These are primarily issues for NZDF as the service member's employer to address. We understand that the NZDF and Veterans' Affairs are actively working on improving transition policies and practices to better meet the needs of service members. We note that this work is important, needs to be accorded a high priority, and does not need to wait for broader decisions on the recognition of service to be taken in order to be advanced.

Part 5 What additional support may be made available to veterans?

86. Any additional support above and beyond that available to the rest of population should be needs-based and directly linked to harm or disadvantage resulting from service.

Current additional support provided to veterans

87. From this perspective veterans and their families may currently be eligible for:
- treatment and rehabilitation of service-related conditions
 - Needs-based Veterans' Independence Programme
 - Veterans' Affairs impairment compensation
 - Veterans' Affairs Weekly Compensation or Weekly Income Compensation (if unable to work)
 - Veterans' Affairs Weekly Compensation for spouses/partners, children and dependents
 - Veterans' Affairs Survivor's Grant for spouses or partners, children and dependents
 - Veteran's Pension (equivalent to NZ Superannuation with the addition of a Community Services Card)
 - Children's Bursary
 - funeral expenses and provision of memorial plaque or headstone.

Cost implications of extended definition

88. The current average annual cost of providing these supports is \$15,678 per Scheme One veteran and \$6,177 per Scheme Two veteran. The current uptake rate for these services and support is around 20% of all veterans (with qualifying operational service) with a projected total cost for 2019 of \$114 million.
89. As discussed in Part Three, we have calculated that under our proposed extended definition there are currently around 120,000 veterans. 50,000 of these would be eligible for services and support under Scheme One and 70,000 under Scheme Two. Around 1,000 new veterans are being created each year.
90. If we assume that the current uptake rate for services and support of 20% is maintained, we estimate that the additional non-discounted annual cost in services and supports alone of extending the definition as we propose would be approximately \$126 million in 2019, reducing to \$60 million over the next decade, before rising again and stabilising at around \$95 million. This is the equivalent of a 110% increase on current costs, stabilising over time at around an 80% increase. See Appendix D for extracts from the model and the assumptions we have used.
91. These figures are very sensitive to changes in the uptake rate. If the uptake rate increases to 30% the additional cost in 2019 nearly doubles to \$246 million, and if the rate increases to 50% the additional cost is \$486 million (a 425% increase on current costs).

92. Whilst we have not explicitly calculated the impact of an extended definition on Veterans' Affairs operating costs, it is reasonable to assume that these would be roughly proportionate to the increase in veteran services and support costs. The 2018/19 Veterans' Affairs operating budget to administer services and payments to veterans is \$6.4 million. Under an extended definition this could increase to approximately \$15 million at an uptake rate of 20%, \$20 million at 30% and \$30 million at 50%. There would also likely be additional Veterans' Affairs corporate overhead costs that could increase these figures by a further 20%.
93. In summary, the additional costs (in 2019) of extending the current definition of veteran, in terms of current services and support could be:

Table 6: Financial modelling of additional costs of extended definition

Cost	20% uptake	30% uptake	50% uptake
Services and support	\$126 million	\$246 million	\$486 million
Administration of services and support	\$15 million	\$20 million	\$30 million
Overheads	\$3 million	\$4 million	\$6 million
Total	\$144 million	\$270 million	\$522 million

94. The amounts outlined above should be treated as a rough order of magnitude estimates only. They are based on extrapolations of very crude average-cost calculations for support provided to current veterans under Schemes One and Two. Our intention was to develop a more detailed cost model, however the data that was available was not sufficiently granular to support a detailed cost model. We strongly recommend that a full demographic analysis be completed of the veteran community and an actuarial costing be conducted of the future costs of veteran support under a range of scenarios.

Additional services and support

95. Ministers could consider providing services and supports to all veterans additional to those provided under current settings as a further recognition of the unique nature of service in the armed forces. The rationale underpinning these is that many veterans require additional services and support to help them transition to civilian life and to ensure that they and their families are not disadvantaged through having served. Possible options include the following:
- **Automatic registration on transition.** All service members should be registered as veterans with Veterans' Affairs upon exit from the NZDF, unless they opt-out. This would include handover of the Veteran's transition plan and the management of any medical issues or other issues that the veteran may have. The aim of this is to help ensure that veterans don't fall through the cracks upon exit from the NZDF and that they access the supports and services to which they are entitled.
 - **Establishment of a Navigator Service.** In addition to automatic registration of veterans, a Navigator Service could be established to assist veterans to identify and access their entitlements and the support they need. The Navigator Service could comprise an information service for general enquiries, a brokering capability for joining veterans up with service and support agencies (both government and NGO),

and an expanded case management service (as Veterans' Affairs provides now) for veterans with high/complex needs. The Navigator Service should be provided through Veterans' Affairs; however, elements of delivery could be outsourced from Veterans' Affairs to veteran support NGOs. The key consideration in the design of the Navigator Service is to identify the most effective and accessible delivery mechanism for veterans. This may vary between veteran cohorts. One option is to establish regional front-line offices in the community that provide a single gate/point of contact for veterans and support agencies.

- **Veterans' (and their families) Community Services Card.** Currently veterans in receipt of a Veteran's Pension are eligible to receive a Community Services Card which enables them and their family to access subsidised health services. Ministers could consider extending this entitlement to all veterans in recognition of the special nature of service in the armed forces and the impact it has upon veterans and their families.
- **Education opportunities for children.** Under Scheme One veterans' children are eligible for a bursary for study in New Zealand at a tertiary institute or secondary school. The bursary is worth between \$500 to \$1,000 (approximately) depending on the nature of the study and whether or not the veteran is in receipt of the Veteran's Pension. We have heard that the Children's Bursary is greatly valued by veterans and propose that eligibility for the Children's Bursary be extended to all veterans' children.
- **Enhanced medical support.**
 - **Speedier access to medical interventions.** Through the physical nature of service in the military, some veterans suffer from chronic injuries that require elective surgical intervention in later life (for example, knee replacements). Consideration could be given (where the injury can be attributed to service) to according veterans greater priority within the elective surgery prioritisation system. In this regard we believe the burden of proof should be on ACC/DHBs to prove that the injury does not result from service, that is. the presumption should be that the injury does result from service.¹⁵ We also anticipate that there will be an increased demand for mental health support and services, in line with the changing nature of service as well as the increased demand seen from the general population.
 - **Supported medical treatment post-service.** Similarly, many veterans either leave service carrying an injury, or injuries manifest shortly after release. Consideration could be given to the NZDF continuing to provide a veteran's medical support for five years post-service or alternatively for the duration of the veteran's reserve obligation, although we understand that this would require significant additional investment in the NZDF to achieve an appropriate level of capacity and capability to deliver this service.
 - **Family access to NZDF medical support.** At present veterans' families access healthcare outside the NZDF medical support system whilst service members medical care is provided by the NZDF. This can lead to differences in care, significant cost to families, inconvenience and interruption to the continuity of a veteran's care upon release. Ministers could consider

¹⁵ We note that this would be a significant departure from the principles underpinning both the public health and ACC systems, as the public health system does not have a focus on causation in funding for healthcare and ACC covers all injuries due to an accident whether they occur at work or away from work. Work-related causation only affects cover or entitlements for gradual process conditions.

implementing a primary care system where serving veterans and their families could attend a family practice on camp/base operated by a general practice/pharmacy provider, or by the NZDF itself. Upon release, the veteran and their family would be handed over as a family to primary healthcare organisation / doctor providing seamless integrated care for veterans and their families.

- **Housing support post-service.** In the past returned service members qualified for a rehabilitation housing loan. This was phased out in the 1980s and not replaced. Consideration could be given to how we might structure some support to veterans to help them while serving, and as they leave the service. This would enable serving veterans to prepare for their transition back into civilian life, and partly recognise the opportunity to build an asset base lost during service when compared to their civilian peers. Several options are possible. The simplest might be to supplement mortgage payments through an allowance. Another option might be to establish a centralised fund to provide low deposit/low interest mortgages for veterans to purchase a home.
96. None of these options have yet been costed. If you are of a mind to pursue any of these options, further work is required to develop fully modelled and costed policy proposals.

Part 6 What contribution can veterans make to New Zealand communities?

97. Veterans leave the service with much needed skills and capabilities that could usefully contribute to many aspects of New Zealand's wellbeing as a country. These include the following:
- **An ethos of service, motivated people with strong work ethics.** Service members quickly learn the value of self-motivation and the ability to motivate others. They are hardworking and are imbued with a strong ethos of service.
 - **Practical, adaptable and resilient.** Service members are trained to work in challenging, adverse environments, as a result they tend to be practical, adaptable and resilient people.
 - **Teamwork.** Service members work as part of a team, supporting each other to get the job done.
 - **Time management.** Accurate timekeeping and punctuality is instilled into service members from day one.
 - **Fit and healthy.** A good level of physical fitness and resilience is a key requirement at all levels.
 - **Planning and decisiveness.** At every level, service members develop planning and decision-making skills. They become problem-solvers, comfortable with decision-making under conditions of uncertainty.
 - **Leadership.** Military training brings out natural leadership qualities at all levels.
 - **Management skills and experience.** Service members have well-developed people and resource management skills and experience.
 - **Transferable skills.** The skills taught during military service are equally as valuable in the military as they are in civilian employment.
98. The challenge is how to harness and promote these skills attributes to communities, businesses and employers so that society makes the most of its veterans.
99. In the United Kingdom this is treated as an integral component of the Armed Forces Covenant.¹⁶ One component of the covenant (the covenant for communities) is a voluntary, non-binding commitment by local councils to support members of the armed forces community in their area. The aim of the covenant for communities is to embed and sustain activity, to ensure that members of the armed forces community receive the support they need in their local communities in recognition of their dedication and sacrifice; nurture public understanding and awareness of the issues affecting the armed forces community; and encourage activities, which help to integrate the armed forces community into local life.
100. There is also a covenant for businesses which is a written and publicised voluntary pledge from businesses and other organisations who wish to demonstrate their support for the armed forces community.

¹⁶ <https://www.gov.uk/government/publications/armed-forces-covenant-2015-to-2020/armed-forces-covenant>

101. The covenant can be signed by a business or other organisation whether they are an employer of a member of the armed forces community or simply wish to acknowledge publicly their support for the armed forces. Businesses and organisations are encouraged to demonstrate their commitment to the covenant by:
- promoting the fact that they are an armed forces-friendly organisation
 - seeking to support the employment of veterans young and old and working with the Career Transition Partnership, in order to establish a tailored employment pathway for Service Leavers
 - striving to support the employment of service spouses and partners
 - endeavouring to offer a degree of flexibility in granting leave for Service spouses and partners before, during and after a partner's deployment
 - seeking to support their employees who choose to be members of the Reserve Forces, including by accommodating their training and deployment where possible
 - offering support to local cadet units, either in the local community or in local schools, where possible
 - aiming to actively participate in Armed Forces Day
 - offering discounts to members of the Armed Forces Community.
102. In New Zealand the Defence Employer Support Council (DESC) is an independent body appointed by the Minister of Defence whose mission is to increase the effectiveness of the NZDF through engagement with organisations in the economy and wider business community. The DESC aims to enhance the relationship that employers have with service members. These include reserve forces, cadet force officers, graduates of NZDF youth programmes, and service leavers. DESC also aims to promote the many benefits that service members can bring to businesses and communities. DESC also provides a platform for the development of strategic partnerships between organisations and the NZDF. We consider that there are opportunities to strengthen the role of the DESC and that this might occur in the context of the formal recognition of a New Zealand defence covenant.
103. We are of the view that any New Zealand defence covenant should have a similar focus to the UK covenant on encouraging community and business support for veterans and the contribution they make to society. We also feel that building on its current aims, the DESC could usefully have an expanded role in encouraging communities and businesses to adopt and implement the covenant.

Part 7 Conclusions and recommendations

Conclusions

104. You asked us to consider:

- whether there should be only one definition of veteran
- whether all those who meet the recommended definition of veteran should be recognised in the same way
- whether all those defined as veterans should be covered by the Act, or whether there may be other ways that their status should be recognised, and their needs could be met.

105. You also asked us to provide you with recommendations regarding:

- who should be considered a veteran of the New Zealand Armed Forces
- whether the legal definition of veteran, for the purpose of entitlements under the Veterans' Support Act 2014, should be amended
- whether any additional legislative change is required to enable additional recognition of service
- whether additional non-legislative initiatives are required to recognise service.

106. Our conclusions with respect to these questions are as follows:

- **A single definition of veteran.** The current definition of veteran within the Act is used primarily as a means for determining eligibility for veteran specific services and support through a proscriptive and limiting process of designating 'qualifying operational service'. The current definition has much less of an emphasis on a broader perspective of what constitutes a veteran and how their service should be recognised. We have come to the view that the issues of what constitutes a veteran and the eligibility of veterans for services and support should be separated. In other words, there need only be a single definition of veteran, rather than various definitions of veteran with differing eligibility for services and support. We prefer a universalist approach where all who have served are considered to be veterans, and where services and support in excess of those available to the general public are available on the basis of demonstrated need (rather than being tied to qualifying operational service).
- **Should all veterans be recognised in the same way?** All veterans have served New Zealand and this service should be equally valued. Operational service is explicitly recognised through the award of campaign medals and operational allowances. We are strongly of the view that all veterans should have equal access to services and support if they have been harmed through their service, irrespective of whether or not this occurred on operational deployments. Similarly, systems and supports should be established to ensure that as a result of their service, veterans are no worse or better off (and as able to access entitlements and services) as their civilian counterparts.
- **Should all veterans be covered by the Act?** Given the unique nature of service, and the arduous nature of the military environment and training it is possible that service members will experience harm as a result of their service. We are of the

view that the Government has a duty of care to veterans to make good any harm they experience through their service. Consequently, all veterans should be covered by the Act and have access to either Scheme One or Scheme Two services and support (on the basis of demonstrated need) depending upon when they served.

- **Other ways that veteran status could be recognised and have their needs met.** We have identified a range of other ways in which veterans' service could be recognised and honoured, and which would help ensure that veterans are not disadvantaged through their service. Of these we consider the most significant to be the following:
 - A covenant for veterans that formalises the relationship between those who serve and the country they serve, and which has at its core a pledge from the Government that service members, veterans, and their families are not disadvantaged by their service and that special provision is made for those who have sacrificed the most.
 - Automatic registration of veterans with Veterans' Affairs upon release from service and the establishment of a Navigator Service to assist veterans to identify and access their entitlements and the support they need.

Other services and support that Ministers could consider providing to veterans include:

- the provision of a Veterans' Community Services Card
- extending eligibility for the Children's Bursary to all veterans
- enhanced medical support for veterans
- post-service housing support.

Next steps and implementation approach

107. Next steps include:

- Further work to develop the approaches you wish to adopt and policy approval for these
- Socialising your preferred approach with your Cabinet colleagues and seeking Cabinet agreement. We are able to work with your office to develop the collateral you require to support this
- Development of the legislative, regulatory and procedural changes required to implement your preferred approach
- the development of an approach for leading a conversation nationally in how veterans and their families are recognised, honoured and supported. Noting that this approach might also include engaging on a military covenant.

108. We recommend that you adopt a phased approach to the implementation of this interim report's recommendations.

Phase 1

- Implement the recommendations for a change in the definition of veteran and confirming that veterans are entitled to all of the services and support available to all New Zealanders.

- Ensure that there are effective mechanisms in place to provide veterans with a good transition from service life out into the community.
- Ensure that the supports and services that are currently available are provided to veterans as efficiently and effectively as possible, including strengthening services that help veterans connect to these services.
- Commence work on the development of a possible defence covenant considering the best way to engage the country in a conversation about such a covenant.
- Develop a proposal for the establishment of a Navigator Service to assist veterans to identify and access their entitlements and the support they need. The proposal will set out clear outcomes the service would achieve and specify what it does and does not offer veterans.
- Develop further advice on options for additional services and support which could be provided to veterans including:
 - the provision of a Veterans' Community Services Card
 - extending eligibility for the Children's Bursary to all veterans
 - enhanced medical support for veterans
 - post-service housing support.

Phase 2

- Given the considerable cost of providing current entitlements to all veterans and because we believe a needs-based approach is preferred, you could commission further work to identify how best to provide and fund the most appropriate supports and levels of care to veterans who require support over and above that which is available to all New Zealanders. During this time, current veterans should continue to receive their existing entitlements.
- Any new veteran requiring additional assistance during this time should be assisted on a case-by-case basis.
- If Phase 1 determines that additional support to navigate the services system would produce better outcomes for veterans and their families then you could look to introduce additional navigation support in this phase.

Phase 3

- The review of the effectiveness of current services in Phase 2 may identify that more effective outcomes for veterans and their families could be achieved by repurposing the current investment in services or increasing or adding services. In which case we recommend adopting a wellbeing approach to determining the support and services to be delivered by repurposing and/or increasing investment.
- Introduction of additional services and supports to veterans, which might include:
 - the provision of a Veterans' Community Services Card
 - extending eligibility for the Children's Bursary to all veterans
 - enhanced medical support for veterans
 - post-service housing support.

Recommendations

109. We recommend to the Minister that he—

1. **Note** that the current definition of a veteran is narrow and does not reflect current societal, service members' or veterans' expectations of who is a veteran.
2. **Note** that while the current definition has some strengths which include specificity of service and the classification of the types of service that create eligibility for support under the Veterans' Support Act 2014, there is a concomitant weakness in the narrowness of the definition which excludes a significant number of ex-service members from being able to access support through the Act.
3. **Note** our advice that a single, expanded, more inclusive definition is preferable to a range of definitions tied to services and support.
4. **Note** our advice that entitlement to the status of being a military veteran should be inextricably linked to having served as an attested member of the armed forces, and that the designation of veteran in and of itself should not confer a right to services and support additional to those available to all other New Zealanders.
5. **Agree** that all service members become veterans upon attestation, and thereby eligible for post-service benefits that recognise service and needs-based support and services.
6. **Agree** that the current definition of veteran under the Act be amended to read:

Veteran means any person who is or has been an attested member of the armed forces.

7. **Note** this definition includes:
 - a. past and present Regular Force service members
 - b. past and present Territorial and Reserve Forces service members
 - c. service members who commenced the Compulsory Military Training and National Service schemes.
8. **Note** this definition excludes the following categories of personnel currently considered to be veterans (provided that they have qualifying operational service) for the purposes of the Act:
 - a. any non-attested New Zealand Defence Force (NZDF) employee appointed under section 61A of the Defence Act 1990
 - b. any person seconded to the NZDF with the permission of the Chief of Defence Force.
9. **Agree** that current access to services and support as defined in the Act be maintained for civilian employees of the NZDF, personnel from other government agencies seconded to the NZDF, and others who are currently recognised as veterans under the Act.

10. **Direct** Veterans' Affairs to provide advice on how the service of non-attested members of the armed forces who are currently recognised as veterans under the Act could be recognised.
11. **Note** that adoption of this definition would increase the veteran population from approximately 40,000 to around 120,000 of whom around 24,000 would be expected to access veterans' services and support available under current settings, at an approximate additional cost of \$144 million per year.
12. **Note** that prior to 1992 there is a lack of comprehensive information around who has served in the New Zealand Armed Forces, and that this hindered our work and impedes the development of well-founded policies.
13. **Note** that the cost data available to us was not sufficiently granular to support a detailed cost model.
14. **Direct** Veterans' Affairs, in conjunction with the NZDF to undertake a full demographic analysis of the veteran community and conduct an actuarial costing of the future costs of veteran support under a range of scenarios.
15. **Direct** the Ministry of Defence and Veterans' Affairs to provide further advice on how best to provide and fund the appropriate level of care to veterans who require support over and above that which is available to all New Zealanders.
16. **Note** our advice that in order to maintain and bolster public support for the provision of support to veterans you consider leading a national conversation on how veterans are recognised, honoured, and supported.
17. **Note** that veterans are first and foremost citizens who should, as a result of their service be no worse off, and as able to access entitlements and services, as their civilian counterparts.
18. **Agree** that the Government has a duty of care to ensure veterans access the support and services they are entitled to and that they are not disadvantaged as a result of their service.
19. **Direct** the Ministry of Defence and Veterans' Affairs to develop a covenant for veterans that formalises the relationship between those who serve and the Government, and which has at its core a pledge from the Government that service members, veterans, and their families are not disadvantaged by their service and that special provision is made for those who have sacrificed the most.
20. **Note** that the NZDF and Veterans' Affairs are actively working on improving transition policies and practices to better meet the needs of service members as they resume civilian life and that this work needs to be accorded a high priority. You may want to include this priority in the accountability framework of the Chief of Defence Force and NZDF.

21. **Agree** that upon release from service, all service members are to be automatically registered as veterans with Veterans' Affairs, and that this should be implemented as soon as possible.
22. **Direct** Veterans' Affairs to develop a proposal for your consideration for the establishment of a Navigator Service to assist veterans to identify and access their entitlements and the support they need. The proposal should set out clear outcomes the service would achieve and specify what it does and does not offer veterans.
23. **Agree** that you want further advice on the following options for additional services and support that could be provided to veterans.
 - a. The provision of a Veterans' Community Services Card
Yes / No
 - b. Extending eligibility for the Children's Bursary to all veterans
Yes / No
 - c. Enhanced medical support for veterans
Yes / No
 - d. Post-service housing support
Yes / No
24. **Note** our advice that he adopt a phased approach to the implementation of this interim report's recommendations. This involves implementing the change to definitions in Phase 1 and deferring the implementation of any changes to additional supports until the work outlined in Recommendations 14 and 15 has been completed.

Appendix A: Terms of reference

VETERANS' ADVISORY BOARD

CONSIDERATION OF RECOMMENDATION 63 OF THE PATERSON REVIEW:

TERMS OF REFERENCE

Purpose of this work

The purpose of this work is to provide the Minister for Veterans with advice on who should be considered a veteran and how their service in the armed forces should be recognised by New Zealand.

Background

The Veterans' Support Act 2014 contains a provision requiring that its operation be reviewed after it had been in operation for two years. That review, conducted by Professor Ron Paterson, has now been completed and his report has been presented¹⁷. One of the recommendations arising from it (Recommendation 63) was that:

The Government undertakes further work on who is a veteran and how New Zealand wants to recognise their service.

The Minister for Veterans has accepted this recommendation and tasked the Veterans' Advisory Board with providing advice to him on the matter.

Objective

The Board is expected to develop and recommend a definition of veteran to the Minister, and also to provide advice on how those who are considered to be veterans should be recognised.

In developing this advice, the Board should consider the options canvassed by Professor Paterson in the chapter in his review report entitled Rethinking Eligibility. But, in developing a solution to recommend to the Government, they should not be limited by those options.

They should consider:

- whether there should be only one definition of veteran
- whether all those who meet the recommended definition of veteran should be recognised in the same way
- whether all those defined as veterans should be covered by the Veterans' Support Act 2014, or whether there may be other ways that their status should be recognised and their needs could be met.

As part of its deliberations, the Board should also consider:

- the intent of the current Act to modernise support to veterans who have been injured or become ill and to focus on supporting veterans to lead full lives

¹⁷ Warrant of Fitness, An independent review of the Veterans' Support Act 2014, Professor Ron Paterson, March 2018

- the systems of health, compensation and income support available to all New Zealanders, and how veterans' needs are addressed in those systems
- the resourcing implications of any changes to current arrangements for recognising those considered to be veterans for the purpose of legislation
- non-legislative ways in which veterans are, or may be, recognised
- any other matters that the Board believes are important.

The Board should provide recommendations to the Minister regarding:

- who should be considered a veteran of the New Zealand Armed Forces
- whether the legal definition of veteran, for the purpose of entitlements under the Veterans' Support Act 2014, should be amended
- whether any additional legislative change is required to enable additional recognition of service
- whether additional non-legislative initiatives are required to recognise service.

The following matters are out of scope:

- matters which are being addressed elsewhere in response to the Paterson Review
- matters which will be addressed through the current reviews of New Zealand Superannuation, or the public health system, or through other government review, or working parties in operation during the period of this piece of work
- the medallic recognition process within the New Zealand Defence Force.

Stakeholders

It is expected that the Board will consult with:

- the Royal New Zealand Returned and Services' Association and the No Duff Charitable Trust
- senior officials who comprise a Senior Officials Group established for this purpose including representatives of the Ministries of Health, Social Development, and Business, Innovation and Employment, the ACC, and Veterans' Affairs; and
- other individuals or groups where this is deemed necessary.

Timing and deliverable

The first meeting of the Board to consider this issue must be held by Friday 31 August 2018.

The Veterans' Advisory Board will deliver its final advice to the Minister, in the form of a written report, by 30 June 2019.

Support for the Board

The Board will be advised for the duration of this work by a group of senior officials representing the Ministry of Health, the Ministry of Social Development, the ACC, Veterans' Affairs, and the Ministry of Defence.

Veterans' Affairs will provide secretariat support for the Board.

Remuneration

Remuneration of Board members will be set by the Minister in accordance with the Cabinet Fees Framework. New Zealand Defence Force members are remunerated by the New Zealand Defence Force and will not receive daily fees.

Each member of the Board is entitled, in accordance with the Cabinet Fees Framework, to be reimbursed for actual and reasonable travelling and other expenses incurred in carrying out his or her office as a member.

Appendix B: Board procedure

The proposals presented in this paper were developed over the course of a series of meetings, workshops and other work conducted over the period August 2018 to June 2019. The Veterans Advisory Board canvassed the views of Veterans' Affairs officials, other agencies who contribute to the veterans' support system, and key stakeholders. We also looked closely at the veteran's support systems of the United Kingdom, Australia, Canada, and the United States. These inputs and views have been integrated into our consideration of the options we considered and have significantly informed our proposals to the Minister.

Veterans' Affairs input and views

We met with officials from Veterans' Affairs who briefed us on their four focus areas. These included:

- honouring the service veterans, including enhancing our services and support, and supporting commemorations
- creating strong foundations for delivery, including supporting the independent review of the Veterans' Support Act 2014, and using a new information management capability to identify service improvements and emerging client needs
- generating a sustainable workforce, bedding in a new operating model to deliver client service, and focusing on career paths for service members
- partnering for greater effect with other New Zealand government agencies, veterans' organisations and international partners.

Those same officials also called our attention to recent operational and organisational changes to deliver better services to veterans. These included:

- centralising staff in one office in Wellington
- implementing new legislation in two stages over two years
- implementing a new IT system
- introducing new staff functions and organisational processes
- a new focus on rehabilitation
- increasing engagement with veteran interest groups
- introducing seven master service agreements to replace 20,000 individual contracts
- accessing NZDF corporate infrastructure and medical expertise
- developing new operational policies and publishing them on their website.

The session concluded with a discussion on the strategic challenges and opportunities. There were seven in total.

- First was the issue of coverage. This is the challenge you have asked us to address for you. Specifically, the disconnect between the broad meaning of the term veteran and the narrow definition in the Veterans' Support Act.
- The second issue was the changing demographic. The majority of Veterans' Affairs' current clients are over 65 years old and served before 1 April 1974. In future, Veterans' Affairs expects a significant change as it works with more contemporary

veterans (who performed operational service after 1 April 1974). Some of the changes will include working with veterans who are likely to have served in a number of deployments during their career and will often present with complex health issues. As a result, the entitlements and support for the emerging client group will need to be focused on rehabilitation and independence.

- The third issue was mental health. The international literature suggests that up to one-sixth of deployed personnel could have some form of long-term mental health issue arising from experiences during deployment. Acknowledging the risks for this group, means Veterans' Affairs will need to prioritise these applications, and help veterans navigate the various health and social clinical pathways.
- The fourth issue was transitioning from NZDF to Veterans' Affairs. Leaving military service can be challenging. Both NZDF and Veterans' Affairs accept they have to work more closely together to ensure that eligible service members who have been identified as having urgent needs, including service-related illnesses or injuries managed by NZDF medical staff, can receive support from Veterans' Affairs.
- The fifth issue was improved support for veterans' families and whānau. Evidence suggests that some health issues arising from service can impact the intergenerational health of families and whānau. While the science on this issue is still evolving, Veterans' Affairs accepts it will need to make sure its decision-making evolves and keeps pace with the science.
- The sixth issue was the Wai 2500 Military Veterans Kaupapa Inquiry. This inquiry is a matter proceeding before the Waitangi Tribunal.
- The final issue was eligibility for burial in a services cemetery. Officials advised that while local authorities are responsible for the operation of services cemeteries, the Minister for Veterans, decides which operational service creates eligibility for burial in services cemeteries under the Burial and Cremation Act. Officials reminded us that any changes we recommend will need to proceed with the review of the Burial and Cremation Act 1964.

Wider state sector input and views

We also heard from officials from across the wider state services. Representatives from the Ministry of Social Development, ACC, and the Ministry of Health talked us through their role in supporting veterans.

- **Ministry of Social Development.** The Ministry of Social Development provides employment, income support, social services and housing assistance, and superannuation support to New Zealanders. The Ministry administers the veteran's pension on behalf of Veterans' Affairs. In some cases, it also provides social assistance for eligible veterans and their spouses/partners, such as income support, housing support and home help. The Ministry does not count the war disablement pension, disablement pension, surviving spouse or partner pension, children's pension or dependant's pension as income when income testing for the social assistance entitlements it provides.
- **Accident Compensation Corporation.** ACC covers the treatment and rehabilitation costs of serving NZDF personnel who are injured on deployments after 1 April 1974. This includes training exercises in New Zealand and deployments overseas. Veterans who are injured or who suffer occupational disease during service are able to apply for ACC assistance through the NZDF,

which delivers the ACC scheme through the Accredited Employer Programme. Veterans with qualifying operational service on, or after, 1 April 1974 may be eligible for more support than ACC would provide. The Act is designed to provide more weekly compensation for loss of income than would be available from the ACC scheme. If a veteran is entitled to more support, Veterans' Affairs will pay the difference. Veterans' Affairs may also fund extra rehabilitation.

- **Ministry of Health and District Health Boards.** New Zealand's universal health and disability system treats civilians and veterans alike, and as a result New Zealand, unlike some comparable countries, has no separate healthcare system for veterans. The Ministry of Health regulates and funds the health and disability system. District Health Boards provide free hospital care to veterans who are citizens or permanent residents and subsidise their primary care. Defence Health is the sole provider of primary care for veterans who are still serving in the NZDF. Such individuals cannot enrol with their own doctor. Veterans' Affairs funds primary care for veterans' service-related conditions. Veterans' Affairs also funds rehabilitation for service-related conditions and support for veterans to live at home. Veterans' Affairs will fund private specialist treatment for accepted conditions if a veteran's illness or injury is severe, no treatment is available through the public system, any unreasonable delay could cause harm, and private treatment would help the veteran return to work.

While there were no surprises in these briefings per se, what did become apparent is how easy it is for veterans to fall through the cracks between the various agencies.

Beyond the issue of the difficulty veterans experience in navigating the system, it also appears the data about the overall veteran population, as well as individual veterans is poor. By poor we mean it cannot be used to make informed decisions about who is a veteran and who is not, let alone what the quality of customer service is. This also means the public system cannot make informed decisions about the pain points veterans experience trying to access different services and products.

Good data would make it easier to understand what veterans have to go through and where the friction points are. Good data would also allow Veterans' Affairs to see the trends that lead up to, occur during, and happen after specific events, giving it better insight into the veterans' journey, and therefore the ability to flexibly align their support and services to veterans' specific needs. We note that Whānau Ora has been an attempt to respond to similar issues in the delivery of support to vulnerable families in the social sector.

NGO sector input and views

We heard from the various non-government groups who have taken on helping veterans navigate the complexity of the various service offerings.

This work includes walking alongside veterans and their families as they try to access the health clinical pathways. Others raise awareness of veterans' health matters in the community generally. Others working with primary health providers (such as doctors) trying to enhance clinical understanding of veteran-specific issues and needs. Others use events to bring together veterans, so they can share their stories and insights with one another.

As a result of these briefings it became clear to us that various veterans' support groups are focused on compensating for poor and fragmented service delivery.

Board Workshop

As a Board we conducted a facilitated workshop on 20 November 2018 to:

- review the context for this work, consider the current definition of veteran and its strengths and weaknesses, the findings of the Paterson Review and the voice of veterans via the summary report of consultation undertaken by Professor Paterson, links to the NZDF outcome framework, current Veterans' Affairs lines of effort, and the international context
- develop criteria for the assessment of options for a new approach to the definition of veteran and how their service is recognised.

Subsequent to the workshop, we synthesised the information we gathered through our research, the meetings, and the workshop to develop and assess (against the criteria we developed), a range of options for your consideration. Then following your guidance and feedback, we formed the proposals contained in this interim report.

Consultation

The Board has consulted with the following organisations:

- **Veterans' advocacy groups**
 - Fallen Heroes Trust
 - Missing Wingman Trust
 - No Duff Charitable Trust
 - Royal New Zealand Returned and Services Association
 - Soldiers, Sailors and Airmen's Association of New Zealand
- **Government agencies**
 - Veterans' Affairs
 - New Zealand Defence Force (including Chief of Army)
 - ACC
 - Ministry of Business, Innovation and Employment
 - Ministry of Health
 - Ministry of Social Development

The Board has received correspondence from the following individuals and Veterans' Advocacy Groups regarding Afghan Interpreters.

- No Duff Charitable Trust and Royal New Zealand Returned and Services Association (joint letter)
- James Baldwin
- New Zealand Mounted Rifles Charitable Trust

Board members

- Leith Comer (Chairperson)
- Chester Borrowes (Deputy Chairperson)

- Fiona Cassidy
- BJ Clark
- Baden Ewart
- Denise Hutchins
- Warrant Officer Class One, Mark Mortiboy (ex-officio Chief of Defence Force nominee)
- Group Captain Leanne Woon
- Wing Commander Michelle White (Deputy member for ex-officio Warrant Officer Class One, Mark Mortiboy)

Board advisors

The Board appointed the following advisor to assist them with this inquiry:

- Warrant Officer Wayne Dyke, Warrant Officer of the Navy (from 11 March 2019).

Appendix C: Service strengths and estimated releases from service

Table 7: Estimated releases from service per year since the Second World War

	Served	Killed	Veterans
Second World War	204,000	11,625	192,375

(Source: NZ Official Yearbook 1950)

Year	Service Strengths								Releases from Service								
	Army		Navy		Airforce		Total		Army		Navy		Airforce		Total		Total
	RF	TF	RF	TF	RF	TF	RF	TF	RF	TF	RF	TF	RF	TF	RF	TF	
1945	46,698	0	10,412	0	35,004	0	92,114	0									
1946	14,129	0	4,528	0	6,918	0	25,575	0	34,123	0	6,382	0	28,639	0	69,145	0	69,145
1947	7,164	0	1,632	0	3,657	0	12,453	0	7,753	0	3,076	0	3,554	0	14,382	0	14,382
1948	4,746	0	1,657	0	2,896	0	9,299	0	2,940	0	157	0	993	0	4,090	0	4,090
1949	2,568	0	2,267	0	3,049	0	7,884	0	2,460	0	249	0	91	0	2,801	0	2,801
1950	3,096	1,968	2,507	439	3,495	296	9,098	2,703	341	216	36	48	280	33	656	297	953
1951	3,266	2,209	2,669	439	3,821	296	9,756	2,944	359	2	132	48	306	33	797	83	879
1952	3,904	8,247	2,662	991	3,985	1,927	10,551	11,165	429	550	300	44	155	16	884	610	1,494
1953	4,110	30,264	2,874	1,264	4,624	2,871	11,608	34,399	452	550	104	44	370	16	926	610	1,536
1954	3,822	33,341	2,822	1,199	4,691	2,953	11,335	37,493	708	9,903	362	308	308	924	1,379	11,135	12,514
1955	3,816	35,888	2,727	1,229	4,763	3,882	11,306	40,999	426	10,743	395	318	309	1,231	1,130	12,292	13,421
1956	3,789	29,989	2,849	1,255	4,701	4,236	11,339	35,480	444	8,796	191	326	438	1,348	1,073	10,470	11,544
1957	4,447	27,181	2,953	1,112	4,790	3,175	12,190	31,468	489	7,870	221	279	294	998	1,004	9,146	10,151
1958	4,216	21,032	2,970	476	4,769	2,742	11,955	24,250	695	5,841	310	69	403	855	1,407	6,765	8,171
1959	5,231	5,241	2,915	481	4,547	1,682	12,693	7,404	575	16,368	376	48	586	1,245	1,537	17,660	19,197
1960	4,905	7,296	2,919	505	4,494	112	12,318	7,913	866	803	317	32	413	1,582	1,595	2,416	4,012
1961	5,420	7,354	2,838	468	4,390	120	12,648	7,942	596	751	393	88	455	5	1,445	845	2,289
1962	5,104	6,154	2,824	523	4,505	132	12,433	6,809	877	1,877	325	3	245	3	1,447	1,882	3,329
1963	5,586	5,441	2,877	545	4,279	108	12,742	6,094	614	1,312	263	38	568	36	1,446	1,385	2,832
1964	5,147	6,673	2,967	551	4,418	108	12,532	7,332	1,005	734	236	55	214	12	1,456	801	2,257
1965	5,407	9,021	2,891	509	4,331	107	12,629	9,637	595	550	394	98	433	13	1,422	661	2,083
1966	5,504	11,399	2,860	610	4,327	103	12,691	12,112	605	550	346	67	350	15	1,301	632	1,934
1967	5,807	12,717	2,875	581	4,353	102	13,035	13,400	639	3,097	301	93	322	12	1,262	3,202	4,464
1968	5,706	11,584	2,885	512	4,435	101	13,026	12,197	729	2,723	307	125	273	12	1,309	2,860	4,169
1969	5,723	10,631	2,889	338	4,461	105	13,073	11,074	630	2,408	314	211	331	8	1,274	2,627	3,901
1970	5,720	10,592	2,886	308	4,409	110	13,015	11,010	632	2,395	320	64	405	7	1,357	2,466	3,824
1971	5,638	11,527	2,941	306	4,431	115	13,010	11,948	702	2,704	269	36	332	8	1,303	2,747	4,050
1972	5,449	11,405	2,966	279	4,222	116	12,637	11,800	788	2,664	301	58	547	12	1,636	2,733	4,370
1973	5,498	3,155	2,972	301	4,319	118	12,789	3,574	605	8,597	321	11	249	11	1,174	8,619	9,793
1974	5,553	4,903	2,845	268	4,232	142	12,630	5,313	611	539	440	62	426	16	1,476	617	2,094
1975	5,523	5,618	2,850	319	4,297	139	12,670	6,076	638	-97	309	35	279	18	1,225	-44	1,181
1976	5,432	6,171	2,734	292	4,254	146	12,420	6,609	689	126	417	59	383	9	1,489	194	1,683
1977	5,441	5,861	2,726	308	4,289	148	12,456	6,317	599	955	308	18	308	14	1,214	987	2,201

WHAT CONSTITUTES A VETERAN AND HOW SHOULD THEIR SERVICE BE RECOGNISED?

Year	Service Strengths								Releases from Service								
	Army		Navy		Airforce		Total		Army		Navy		Airforce		Total		
	RF	TF	RF	TF	RF	TF	RF	TF	RF	TF	RF	TF	RF	TF	RF	TF	Total
1978	5,722	5,852	2,825	412	4,217	158	12,764	6,422	629	653	212	45	409	7	1,251	705	1,956
1979	5,670	5,903	2,827	491	4,212	164	12,709	6,558	676	598	309	54	342	12	1,327	664	1,991
1980	5,666	6,004	2,756	353	4,219	147	12,641	6,504	627	559	374	177	331	33	1,332	769	2,101
1981	5,723	6,150	2,811	416	4,334	189	12,868	6,755	630	531	254	46	232	21	1,115	597	1,713
1982	5,676	6,289	2,861	456	4,271	205	12,808	6,950	671	553	265	10	405	7	1,341	570	1,910
1983	5,590	6,101	2,857	412	4,409	208	12,856	6,721	701	859	318	89	215	20	1,234	968	2,202
1984	5,563	6,299	2,745	443	4,296	204	12,604	6,946	639	495	414	18	457	26	1,510	539	2,049
1985	5,431	5,963	2,687	468	4,306	213	12,424	6,644	729	992	354	26	334	14	1,417	1,033	2,450
1986	5,814	5,821	2,619	479	4,176	224	12,609	6,524	640	782	356	42	464	14	1,460	838	2,297
1987	5,872	5,921	2,262	451	4,195	216	12,329	6,588	646	551	606	78	317	32	1,568	661	2,229
1988	5,872	6,006	2,597	468	4,275	215	12,744	6,689	646	576	286	34	262	25	1,194	635	1,828
1989	5,718	6,050	2,575	509	4,072	224	12,365	6,783	783	622	305	15	529	16	1,617	652	2,269
1990	5,180	5,627	2,467	498	4,065	227	11,712	6,352	1,108	1,042	379	66	332	22	1,819	1,130	2,949
1991	4,888	5,138	2,565	499	4,079	237	11,532	5,874	830	1,054	184	54	312	16	1,326	1,124	2,450
1992	4,812	4,578	2,546	512	3,857	219	11,215	5,309	605	1,064	299	43	531	42	1,435	1,149	2,584
1993	4,562	4,549	2,330	484	3,552	187	10,444	5,220	752	529	472	81	589	53	1,813	663	2,476
1994	4,576	4,480	2,188	424	3,368	136	10,132	5,040	503	562	383	107	453	66	1,339	734	2,074
1995	4,510	4,371	2,152	370	3,295	101	9,957	4,842	562	590	273	95	337	46	1,171	731	1,902
1996	4,349	4,152	2,074	367	3,188	170	9,611	4,689	639	676	306	43	362	19	1,308	738	2,045
1997	4,391	3,680	2,080	395	2,991	180	9,462	4,255	483	877	223	15	436	10	1,142	902	2,044
1998	4,431	3,394	2,104	397	2,991	163	9,526	3,954	487	659	207	42	239	35	934	736	1,670
1999	4,417	3,085	2,080	401	2,885	163	9,382	3,649	500	648	253	40	337	18	1,089	706	1,796
2000	4,513	2,474	1,967	385	2,786	161	9,266	3,020	496	883	329	58	322	20	1,148	961	2,109
2001	4,580	2,159	1,893	385	2,624	176	9,097	2,720	504	552	282	42	372	4	1,158	599	1,757
2002	4,492	2,158	1,918	357	2,223	157	8,633	2,672	582	238	186	67	579	36	1,347	342	1,689
2003	4,388	2,031	1,978	354	2,226	155	8,592	2,540	587	350	158	42	175	19	919	411	1,331
2004	4,479	1,856	1,953	317	2,249	32	8,681	2,205	493	379	240	72	157	127	889	578	1,467
2005	4,438	1,888	1,910	327	2,266	28	8,614	2,243	529	176	253	26	164	7	947	209	1,155
2006	4,563	1,912	1,998	291	2,388	25	8,949	2,228	502	186	132	68	69	6	703	260	963
2007	4,516	1,826	2,034	287	2,437	191	8,987	2,304	544	287	188	36	146	21	877	343	1,221
2008	4,754	1,690	2,020	315	2,504	192	9,278	2,197	523	322	236	7	133	20	892	349	1,241
2009	5,003	1,709	2,104	342	2,595	198	9,702	2,249	550	169	147	11	117	16	814	195	1,010
2010	4,905	1,709	2,161	339	2,607	186	9,673	2,234	638	188	181	40	197	32	1,015	261	1,276
2011	4,846	1,841	2,122	322	2,573	187	9,541	2,350	592	71	272	52	240	20	1,104	143	1,247
2012	4,288	1,824	1,902	298	2,336	191	8,526	2,313	1,030	218	429	57	424	17	1,883	291	2,174
2013	4,253	1,784	1,910	321	2,339	177	8,502	2,282	503	236	202	12	184	33	889	282	1,171
2014	4,407	1,623	2,050	392	2,389	204	8,846	2,219	485	340	86	43	141	22	711	405	1,116
2015	4,471	1,575	2,067	432	2,416	209	8,954	2,216	492	221	210	8	166	18	868	247	1,115
2016	4,523	1,666	2,116	440	2,433	213	9,072	2,319	498	92	184	40	178	19	859	152	1,011
2017	4,595	1,663	2,116	464	2,497	228	9,208	2,355	505	186	233	27	136	10	874	223	1,097
2018	4,673	1,685	2,127	480	2,554	255	9,354	2,420	514	163	223	37	147	1	884	201	1,086

(Source: NZ Official Yearbooks 1944 to 2012 and NZDF)

Table 8: Actual Regular Force releases from service per year since 2009

	Army			Navy			Airforce			Total		
	Strength	Releases	Rate	Strength	Releases	Rate	Strength	Releases	Rate	Strength	Releases	Rate
2009	5,003	609	12%	2,104	265	13%	2,595	140	5%	9,702	1,014	10%
2010	4,905	610	12%	2,161	203	9%	2,607	142	5%	9,673	955	10%
2011	4,846	931	19%	2,122	381	18%	2,573	337	13%	9,541	1,649	17%
2012	4,288	873	20%	1,902	365	19%	2,336	280	12%	8,526	1,518	18%
2013	4,253	660	16%	1,910	265	14%	2,339	231	10%	8,502	1,156	14%
2014	4,407	472	11%	2,050	150	7%	2,389	175	7%	8,846	797	9%
2015	4,471	352	8%	2,067	143	7%	2,416	144	6%	8,954	639	7%
2016	4,523	367	8%	2,116	154	7%	2,433	187	8%	9,072	708	8%
2017	4,595	403	9%	2,116	209	10%	2,497	162	6%	9,208	774	8%
2018	4,673	455	10%	2,127	254	12%	2,554	169	7%	9,354	878	9%
Mean		5,732	12%			12%			8%			11%

(Source: NZDF)

Appendix D: Financial models

Assumptions and notes

1. For modelling purposes only all veterans are assumed to be male. In effect this assumption simplifies the life expectancy calculation (i.e. only male life expectancy rates are used) and has a minimal impact upon the overall cost calculation. The assumption is not intended to infer that all veterans are male, as this is demonstrably false.
2. Veteran life expectancy and mortality rates are consistent with those of the wider population. Population median rates extracted from Statistics New Zealand period life tables 2016 to 2018 have been used in the model.
3. Current veteran population is 40,000 with a uptake rate for Veterans' Affairs support of 20%.
4. The Model calculates average cost per veteran for current Scheme One and Scheme Two veterans. These are then multiplied by the number of living veterans each year at a given uptake rate.
5. All costs are undiscounted 2018 dollars.
6. Existing veteran numbers (7,597) have been sourced from a Pivot Table provided by Veterans' Affairs.
7. NZDF covers all veteran support costs whilst they are serving.
8. To eliminate the double counting inherent in the Veterans' Affairs Pivot Table, 20 veterans have been removed from Afghanistan, 20 from Op Enduring Freedom, 11 from UNPROFOR, all 38 from Scheme 2 Peacetime Armed Forces and 878 from Scheme 1 Peacetime Armed Forces.
9. The long-run rate of attrition is 11% for Army and Navy and 8% for Airforce.
10. Release rate calculation is net decline in strength (if any) + 12%.
11. For Compulsory Military Training and National Service years release rate is 33% from third year of scheme and 100% in final year.
12. During Compulsory Military Training and National Service years base strength for Territorial Force is 5,000 Army, 400 Navy, and 200 Airforce.
13. Average length of service is 10 years and age on release is 30 years.
14. Expanded definition veterans who served before 1974 are eligible for Scheme One entitlements and support.

Table 9: Veteran support cost model (expanded definition, current supports, 20% uptake)

See page 59

Table 10: Veteran support cost model (expanded definition, current supports, 30% uptake)

See page 60

Table 11: Veteran support cost model (expanded definition, current supports, 50% uptake)

See page 61

WHAT CONSTITUTES A VETERAN AND HOW SHOULD THEIR SERVICE BE RECOGNISED?

Veterans' Support Cost Model																			
Part A - Current Definition of Veteran					1	2	3	4	5	6	7	8	9	10					
Cohort	Supported Veterans	Mean Cost per Veteran	Average Age in 2018	Life expectancy	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028					
Scheme One	7,102	\$15,678	80	9	\$111,342,391	\$111,342,391	\$111,342,391	\$95,116,064	\$86,352,279	\$86,352,279	\$86,352,279	\$86,352,279	\$86,352,279	\$86,352,279	\$63,557,033				
Scheme Two	495	\$6,177	55	28	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613				
A. Total future costs					7,597														
						\$114,400,004	\$114,400,004	\$114,400,004	\$98,173,677	\$89,409,893	\$89,409,893	\$89,409,893	\$89,409,893	\$89,409,893	\$89,409,893	\$66,614,647			
Part B - Extended Definition of Veteran						Take up rate													
	Releases	Average Age in 2018	Alive in 2018	Life expectancy	Average cost per veteran	20%													
1945	192,375	100	2,462	2	\$15,678	\$7,720,910	\$7,720,910												
1946	69,145	100	885	2	\$15,678	\$2,775,101	\$2,775,101												
1947	14,382	100	184	2	\$15,678	\$577,222	\$577,222												
1948	4,090	100	52	2	\$15,678	\$164,151	\$164,151												
1949	2,801	99	54	2	\$15,678	\$168,788	\$168,788												
1950	953	98	26	3	\$15,678	\$80,792	\$80,792	\$80,792											
1951	879	97	34	3	\$15,678	\$105,328	\$105,328	\$105,328											
1952	1,494	96	80	3	\$15,678	\$250,910	\$250,910	\$250,910											
1953	1,536	95	111	3	\$15,678	\$346,992	\$346,992	\$346,992											
1954	12,514	94	1,182	3	\$15,678	\$3,705,573	\$3,705,573	\$3,705,573											
1955	13,421	93	1,593	3	\$15,678	\$4,996,120	\$4,996,120	\$4,996,120											
1956	11,544	92	1,695	4	\$15,678	\$5,316,019	\$5,316,019	\$5,316,019	\$5,316,019										
1957	10,151	91	1,831	4	\$15,678	\$5,742,328	\$5,742,328	\$5,742,328	\$5,742,328										
1958	8,171	90	1,773	4	\$15,678	\$5,560,455	\$5,560,455	\$5,560,455	\$5,560,455										
1959	19,197	89	4,885	4	\$15,678	\$15,316,821	\$15,316,821	\$15,316,821	\$15,316,821										
1960	4,012	88	1,190	5	\$15,678	\$3,730,385	\$3,730,385	\$3,730,385	\$3,730,385	\$3,730,385									
1961	2,289	87	777	5	\$15,678	\$2,437,809	\$2,437,809	\$2,437,809	\$2,437,809	\$2,437,809									
1962	3,329	86	1,270	5	\$15,678	\$3,983,344	\$3,983,344	\$3,983,344	\$3,983,344	\$3,983,344									
1963	2,832	85	1,194	6	\$15,678	\$3,743,181	\$3,743,181	\$3,743,181	\$3,743,181	\$3,743,181	\$3,743,181								
1964	2,257	84	1,040	6	\$15,678	\$3,261,079	\$3,261,079	\$3,261,079	\$3,261,079	\$3,261,079	\$3,261,079								
1965	2,083	83	1,041	7	\$15,678	\$3,262,739	\$3,262,739	\$3,262,739	\$3,262,739	\$3,262,739	\$3,262,739	\$3,262,739							
1966	1,934	82	1,034	7	\$15,678	\$3,243,006	\$3,243,006	\$3,243,006	\$3,243,006	\$3,243,006	\$3,243,006	\$3,243,006							
1967	4,464	81	2,536	8	\$15,678	\$7,952,379	\$7,952,379	\$7,952,379	\$7,952,379	\$7,952,379	\$7,952,379	\$7,952,379	\$7,952,379						
1968	4,169	80	2,505	8	\$15,678	\$7,854,492	\$7,854,492	\$7,854,492	\$7,854,492	\$7,854,492	\$7,854,492	\$7,854,492	\$7,854,492	\$7,854,492					
1969	3,901	79	2,459	9	\$15,678	\$7,711,774	\$7,711,774	\$7,711,774	\$7,711,774	\$7,711,774	\$7,711,774	\$7,711,774	\$7,711,774	\$7,711,774	\$7,711,774				
1970	3,824	78	2,516	10	\$15,678	\$7,888,399	\$7,888,399	\$7,888,399	\$7,888,399	\$7,888,399	\$7,888,399	\$7,888,399	\$7,888,399	\$7,888,399	\$7,888,399	\$7,888,399			
1971	4,050	77	2,769	10	\$15,678	\$8,681,145	\$8,681,145	\$8,681,145	\$8,681,145	\$8,681,145	\$8,681,145	\$8,681,145	\$8,681,145	\$8,681,145	\$8,681,145	\$8,681,145	\$8,681,145		
1972	4,370	76	3,092	11	\$15,678	\$9,694,475	\$9,694,475	\$9,694,475	\$9,694,475	\$9,694,475	\$9,694,475	\$9,694,475	\$9,694,475	\$9,694,475	\$9,694,475	\$9,694,475	\$9,694,475		
1973	9,793	75	7,143	12	\$15,678	\$22,397,902	\$22,397,902	\$22,397,902	\$22,397,902	\$22,397,902	\$22,397,902	\$22,397,902	\$22,397,902	\$22,397,902	\$22,397,902	\$22,397,902	\$22,397,902	\$22,397,902	
1974	2,094	74	1,571	12	\$15,678	\$4,924,519	\$4,924,519	\$4,924,519	\$4,924,519	\$4,924,519	\$4,924,519	\$4,924,519	\$4,924,519	\$4,924,519	\$4,924,519	\$4,924,519	\$4,924,519		
1975	1,181	73	909	13	\$6,177	\$1,122,440	\$1,122,440	\$1,122,440	\$1,122,440	\$1,122,440	\$1,122,440	\$1,122,440	\$1,122,440	\$1,122,440	\$1,122,440	\$1,122,440	\$1,122,440		
1976	1,683	72	1,323	14	\$6,177	\$1,635,042	\$1,635,042	\$1,635,042	\$1,635,042	\$1,635,042	\$1,635,042	\$1,635,042	\$1,635,042	\$1,635,042	\$1,635,042	\$1,635,042	\$1,635,042		
1977	2,201	71	1,766	14	\$6,177	\$2,181,956	\$2,181,956	\$2,181,956	\$2,181,956	\$2,181,956	\$2,181,956	\$2,181,956	\$2,181,956	\$2,181,956	\$2,181,956	\$2,181,956	\$2,181,956		
1978	1,956	70	1,600	15	\$6,177	\$1,976,453	\$1,976,453	\$1,976,453	\$1,976,453	\$1,976,453	\$1,976,453	\$1,976,453	\$1,976,453	\$1,976,453	\$1,976,453	\$1,976,453	\$1,976,453		
1979	1,991	69	1,655	16	\$6,177	\$2,044,939	\$2,044,939	\$2,044,939	\$2,044,939	\$2,044,939	\$2,044,939	\$2,044,939	\$2,044,939	\$2,044,939	\$2,044,939	\$2,044,939	\$2,044,939		
1980	2,101	68	1,774	17	\$6,177	\$2,191,087	\$2,191,087	\$2,191,087	\$2,191,087	\$2,191,087	\$2,191,087	\$2,191,087	\$2,191,087	\$2,191,087	\$2,191,087	\$2,191,087	\$2,191,087		
1981	1,713	67	1,466	17	\$6,177	\$1,810,792	\$1,810,792	\$1,810,792	\$1,810,792	\$1,810,792	\$1,810,792	\$1,810,792	\$1,810,792	\$1,810,792	\$1,810,792	\$1,810,792	\$1,810,792		
1982	1,910	66	1,654	18	\$6,177	\$2,043,126	\$2,043,126	\$2,043,126	\$2,043,126	\$2,043,126	\$2,043,126	\$2,043,126	\$2,043,126	\$2,043,126	\$2,043,126	\$2,043,126	\$2,043,126		
1983	2,202	65	1,927	19	\$6,177	\$2,380,876	\$2,380,876	\$2,380,876	\$2,380,876	\$2,380,876	\$2,380,876	\$2,380,876	\$2,380,876	\$2,380,876	\$2,380,876	\$2,380,876	\$2,380,876		
1984	2,049	64	1,810	20	\$6,177	\$2,235,917	\$2,235,917	\$2,235,917	\$2,235,917	\$2,235,917	\$2,235,917	\$2,235,917	\$2,235,917	\$2,235,917	\$2,235,917	\$2,235,917	\$2,235,917		
1985	2,450	63	2,184	21	\$6,177	\$2,698,598	\$2,698,598	\$2,698,598	\$2,698,598	\$2,698,598	\$2,698,598	\$2,698,598	\$2,698,598	\$2,698,598	\$2,698,598	\$2,698,598	\$2,698,598		
1986	2,297	62	2,065	21	\$6,177	\$2,550,612	\$2,550,612	\$2,550,612	\$2,550,612	\$2,550,612	\$2,550,612	\$2,550,612	\$2,550,612	\$2,550,612	\$2,550,612	\$2,550,612	\$2,550,612		
1987	2,229	61	2,019	22	\$6,177	\$2,493,723	\$2,493,723	\$2,493,723	\$2,493,723	\$2,493,723	\$2,493,723	\$2,493,723	\$2,493,723	\$2,493,723	\$2,493,723	\$2,493,723	\$2,493,723		
1988	1,828	60	1,667	23	\$6,177	\$2,059,713	\$2,059,713	\$2,059,713	\$2,059,713	\$2,059,713	\$2,059,713	\$2,059,713	\$2,059,713	\$2,059,713	\$2,059,713	\$2,059,713	\$2,059,713		
1989	2,269	59	2,082	24	\$6,177	\$2,572,392	\$2,572,392	\$2,572,392	\$2,572,392	\$2,572,392	\$2,572,392	\$2,572,392	\$2,572,392	\$2,572,392	\$2,572,392	\$2,572,392	\$2,572,392		
1990	2,949	58	2,722	25	\$6,177	\$3,362,405	\$3,362,405	\$3,362,405	\$3,362,405	\$3,362,405	\$3,362,405	\$3,362,405	\$3,362,405	\$3,362,405	\$3,362,405	\$3,362,405	\$3,362,405		
1991	2,450	57	2,273	26															

WHAT CONSTITUTES A VETERAN AND HOW SHOULD THEIR SERVICE BE RECOGNISED?

Veterans' Support Cost Model																				
Part A - Current Definition of Veteran					1	2	3	4	5	6	7	8	9	10						
Cohort	Supported Veterans	Mean Cost per Veteran	Average Age in 2018	Life expectancy	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028						
Scheme One	7,102	\$15,678	80	9	\$111,342,391	\$111,342,391	\$111,342,391	\$95,116,064	\$86,352,279	\$86,352,279	\$86,352,279	\$86,352,279	\$86,352,279	\$86,352,279	\$63,557,033					
Scheme Two	495	\$6,177	55	28	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613	\$3,057,613					
A. Total future costs	7,597				\$114,400,004	\$114,400,004	\$114,400,004	\$98,173,677	\$89,409,893	\$89,409,893	\$89,409,893	\$89,409,893	\$89,409,893	\$89,409,893	\$66,614,647					
Part B - Extended Definition of Veteran					Take up rate															
	Releases	Average Age in 2018	Alive in 2018	Life expectancy	Average cost per veteran	30%														
1945	192,375	100	2,462	2	\$15,678	\$11,581,365	\$11,581,365													
1946	69,145	100	885	2	\$15,678	\$4,162,652	\$4,162,652													
1947	14,382	100	184	2	\$15,678	\$865,833	\$865,833													
1948	4,090	100	52	2	\$15,678	\$246,227	\$246,227													
1949	2,801	99	54	2	\$15,678	\$253,181	\$253,181													
1950	953	98	26	3	\$15,678	\$121,188	\$121,188	\$121,188												
1951	879	97	34	3	\$15,678	\$157,992	\$157,992	\$157,992												
1952	1,494	96	80	3	\$15,678	\$376,365	\$376,365	\$376,365												
1953	1,536	95	111	3	\$15,678	\$520,489	\$520,489	\$520,489												
1954	12,514	94	1,182	3	\$15,678	\$5,558,360	\$5,558,360	\$5,558,360												
1955	13,421	93	1,593	3	\$15,678	\$7,494,180	\$7,494,180	\$7,494,180												
1956	11,544	92	1,695	4	\$15,678	\$7,974,028	\$7,974,028	\$7,974,028	\$7,974,028											
1957	10,151	91	1,831	4	\$15,678	\$8,613,492	\$8,613,492	\$8,613,492	\$8,613,492											
1958	8,171	90	1,773	4	\$15,678	\$8,340,683	\$8,340,683	\$8,340,683	\$8,340,683											
1959	19,197	89	4,885	4	\$15,678	\$22,975,232	\$22,975,232	\$22,975,232	\$22,975,232											
1960	4,012	88	1,190	5	\$15,678	\$5,595,577	\$5,595,577	\$5,595,577	\$5,595,577	\$5,595,577										
1961	2,289	87	777	5	\$15,678	\$3,656,713	\$3,656,713	\$3,656,713	\$3,656,713	\$3,656,713										
1962	3,329	86	1,270	5	\$15,678	\$5,975,016	\$5,975,016	\$5,975,016	\$5,975,016	\$5,975,016										
1963	2,832	85	1,194	6	\$15,678	\$5,614,772	\$5,614,772	\$5,614,772	\$5,614,772	\$5,614,772	\$5,614,772									
1964	2,257	84	1,040	6	\$15,678	\$4,891,619	\$4,891,619	\$4,891,619	\$4,891,619	\$4,891,619	\$4,891,619									
1965	2,083	83	1,041	7	\$15,678	\$4,894,108	\$4,894,108	\$4,894,108	\$4,894,108	\$4,894,108	\$4,894,108	\$4,894,108								
1966	1,934	82	1,034	7	\$15,678	\$4,864,509	\$4,864,509	\$4,864,509	\$4,864,509	\$4,864,509	\$4,864,509	\$4,864,509								
1967	4,464	81	2,536	8	\$15,678	\$11,928,568	\$11,928,568	\$11,928,568	\$11,928,568	\$11,928,568	\$11,928,568	\$11,928,568	\$11,928,568							
1968	4,169	80	2,505	8	\$15,678	\$11,781,738	\$11,781,738	\$11,781,738	\$11,781,738	\$11,781,738	\$11,781,738	\$11,781,738	\$11,781,738							
1969	3,901	79	2,459	9	\$15,678	\$11,567,661	\$11,567,661	\$11,567,661	\$11,567,661	\$11,567,661	\$11,567,661	\$11,567,661	\$11,567,661	\$11,567,661						
1970	3,824	78	2,516	10	\$15,678	\$11,832,598	\$11,832,598	\$11,832,598	\$11,832,598	\$11,832,598	\$11,832,598	\$11,832,598	\$11,832,598	\$11,832,598	\$11,832,598					
1971	4,050	77	2,769	10	\$15,678	\$13,021,717	\$13,021,717	\$13,021,717	\$13,021,717	\$13,021,717	\$13,021,717	\$13,021,717	\$13,021,717	\$13,021,717	\$13,021,717					
1972	4,370	76	3,092	11	\$15,678	\$14,541,712	\$14,541,712	\$14,541,712	\$14,541,712	\$14,541,712	\$14,541,712	\$14,541,712	\$14,541,712	\$14,541,712	\$14,541,712	\$14,541,712				
1973	9,793	75	7,143	12	\$15,678	\$33,596,854	\$33,596,854	\$33,596,854	\$33,596,854	\$33,596,854	\$33,596,854	\$33,596,854	\$33,596,854	\$33,596,854	\$33,596,854	\$33,596,854				
1974	2,094	74	1,571	12	\$15,678	\$7,386,778	\$7,386,778	\$7,386,778	\$7,386,778	\$7,386,778	\$7,386,778	\$7,386,778	\$7,386,778	\$7,386,778	\$7,386,778	\$7,386,778				
1975	1,811	73	909	13	\$6,177	\$1,683,659	\$1,683,659	\$1,683,659	\$1,683,659	\$1,683,659	\$1,683,659	\$1,683,659	\$1,683,659	\$1,683,659	\$1,683,659	\$1,683,659				
1976	1,683	72	1,323	14	\$6,177	\$2,452,563	\$2,452,563	\$2,452,563	\$2,452,563	\$2,452,563	\$2,452,563	\$2,452,563	\$2,452,563	\$2,452,563	\$2,452,563	\$2,452,563				
1977	2,201	71	1,766	14	\$6,177	\$3,272,934	\$3,272,934	\$3,272,934	\$3,272,934	\$3,272,934	\$3,272,934	\$3,272,934	\$3,272,934	\$3,272,934	\$3,272,934	\$3,272,934				
1978	1,956	70	1,600	15	\$6,177	\$2,964,680	\$2,964,680	\$2,964,680	\$2,964,680	\$2,964,680	\$2,964,680	\$2,964,680	\$2,964,680	\$2,964,680	\$2,964,680	\$2,964,680				
1979	1,991	69	1,655	16	\$6,177	\$3,067,409	\$3,067,409	\$3,067,409	\$3,067,409	\$3,067,409	\$3,067,409	\$3,067,409	\$3,067,409	\$3,067,409	\$3,067,409	\$3,067,409				
1980	2,101	68	1,774	17	\$6,177	\$3,286,630	\$3,286,630	\$3,286,630	\$3,286,630	\$3,286,630	\$3,286,630	\$3,286,630	\$3,286,630	\$3,286,630	\$3,286,630	\$3,286,630				
1981	1,713	67	1,466	17	\$6,177	\$2,716,188	\$2,716,188	\$2,716,188	\$2,716,188	\$2,716,188	\$2,716,188	\$2,716,188	\$2,716,188	\$2,716,188	\$2,716,188	\$2,716,188				
1982	1,910	66	1,654	18	\$6,177	\$3,064,689	\$3,064,689	\$3,064,689	\$3,064,689	\$3,064,689	\$3,064,689	\$3,064,689	\$3,064,689	\$3,064,689	\$3,064,689	\$3,064,689				
1983	2,202	65	1,927	19	\$6,177	\$3,571,313	\$3,571,313	\$3,571,313	\$3,571,313	\$3,571,313	\$3,571,313	\$3,571,313	\$3,571,313	\$3,571,313	\$3,571,313	\$3,571,313				
1984	2,049	64	1,810	20	\$6,177	\$3,353,875	\$3,353,875	\$3,353,875	\$3,353,875	\$3,353,875	\$3,353,875	\$3,353,875	\$3,353,875	\$3,353,875	\$3,353,875	\$3,353,875				
1985	2,450	63	2,184	21	\$6,177	\$4,047,897	\$4,047,897	\$4,047,897	\$4,047,897	\$4,047,897	\$4,047,897	\$4,047,897	\$4,047,897	\$4,047,897	\$4,047,897	\$4,047,897				
1986	2,297	62	2,065	21	\$6,177	\$3,825,918	\$3,825,918	\$3,825,918	\$3,825,918	\$3,825,918	\$3,825,918	\$3,825,918	\$3,825,918	\$3,825,918	\$3,825,918	\$3,825,918				
1987	2,229	61	2,019	22	\$6,177	\$3,740,584	\$3,740,584	\$3,740,584	\$3,740,584	\$3,740,584	\$3,740,584	\$3,740,584	\$3,740,584	\$3,740,584	\$3,740,584	\$3,740,584				
1988	1,828	60	1,667	23	\$6,177	\$3,089,570	\$3,089,570	\$3,089,570	\$3,089,570	\$3,089,570	\$3,089,570	\$3,089,570	\$3,089,570	\$3,089,570	\$3,089,570	\$3,089,570				
1989	2,269	59	2,082	24	\$6,177	\$3,858,588	\$3,858,588	\$3,858,588	\$3,858,588	\$3,858,588	\$3,858,588	\$3,858,588	\$3,858,588	\$3,858,588	\$3,858,588	\$3,858,588				
1990	2,949	58	2,722	25	\$6,177	\$5,043,608	\$5,043,608	\$5,043,608	\$5,043,608	\$5,043,608	\$5,043,608	\$5,043,608	\$5,043,608	\$5,043,608	\$5,043,608	\$5,043,608				
1991	2,450	57	2,273	26	\$6,177	\$4,212,342	\$4,212,342	\$4,212,342	\$4,212,342	\$4,212,342	\$4,212,342	\$4,212,342	\$4,212,342	\$4,212,342	\$4,212,342	\$4,212,342				
1992	2,584	56	2,409	26	\$6,177	\$4,463,872	\$4,463,872	\$4,463,872	\$4,463,872	\$4,463,872	\$4,463,872	\$4,463,872	\$4,463,872	\$4,463,872	\$4,463,872	\$4,463,872				
1993	2,476	55	2,319	27	\$6,177	\$4,297,521	\$4,297,521	\$4,297,521	\$4,297,521	\$4,297,521	\$4,297,521	\$4,297,521	\$4							

[illegible]

Appendix E: NZDF Public Perception Survey Data

Colmar Brunton conducts public perceptions surveys for the NZDF. Table 9 below extracts data from these surveys (where available) since October 2016 that provide insights into public perceptions of support for veterans¹⁸.

Survey methodology

- Target population—New Zealanders aged 18 and over
- Survey size and method—1,000 15-minute online interviews
- Sampling—all respondents were recruited from Colmar Brunton's online research panel. The sample was drawn to ensure a representative sample of New Zealanders by gender, age, region and ethnicity. All respondents were incentivised for their opinions.
- Weighting—results were weighted by age, gender, region and ethnicity to ensure they were representative of the New Zealand population.
- Sampling error and significance testing—results for a random sample size of 1,000 are normally subject to a maximum margin of error of +/-3.1 percentage points at the 95% confidence level. Results for sub-groups will be subject to wider margins of error. All subgroup analysis is carried out at the 95% significance level.

Table 12: Extracts from NZDF Perception Surveys 2016 to 2018

Survey Question	Oct-16	Aug-17	Mar-18	Sep-18
NZDF				
New Zealanders aware that NZDF provides New Zealand's war veterans information and access to services and support	—	48%	46%	52%
18 to 34-year olds awareness compared with average	—	-13%	—	-14%
30 to 49-year olds awareness compared with average	—	—	—	-7%
50+ year olds awareness compared with average	—	—	—	+15%

¹⁸ Defence Public Affairs. Public Perception Survey, August 2017

The New Zealand Defence Force. Public Perceptions Survey, October 2018

The New Zealand Defence Force. Public Perceptions Survey: NZ Army Report, October 2018

The New Zealand Defence Force. Public Perceptions Survey: Navy Report, October 2018

The New Zealand Defence Force. Public Perceptions Survey: Air Force Report, October 2018

Survey Question	Oct-16	Aug-17	Mar-18	Sep-18
Impact on opinions and perception of NZDF of providing NZ's war veterans information and access to services and support	—	High (4/5)	—	Mid (3/5)
Strongly agree with NZDF providing services and financial support to military veterans	10%	14%	—	—
Tend to agree with NZDF providing services and financial support to military veterans	41%	38%	—	—
Strongly/tend to agree with NZDF providing services and financial support to military veterans	51%	52%	56%	58%
18 to 34-year olds support for NZDF providing services and financial support to military veterans compared with average	—	—	—	+1%
Army				
New Zealanders aware that NZ Army provides NZ's war veterans information and access to services and support	—	—	46%	52%
18 to 34-year olds awareness compared with average	—	—	—	-14%
30 to 49-year olds awareness compared with average	—	—	—	-7%
50+ year olds awareness compared with average	—	—	—	+15%
Impact on opinions and perception of NZ Army of providing NZ's war veterans information and access to services and support	—	—	—	Mid (3/5)
Navy				
New Zealanders aware that RNZN provides NZ's war veterans information and access to services and support	—	—	46%	52%
18 to 34-year olds awareness compared with average	—	—	—	-14%
30 to 49-year olds awareness compared with average	—	—	—	-7%
50+ year olds awareness compared with average	—	—	—	+15%
Impact on opinions and perception of RNZN of providing NZ's war veterans information and access to services and support	—	—	—	Mid (3/5)

Survey Question	Oct-16	Aug-17	Mar-18	Sep-18
Air Force				
New Zealanders aware that RNZAF provides NZ's war veterans information and access to services and support	—	—	46%	52%
18 to 34-year olds awareness compared with average	—	—	—	-14%
30 to 49-year olds awareness compared with average	—	—	—	-7%
50+ year olds awareness compared with average	—	—	—	+15%
Impact on opinions and perception of RNZAF of providing NZ's war veterans information and access to services and support	—	—	—	Mid (3/5)