



ANSWERING THE CALL

The Future Role of Canada's Primary Reserve

Interim Report of the Standing Senate Committee on
National Security and Defence

The Honourable Pamela Wallin, Chair
The Honourable Roméo A. Dallaire, Deputy Chair

DECEMBER 2011

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MEMBERSHIP

The Honourable Pamela Wallin, *Chair*

The Honourable Roméo Dallaire, *Deputy Chair*

and

The Honourable Senators:

Dennis Dawson

*James S. Cowan (or Claudette Tardif)

Joseph A. Day

Daniel Lang

*Marjory LeBreton, P.C. (or Claude Carignan)

Fabian Manning

Grant Mitchell

Pierre Claude Nolin

Donald Neil Plett

*Ex officio members

Other Senators who have participated from time to time on this study:

The Honourable Senators Banks, Duffy, Finley, Greene, Meighen, Munson, Patterson, Pépin, Robichaud, P.C., Segal, Stratton and Rivard

Committee Clerk: Josée Thérien

ORDER OF REFERENCE

Extract from the *Journals of the Senate*, Wednesday, June 22, 2011:

The Honourable Senator Wallin moved, seconded by the Honourable Senator Martin:

That the Standing Senate Committee on National Security and Defence be authorized to examine and report on Canada's national security and defence policies, practices, circumstances and capabilities; and

That the papers and evidence received and taken and the work accomplished by the committee on this subject since the beginning of the Third session of the Fortieth Parliament be referred to the Committee.

The question being put on the motion, it was adopted

Gary W. O'Brien

Clerk of the Senate

INTRODUCTION

I think the Reserves provide a great example for youth, but also of citizenship, leadership, and commitment to country. They bring something to their communities that few other organizations do. We are proud to have Reserves located throughout communities in this country to serve as that positive example. Vice Chief of the Defence Staff Vice-Admiral Bruce Donaldson.¹

Not for the first time in its history, the Canadian Forces Reserve is at a crossroads, as are the larger Canadian Forces of which it is a part. The UN-sanctioned NATO military mission to protect Libyan civilians has ended. Canada's combat mission in Afghanistan, where sometimes more than one in five of our troops was a Reservist, is now in the past. The current training mission in Afghanistan is much smaller than the combat mission and will end in three years. There is no way to predict the size and scope of future missions abroad, nor the level of Reservist involvement in them, but it seems safe to say that there will be more and that Reservists will be there. Nor can the domestic need for Reservists, whether to provide assistance during natural or other emergencies or to provide security during major events such as international summits, be forecast.

Meanwhile, the Government of Canada faces budgetary pressures as it tries to eliminate the deficit. In the 2010-2011 fiscal year, the Department of National Defence and the Canadian Forces (DND/CF) went through their first round of strategic review, which requires that the lowest-priority, lowest-performing 5% of direct program spending be identified for reallocation by each federal organization every four years. Now DND/CF, along with all federal bodies, face further belt tightening in 2011-2012 under the Strategic and Operating Review (also known as the Deficit Reduction Action Plan). All were asked to identify both a 5% and a 10% option for direct program savings.

Seeking guidance on how DND and the CF might be made more efficient while preserving operational capabilities, the Minister of National Defence and the

¹ Senate of Canada, Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 17 October, 2011.

Chief of the Defence Staff asked Lieutenant-General Andrew Leslie to create a team. The team's *Report on Transformation 2011*, submitted in June 2011, included recommendations for the CF Reserve. Meanwhile, there is a *Military Personnel Management Capability Transformation* project under way for the entire CF, studying, among other things, how to improve human resources, pay and benefits and other administrative aspects of the CF Reserve. At the request of the Vice Chief of the Defence Staff, DND has done its own *Primary Reserve Employment Capacity Study* (PRECS), which seeks to realign the Reserve for the future. And, in September 2011, General Walt Natynczyk, Chief of the Defence Staff, issued his vision for the Primary Reserve.

That is the context. Our purpose here is to engage in a comprehensive study of the CF Reserve and to make recommendations to government that will help ensure the long term health, viability and effectiveness of the Reserve. All of the above will be considered in evaluating the state and future of the CF Reserve.

WHAT IS THE CANADIAN FORCES RESERVE?

The Canadian Forces consist of the Regular Force and the Reserve Force. Regular Force members “are enrolled for continuing, full-time military service.”² Reserve Force members are “citizen soldiers,” sometimes known more colloquially, if inaccurately, as “weekend warriors”—men and women who hold down jobs, attend school or both and take part in military life part-time “when not on active service.” As the Vice Chief of the Defence Staff’s website puts it, they are “Canadian Forces members who enrolled for service other than continuous full-time military service.”³

The Reserve Force has four components: the Primary Reserve, the Supplementary Reserve, the Cadet Organization Administration and Training Service and the Canadian Rangers.

The Primary Reserve is the largest and the best known and is the focus of this report. Its six components are the Army, Naval and Air Reserves, the Canadian Special Operations Forces Command Reserve, the Health Services Reserve and the Judge Advocate General Reserve.

As stated on the Vice Chief of the Defence Staff’s website, “In international operations, the role of the Primary Reserve is to augment, sustain and support deployed forces. With respect to domestic operations, the Primary Reserve conducts coastal operations, air operations, and provides the personnel for Territorial Battalions.”⁴

In addition to deploying to Afghanistan, Haiti and on other international operations, Reservists also assisted in domestic operations at the 2010 Winter Olympics in Vancouver, in flood relief efforts in Quebec and Manitoba, after the 1998 ice storms in eastern Canada and in hurricane relief efforts in Newfoundland and Labrador. The primary Reserves’ officers and non-

² *National Defence Act*, R.S.C., 1985 c. N-5, subsection 15. (1) <http://laws.justice.gc.ca/eng/acts/N-5/index.html>

³ Vice Chief of the Defence Staff: Reserve Force <http://www.vcds.forces.gc.ca/sites/page-eng.asp?page=10410>

⁴ *Ibid.*

commissioned members train regularly on a part-time basis with occasional periods of full-time service.”⁵

Although the Primary Reserve is the largest part of the Reserve Force, and the focus of this report, it is worth noting some basic information about the other Reserve elements.

The Supplementary Reserve is essentially a list that “consists of former members of the Regular and Reserve Forces. They do not perform training or duty but provide a pool of personnel that could be called out in an emergency.”⁶

The Cadet Organizations and Training Service consists of commissioned Reserve officers whose primary responsibilities are the safety, supervision, administration, and training of thousands of cadets—young people ages 12 to 18 enrolled in the Cadet Program, Canada’s largest federally sponsored youth program.⁷

The Canadian Rangers are Reserve units in “sparsely settled northern, coastal and isolated areas of Canada which cannot conveniently or economically be covered by other elements or components of the CF.”⁸

As stated above, this report deals with the Primary Reserve, the largest component of the Reserve Force. The Primary Reserve is made up of the Army, Naval and Air Reserve, the Canadian Special Operations Forces Command [CANSOFCOM] Reserve, the Health Services Reserve and the Judge Advocate General [JAG] Reserve.

⁵ *Ibid.*

⁶ *Ibid.*

⁷ Vice Chief of the Defence Staff: Directorate of Reserves: Sub components: The Cadet Instructors Cadre <http://www.vcds.forces.gc.ca/dres/sc/index-eng.asp>

⁸ Canadian Army: Reserve: Canadian Rangers <http://www.army.forces.gc.ca/land-terre/cr-rc/index-eng.asp>

ARMY RESERVE

The Army Reserve, still known to many as “the Militia,” is the oldest and by far the largest part of the Primary Reserve and therefore received the lion’s share of attention during the Committee’s hearings. Its roles are “to provide the framework to mobilize, augment and sustain the Regular Force and serve as a link between the military and civilian communities.” There are 130 Army Reserve units in 110 Canadian towns and cities.⁹

Canada’s Land Forces (Army) are organized by geographical area—Western, Central, Quebec and Atlantic. “All Army units in a given area, Regular and Reserve, are under command of the Land Force Area Commander. Normally, the area commander is a Regular Force brigadier-general and the deputy commander is a Reserve brigadier-general. However, a Reservist has served as an area commander and several deputies have served as acting area commander for periods of up to one year.”¹⁰

NAVAL RESERVE

The Royal Canadian Navy website states that “In addition to augmenting the Regular Force, Naval Reservists form port security teams, diving units, naval cooperation and guidance of shipping organizations ... Most particularly, the Naval Reserve has the task of providing the necessary crewmembers to operate ten Maritime Coastal Defence Vessels.”¹¹

AIR RESERVE

The Air Reserve is closely integrated into the Royal Canadian Air Force. “Air Reservists are actively involved in the vast spectrum of Air Force activities,

⁹ Vice Chief of the Defence Staff: C Prog: Reports and Publications: DPR 2008-2009 other items of interest: Reserve Force.

¹⁰ VCDS: D Res Home: Sub-components <http://www.vcds.forces.gc.ca/dres/sc/index-eng.asp#ar-rat>

¹¹ Royal Canadian Navy: Naval Reserve http://www.navy.forces.gc.ca/navres/0/0-0-n_eng.asp?category=154&title=1038

including surveillance and control of Canadian airspace; world-wide airlift of Canadian Forces personnel and material; support to the Navy and Army; support to other government departments; search and rescue; and humanitarian operations.”¹²

CLASSES OF SERVICE

Within the Primary Reserve, there are three types of service.

1. Class A: These are the majority of primary Reservists, the classic “citizen soldiers,” serving for short periods with a maximum continuous duration of 12 consecutive calendar days, including weekends and holidays. This means four or more evenings and one or more weekends each month, akin to casual or part-time work. Class A Reservists are paid 85% of Regular Force rates for the various ranks.¹³
2. Class B: This class comprises Reservists on full-time duty in Canada serving 13 or more days in a temporary full-time position. Class B Reservists may be serving at a school or other training establishment which instructs the Reserve Force or Cadets, or assigned to temporary duty “when it is not practical to employ members of the Regular Force on those duties.”¹⁴ The number of Class B Reservists grew as Canada’s war in Afghanistan progressed, with Class A Reservists reclassified as Class B, largely to “backfill” positions in the Regular Force left empty as Regular Force members deployed overseas. Class B, like Class A, are paid 85% of Regular Force rates.
3. Class C: Reservists in this class serve full-time in a Regular Force position and are paid Regular Force wages. The majority are those deployed on operations, domestically or internationally. About one in five of our troops in Afghanistan were Reservists on Class C service.

¹² Royal Canadian Air Force: The Air Reserve <http://www.airforce.forces.gc.ca/ar-ra/index-eng.asp>

¹³ Chief of Military Personnel: Policies and Directives: CF Military Personnel Instructions: Class A Reserve Service <http://www.cmp-cpm.forces.gc.ca/pd/pi-ip/20-04-eng.asp#ins-03>

¹⁴ Queen’s Regulations and Orders 9.07 <http://www.admfincs.forces.gc.ca/qro-orf/vol-01/doc/chapter-chapitre-009.pdf>

RESERVE NUMBERS

In an organization comprised of students as well as people in civilian jobs, most of them serving part-time as Reservists, and in which personnel are constantly coming and going, it is difficult to get a precise head count of the Reserve. The matter of numbers is further confused by the fact that there are different ways of counting Reservists, just as there are for counting Regular Force members. At present, the Primary Reserve is measured by what is known as “average paid strength.”

The average paid strength of the Primary Reserve reported on 31 October 2011 for 31 August 2011 was:

Army Reserve	18,845
Naval Reserve	3,548
Air Reserve	2,181
CANSOFCOM, JAG, Health Services Reserves	2,483
Total Primary Reserve	26,997

The Supplementary Reserve is not measured by “average paid strength,” since these Reservists are not paid. The Supplementary Reserve list numbered 15,699 on 31 August 2011.¹⁵

¹⁵ Primary Reserve strength: Email from Rear-Admiral Jennifer Bennett, 9 November, 2011.

RESERVISTS AND OPERATIONS

Reservists have recently played an extraordinary part in domestic and especially international CF operations, a point made by most of the witnesses who appeared before the Committee. Major-General Dennis Tabbernor, Chief of Reserves and Cadets at the time he testified, said that the operational tempo “remains consistently heavy.”¹⁶

Over the previous year, Reservists in Canada played a security role at the 2010 Olympics and the G-8 and G-20 summits, and assisted civil authorities in Newfoundland and Labrador after Hurricane Igor.

Overseas, Reservists were heavily involved in the combat mission in Afghanistan (where sometimes more than one in five of the troops was a Reservist), and provided assistance in the aftermath of the earthquake in Haiti and in ongoing CF operations in the Balkans, the Middle East and Africa. Major-General Tabbernor told the Committee that more than 14,000 Reservists took part in overseas operations between 2000 and 2010 and that in 2010 alone, nearly 1,900 Reservists “redeployed or [were] about to deploy to Afghanistan,” although he acknowledged that some Reservists had been counted more than once because of multiple deployments.¹⁷

More recently, Vice-Admiral Bruce Donaldson, Vice Chief of the Defence Staff, told the Committee that “full-time employment of Primary Force Reserve personnel has been critical to [CF] success whether it be abroad in places like Afghanistan or closer to home.”

Within the Canadian Forces force structure we have been taking people out of headquarters and instructors out of schools and preparing them to deploy. In that context, the Reserves have been helping not just to deploy on operations but helping to train new recruits and to conduct needed staff work and analysis in the headquarters, back-filling positions that existed but did not have people for them. They also represent new capability for the Canadian

¹⁶ Senate of Canada, Proceedings of the Standing Senate Committee on National Security and Defence, 3rd Session, 40th Parliament, 25 October 2010.

¹⁷ *Ibid.*

*Forces. Our Joint Personnel Support Units, for example, are populated mostly by Reservists right now because we needed to get them up and running now.*¹⁸

In his written submission to the Committee, Vice-Admiral Donaldson stated that: “At one point at the height of our operations back in February of 2010—which included not only major operations in Haiti and Afghanistan, but also the Canadian Forces’ largest-ever domestic operation in support of the Vancouver Olympics—15,000 of our 27,000 Primary Reserve members were on full-time service.”¹⁹

In oral testimony, he pointed out that at the time, the Canadian Forces were simultaneously carrying out five of the six core missions assigned to them by the Canada First Defence Strategy.

In his view, expressed in his written statement, “Individuals from across the country answered the call of duty in a time of need and voluntarily took leaves of absence from their regular jobs or education programmes to serve full-time with the Canadian Forces. I think all Canadians owe them a tremendous debt of gratitude.”²⁰

Brigadier-General (now Major-General) Jonathan Vance, who was Chief of Staff Land Strategy when he testified and is a former Commander Joint Task Force Afghanistan, praised the CF Reserve. “It has been said many times that there is no way we could have done this, not only in terms of our quality of forces but also in terms of our endurance there, had we not had credible Reserves. It would not have been done.”²¹

Brigadier-General Vance added:

¹⁸ Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 17 October, 2011.

¹⁹ Speaking notes for Vice-Admiral Bruce Donaldson, VCDS, for appearance before Standing Senate Committee on National Security and Defence, 25 October 2011.

²⁰ *Ibid.*

²¹ Proceedings of the Standing Senate Committee on National Security and Defence, 3rd Session, 40th Parliament, 25 October 2010.

The Reserves are vitally important, whether you are at high-end combat operations such as in Afghanistan, or mid-intensity operations, or right through to being able to do things such as Haiti or anything in between.

The Reserves now have capabilities that do not exist in the Regular Force, so they are automatically implicated in operations. The Reserves, as the very nature of what they are, give us depth, breadth and expertise. As we become more and more savvy about how to conduct the comprehensive approach in operations where we take a broad range of military and civil effects, many Reservists have those skill sets because of the dual nature of their professional lives to enrich further our capability set.

I can tell you as the guy steering the structure, any reviews and any work that all components, all aspects of regular and Reserve forces are considered valuable. Now it is a matter of how we package them best so they are most efficient, properly equipped and that we do not enter another operation like Afghanistan on our back foot. We want to definitely have the Reserves in good condition, as we do with the Regular Force.²²

Asked specifically what lessons had been learned from using Reservists in support of the Afghanistan mission, arguably Canada's most complex mission since the Korean war, Brigadier-General Vance said there were two which he learned personally as both force generator [when, as a colonel, he commanded 1 Canadian Mechanized Brigade Group, which sent units to Afghanistan] and force employer [when he commanded Joint Task Force Afghanistan in 2009, and again in 2010]. The first is the need for pre-mission training.

An essential element was the timeliness of integrating the Reserve augmentation to the task force as it was preparing to train. That is not an easy equation ... Nonetheless, a lesson that I took away is that we want to ensure that we are at a baseline level of training and capability, including both Regular Forces and Reserve, so that extra special training—that is, the road to high readiness—is efficient, short and a necessary time. We learned much about how to reduce the

²² *Ibid.*

*amount of time away from home and how to concentrate training so that the task force came together and arrived in Afghanistan together completely well trained. That was a key lesson.*²³

The deployment to Afghanistan constituted a most demanding test of the Reserve's ability to assist the overall Canadian Forces. Reservists added considerable operational flexibility to the CF, permitting it to undertake a greater range of tasks than in the past. They acquitted themselves superbly. It is unclear, however, how long the Reserve would be able to sustain such an operational tempo, with some troops deployed multiple times and units in Canada feeling the absence of part of their leadership cadre. For Afghanistan, there was also the need to bring deploying Reservists up to the training levels of the Regular Force, so they could be integrated within Regular Force units and undergo pre-deployment training. It would be useful if DND/CF identified operational tasks and readiness levels for the Reserve, and considered the worth of maintaining a small number of Reservists at Regular Forces high readiness training levels.

²³ *Ibid.*

CARE FOR INJURED RESERVISTS

“The commitment of Canada to Afghanistan created a big change in the priority of efforts” for care of the ill and injured, care of their families and provision of benefits for both, said Colonel Josée Robidoux, Director of Reserves in the Department of National Defence.²⁴

This change is what Brigadier-General Vance called the second key lesson learned in Afghanistan. The result, he said, is that Reservists “have access to the post-mission care and follow-up that Regular Force soldiers can assume,” even though Regular Force members are generally closer to medical facilities.²⁵

John C. Eaton agreed. “They are paid the same, and if they are injured they get the same treatment. There is no difference, period,” said the Chair of the Canadian Forces Liaison Council (CFLC), which encourages employers and schools to voluntarily give Reservists time off for military activities.²⁶

The Joint Personnel Support Unit has been the biggest health care initiative, created and run jointly by the Canadian Forces and Veterans Affairs Canada. Today, the JPSU has a network of 24 Integrated Personnel Support Centres (IPSC) across the country, providing “‘one-stop service’ for ill and injured CF personnel, veterans, and their families,” in both the Regular and Reserve Force.²⁷ The first centre opened just under three years ago, in March 2009, at CFB Edmonton. The Committee paid a visit in December 2010 and came away impressed. The JPSU “reduces the potential for gaps, overlaps and confusion, ensuring that no CF member ‘falls through the cracks’” and “gives military personnel a new mission — to heal (recover), to regain their strength (rehabilitate) and to choose their best way forward (reintegrate).²⁸

²⁴ *Ibid.*

²⁵ *Ibid.*

²⁶ Senate of Canada, Proceedings of the Standing Senate Committee on National Security and Defence, 3rd Session, 40th Parliament, 1 November 2010.

²⁷ DND Home: Newsroom: Backgrounder: The Joint Personnel Support Unit, 18 February 2011 <http://www.forces.gc.ca/site/news-nouvelles/news-nouvelles-eng.asp?id=3719>

²⁸ *Ibid.*

Captain (Navy) Jamie Cotter, Executive Director of the CFLC, said, "The system will bend over backwards to help [Reservists], but sometimes the system needs assistance in determining when a person needs help."²⁹

The problem, said John C. Eaton, is that "some of them slip through the cracks." He said, "If they have not been physically hurt but come home with some problem, it may not be evident when they first arrive. It can manifest itself after a long period of time, and by that time that person may have drifted off to some other place, and some are hard to track."³⁰

Addressing this concern, Rear-Admiral Andrew Smith, Chief of Military Personnel, said the Integrated Personnel Support Units, "notwithstanding that they may not be geographically in close proximity to a Reserve unit, still have an outreach ability to track people." He said that the CF and Veterans Affairs Canada held joint town hall meetings across the country for both Reserve and Regular Force personnel, "to ensure that people know that when they leave, if downstream they have an illness or injury attributable to service, they know how and when to contact Veterans Affairs Canada." Part of the problem, said Rear-Admiral Smith, is that "a lot of people in uniform today do not consider themselves a veteran when they take the uniform off."³¹

The Vice Chief of the Defence Staff, Vice-Admiral Bruce Donaldson, suggested that "there are communities that will have to reach out and help. There are some [Reservists] who have had difficult experiences in Afghanistan. We need to be mindful of that. ... We work as closely as we can with communities to provide the type of care, monitoring and options for our folks who come back from Afghanistan or from other difficult operations, where they are not necessarily in garrison with all the folks they deployed with. We need to keep an extra close eye on them."³²

²⁹ Proceedings of the Standing Senate Committee on National Security and Defence, 3rd Session, 40th Parliament, 1 November 2010.

³⁰ *Ibid.*

³¹ Senate of Canada, Proceedings of the Standing Senate Committee on National Security and Defence, 3rd Session, 40th Parliament, 28 February 2011.

³² Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 17 October, 2011.

To summarize, testimony indicated that the combat deployment to Afghanistan created a need for review of the care provided to ill and injured troops and their families. This review resulted in a change to policies and, among other things, creation of the Joint Personnel Support Unit and establishment of Integrated Personnel Support Centres.

Class C Reservists (those who deploy with the Regular Force) receive the same pay and health benefits as regulars. After returning from deployments, however, Reservists sometimes end up serving in communities distant from IPSCs. Some do not even regard themselves as veterans. It is therefore possible that they are unaware or failing to take advantage of health benefits to which they are entitled.

The Vice Chief of the Defence Staff spoke in general terms of the need for communities to “reach out and help,” of working “as closely as we can with communities” to help returning veteran Reservists, and the “need to keep an extra close eye on them.” The Chief of Military Personnel said that the CF and Veterans Affairs Canada have jointly travelled the country holding town halls to raise awareness of benefits among veterans, including Reservist veterans.

That awareness-raising process begins before deployment and continues after the return to Canada. One part is the Road to Mental Readiness (R2MR) program. It is intended to educate troops and their families about potential mental health problems, including those related to combat stress and separation from family. Post-deployment follow up “is focused on ensuring all CF personnel and their families have successfully managed the deployment experience. This phase of R2MR is done through an individual Enhanced Post Deployment Screening with a mental health professional and is designed to identify and offer treatment to any of those who have deployment-related health problems.”³³

However, given that health problems, especially mental health issues, are often not immediately apparent or may not be admitted to, a single post-deployment screening may not be enough. This raises the question of whether it is reasonable to expect DND to actively keep track of each still-serving Reservist veteran. The least the “system” should do is periodically review the care available, and its delivery, and ensure that Reservists are given all the information available.

³³ Chief of Military Personnel: Canadian Forces Health Services: Programs and Services: Mental Health Services: Road to Mental Readiness <http://www.forces.gc.ca/health-sante/ps/mh-sm/r2mr-rvpm/default-eng.asp>

FUTURE OF THE RESERVE FORCE

Since the end of the Cold War, the role of Reserve forces around the globe has changed as nations have adapted their militaries to new and more fluid circumstances. The Committee heard a range of views on the meaning of these changes and how Canada's Reserve Force should be focused for the future.

GLOBAL RESERVE REVOLUTION

Richard Weitz, Senior Fellow with the Hudson Institute and author of *The Reserve Policies of Nations: A Comparative Analysis* (2007), gave the Committee an overview of worldwide changes in the employment of Reserve forces.

What we are seeing today in Canada and the United States and other countries," said Dr. Weitz, "is a global revolution in how countries are dealing with Reserve affairs ... generally, what we are seeing is more reliance on the Reserves."³⁴

As he explained, the old model, whereby Reserve forces were seen as "strategic assets" available for mobilization to fight "the big war," as they were in the Second World War and the Cold War, "is not appropriate for the kind of world we face today." A big war is highly unlikely. Threats now are "diffuse, contentious, frequent, and require many of the skills that you would think civilians could bring ... assets that Reservists can bring much more easily to battlefield than the traditional military."

Dr. Weitz also described an increasing reliance on Reserve forces to deal with domestic threats, from terrorism to natural disasters, which he said "makes sense. They are located in the community; they know the situation well and they often are first responders."³⁵

³⁴ Senate of Canada, Proceedings of the Standing Senate Committee on National Security and Defence, 3rd Session, 40th Parliament, 18 October 2010.

³⁵ *Ibid.*

But “what happens if you want to draw on the same person to be a first responder [domestically] and ... to mobilize them further to active duty [for combat missions abroad],” asked Weitz?³⁶

There is also the problem of costs. “It used to be there was a clear division. Reserves cost a lot less. They were not mobilized, but they were less ready and therefore if you wanted to keep many people around in case you needed them, it was good.”³⁷

However, “if you are going to use them as an operational force, you have to morally treat them as if they were close to active duty. You have to give them all the benefits—health care, higher pay, education; whatever you are giving to the active corps, you need to give to the Reserve component as well.”³⁸

One response to these challenges in many militaries, including Canada’s, has been the Total Force concept, which means “you treat the active and Reserve components more similarly,” whether it be pay, benefits or structure, “so there are fewer differences so you can quickly bring up the Reserves, to plug them into whatever active components are in the field and have them work together as an integrated whole.”³⁹

CITIZEN SOLDIER OR SOLDIER CITIZEN

The long-standing Total Force concept of augmenting the Regular Force with Reservists disturbed three senior retired Army Reserve officers, members of the group *Réserve 2000 Québec*, who appeared as witnesses. They believe that because of the Afghanistan mission, this is now being overdone to the point where the Army Reserve is “sick and is going to disappear,” according to Major-General (Retired) Frédéric Mariage, president of the organization.⁴⁰

Now, he said, “There is only one mission, to reinforce the Regular Forces.” He elaborated: “The Reservist by nature is a citizen soldier tied closely to the

³⁶ *Ibid.*

³⁷ *Ibid.*

³⁸ *Ibid.*

³⁹ *Ibid.*

⁴⁰ Proceedings of the Standing Senate Committee on National Security and Defence, 3rd Session, 40th Parliament, 1 November 2010.

community. There is now a trend to transform the institution of citizen soldiers radically ... to plug holes vacant in the ranks of the Regular Force.” He said that instead of “citizen soldiers,” Canada is creating “soldier citizens.”⁴¹

After outlining the important role his units played during the Quebec ice storm of 1998, retired Brigadier-General Richard Frenette, vice president of Réserve 2000 Québec, warned “If the current situation persists, the Reserve will no longer be able to do what it has been doing, because firstly it will not have a sufficient number of people available, and secondly it will not have the senior personnel needed to train and deploy the militia. This is the danger the Reserve units are in.”⁴²

No other witnesses expressed this concern, although reliance on Reservists during Canada’s combat mission in Afghanistan did put a strain on them, depleting ranks on the armoury floor as Reservists moved into Class B service at headquarters and Class C service abroad to assist the Regular Force. If not worried that the Army Reserve faces its demise, most witnesses agreed that heavy reliance on Reservists during the Afghanistan mission represents a new paradigm for the Reserve in the evolution of the Total Force concept. The Vice Chief of the Defence Staff, Vice-Admiral Bruce Donaldson, affirmed that one of the Reserve’s roles, large-scale World War Two-style mobilization, “has been overtaken by events. We need a different concept.”⁴³

The Chief of the Defence Staff, General Walt Natynczyk, set out his views on the future of the Primary Reserve in September 2011 in a document entitled CANFORGEN 172/11:

2. As we transition our strategic commitments and focus on the next challenges of transformation and the Canada First Defence Strategy, it remains clear that a robust and well-trained part-time P Res will remain key to the ability of the CF to meet the security and defence needs of the future.

⁴¹ *Ibid.*

⁴² *Ibid.*

⁴³ Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 17 October, 2011.

3. *My vision for the Primary Reserve is a force that consists predominantly of part-time professional CF members, located throughout Canada, ready with reasonable notice to conduct or contribute to domestic and international operations to safeguard the defence and security of Canada. This force is fully integrated into the CF chain of command*⁴⁴

Vice-Admiral Donaldson told the Committee “We have called on Reserves to step up and do a whole bunch of things. I am saying that we need to be clear about what we want Reserves to be doing. Making an adjustment to what Reserves do on a full-time basis and what they do on a part-time basis, and the flexibility that is available for them to pursue these things on a part-time basis, will actually create a better, more capable Reserve.”⁴⁵

The Vice-Admiral explained his “conceptual framework,” which is that every Reservist be expected to maintain a level of readiness to step up on short notice “to respond to the needs of Canada.” He added that some Reservists will need “to be at a higher level of readiness that can feed into a force package that is ready for deployment,” a model that he said the Army was exploring. He concluded by pointing to the current CF mission in Afghanistan—training Afghan security forces—saying that Reservists must be allowed to plan to support such ongoing operations, “when it is clear what we are doing and how they can feed into it.”⁴⁶

Former Defence Minister (2003-2004) David Pratt, author of a discussion paper titled *Canada’s Citizen Soldiers* (2011), made the same point about mass mobilization, adding that none of our Allies talks about it anymore and that given today’s realities, planning for a large Reserve army for mass mobilization “creates unrealistic expectations about what the Reserves are and ought to be.” That role, he said, should be taken completely “off the table.”⁴⁷

⁴⁴ CANFORGEN 171/11 CDS 025/11 211449Z SEP 11 CDS P RES VISION UNCLASSIFIED (appended in full)

⁴⁵ Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 17 October, 2011.

⁴⁶ *Ibid.*

⁴⁷ Senate of Canada, Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 3 October 2011.

Mr. Pratt suggested that instead of mass mobilization, the Reserves be given “an important domestic role “so that they know precisely what their mandate is.”⁴⁸ He recommended that in addition to the range of tasks it performs in domestic operations, the Reserve be assigned to new areas, such as cyber defence.

To help focus the Reserve on a domestic role, and in replacement of the mass mobilization function, Mr. Pratt suggested that a two-division Army be created, with one division being mostly Regular Forces devoted mainly to expeditionary deployments and the other being largely Reserve Forces devoted primarily to domestic deployments, with each division assisting in the other’s primary mission as needed.

The idea, he said, came from Lieutenant-General Andrew Leslie, who included it in his *Report on Transformation 2011*—guidance requested by DND/CF on where efficiencies might be found without hurting the CF’s operational readiness. Mr. Pratt acknowledged that Canada and other nations have stopped using large-scale divisions in favour of smaller brigades and that for many soldiers, the concept of divisions is “antiquated.”⁴⁹

Lieutenant-Colonel (Retired) John Selkirk, Executive Director of Reserves 2000, also supports an expanded domestic role for the Army Reserve, contending that at present the CF “do not have the capacity to deal with serious terrorist threats within Canada,” a concern of his. This role, he believes, “would require twice as many soldiers as exist today.” That is why Reserves 2000 wants a larger Army Reserve. “The cost of maintaining full-time regular soldiers is high,” he says, “about five times greater than ... the cost of one Reservist ... The skill sets required for the tasks involved in securing this very vulnerable infrastructure of ours can be maintained year round by the part-time Reservist.”⁵⁰

Historian Dr. David Bercuson, whom the Committee heard from only informally by telephone, referred to the Canada First Defence Strategy goal for 2027-2028 of having 70,000 Regular Force and 30,000 Reserve Force members by 2027-2028 and said this should be regarded as the minimum requirement for Canada. In his

⁴⁸ *Ibid.*

⁴⁹ *Ibid.*

⁵⁰ Senate of Canada, Proceedings of the Standing Senate Committee on National Security and Defence, 3rd Session, 40th Parliament, 4 October 2010.

view, there could be even more Reservists, although not at the cost of a smaller Regular Force.⁵¹

If Canada is moving away from a strategic (mass mobilization) Reserve toward an operational model (e.g. in Afghanistan), as noted in different ways above by both Major-General (Retired) Mariage and Vice-Admiral Donaldson, that itself poses a considerable challenge. Rear-Admiral Jennifer Bennett, Chief of Reserves and Cadets, says that the United States, “having moved to a predominantly operational Reserve, found that the sustainability of that was their greatest challenge.” The issue, she says, is being “able to sustain a higher level of readiness” with Reservists “who are traditionally drawn from the part-time community.”⁵²

AFTER AFGHANISTAN

*Once they have been to Kandahar, how will you keep them down on the farm? — David Pratt*⁵³.

Of more immediate concern than the future tasking and structure of the CF Reserve is the challenge posed by the end of the combat mission in Afghanistan. Part of that challenge is determining what to do with Reservists who saw full-time Class C service there as volunteer augmentees with the Regular Force.

David Pratt, who wrote *Canada's Citizen Soldiers*, thinks it is “difficult, to say the least. They have seen the sharpest end of Canada’s military involvement and the high pressure, the high stress of all of that, and the challenge will not be there when they come home. Maintaining an esprit de corps under those circumstances could be difficult.”⁵⁴

Canada’s Vice Chief of the Defence Staff, Vice-Admiral Bruce Donaldson, gave the Committee an indication of what he would like to see:

⁵¹ Informal Standing Senate Committee on National Security and Defence discussion by telephone with Dr. David Bercuson, 25 October 2010.

⁵² Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 17 October, 2011.

⁵³ Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 3 October 2011.

⁵⁴ *Ibid.*

In terms of veterans' skill sets, the best place for that is on the armoury floor. ... we need a challenging, part-time readiness program that inspires our veterans to take their skill sets back into their units, to make their units better at what they do and ready for what is next; and what is next is not just in case there is a flood in the next community but in case there is another Libya, Afghanistan, or Haiti.

In my opinion, [Reservists] have to have the view that they are not being set aside for domestic tasks when in fact the skill set they have brought back is as good as any Regular Force skill set in the business.⁵⁵

Rear-Admiral Jennifer Bennett, Chief of Reserves and Cadets, agreed that veteran Reservists are needed “to help force generate the next generation. We need them to return as instructors. Anyone with full-time experience, in particular combat experience, will be a huge asset back on the armoury floor and back in the units, and we would like to see more of that.”⁵⁶

The problem, however, is bigger than finding a role for Reservists who went from part-time Class A service to full-time Class C volunteers in Afghanistan. The fact is that with the combat mission finished, there are now simply too many full-time Reservists, Classes C and B combined, all of whom stepped up to meet the increased operational tempo of Afghanistan.

In *Report on Transformation 2011*, Lieutenant-General Leslie pointed out that the Canadian Forces now employ about 9,000 full-time Reservists (compared to some 18,000 part-timers) “mainly in headquarters and support functions.”⁵⁷

In line, he says, with the expected recommendation of the Primary Reserve Employment Capacity Study (PRECS), his report recommends keeping about 4,500 in full-time jobs but demobilizing the other 4,500, “generating an annual savings of approximately \$400 million.” Lieutenant-General Leslie says they

⁵⁵ Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 17 October, 2011.

⁵⁶ *Ibid.*

⁵⁷ Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 3 October 2011.

should be given a choice: “You can go back to part-time service or transfer to the Regular Force or seek other career options.”⁵⁸

Vice-Admiral Donaldson confirmed that, saying, “Yes, we are going to spend less money on full-time Reserves.”⁵⁹

Rear-Admiral Bennett suggested to the Committee that if full-time Reservists are cut to a baseline of 4,500 personnel, their main role would be to support the institution of the Reserve itself, “on the armoury floor, “ within the larger “Canadian Forces Institution” and supporting operations “at home.”⁶⁰

“As an example,” said Major-General Tabbernor, “Colonel Robidoux, my director of Reserves, is a full-time Reservist. I think it is critical that her position remains a full-time position so she can do the day-to-day work that needs to be done here within the National Capital Region. I do not think what she needs to do would be doable on a part-time basis.”⁶¹

As Vice-Admiral Donaldson put it, “We are now in a position to decide where we do want to invest, and we want to invest in a ready, part-time Reserve with a component of full-time service ... within the institution, and the option for full-time service in support of operations.”⁶²

He said “we are actually reinvesting in the type of ready Reserve that will serve our interests moving into the future: available for operations; available to support the institution in times of need; flexible and responsive in their communities, so if something goes wrong they are healthy, fit, well trained, well oriented and ready to respond. That is the type of Reserve we need across the country.”

The PRECS will clearly be an important document in mapping the future for Canada’s Reserves. Rear-Admiral Bennett told the Committee that the study

⁵⁸ *Ibid.*

⁵⁹ Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 17 October, 2011.

⁶⁰ *Ibid.*

⁶¹ Proceedings of the Standing Senate Committee on National Security and Defence, 3rd Session, 40th Parliament, 25 October 2010.

⁶² Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 17 October, 2011.

examined what the level of readiness should be for the Army, Naval and Air Reserves as well as “the sustainability of an operational or strategic Reserve and what the balance of that should be in each of the environments.”⁶³

Vice-Admiral Donaldson went into greater detail, saying that with the PRECS he wanted to identify for Reservists “the number of days per year that they need to be ready, the qualifications we need them to have, what that takes in terms of an investment of time on their part, and what that means in terms of the availability of money for that.”⁶⁴

He added, “I want to establish measurable readiness benchmarks ... to start seeing that we are achieving the readiness we want from the Reserves, and measuring and adjusting, so that we do the best we can with the money we are capturing. We are trying to be more programmed in our use of the ready Reserve, rather like we are for everything else that is important to us in the delivery of the defence services program.”⁶⁵

As for concerns that funds for Reserve training will be cut in the quest for efficiencies, Vice-Admiral Donaldson said, “That is the last thing I will squeeze. My intention is to enhance the number of training days ... That is what we are identifying and ensuring, that we have examined appropriately the number of [training] days because I think it was insufficient.”⁶⁶

We conclude from the testimony that the Reserve’s long-standing mass mobilization role is effectively dead, although it remains formally on the books. Two witnesses argued that it should be replaced by a bigger domestic role for the Reserve, one promoting the idea of a larger Reserve to specialize in the threat of terrorism, the other advocating for a two-division Canadian Army, one of them the Reserve, which would take on new challenges such as cyber defence.

The Vice Chief of the Defence Staff and the Chief of Reserves and Cadets, no doubt thinking of the successful part played by Reservists during the Afghanistan mission and in Haiti, Vancouver and elsewhere, seem to favour shifting the Reserve from a strategic mass mobilization model to an operational

⁶³ *Ibid.*

⁶⁴ *Ibid.*

⁶⁵ *Ibid.*

⁶⁶ *Ibid.*

one. While maintaining the Reserve's presence in Canadian communities and continuing to task it with assisting the civil power as necessary within Canada, they would keep Reservists at a high level of readiness, prepared to deploy with the Regular Force as augmentees—but acknowledging that this could pose problems for a part-time, community-based organization like the Reserve.

Given all the challenges met by Reservists in the past decade, with the much-increased focus on augmenting and sustaining the Regular Force, the concern of the witnesses from *Réserve 2000 Québec* is understandable. They fear that the Army Reserve will end up with just one role, an operational one “plugging holes” in the Regular Force, and that as a result the community-based, domestically-focussed institution they love may disappear. The committee does not share that fear.

COMMUNITY FOOTPRINT

Militias composed of civilians have defended Canada and fought its battles since early times. From Confederation until after the First World War, we had a Minister of Militia, not a Minister of National Defence. Many of today's Army Reserve units trace their origins to the pre-Confederation period, while Naval and Air Reserve units were not established until the 1920s. These units have deep roots in their communities.

Vice-Admiral Bruce Donaldson, Vice Chief of the Defence Staff, told the Committee that the Reserve plays three roles in communities today.

"The first is operational. That is, they are trained and ready to respond in cases where disaster strikes within the community." Canada Command and the Regional Joint Task Forces, he said, are operationally organized "to be able to mobilize Reserves quickly in their communities and to have the relationships in place before a crisis, in order to enable the Reserves to react effectively in a crisis."⁶⁷

Secondly, the Reserve represents the Canadian Forces and its own regiments within communities. "The individual commanding officers and the services do a good job of local outreach and having a presence."⁶⁸

Lastly, said Vice-Admiral Donaldson, "I think the Reserves provide a great example for youth, but also of citizenship, leadership, and commitment to country. They bring something to their communities that few other organizations do. We are proud to have Reserves located throughout communities in this country to serve as that positive example."⁶⁹

He added, "We try to take seriously the relationship with the community and the important historical ties, but also the current representation that we expect the Canadian Forces to have in communities across the country. I think they do a pretty good job of this in most cases."⁷⁰

⁶⁷ *Ibid.*

⁶⁸ *Ibid.*

⁶⁹ *Ibid.*

⁷⁰ *Ibid.*

Canada's senior Reserve officer, Rear-Admiral Jennifer Bennett, said, "Engagement with our communities is twofold, both through the [individual Reservists] and through the units themselves." She spoke of the Reserve playing an important role in welcoming new Canadians, "inviting the community into the buildings for events such as citizenship ceremonies," adding, "We do a lot of community outreach not necessarily connected with our Canadian Forces training, but it allows us a presence in our communities to give a face and a greater understanding of the Canadian Forces."⁷¹

RETURNING TO COLLEGE AND UNIVERSITY CAMPUSES

The Committee heard an interesting proposal to establish a Canadian National Leadership Program (CNLP), a modern version of the Canadian Officers Training Corps (COTC) program that was offered at Canadian universities from 1912 until it was ended by the military in 1968. The COTC introduced university undergraduates to a form of military service on campus, providing them with leadership and other military training and preparing them to join the Reserve or the Regular Force if they wished to do so.

Leading proponents of the CNLP idea are Rob Roy and John Richmond, part of the not-for-profit public policy organization the Breakout Educational Network, which promotes policy discussion through audio-visual media. The proposal is part of their Seven Year Project, which is intended to connect Canadians with their military.

As Mr. Roy told the Committee, "the Canadian Officer Training Corps for university students was cancelled just as universities were expanding exponentially with the arrival of the baby boom. At this crucial moment the Canadian Forces chose to withdraw from the universities, and the result has been an entire generation of upper- and middle-management Canadians who have had no exposure to the military."⁷²

⁷¹ *Ibid.*

⁷² Proceedings of the Standing Senate Committee on National Security and Defence, 17 October 2011.

He and Mr. Richmond want to see the idea revived and considered not only by Canadian universities, but by the dozens of Canadian colleges that have sprung up since the COTC was ended.

Rob Roy says, “This is about leadership skills, which is why the universities are interested. They are interested in leveraging Canadian Forces educational experience on leadership into their students. They are facing demands from the business community; what are you actually doing with regard to hands-on, tangible leadership training.”⁷³

Chief of Reserves and Cadets, Rear-Admiral Bennett, told the Committee that she has been briefed on the CNLP proposal. “There is no question about the value of engaging Canadians in a leadership experience expanding their leadership abilities.” Acknowledging that the idea was certainly successful in the past,” she added, “our greatest challenge remains personnel in order to run, or to add more people to our training systems.”⁷⁴

The Vice Chief of the Defence Staff, Vice-Admiral Donaldson, raised a more ticklish issue. “As the vice-chief, I always have to ask the question: who will pay for this? With everything else that you have heard today, you would understand that we would be uncomfortable with a system that was not resourced.”⁷⁵

Mr. Roy told the committee that it is estimated that a pilot project involving 50 students would cost about \$1.6 million a year. The University of Alberta, he says, would be prepared to do this on a cost-sharing basis. He added that the idea has also been endorsed by the Association of Universities and Colleges of Canada. “Where is the money going to come from?” said Mr. Roy. “It will come from the public demand that their children have an opportunity to have this program.”⁷⁶

While the Chair and Deputy Chair of the committee support and have been involved in promoting the idea of a Canadian National Leadership Program, any funding from DND is clearly the sticking point at present while transformation is underway.

⁷³ *Ibid.*

⁷⁴ *Ibid.*

⁷⁵ *Ibid.*

⁷⁶ *Ibid.*

Otherwise, although the Reserve has long served the important role of linking the military with Canadian communities, this role is no more clearly spelled out than that. Perhaps it is time for that “community footprint” to be more clearly defined.

JOB PROTECTION AND EMPLOYER COMPENSATION

JOB PROTECTION

Since 2006, job protection legislation has been enacted by the federal government, the 10 provincial governments and the Government of Yukon, initiatives which several witnesses applauded. Lieutenant-Colonel (Retired) John Selkirk, Executive Director of Reserve 2000, said, “Even though I would hazard a guess that no company or no individual has been prosecuted under those laws just the fact that they are there is, I believe, a very good message.”⁷⁷

David Pratt, a member of the Advisory Council of the Canadian Defence and Foreign Affairs Institute (CDFAI) and a former Minister of National Defence (2003-2004), told the Committee that job protection legislation “is critical in terms of expressing to the Reservists and expressing to employers, actually, that the Reservists’ service to the country is of great import, and we want to ensure that their jobs are protected.” In his view, employers are “more sympathetic now than ever” to job legislation.⁷⁸

Most witnesses, however, said that there is room for improvement. The main problem, they say, is an absence of uniformity in legislation from one jurisdiction to the next. As Captain (Navy) Cotter said, “the difference is that each province has established its own legislation in the context of their labour market,” meaning that each “province’s legislation framework identifies the minimum requirements for organizations within their province.”⁷⁹

Simply put, Reservists in different parts of Canada are entitled to different types of protection. This creates complications for Reservists and their commanders. As Commodore (Retired) Bob Blakely, a former Commander of the Naval Reserve, told the Committee, “unfortunately, that is a hodgepodge of entitlements.” As an example, he stated that “if you are a member of the Régiment de Hull here in

⁷⁷ Proceedings of the Standing Senate Committee on National Security and Defence, 4 October 2010.

⁷⁸ Proceedings of the Standing Senate Committee on National Security and Defence, 3 October 2011.

⁷⁹ Proceedings of the Standing Senate Committee on National Security and Defence, 1 November 2010.

Ottawa, it depends what side of the Ottawa River you live on [Ontario or Quebec] what set of benefits you are entitled to.”⁸⁰

Similar concerns were expressed by John C. Eaton. “If you are in a brigade in the Maritimes, you have soldiers who could come from P.E.I., New Brunswick, Nova Scotia, and probably Newfoundland. Now, that means four different people could have four different job protection laws to look at, and that means four different labour laws. This makes it a little difficult for the one commander to say: ‘Let us do this.’”⁸¹

Another problem is that the different jurisdictions use different terminology. As Captain (Navy) Cotter explained, many provincial governments “cherry pick from the legislation; they grab terms without understanding the words and what that would mean to us [Reservists].” He noted a lack of understanding of the three classes of service for Reservists (Classes A, B and C) in some of the statutes. In some cases, he said, only Class C service is referred to in the legislation, which means that that particular Act does not apply to Reservists on Class B service.⁸²

The solution recommended by some witnesses would be to standardize job protection legislation across Canada. Colin Busby, a policy analyst with the C.D. Howe Institute, said, “I tend to prefer the administrative simplicity of one jurisdiction handling the responsibilities.”⁸³

John C. Eaton, Chair of the Canadian Forces Liaison Council, proposed what he called “a simple solution.” “You cancel all the legislation and start from square one with one law right across the country.” He acknowledged, however, that this would require the consent of each provincial and territorial jurisdiction, something that “has never worked since 1867, so I do not see it happening in 2010 or 2011.”⁸⁴

⁸⁰ Proceedings of the Standing Senate Committee on National Security and Defence, 18 October 2010.

⁸¹ Proceedings of the Standing Senate Committee on National Security and Defence, 1 November 2010.

⁸² *Ibid.*

⁸³ Proceedings of the Standing Senate Committee on National Security and Defence, 18 October 2010.

⁸⁴ Proceedings of the Standing Senate Committee on National Security and Defence, 1 November 2010.

Still, the Canadian Forces Liaison Council believes that the existing legislation can be streamlined. As Captain (Navy) Cotter said, “We [the CFLC] need to work with the provinces to help them characterize their legislation in terminology that is understandable within the province to their businesses and to us, the Reservists.”⁸⁵

He continued, “The commanding officer who has Reservists who live and work in separate provinces, as in the case here in the Ottawa area, has a devil of a time sorting out who is who in the zoo and what is what in the legislation. We can make it simpler ... We know there is a middle ground and we need to find that road together and work it out with the province.”⁸⁶

Mr. Eaton said his organization is trying to do this, which means working “with the departments of labour of each province to try to make that all the same, so that a Reservist, no matter where he is in Canada, gets the same deal everywhere. We want to homogenize.”⁸⁷

A final problem may be that job protection legislation is misunderstood. Rear-Admiral Andrew Smith, Chief of Military Personnel, said he was “not convinced totally that the legislation ... received a full airing across Canada.” He believes that “awareness tends to be something that goes in fits and starts” and that the legislation is “not terribly well understood across the board.”⁸⁸

To sum up, the federal government, the provinces and one territory have laws that protect the jobs of Reservists who go on full-time Class B or Class C service. These laws make good sense. The variation in their particulars, however, can create problems for commanders dealing with Reservists from different jurisdictions. But negotiating a common national standard in what is an area of provincial jurisdiction will be very difficult. We encourage the Canadian Forces Liaison Council to continue its efforts to work toward greater uniformity.

⁸⁵ *Ibid.*

⁸⁶ *Ibid.*

⁸⁷ Proceedings of the Standing Senate Committee on National Security and Defence, 1 November 2010.

⁸⁸ Proceedings of the Standing Senate Committee on National Security and Defence, 28 February 2011.

EMPLOYER COMPENSATION

When Reservists who hold down jobs deploy on domestic or international operations, their employers do not have to pay their wages or salary while they are gone, but they do pay a price for having to do without them for what can be more than a year (which shifts their work load to others) or, more usually, having to replace them while they are gone.

One witness had looked in considerable detail at the idea of having the federal treasury compensate employers for this loss and its associated costs. Colin Busby, author of the C.D. Howe Institute report *Supporting Employees who Deploy: The Case for Financial Assistance to Employers of Military Reservists* (2010), said that the costs can be significant, particularly for small businesses, and that the burden can erode the relationship among employers, Reservist employees and the military.

He traced the problem in part to the passage of federal and provincial job protection legislation, beginning in 2006, that set out eligibility conditions for employees seeking a comparable position after returning from deployment with the military.

As Mr. Busby put it, “Although Reservist job protection laws are intended to support a Reservist’s choice to volunteer for military deployment, these laws shift the costs of military activities on to individual employers, potentially causing hiring discrimination [reluctance to hire Reservist in the first place] that, in turn, raises doubt about the effectiveness of these laws.”⁸⁹

“Output may fall,” said Mr. Busby, “productivity may decline and search costs for a new, temporary employee may be substantial. Further to that, retraining costs upon a Reservist’s return may also be necessary.”⁹⁰

Smaller businesses and those requiring workers with special skills, he said, “suffer significant costs, and in rare cases partially shut down when these

⁸⁹ Proceedings of the Standing Senate Committee on National Security and Defence, 18 October 2010.

⁹⁰ *Ibid.*

employees are lost to Reserve duty.” Larger firms “are generally more able to absorb lost employee hours.”⁹¹

Mr. Busby said that an employer’s obligation to protect Reservists’ jobs “has parallels with other mandated workplace requirements where the costs of social obligations are transferred to employers who employ specific groups: for instance, maternity leave job protection, leave for jury duty and the requirement to accommodate the disabled in the workplace.”⁹²

Mr. Busby proposed that the Canadian government cover some of the costs currently shouldered by employers. “Shifting Reservists’ deployment costs onto government would better foster a Reservist’s relationship with their employer and protect the role of Reservists in Canadian society,” he said.⁹³

He told the Committee that Australia and the United Kingdom, for example, already compensate employers “to complement and minimize the costs from job protection legislation.” “Up to a reasonable ceiling,” he said, Canada should do the same.

Mr. Busby proposed to compensate small businesses with fewer than five employees at 80% of a civilian Reservist’s salary up to \$47,000, which is “the yearly maximum pensionable earnings that we use for the Canada Pension Plan this year [2010].”⁹⁴

For businesses with five to 99 employees, he recommended that compensation be reduced to between 70% and 50% of a Reservist’s salary (70% for business with five to 9 employees, 60% for those with 10 to 19, and 50% for those with 20 to 99).

For large businesses with 100 or more employees, he suggested that compensation be reduced to 40%. His logic is that larger employers are generally better able than smaller employers to absorb the loss of a few Reservists deploying on operations.

“I believe it would make sense,” he said, “for the government to introduce, as a carrot complementary to the stick [of job protection legislation] ... a reasonably

⁹¹ *Ibid.*

⁹² *Ibid.*

⁹³ *Ibid.*

⁹⁴ *Ibid.*

simple employer compensation package that is allowed to fluctuate with firm size such that smaller firms would receive greater benefits.”⁹⁵

Lieutenant-Colonel (Retired) Selkirk and Commodore (Retired) Blakely both supported compensating employers of Reservists who deploy on operations, but they disagreed with Mr. Busby as to how this should be achieved. In their view, this should not be in the form of payments. They recommended tax breaks.

“Our contention from square one is that the carrot is better [than the stick] and that a sensible way ... would be to offer employers some sort of tax break if they allowed their employees to go, so that would allow them to hire behind,” explained Lieutenant-Colonel (Retired) Selkirk.⁹⁶

Commodore (Retired) Blakely told the Committee, “A number of people think it is a great idea to pay the employer. I am probably not as much there as others. For every employer who employs a Reservist, whether he is an A, B or C Reservist for whatever length of time, let him get a tax credit. If the person takes two weeks off he gets a tax credit; if he takes two months off he gets a tax credit. If he does not take any time off at all, he still gets a tax credit just for employing a Reservist.”⁹⁷

Not all witnesses felt that compensating employers was the way to go. Major-General Dennis C. Tabbernor, the Chief of Reserves and Cadets, told the Committee that the Canadian Forces currently “have no scheme to compensate employers, other than to publicly recognize them for the good that they do here in Canada.”

As he explained, the Canadian Forces “have [to date] not had many issues with employers allowing the Reservists time off to serve.” Major-General Tabbernor went on to say that any decision to compensate employers would not be a military one. In his view, it would be a federal government decision that would be based on the advice of the military chain of command as well as civilian

⁹⁵ *Ibid.*

⁹⁶ Proceedings of the Standing Senate Committee on National Security and Defence, 4 October 2010.

⁹⁷ Proceedings of the Standing Senate Committee on National Security and Defence, 18 October 2010.

employers. “At the end of the day,” he said, “I think the government would have to take that decision to compensate employers in whatever form.”⁹⁸

Major-General Tabbernor warned, however, that “we need to be careful if we head down that road” and that “we would have to be sure of what we are asking for.” He gave as an example Australia, which recently introduced a compensation scheme for employers that cost \$30 million in the first year. The Australian government paid the first year, but after that the Australian military “had to eat it out of their baseline.” As a result, the Australian military is “now \$30 million short of what they had before.” As Major-General Tabbernor concluded, compensating employers could be “a two-edged sword.”⁹⁹

The Canadian Forces Liaison Council did not comment on the issue of employer compensation. As its National Chair, John C. Eaton, told the Committee, “we have no position on it yet. It is a complex thing.”¹⁰⁰

The idea of compensating employers for the costs of losing Reservist employees for months at a time may not be feasible at this time of deficits and restraint. Indeed, many employers take pride in contributing their employees to full-time temporary service with the Armed Forces. For now, it remains a policy option for possible future consideration by the Government of Canada.

⁹⁸ Proceedings of the Standing Senate Committee on National Security and Defence, 25 October 2010.

⁹⁹ *Ibid.*

¹⁰⁰ Proceedings of the Standing Senate Committee on National Security and Defence, 1 November 2010.

RECRUITMENT AND RETENTION

There was some discussion by witnesses about Reserve Force recruitment. Major-General Tabernor, who was Chief of Reserves and Cadets at the time he spoke, reported that “over the last couple of years, recruiting on the Reserve side had been good.” He added that “retention has increased” and “attrition has decreased over the last number of years,” though he did tell the Committee that there are “still some problem areas out there.”¹⁰¹

Rear-Admiral Smith, Chief of Military Personnel, echoed Major-General Tabernor’s views. “I can tell you that, recruitment-wise, we have no problem attracting Reservists to join units across the country,” he said. “In my opinion, there is no danger of undermining or diluting the Reserve’s presence in our communities.”¹⁰²

Similar views were expressed by Dr. David Bercuson, Director of the Centre for Military and Strategic Studies at the University of Calgary. In his informal discussion with the Committee by telephone, Dr. Bercuson acknowledged that a great deal of progress has been made in the field of recruitment in recent years, but there is still room for improvement. He noted that recruitment for the Reserve Force proceeded at a much slower pace than for the Regular Force. As he explained, although the Canadian Forces Recruiting Group tries to meet the needs of the Reserves, it remains a Regular Force establishment whose priority is to recruit men and women for the Regular Force.¹⁰³

However, according to Lieutenant-Colonel (Retired) John Selkirk, Executive Director of Reserve 2000, “the current policies within the Department of National Defence will actually shrink the militia this year.”¹⁰⁴ As he told the Committee, this has to do with recruitment quotas.

¹⁰¹ Proceedings of the Standing Senate Committee on National Security and Defence, 25 October 2010.

¹⁰² Proceedings of the Standing Senate Committee on National Security and Defence, 28 February, 2011.

¹⁰³ Informal Standing Senate Committee on National Security and Defence discussion by telephone with Dr. David Bercuson, 25 October 2010.

¹⁰⁴ Proceedings of the Standing Senate Committee on National Security and Defence, 4 October 2010.

"I have done a bit of a survey among my folks who have talked to their units," he said, "and I have not found a unit in Canada that has been given a recruit quota large enough to allow it to grow this year [2010]." With a small recruiting quota, and because for part-time Reservists there is "a constant attrition, a constant turnover," units, he predicted, would shrink.¹⁰⁵

According to Lieutenant-Colonel (Retired) Selkirk, "We are not bemoaning the fact that attrition in the militia is high, but it is high and very rapidly, unless you keep intake just as high, units will shrink. Once units begin to shrink then the next cry is 'Too many units at too small a size, we have to amalgamate, we have to cut units,' and that is the danger."¹⁰⁶

To summarize, the committee heard from senior CF officers that Reserve recruitment has recently been good, that retention levels have increased and that for the most part attrition has decreased. From a military historian we also heard that because Reserve recruitment is handled by the Regular Force, the Regulars tend to take care of their needs first, with Reserve recruitment being a slower process. Finally we heard that Reserve recruitment quotas are insufficient, taken together with attrition, to permit growth in the short term, with the possibility of unit shrinkage leading to unit amalgamation or disbandment. More study of recruitment would be needed to obtain a clearer picture of the situation.

¹⁰⁵ *Ibid.*

¹⁰⁶ *Ibid.*

RESERVE ADMINISTRATION, PAY AND BENEFITS, INFRASTRUCTURE

ADMINISTRATION

Major-General Dennis Tabbernor, Chief of Reserves and Cadets, told the Committee, “The area I would like to see changed is the administrative systems that we use to deal with the Reserves. We have two systems right now, one for the Regular Forces and one for the Reserve forces.”¹⁰⁷

In the words of Commodore (Retired) Bob Blakely, former Commander of the Naval Reserve, “Our HR policies are ad hoc, disjointed and generally we find out there are problems by grievance, when someone applies the policy to a Reservist and finds out it really does not work.”¹⁰⁸

According to Colonel Robidoux, Director of Reserves, one of the issues is “the actual computer systems that are completely separate and not talking to each other.”¹⁰⁹ This makes for difficulties when a Class A or B Reservist, who is tracked by the Reserve system, moves to Class C service on operational deployment with the Regular Force, whose members are tracked on a different system.

Captain (Navy) Jamie Cotter, Executive Director of the Canadian Forces Liaison Council, said, “It is the people who are moving back and forth across those different terms of service for whom that creates complexities, and that is when things go wrong. If we had a simple set of benefits, or one set of benefits, it would be that much simpler. If it was in one human resource system it would be easier to transfer.”¹¹⁰

Another problem, said Colonel Robidoux, “is that the policies themselves—and the procedures, because the policies lead to procedures and regulation leads to

¹⁰⁷ Proceedings of the Standing Senate Committee on National Security and Defence, 25 October 2010.

¹⁰⁸ Proceedings of the Standing Senate Committee on National Security and Defence, 18 October 2010.

¹⁰⁹ Proceedings of the Standing Senate Committee on National Security and Defence, 25 October 2010.

¹¹⁰ Proceedings of the Standing Senate Committee on National Security and Defence, 1 November 2010.

policy—have not really been reviewed in close to 30 years, a time when the Reserve was very different from what it is today.”¹¹¹

Rear-Admiral Andrew Smith, Chief of Military Personnel, informed the Committee that “this is one of the reasons that I have established the Military Personnel Management Capacity Team. This group has been tasked to review regular and Reserve force administration, to eliminate inefficiencies, and to harmonize and simplify processes where possible.”¹¹²

According to Colonel Robidoux, “That takes time. This is being done right now, slowly. We have identified those policies that are most critical for the free movement and more efficient administration of Reservists, and Regular Forces as well, into one integrated system of policies, procedures and processes supported by an integrated human resources and pay system.”¹¹³

“Ideally,” said Major-General Tabbernor, “we would have one set of policies and procedures that dealt with the Canadian Forces writ large, and differences for the regular and Reserve forces only if necessary.”¹¹⁴

Asked if the review will be broad enough to cover pensions, health care and other Reservist issues, Rear-Admiral Smith replied, “I submit, yes, it is.” He added, however, that the review was in the “nascent stages” and would not be delivered until 2014-2015.

Major-General Tabbernor noted, however, that “when rules and regulations have needed to be changed, we have changed them, especially when it comes to support to operations.” The example he gave was that the Canadian Forces eliminated an old regulation that allowed Reservists serving overseas to “basically quit with 60 days,” a “luxury” that Regular Force personnel did not have on operations. Today, an individual serving on international operations

¹¹¹ Proceedings of the Standing Senate Committee on National Security and Defence, 25 October 2010.

¹¹² Proceedings of the Standing Senate Committee on National Security and Defence, 28 February 2011.

¹¹³ Proceedings of the Standing Senate Committee on National Security and Defence, 25 October 2010.

¹¹⁴ *Ibid.*

abroad “is there for the same duration as his Regular Force counterpart and he cannot quit.”

Major-General Tabbernor’s final comment was that “if we only have one system, it makes life a lot easier for us to deploy men and women on operations. To me, that is the bottom line, to smoothly, quickly and efficiently deploy Reservists alongside the Regular Force counterparts to deal with operations, whether here in Canada or overseas.”

It is encouraging that DND/CF know there are problems with their administrative systems, that these problems affect both the Reserve and Regular Force and that they are working to resolve them by conducting the first major policy review in some 30 years, with the aim of coming up with a single system for all. The committee will wish to review the changes once they are effected.

PAY AND BENEFITS

There was considerable discussion by witnesses of Reserve pay. As stated earlier, Classes A (part-time) and B (full-time) are paid at 85% of Regular Force pay, while Class C (full-time deployed abroad) is paid the same as the Regular Force.

In his testimony on 28 February 2011, Rear-Admiral Andrew Smith explained that although “all policy in the Canadian Forces is written for the total force ... there are differences in the administration of the Regular Forces and Reserve forces,” and the pay system is one such example. As he stated:

The Regular Forces use what I generically call a “push” system and the Reserve force a “pull” system. Regular Force pay is pushed continuously to the member twice per month until such time as it is actively stopped. The Reserve system, by contrast, is a pull system through which pay is not automatically released. Reservist pay must be verified and certified in advance of every payday to ascertain that the member has worked and is entitled to pay. This arrangement is seen as reasonable due to the nature of Reserve force employment. Reserve force personnel are employed in many ways. The majority work part-time at a local primary Reserve unit, others are hired to deploy on operations for durations that can exceed one year, still others work in headquarters for durations lasting from 13 days to three years (depending on the requirements of the job). It is because of these differences and fluctuations in employment that the Reserve

*administration system is correctly maintained as a “pull” system. In short, a difference in service between the two components results in a difference in the administration of the two components.*¹¹⁵

But according to Rear-Admiral Smith, “the pay system ... becomes inherently complex due to the fact that the push system applies to both Regular Force personnel and primary Reservists who deploy internationally, whereas the pull system is used to manage full and part-time Reservists domestically.”¹¹⁶

As he explained, “moving Reservists from one pay system to another has caused considerable administrative difficulties” as “the Regular Force and the primary Reservists who deploy are paid at a different rate and on a monthly basis, whereas primary Reservists on full and part-time service who are not deployed are paid a daily rate of pay at 85 per cent of Regular Forces rate of pay.”¹¹⁷

In Rear-Admiral Smith’s view, the “complexities involved in administering two completely different personnel systems” pose a challenge for the Canadian Forces. His response was to establish a Military Personnel Management Capability Transformation team tasked “to review regular and Reserve force administration, to eliminate inefficiencies, and to harmonize and simplify processes where possible.”¹¹⁸

He told the Committee that one of the objectives of the Military Personnel Management Capability Transformation project “is to arrange a single source for pay pricing and processing, or to establish a means by which all Canadian Forces personnel are paid from the same system.”¹¹⁹

Rear-Admiral Smith explained that while “this one pay system, by necessity, will still have a pull and a push component related to it, depending on class of service,” the Canadian Forces will benefit from having “one pay system from

¹¹⁵ Proceedings of the Standing Senate Committee on National Security and Defence, 28 February 2011.

¹¹⁶ *Ibid.*

¹¹⁷ *Ibid.*

¹¹⁸ *Ibid.*

¹¹⁹ *Ibid.*

which things are administered” as “there will be one administrative staff as opposed to having a system interpreted and administered separately.”¹²⁰

While “one pay system” will be “one of the big bonuses” of the Military Personnel Management Capability Transformation, a second benefit for the Canadian Forces will be “having one service record, irrespective of whether personnel are employed in the regular or Reserve force.”¹²¹

He explained that “personnel administration is complex today” and that “at the moment, service records depend on whether [one is] a Regular Force member or Reservist.” In his view, “having one service record will go a long way to facilitating the administration of service members literally from the day they enroll to the day they release.” As he concluded, “the second big benefit I see coming out of the project is a simplification of personnel management and administration, irrespective of where members serve.”¹²²

Rear-Admiral Jennifer Bennett said:

*One of the challenges at the unit level is percentage of attendance and that units are not funded for 100 per cent attendance. It will fluctuate during times of the year with university school schedules and interest ... It is a concern. The predictability of pay is a concern for Reservists. Again, with a temporary force and attendance fluctuations, there are sometimes more cushions in some units than others to allow them to be able to surge or add to training. It is something that with a new funding model that looks at how Reserve funding is tracked, it will help to provide more predictability within a certain parameter.*¹²³

Asked if the current pay scale for Reservists was adequate, Major-General Tabernor replied, “In my travels, when talking to Reservists, I do not get beat

¹²⁰ *Ibid.*

¹²¹ *Ibid.*

¹²² *Ibid.*

¹²³ Proceedings of the Standing Senate Committee on National Security and Defence, 17 October 2011.

up on the amount of money they are paid,” nor have Reservists told him that their “benefits are not good enough.”¹²⁴

Likewise, Dr. David Bercuson said that pay is not an issue for the Reserves and has not been for many years.¹²⁵

Rear-Admiral Smith echoed these views, stating, “there have been no complaints” to him about Reservist pay, although he admitted that “there may have been people dissatisfied with their rate of pay.” In his view, pay should be regarded as part of a total compensation package for Reservists. He explained:

*In fairness, I think we have to look not simply at a question of pay. We have to look at the total compensation package, which includes base pay, benefits and allowance. If they [Reservists] were to deploy, they receive a certain deployment pay in addition to that pay. If Reservists are posted, there are posting allowances and all types of educational benefits. A total compensation package is in play ... I think we have a competitive compensation system. If we look at both recruitment and attrition across the regular and Reserve elements, we have historically low attrition at the moment, unseen in my 30-plus years in the Canadian Forces. That low attrition is partially a function of the compensation system we offer.*¹²⁶

Rear-Admiral Smith added that many Reservists “have employment elsewhere” in their civilian communities and, as such, “have another source of income.”¹²⁷

Vice-Admiral Donaldson was also of the opinion that “the current pay scale is adequate.” “If it were not,” he said, “people would vote with their feet.” However, he admitted that the issue of Reserve pay should be looked at by the Canadian Forces. “Is it fair?” he asked. “I think it has been fair over time, but we need to revisit whether it is as fair as we wish it to be. We need to clarify many aspects of Reserve pay, many aspects of Reserve benefits, many aspects of

¹²⁴ Proceedings of the Standing Senate Committee on National Security and Defence, 25 October 2010.

¹²⁵ Informal Standing Senate Committee on National Security and Defence discussion by phone with Dr. David Bercuson, 25 October 2010.

¹²⁶ Proceedings of the Standing Senate Committee on National Security and Defence, 28 February 2011.

¹²⁷ *Ibid.*

Regular Force benefits, and we need to bring it into a far more coherent package.”¹²⁸

Rear-Admiral Jennifer Bennett, Chief of Reserves and Cadets, expressed similar views. “Our pay system is cumbersome, but I think that most Reservists would argue that the pay is very good, in particular for a part-time job, when you consider the benefits that are available.”¹²⁹

Although she explained that “pay is ... tied to rank,” that it “is based on promotions,” and that “there are some folks who may stagnate at a certain level” with “no other way to increase their pay,” she argued that “for the most part in terms of the part-time organization the pay is very fair.” Still, Rear-Admiral Bennett told the Committee that a review of the pay system is under way and that part of the Primary Reserve Employment Capacity Study “will look at pay and compensation as it relates to the current terms and conditions of service.”¹³⁰

Some witnesses, however, told the Committee that there was some dissatisfaction with the existing pay scale. Asked if the 85% of Regular Force salary for Class A and B Reservists (Class C Reservists serving on operations earn the same pay as Regular Force personnel) was a cause of concern among the rank and file, Commodore (Retired) Bob Blakely said “yes.” He explained: “Many people say, ‘I am doing the same job; why do I not get the same pay?’ Someone decided 85% was the number, based on the fact that a Reservist did not have to take a posting. A Reservist could refuse to go somewhere and basically volunteer every time he put on his uniform. Is it a real number? No.”¹³¹

Another witness expressed dissatisfaction with the uncertainties surrounding work and pay for Reservists. Although Lieutenant-Colonel (Retired) Selkirk of Reserve 2000 did not believe that Reservists should be paid in exactly the same way and at the same rate as members of the Regular Force, he told the Committee that their pay should be at least secure.

¹²⁸ Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 17 October, 2011.

¹²⁹ *Ibid.*

¹³⁰ *Ibid.*

¹³¹ Proceedings of the Standing Senate Committee on National Security and Defence, 3rd Session, 40th Parliament, 18 October 2010.

In his opinion, “there should be a more formal agreement with the individual that if you sign on with us [the Reserve], you can expect at least this amount over the period of time, but you have to do the training to get it ... If the militia does not train, the Reservist does not get paid.” He added, “There should be a policy which would ... put Reserve pay into some sort of category that the individual who joins the Reserve is looking more at a contract situation where he can look forward and say ... I am going to get so many dollars this year.” Asked if this should be “like a permanent part-time position,” Lieutenant-Colonel (Retired) Selkirk’s replied, “Exactly.”¹³² He added that Reserve 2000 has already raised the issue with the Department of National Defence and was told in August 2010 that the Vice Chief of the Defence Staff was considering a policy.

It is clear that there are some problems with the Reserve pay system. One is administrative. There are two pay systems in the CF, one for the Reserve and one for the Regular Force, but with one anomaly. Class C Reservists (those serving full-time on deployment with the Regular Force) are handled by the Regular Force, not the Reserve pay system. The committee notes testimony by senior CF officers that the Military Personnel Management Capability Transformation process is reviewing this issue to eliminate inefficiencies and simplify the process. There is also the matter of Class B Reservists. They serve full-time but are paid at 85% of the Regular Force pay rate. Most, but not all, witnesses said there were few complaints about this, nor about Reserve pay rates in general. Witness Blakely, however, questioned the basis for setting the Class B rate at 85%, suggesting it was arbitrary. Again, senior CF officers told the committee that pay levels were being reviewed. Finally, the committee heard concerns that the Reserve pay system was not secure or predictable.

It is also our view that Reserve pay should be stable and predictable, not discretionary, and that it should have its own funding line, the same as the Regular Force. In line with this, the number of Reserve training days should be predictable, and enhanced. It is also the committee’s view that Class B Reservists working full-time for the Regular Force should be paid by the Regular Force. We ask that DND/CF expedite the process already underway to streamline its administrative systems with respect to pay.

¹³² Proceedings of the Standing Senate Committee on National Security and Defence, 4 October 2010.

INFRASTRUCTURE

One matter the Committee considered but did not fully explore was the state of Reserve Force infrastructure. “I would set aside the Naval Reserve and the Air Reserve because the condition of their facilities is generally different,” said J. Scott Stevenson, Assistant Deputy Minister (Infrastructure and Environment) at the Department of National Defence.¹³³

He spoke instead about Army Reserve infrastructure, principally its aging armouries, some of which date back to the post-Confederation period, such as Ottawa’s Cartier Drill Hall (1879), and some of which are designated heritage buildings or national historic sites.

Mr. Stevenson said Army Reserve infrastructure is in “fair condition,” meaning “it is not at the top.” Major systems work or are unlikely to fail, he said, but “it basically means there has been a minimal level of investment.”¹³⁴

He went on: “The *Canada First Defence Strategy* (2008) recognizes that for many years, our level of investment was insufficient to maintain them at a desired state or condition. It has declined over the last 10 years or more.”¹³⁵

Mr. Stevenson told the Committee that Reserve infrastructure is not funded separately from Regular Force infrastructure. “Those [buildings] that are the worst should get the funding for their maintenance and repair first, and the Reserve infrastructure would not necessarily be pushed to the lower part of that priority setting for access to money.”¹³⁶

The Committee is awaiting further information from Mr. Stevenson on Reserve infrastructure. Meantime we believe that DND/CF should give a greater priority to upgrading and modernizing its deteriorating armouries.

¹³³ Proceedings of the Standing Senate Committee on National Security and Defence, 1st Session, 41st Parliament, 17 October, 2011.

¹³⁴ *Ibid.*

¹³⁵ *Ibid.*

¹³⁶ *Ibid.*

REGULAR FORCE V. RESERVE FORCE CULTURE

One is a full-time force whose members work within a completely military milieu, whether on a military base, at various headquarters, aboard a ship or abroad. The other is largely a part-time force whose members serve mostly at armouries or naval units in their civilian communities or on Air Force bases, but who are otherwise ordinary citizens working at civilian jobs or attending school. Despite their shared military values and experience, this difference in cultures has for decades caused some friction and resentment between some members of the Regular and Reserve Forces. But the Afghanistan theatre of operations, as well as other foreign and domestic missions in the past decade have changed this, as discussed below.

In his discussion paper, witness David Pratt writes “The ‘we-them’ mentality of the Regulars and the Reserve Force is seen by some as a problem and by others as a perfectly natural and healthy dynamic.”¹³⁷ He describes this feeling as partly generational, “the old school Reservists and the new.”

Réserve 2000 Québec told the committee that the cultural differences impinge upon the Reserves. Retired Brigadier-General Richard Frenette, vice-president of the organization, said that these differences come into play when former Regular Force members take over command of Reserve units. Mr. Frenette said, “... the Reservist must achieve a dynamic balance between three components: his personal life, his professional or student life, and his military life ... This is not something a commander in the Regular Forces has had to do ... You have to have experienced that in order to be able to make enlightened decisions. That is one of our issues.”¹³⁸

Brigadier-General Frenette (retired) said that too often a Regular Force member is chosen over a Reservist for a Reserves command position. He added that before 1992, “we had a separate chain of command for the Reserve and the Regular Forces.” Then came the Total Force Concept whose chain of command “is a

¹³⁷ David Pratt, *Canada's Citizen Soldiers: A Discussion Paper*, Canadian Defence and Foreign Affairs Institute, 2011) p. 70
<http://www.cdfai.org/sswg/PDF/Canadas%20Citizen%20Soldiers.pdf>.

¹³⁸ Proceedings of the Standing Senate Committee on National Security and Defence, 3rd Session, 40th Parliament, 1 November 2010.

single unified entity” in which, he asserted, “the Reserve has no say in command.”¹³⁹

Canada’s senior Reserve officer at the time he testified, Major-General Dennis Tabbernor, Chief of Reserves and Cadets, disputed that claim. “When I was a deputy commander of Land Force Western Area ... I was the number two guy. When we were discussing the use of the Reserve, the commander turned to me, as his senior Reservist, to ask what I thought.”¹⁴⁰

“The Reservists,” insisted Major-General Tabbernor, “are there at senior levels. I sit on the Armed Forces Council, so I am the principal adviser to the Chief and the Vice on the Reserve issues. I am not shy about saying, ‘What we are talking about here is detrimental to the Reserves, so maybe we should look at it in another way with respect to how we will employ the Reserves.’”¹⁴¹

In his discussion paper, witness David Pratt points to recent positive changes in the relationship. “There is a consensus among senior officers,” he writes, “that the Afghanistan experience in particular has contributed to a better working relationship between the Army Reserve and the Regular Force. There has not been this much sustained interaction between the two component of the Army since the Second World War.”¹⁴² Brigadier-General Vance reinforced this, saying that without “credible Reserves” the Afghanistan mission would not have been possible.¹⁴³

The committee’s view is that, while always an issue to be aware of, the divide between Reserve and Regular Forces seems to have all but disappeared, in particular as Reservists have served alongside Regulars in combat. It is more than time that the phrase “weekend warrior” be banished as Reservists play a necessary and increasingly important role in the defence of Canada.

¹³⁹ *Ibid.*

¹⁴⁰ *Proceedings of the Standing Senate Committee on National Security and Defence*, 3rd Session, 40th Parliament, 25 October 2010.

¹⁴¹ *Ibid.*

¹⁴² David Pratt, *Canada’s Citizen Soldiers: A Discussion paper*, (Canadian Defence and Foreign Affairs Institute, 2011) p. 68 <http://www.cdfai.org/sswg/PDF/Canadas%20Citizen%20Soldiers.pdf>

¹⁴³ *Proceedings of the Standing Senate Committee on National Security and Defence*, 3rd Session, 40th Parliament, 25 October 2010.

CONCLUSION

This report covers in significant detail the Reserve component of the Canadian Forces today and provides a deliberate consideration of its future. The variety of witnesses and their testimony have given the committee considerable insight into the factors that will affect the Reserve in the 21st century.

Reservists have always been vitally important to the Canadian Forces, but the last decade has shown that the CF could not function without them, a fact sometimes overlooked by Canadians. The CF Reserve and its “citizen soldiers” are indispensable, indeed crucial to our military undertakings at home and abroad.

Reservists help their fellow citizens during emergencies. They support the Regular Force at home and abroad by contributing personnel with essential skills. And they are a source of community-based training and education supporting Canada’s national strategic interests, including defence of our values and territory, as well as providing assistance to our allies.

It was clear from testimony by senior officers of the CF that those in DND/CF are well aware of the issues facing this key national institution and are in the process of addressing many of them. Although their efforts may take some time to bear fruit, it is encouraging to know that informed change is underway.

The Committee was given a fairly clear picture by these senior officers of the direction intended for the CF Reserve as part of the larger Canadian Forces. For instance, the need for the Army Reserve to provide the framework for mass mobilization has “been overtaken by events,” as Vice-Admiral Donaldson put it. “We need a different concept,” he said. Based, in particular, on our involvement in Afghanistan and Libya, the future for the CF and the Primary Reserve abroad looks likely to involve more of combating terrorism, countering insurgencies, engaging in asymmetric warfare, supporting threatened democracies and encouraging the development of new ones.

Vice-Admiral Bruce Donaldson, Vice Chief of the Defence Staff, sees every Reservist needing to be ready to step up on short notice “to respond to the needs of Canada,” with some Reservists being required to maintain “a higher level of readiness that can feed into a force package that is ready for deployment.”

In a Primary Reserve that will remain “a force that consists of predominantly part-time professional CF members,” as stated by the Chief of the Defence Staff, General Walt Natynczyk, this raises the question of sustainability—of being able to keep up with a periodic high operational tempo. Clearly this is on the mind of the CDS as well, who, in his “vision” for the Primary Reserve, wrote: “We will continue to develop relevant and sustainable missions and tasks which reflect the Reserve culture in which the majority of P Res members serve part-time as an integral part of the CF.”

As we have noted, much concerning the Primary Reserve is currently under review within DND/CF. These reviews are happening at a time when restraint is necessary across the whole of the Government. The Committee has been mindful of these facts while considering recommendations. We will be interested in following up at a later time on developments related to the Primary Reserve Employment Capacity Study, Reserve reviews within the Primary Reserve components, the Military Personnel Management Capability Transformation project, and the ongoing transformation process within DND/CF, including updates on the effects of Strategic Review and the Deficit Reduction Action Plan (Strategic and Operating Review).

RECOMMENDATIONS

1. In view of the integral, indispensable role the Reserves play in accomplishing the CF core missions, the Government of Canada should not diminish the size or strength of the Primary Reserve, and should continue growing it in line with the Canada First Defence Strategy target.
2. Given that the Afghanistan combat mission has ended, DND/CF should reduce the number of full-time Reservists to a baseline level and employ them primarily in support of the Reserve structure. Class B Reservists working full-time for the Regular Force should be paid by the Regular Force, not by the Reserve. Those not kept on full-time service would return to Class A part-time service or, if they did not wish to do that, could apply to join the Regular Force or leave the Canadian Forces.
3. DND/CF should enhance the number of Reserve training days given that unpredictability in the expected number of paid training days can lead Class A Reservists to leave or discourage potential Reservists from signing up. Reserve pay should be stable, predictable, non-discretionary and protected, with its own funding line, as is the case for the Regular Force.
4. Given that 21st century warfare will not require mass mobilization, the Government of Canada should restate the roles and missions of the CF Primary Reserve, eliminating the Army Reserve's designated role as the main recruiting base for mass mobilization.
5. The Reserves' longstanding role as the Canadian Forces' link with Canadian communities should be formally and more clearly defined. As part of this, DND/CF should consider re-establishing a military presence on the campuses of educational institutions, as used to be the case with the Canadian Officer Training Corps. The Canadian National Leadership Program provides a private-public partnership model for the training of Canada's future leaders.
6. DND/CF should expedite the streamlining of its administrative processes affecting the Reserve to enable easier movement between classes, with a single electronic file within a single pay and personnel management

system. Additionally, DND/CF should consider reviewing the current system of Reserve classes (A,B,C) to realign them with modern human resource practices.

7. DND/CF should identify the operational tasks and measurable readiness benchmarks required for the Reserve, both for deployment abroad and at home. In doing so, DND/CF should maintain a small number of Reservists at the same training level as the Regular Force so that, if needed for deployment, they can go for pre-deployment training without first needing time-consuming training upgrades.
8. DND/CF should consider employing some of the Primary Reserve in more specialized roles such as cyber defence or anti-terrorism, among other specialties, perhaps on the model of the Health Services Reserve in which some Reservists serve for periods of time under contract rather than part-time each week at a Reserve unit.
9. DND/CF should actively encourage Reservists who have seen full-time service, particularly while deployed on operations abroad, to return to Reserve units across Canada as mentors, to share that invaluable experience with fellow Reservists.
10. DND/CF should continue its efforts to inform Reservists who are veterans, as well as their families, of the health benefits and services available to them.
11. DND/CF should upgrade and modernize deteriorating armouries, perhaps in cooperation with the private sector.

APPENDIX 1 – CANFORGEN 172/11 CDS P RES VISION

CANFORGEN 172/11 CDS 025/11 211449Z SEP 11

CDS P RES VISION

UNCLASSIFIED

1. THE PURPOSE OF THIS CANFORGEN IS TO CONVEY MY VISION FOR THE PRIMARY RESERVES (P RES)
2. MANY TRANSFORMATIONAL AND RATIONALIZATION ACTIVITIES ARE UNDERWAY IN DND AND THE CF. AS WE TRANSITION OUR STRATEGIC COMMITMENTS AND FOCUS ON THE NEXT CHALLENGES OF TRANSFORMATION AND THE CANADA FIRST DEFENCE STRATEGY, IT REMAINS CLEAR THAT A ROBUST AND WELL TRAINED PART-TIME P RES WILL REMAIN KEY TO THE ABILITY OF THE CF TO MEET THE SECURITY AND DEFENCE NEEDS OF THE FUTURE.
3. MY VISION FOR THE PRIMARY RESERVE IS A FORCE THAT CONSISTS OF PREDOMINATELY PART-TIME PROFESSIONAL CF MEMBERS, LOCATED THROUGHOUT CANADA, READY WITH REASONABLE NOTICE TO CONDUCT OR CONTRIBUTE TO DOMESTIC AND INTERNATIONAL OPERATIONS TO SAFEGUARD THE DEFENCE AND SECURITY OF CANADA. THIS FORCE IS FULLY INTEGRATED INTO THE CF CHAIN OF COMMAND.
4. RESERVE CONTRIBUTIONS TO OPERATIONS AND CONNECTIONS WITH CANADIANS ARE CRITICAL TO THE NATION AND TO THE ENVIRONMENTS AND COMMUNITIES IN WHICH THEY SERVE AND WE MUST ENSURE THAT WE ATTRACT, DEVELOP, SUPPORT AND RETAIN A READY, CAPABLE, MOTIVATED AND RELEVANT P RES FORCE AS BOTH A STRATEGIC AND OPERATIONAL RESOURCE FOR CANADA AND THE CF WELL INTO THE FUTURE.
5. WORK FORCE REQUIREMENTS ARE BEING REVIEWED ACROSS THE DEFENCE TEAM TO DETERMINE THE FORCE STRUCTURE NEEDED TO MEET OUR OPERATIONAL AND INSTITUTIONAL COMMITMENTS. AS PART OF THIS REVIEW, ESTABLISHED FULL-TIME P RES POSITIONS WILL BE ALIGNED TO THE PRIORITIES OF: RESERVE FORCE GENERATION, SUPPORT TO CF OPERATIONS, RESERVE PROFESSIONAL DEVELOPMENT, AND SUPPORT TO THE CF INSTITUTION. THERE WILL CONTINUE TO BE SIGNIFICANT OPPORTUNITIES FOR P PRES TO SERVE IN CURRENT AND FUTURE CF OPERATIONS
6. TO SUPPORT MY VISION, I WILL COMMUNICATE MORE SPECIFIC GUIDANCE IN THE FUTURE OUTLINING THE STRATEGIC ENVIRONMENT, POLICY, MANAGEMENT, AND EMPLOYMENT PRINCIPLES CONCERNING THE P RES. WE WILL CONTINUE TO DEVELOP RELEVANT AND SUSTAINABLE MISSIONS AND TASKS WHICH REFLECT THE RESERVE CULTURE IN WHICH THE MAJORITY OF PRES MEMBERS SERVE PART-TIME AS AN INTEGRAL PART OF THE CF. AS A PRIORITY, I WILL STRIVE TO ALIGN PROGRAMS AND BENEFITS SO THAT THEY EFFECTIVELY SUPPORT ALL CF MEMBERS.

SIGNED BY GEN W.J. NATYNCZYK, CDS

APPENDIX 2 – WITNESSES

FIRST SESSION, FORTY-FIRST PARLIAMENT, 2011

October 17, 2011

National Defence:

Vice-Admiral Bruce Donaldson, Vice-Chief of the Defence Staff;
Rear-Admiral Jennifer Bennett, Chief Reserves and Cadets;
Scott Stevenson, Assistant Deputy Minister (Infrastructure and Environment).

The 7 Year Project (The Canadian National Leadership Program):

Robert Roy, Head;
John Richmond, Director, Community Outreach.

October 3, 2011

As an individual:

David Pratt, Member of the Advisory Council, Canadian Defence and Foreign Affairs Institute.

THIRD SESSION, FORTIETH PARLIAMENT, 2010

February 28, 2011

National Defence:

Rear-Admiral Andrew Smith, Chief of Military Personnel;
Lieutenant Colonel Patricia Henry, Director of Reserve Support Management.

November 1, 2010

National Defence:

John C. Eaton, Chair, Canadian Forces Liaison Council;
Captain (N) Jamie Cotter, Executive Director, Canadian Forces Liaison Council.

Réserve 2000 Québec:

Major General (Ret'd) Frédéric Mariage, CMM, CD;

Colonel (Ret'd) Marcel Belleau

Brigadier-General (Ret'd) Richard Frenette, Vice-President.

October 25, 2010

National Defence:

Major-General Dennis C. Tabbernor, CMM, CD, Chief, Reserves and Cadet;

Colonel Josée Robidoux, Director of Reserves

October 18, 2010

Hudson Institute:

Richard Weitz, Director, Centre for Political-Military Analysis.

C.D. Howe Institute:

Colin Busby, Policy Analyst.

As an individual:

Commodore (Ret'd) Bob Blakely, Former Commander Naval Reserve.

October 4, 2010

Reserve 2000:

Lieutenant-Colonel (Ret'd) John Selkirk, Executive Director.