

CANADA'S RESERVE FORCE

General

1. All service in the Canadian Forces is voluntary. The National Defence Act (NDA) provides for the Regular Force Component, which maintains Canada's armed rapid response capability and for the Reserve Force Component, which provides for augmentation, sustainment and support to deployed operations and provides a base for expansion and mobilization. The Special Force Component is formed in an emergency when authorized by the Governor in Council.

Structure

2. As detailed in the *National Defence Act*, the Reserve Force Component is one of the three components of the Canadian Forces. The Reserve Force is composed of members who are enrolled for other than continuing, full-time military service. Reservists are not liable to perform continuous full time duty without consent, unless placed on active service by order of the Governor in Council. The Reserve Force is composed of four sub-components:

- a. The Primary Reserve consists of officers and non-commissioned members who have undertaken, by terms of their enrolment, to perform such lawful duty and training as may be required of them. It contains all formed Primary Reserve Force units.
- b. The Supplementary Reserve List consists of 40,000 former members of the Regular and Reserve Forces who, except when placed on active service in the event of an emergency, are not required to perform any form of military duty or training. Members of the Supplementary Reserve may volunteer for a specified term of full-time service in support of a specific operation or in a peace time establishment position;
- c. The Cadet Instructor Cadre (CIC) is a group of officers who are responsible for running the Canadian Cadet Programme, which is a youth program, based on the three services. The CIC consists of about 6,500 commissioned officers of the Sea, Land and Air environments whose primary responsibility is the supervision, administration and training of Cadets 12 to 18 years of age. Many CIC Officers are former Cadets. Other sources of enrolment in the CIC are interested parents of Cadets, and ex-members of the Regular Force and Primary Reserve; and
- d. The Canadian Rangers is comprised of 4200 members who provide a military presence in sparsely settled, coastal and isolated areas of Canada but mainly in the country's northern three territories (Yukon, Northwest Territories and Nunavut). The Canadian Rangers are employed in a variety of roles but their most important task is the conduct of sovereignty patrols. The Canadian Rangers receive minimal training and their duty is normally performed in concert with their normal daily activities of hunting, fishing and trapping (living off the land).

3. This document will focus on the Primary Reserve, the organization that is assigned an ongoing role in direct support of the defence mission and the one that is closest to what constitutes a military reserve in most other countries.

The Primary Reserve

4. The primary role of the Reserve Force, as established by the Canadian Government's most recent Defence Policy Statement, is the augmentation, sustainment, and support of deployed forces. Its secondary roles are to provide a base for expansion and a vital link between the Canadian Forces and the communities in which it serves. The Reserve Force thus became a key component of the Total Force; its primary focus tied closely to that of the Regular Force with mobilization relegated to a secondary function. Because of their distribution in many communities across the country, the Reserve Force serves as a link to the Canadian population. That link is demonstrated by the ethnic and cultural diversity of the Reserve Force, which tends to be more reflective of the demographics of Canadian society than the Regular Force.

5. The Canadian Forces has over the past few years maintained from 5 to 8% of its forces deployed on operations. From 1948 to 1989 the Canadian Forces were involved in 25 international operations. Since 1990, we have deployed on over 70 missions around the world, half of which have taken place in the last few years. The Primary Reserve has made a contribution to most of these operations in such diverse places as Bosnia Herzegovina, the Middle East, Africa, East Timor and of course Afghanistan. The Primary Reserves are a vital component of Canada's military capability and have an important role in alleviating operational pressures on the Canadian Forces.

6. The Primary Reserve is composed of six elements plus the National Defence Headquarters Primary Reserve List: the Naval Reserve, the Army Reserve, the Air Reserve, the Communication Reserve, the Health Services Reserve and the Legal Reserve. The Army, Navy and Air elements function within the chain of command of the applicable service. The Communication Reserve is part of the Assistant Deputy Minister Information Management (ADM(IM)) and the Health Services Reserve are part of the Canadian Forces Health Services Group, while the Legal Reserve is contained within the Judge Advocate General Branch. The Primary Reserve is commanded by the Chief of Defence Staff through the Commanders of the Commands, and in some cases through the commanders of intermediate formations, in the same manner as the Regular Force. Current strengths of the Primary Reserve elements are as follows:

- a. the Naval Reserve 4000;
- b. Militia (Army Reserve) 16500;
- c. Air Reserve 2,200;
- d. Communication Reserve 1,800);
- e. Health Services Reserve 1,400;
- f. Legal Reserve 60; and

g. NDHQ Primary Reserve List 600.

Terms of service

7. Reservists volunteer to serve indefinitely. Normally they must also volunteer to be tasked for employment and training. That said, there is provision in Canada's National Defence Act for the Government to compel Reserve personnel to serve under specified conditions or circumstances. The last time that this was utilized was 1939. Since that time we have always had more than the required number of Reservists volunteer for service. Members are enrolled for indefinite period. There are part time and full time employment opportunities available in units, training establishments and headquarters.

8. Primary Reservists are recruited through recruiting centres manned by Regular and Primary Reserve personnel. Attraction is accomplished through a combination of national advertising and unit initiative. The Canadian Forces is an equal opportunity employer, with unskilled and skilled jobs open equally to both men and women. The selection procedures attempt to ensure that those who are enrolled are suited for both the military and the occupation to which they are assigned. The military occupations are limited in both the number of military personnel allowed and the number of positions available each year. Selection is a competitive process; therefore, completion of processing does not guarantee employment. Applicants have a choice of applying to either a Canadian Forces Recruiting Centre, or contacting one of the local reserve units in their area. Prior to enrolment in the Canadian Forces, the following criteria must be met:

- (a) be a Canadian Citizen;
- (b) 18 years of age, or 16 with parents' permission;
- (c) minimum grade 10 education at a provincial standard; and
- (d) free of any legal obligations.

9. Applicants may apply and undergo recruit processing in the official language of their choice. The following steps are involved:

- (a) aptitude testing to determine suitability for occupational assignment;
- (b) medical examination;
- (c) fitness evaluation; and
- (d) a personal interview

10. As a result of government direction announced in the spring of 2006, the Regular Force will expand to 75000 while the Primary Reserve will increase by 10000 reservists. It is recognized that there will be a need for concerted recruiting efforts to meet the government force expansion direction. Further information on Canadian Forces recruiting can be found at www.recruiting.forces.gc.ca

Reserve Pay, Compensation and Benefits

11. Pay and benefits while employed on operations are the same for all CF members. Those serving part-time and on short term full-time contracts are paid at 85% of Regular Force pay rates and have generally different entitlements to benefits depending on the nature of their service. Reservists on full-time service have access to Canadian Forces medical and dental care. Reservists on part-time service are covered by a dental insurance plan that pays for 90% of the treatment cost. Other benefits available are:

- a. education reimbursement. Reserve Force personnel may be reimbursed for 50% of tuition costs for post-secondary education up to \$8000;
- b. reserve pension plan. The plan is currently planned for implementation in 2007;
- c. Reserve Force Retirement Gratuity (RFRG). This benefit provides 3.5 days salary per year of service in excess of 10 years or seven days salary for each year of service in excess of 20 yrs (up to a max of 30 years). The benefit was introduced as an interim measure because of the lack of a reserve pension plan. Once the pension comes into effect the RFRG will revert to a form of severance pay based on actual days of service performed; and
- d. relocation benefits for members of the Reserve Force on extended periods of full-time service.

12. The human resource environment is by no means static and the Canadian Forces is constantly improving compensation and benefits packages for reservists to ensure that they are equitably treated as members of the Defence Team. There has been ongoing development of several initiatives designed to improve quality of life and enhance retention in the Reserves. These include enhanced relocation benefits for reserves on full-time service, enhanced medical coverage, and access to comprehensive financial and insurance services. Reserve pay and benefits are currently due to be reviewed to reflect contemporary employment patterns and increased use of the Reserve Force on operations.

Primary Reserve Elements

13. Within the Total Force structure of the CF, both the Regular and Reserve Forces support the ongoing peacetime tasks and activities of the Canadian Forces. The Reserves are an essential component within Canadian Forces mobilization planning doctrine and provide the depth and breadth necessary to achieve the capabilities required. In some cases, reserves are responsible for tasks that are not performed by Regular Forces. Reserve elements are usually organized into Reserve units for purposes of training and administration. The Primary Reserve elements have defined roles as follows.

Naval Reserve

14. The Naval Reserve is organized in 24 divisions (units) across Canada (between 85 to 350 personnel per unit) in addition to the the three Canadian Forces Fleet Schools, operational units, training centres and the Naval Reserve Headquarters. Naval Reserve personnel are trained to not only

augment the Regular Force and provide a Naval presence in Canadian communities but to carry out reserve specific roles. The roles assigned to the Naval Reserve include:

- a. manning of Maritime Coastal Defence Vessels (MCDVs). Ten of Canada's 12 MCDVs are manned on a continuous basis. While the Naval Reserve has the responsibility for manning these ships, their tactical employment controlled by the maritime formation commanders on each coast. The roles and tasks normally assigned to these vessels by the maritime commanders are: officer and NCM training, route survey, mine countermeasures, sovereignty/fisheries patrols, bottom object inspections, coastal area surveillance, and pursuit/boarding of suspicious or violating vessels;
- b. Naval Control of Shipping. The Naval Reserve mans and trains four Naval Control of Shipping units that can be stood up and deployed anywhere in Canada or around the world. These units are flexible and mobile and are able to carry out national or international operations under the aegis of NATO or the UN. Naval Control of Shipping units carry out their mandates by acting as information conduits and advisors to merchant shipping and maritime commanders for the following issues;
 - (1) inspection of merchant ships and their documentation;
 - (2) recommendations regarding safe routes and maritime danger areas;
 - (3) situational reports regarding the stability of the area; and
 - (4) protection or diversion from the area to merchant shipping; and
- c. Port Security and Harbour Defence. The Naval Reserve is responsible for training and standing up as required, four Port Security/Harbour Defence units, which are deployable anywhere in Canada. These units are flexible, mobile and structured to achieve their assigned tasks which include: harbour patrols and enforcement in rigid hulled inflatable boats (RHIBs), monitoring vessel traffic in harbour and harbour approaches, to inspect and ensure the security of port facilities, and port inspecting diving.

Deleted:

15. Training for many Naval Reserve trades is to the same standard for both Reserve and Regular force members so Naval Reserve personnel can be used to augment operational positions with minimal training. Reservists are also employed in the Harbour Defence, Mine Countermeasures and Naval Control of Shipping cells of the maritime command organizations. Further information on the Naval Reserve can be found at www.navres.dnd.ca/

Army Reserve

16. Canada's Army Reserve is organized in 137 units in 110 cities and towns across the country. The roles of the Army Reserve in order of priority are:

- a. to provide the framework for mobilization, augmentation and sustainment of the Regular Force. Augmentation and sustainment roles are based on individual and platoon (section) unit augmentation, with unit taskings envisaged only as a base for mobilization; and
- b. to serve as a link between the military and civilian communities.
- c. non-traditional roles are evolving with the progress of the Land Force Reserve Restructure (LFRR) Project. In the future Army Reserve personnel may be employed in reserve specific capacities such as:
 - (a) chemical, biological, radiological and nuclear (CBRN) response;
 - (b) Civil-Military Cooperation (CIMIC);
 - (c) psychological operations; and
 - (d) general support roles (theatre level) such as transport, supply, maintenance, engineers, medical, decontamination, and administration.

17. The LFRR Project Management Office (PMO) stood up in 2000 with a mission to develop an effective and credible Army Reserve complementary and supplementary to the Regular Force and relevant to the needs of the nation. The desired outcome of LFRR is to produce an Army Reserve, which is essential, relevant, viable and sustainable. Land Force Reserve restructure is a two-phase process. While LFRR Phase 1 was focussed on stabilizing and testing new capabilities, Phase 2 will focus on change and growth. LFRR is about enhancing the Army's strategic capacity and capability while supporting Army Transformation. Within the context of the Army Strategy, both the Regular and the Reserve components will go through significant change by 2007 with the intent to streamline and improve force generation. For the army Reserve, this will represent a significant increase in its force generation responsibilities, both in terms of depth, by providing reinforcement, and in breadth, by providing unique capabilities not available in the regular component (such as CBRN, CIMIC and psychological operations). Focussed asymmetric growth and change will be undertaken. The Project is now conducting an Army Reserve Establishment (ARE) Review utilizing a consultative process. The purpose is to both allocate growth where it has the best potential for realization and identify those units that are having difficulty maintaining their current assignments. Alternate roles are one possible solution for the latter. The LFRR PMO considers ARE Review process key to achieving the mission.

18. Within the current organization, Reserve infantry and armoured units may be autonomous or paired with a Regular Force unit that is similarly equipped. Both Reserve and Regular Force units are assigned roles and responsibilities within their designated geographic areas as designated by the Area Commander. Similarly, artillery and engineer units have their own assigned tasks and roles. Reserve

combat service support units are also assigned roles, tasks and functions to perform within their area to accomplish the Land Force Area's mandate. Tactical air support is provided by the Air component of the Canadian Forces, while Signals support is the responsibility of the Communication Reserve. Further information on the Army Reserve and Land Forces Reserve Restructure can be found at www.army.forces.gc.ca/lf/English/army_reserve.asp

Air Reserve

19. The primary role of the Air Reserve is to augment, sustain, and support Air Force operations. The Air Reserve is commanded by the Chief of the Air Staff and is an integral part of the Total Air Force. The Air Reserve functions more like an auxiliary force than one that provides a military capability in reserve. Air Reservists provide on-going support to the day-to-day operation of the Air Force in ongoing routine tasks as well as on deployed operations.

20. Air Force establishments comprise both regular and reserve force positions. Air Reservists are fully integrated with regular force and civilian staff in the Air Staff at National Defence Headquarters (NDHQ) in Ottawa and at 1 Canadian Air Division Headquarters (1 CAD HQ) in Winnipeg. Members of the Air Reserve are employed, primarily on a part-time basis along-side their regular force counterparts at Air Force wings, squadrons and units across the country. Reserves also comprise a significant portion of the Air Force's project staffs. Although all Air Force units are now Total Force, three flying squadrons are "reserve-heavy" with reserve force commanding officers.

21. The requirement for Air Reservists to meet Total Force training standards reflects the fact that personnel are expected to maintain a high level of readiness to fulfill the day-to-day tasks of the Air Force. Although most air environment and support occupations are open to all applicants, for some occupations (e.g. pilot), the Air Force targets already qualified personnel. That could include former members of the Regular Force, or civilian candidates whose qualifications equate to those of the applicable military trades. This is primarily to avoid the problems inherent in attempting to train and develop large numbers of part-time personnel to regular force standards.

22. Air Reserve personnel provide both operational manning and backfill for deployed full-time Air Force personnel. The average employment of 10-12 days each month is indicative of level of support provided by the Air Reserve. This average has been moving upwards in recent years as a result of increased demand for operations. Many Air Reservists have assisted in UN, NATO, and domestic operations to providing relief to Regular Force air and ground crews and support personnel. Further information on the Air Reserve can be found at www.airforce.forces.ca/air_reserve/index_e.asp

Communication Reserve

23. The role of the Communication Reserve is to contribute to generating combat capable Communication and Information System (CIS) elements and Information Operations (IO) support elements to augment Canadian Forces Operations at home and abroad. In essence the Communication Reserve sees itself as a force generator for the Canadian Forces, both at the individual and the detachment level for Communication and Information Systems augmentation, as well as the more specialized electronic warfare capability, which contributes more directly to the IO function.

24. The Communication Reserve is commanded by the Assistant Deputy Minister – Information Management (ADM(IM)). There are 23 units located throughout Canada and grouped regionally under the command of five Communication Group Headquarters. The units are located across the country and integrated into the Army area structure. The rationale is the army is the primary user of Communication Reserve personnel and the Army command structure is also the one usually used to respond to domestic emergencies. Peacetime tasks include the operation of the national Information Management (IM) strategic infrastructure, operation of Army IM systems, and manning of two Transportable Tactical Command Centres for maritime commanders on each coast. Each of the Communication Groups is tasked to provide national command and control information systems (NCCIS) light detachments which are capable of providing basic strategic communications services. These services are provided using both satellite and high frequency radio equipments. Detachments may be tasked on short notice to operational level commanders in the event of a domestic crisis. They give the operational commander portable secure means to access the national command and control systems while deployed. Each unit in the Communication Reserve also has a limited ability to supply tactical radio detachments. These are capable of providing localized support to domestic emergencies in addition to supporting normal training activities.

25. While the Naval Reserve and the Air Reserve train to Total Force standards for the vast majority of their trades, the Communication Reserve does business a little differently. The training is the equivalent to Regular Forces standards up to the journeyman level (or for officers, the functional level). The rationale is that equivalent training in the CIS trades is time consuming and the majority of the augmentation requirement for trade specific skills is at or below the Master Corporal level for non commissioned members and Captain level for Officers.

26. The Communication Reserve is operationally active for its size, when one considers that it comprises about one half of the positions within the ADM(IM) Group, the rest of which are full-time Regular Force positions. The Communication Reserve provides the same level of support to deployed operations, despite the fact that it is a part-time organization. Further information on the Communication Reserve can be found at www.img.forces.gc.ca/CommRes/index_e.htm

Health Services Reserve

27. The Canadian Forces centralized the command of all Regular and Reserve health services units and personnel under a single command Headquarters called Canadian Forces Medical Group Headquarters (CFMGHQ) subsequent to a review conducted in 1999. Prior to that the Health Services Reserve was integrated with the Army Reserve and the Air Force and thus commanded by those environmental commanders. Centralization of all health services enables a greater flexibility in targeting resources towards meeting routine and contingency operation requirements, the delivery of in-garrison health care, maint of standards and support to training. Although The Army and Air resources now come under full command of CFHSG, the units and their personnel will retain their close ties to the Army and the Air Force as they continue to provide Medical support under their new Health Services chain of command.

28. There are two primary organizations within the Health Services reserve:
- a. field ambulance units which provide pre-hospital support (analogous to civilian ambulance service). They are company-sized organizations that function within the

Army structure. There are 14 of them. The Reserve Field Ambulance establishment was standardized in 2004 with a view to provision of routine support to facilitate growth and augmentation capabilities. The rationalization also added clinical positions within the Field Ambulance structure to include Medical Officers, Nursing Officers, Dental personnel and pharmacologists;

- b. the Health Services Group Primary Reserve List which provides intra hospital clinicians; and
- c. within the Air Reserve there also are about 100 reserve medical and dental personnel.

29. With the increase in operational tempo, and a corresponding shortage of Health Services personnel, it became necessary to shift the recruiting focus of the Health Services Reserve to colleges producing paramedics and Licensed Practical Nurses, as well as targeting personnel who are currently licensed and practicing Medical Officers & Nursing Officers. The higher skill sets associated with these occupations decreases the time required to produce deployable personnel. Previously the target recruit group was high school and university students in general. While enthusiastic, generally some of the target group had difficulty comprehending the science aspect of medical technician training. The result was an approx 25% annual attrition rate resulting in waste of tax dollars and continuous training at the basic level.

Specialist Capabilities

30. There are also opportunities for Legal and Public Affairs Officers and Chaplains within the reserve component. Generally their role is to augment Canadian Forces resources. These Officers are expected to maintain contact with applicable professional associations and societies to foster the advancement of their occupations. Their careers largely mirror those of regular force officers subject to the requirement that their work is usually undertaken on a part-time basis.

31. While Reserve specific roles and missions are expanding and will serve to contribute to operations in the future, the single operational capability currently met solely from within Canada's Reserve Force is for port security/coastal defence. The Naval Reserve provides all harbour defence units, naval control of shipping units and Maritime Coastal Defence Vessels capable of mine clearance operations. There are also individuals with applicable civilian skills in combination with Reserve training that have been used in previous and current missions. These include specialists in law enforcement, emergency preparedness and response, medical and dental, science and technology.

Training.

32. Members of Canada's Total Force are expected to perform their assigned tasks to the same standard. This means simply that reservists are trained to use the equipment and fulfil the roles and missions assigned to them. Reservists are not necessarily expected to be trained to the same breadth as members of the Regular Force. Because Reserve personnel do not perform the variety of tasks expected of a member of the Regular Force because they are not trained to the same breadth. That said, many of the occupational specifications are now the same for both and skills are now trained to the same standard. In general, initial training of Reserve Force Officers will bring them to the same level as their Regular force counterparts and they will be able to effectively carry out the functions of a

junior officer (eg. platoon commander). This has had a positive impact on component transfers and full time employment opportunities to augment the Regular Force. It is not necessarily good for the Reserves, especially in the longer term.

33. Primary Reservists have an obligation to train annually. Reserves may be ordered to train each year up to:

- (a) 15 days of “full time” training or service; and
- (b) 60 days “part - time” training or service.

34. Part-time training is normally conducted as individual training to meet trade or general specifications or to maintain skills (such as annual weapon qualification or first aid certification), while the two week annual training is normally utilized as an opportunity for collective training. Courses must of course be structured to accommodate demands of a civilian career/school and family. Courses are modularized in two-week blocks whenever possible and distributed learning is used when feasible. That does not usually extend to courses as basic training or initial trades training. Training is delivered by variety of means including simulators, computers and distance learning. The combination of pre-course distributed learning followed by a residence training period is becoming much more common as are opportunities for reservists to attend international training courses and exercises.

35. Reserve personnel are included in periods of pre deployment training when they volunteer for service on operations. Standards are set consistent with 30-60 days of work up training prior to operational deployment.

36. Procedures for granting of military qualifications for civilian skill sets have been implemented for a limited range of military occupations. It is intended that the range of skills will be expanded as the program gains more recognition and more requests are received.

Total Force

37. In 1987 the Canadian Forces started the move toward a Total Force structure. Within that Total Force structure, both the Regular and Reserve components now directly support the ongoing peacetime tasks and activities of the Canadian Forces. Indeed, the Reserve Force actually performs some tasks that are not performed by Regular Force members. The Naval Reserve, for example, is mandated to perform a full-time operational role through the manning of the Maritime Coastal Defence Vessels.

Compulsory Service

48. The National Defence Act gives the Governor in Council (cabinet) the authority to place the Reserve component of the Canadian Forces on Active Service. Active Service means continuing full-time military service. The Minister of National Defence has the authority to call out the Primary Reserve for a period of full-time service to perform any lawful duty in an emergency. Emergency is defined as insurrection, riot, invasion, war or armed conflict. When called out under such circumstances, Reservists civil employment is protected by legislation. There is currently no contemplation of expanding the legislation to include other circumstances.

Employer Support

39. In May 2004, Royal assent was received for the Public Safety Act, which contained legislation for “Reinstatement in Civil Employment” for Reserve personnel called out for compulsory service in the event of an emergency. In all other circumstance the Canadian Forces Liaison Council (CFLC) will continue to take measures to solicit employer support to enhance the availability of Reserve personnel for training and for employment on operations. To date more than 4400 Canadian employers have indicated support for their employees participation in the Reserve. 44% of those employers have indicated a willingness to pay salary differential during periods of Reserve service where the member’s military rate of pay is less than their civilian wage. 3900 supporting employers are willing to give in excess of two weeks leave for attendance at training activities, and 53 % are willing to give Reserve employees unpaid leave for up to 12 months to allow for employment on CF operations. For more information on the CFLC visit www.cflc.forces.gc.ca/

40. Further information on the Canadian Forces can be found at www.forces.gc.ca