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CANADIAN ARMY PRIMARY RESERVE RECRUITING INITIATIVES

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AIM

1. The aim of this service paper is to present the current Concept of Operations for the Canadian Army (CA) Primary Reserve (PRes) recruiting process and examine how to enable the evolution of the partnership with the Canadian Forces Recruiting Group (CFRG) in order to meet requirements established by Military Personnel Command (MPC).

INTRODUCTION

2. In the last Report on Plans and Priorities for the Department of National Defence (DND) and the Canadian Armed Forces (CAF), the second strategic outcome outlined how Defence has to remain prepared to deliver national defence and services. Specifically, the *Sub-Program Military Personnel Recruitment* enables the *Defence Capability Element Production* by providing “an adequate and sustained supply of military personnel.”¹ As stated in the report, the performance measurement for recruitment as of March 2015 indicated that 97-101% of the Regular Force (Reg F)

¹ **Program 4.0: Defence Capability Element Production:** “A fundamental focus of the *Defence Capability Elements Production* Program is to provide an adequate and sustained supply of individual military personnel and materiel in the near-term and over long-term time horizons so that they can be integrated to produce force elements within the *Defence Ready Force Element Production* Program.”, **Sub-Sub-Program 4.1.3: Military Personnel – Recruitment:** “The *Military Personnel Recruitment* Program sustains Defence by directly enabling the *Military Personnel Regular Force Portfolio Management* Program and the *Military Personnel Reserve Force Portfolio Management* Program by ensuring that the needs of the military establishment and military occupations are met.” In: Government of Canada, “National Defence and the Canadian Armed Forces. Department of National Defence and the Canadian Armed Forces - Report on Plans and Priorities 2014-15 Section II: Analysis of Programs by Strategic Outcomes,” accessed 02 February 2016, http://www.forces.gc.ca/en/about-reports-pubs-report-plan-priorities/2014-analysis-programs-strategic-outcome.page#p4_1.

external Strategic Intake Plan (SIP) was filled. The planning recommendation to support this organizational priority centers on the implementation of the Defence renewal plan:

As part of the Defence Renewal plan, Defence will re-align the Canadian Armed Forces (CAF) recruiting process with a view to ensuring the CAF has the capacity to achieve and sustain its recruiting targets in accordance with the external Regular and Reserve Force strategic intake plan.²

Of note, the performance measurement disclosed in the 2014-2015 report only refers to the Reg F; it did not provide an assessment of PRes recruiting. To support the total Force structure requires that the CAF generates sufficient numbers of personnel for both the Reg and Res Forces. The primary role of the reserve is “(...) to provide augmentation, sustainment and support to deployed forces, and also to provide a base for expansion or mobilization.”³ Furthermore, the Commander MPC⁴ stated that recruiting is one of five strategic pillars that support operational capability.⁵ At the operational level, CFRG is responsible to recruit “(attracting, processing, selecting and enrolling) Canadian citizens to join the Regular Force; and to process the requests of Canadian citizens who wish to join the Primary Reserve (...).”⁶ Key to this definition is that CFRG is only responsible for the processing of the PRes applicant files; the CA is responsible to attract, select and enrol its members. A Service Level Agreement (SLA) exists between the CA and MPC

² Ibid.

³ Government of Canada, “National Defence and the Canadian Armed Forces Archived - The Canadian Forces Reserve,” accessed 02 February 2016, <http://www.forces.gc.ca/en/news/article.page?doc=the-canadian-forces-reserve/hnlhlxav>.

⁴ The Commander Military Personnel Command (MPC) was formally referred to as Chief of Military Personnel (CMP).

⁵ Government of Canada, “National Defence and the Canadian Armed Forces - Chief of Military Personnel, 18 November 2015,” accessed 02 February 2016, <http://www.forces.gc.ca/en/about-org-structure/chief-military-personnel.page>.

⁶ Government of Canada, “National Defence and the Canadian Armed Forces Archived – Canadian Forces Recruiting Group, 9 May 2007,” accessed 02 February 2016, <http://www.forces.gc.ca/en/news/article.page?doc=canadian-forces-recruiting-group-cfrg/hnps1twz>.

concerning CA PRes Recruiting.⁷ This document defines the respective responsibilities of the two organizations. It also identifies the future direction that the CA will take to accelerate the recruiting process: “Organize the CA PRes recruiting process to achieve Strategic Intake Plan (SIP) objectives, reduce processing time (...).”⁸

3. The time to process applicants remains an ongoing concern that garnishes considerable attention and scrutiny. CFRG continues to seek ways to improve efficiency.⁹ Processing time, however, is a function of factors, some outside the control of the recruiting system. For example, the willingness of applicants to provide source documents or commit to the recruiting process. In other cases, additional medical verifications are required from civilian medical practitioners or outside of Canada security checks must be performed. Regardless of the reason, processing time remains a concern and the CA PRes and has established some objectives:

CA PRes applicants will be processed in an average of 60-90 days or less (for a file that does not have a “medical” or a “security” issue); time starts upon creation of a Complete File (as per para 6c) and ends with the return of the applicant file to the PRes unit for the enrolment ceremony. In addition, processing is at the right time in the training calendar, and CA PRes Force Generation requirements are achieved. If the decline of CA PRes strength is to be halted and growth initiated, it is imperative that all organizations involved in CA PRes recruiting make a concerted effort to resource and prioritize efforts to ensure the future stability of the CA PRes.¹⁰

⁷ Canadian Army and Military Personnel Command, *Service Level Agreement Between the Canadian Army and Military Personnel Command Concerning Canadian Army Primary Reserve Recruiting. Version 19 Dec 2015 Final*. (To be signed).

⁸ *Ibid.*, p. 2.

⁹ Fariya Syed. *Research for the Canadian Forces Recruiting Project*, Paper presented at the International Applied Military Psychology Symposium, Prague, Czech Republic, June 2001.

¹⁰ Canadian Army and Military Personnel Command, p. 3.

In response, the CA PRes and CFRG are exploring means to achieve these objectives to include a second look at their respective roles and responsibilities and where greater synergy can occur. This paper describes the Concept of Operation for CA PRes recruiting and highlights the current partnership between the CA and the CFRG through each step of the recruiting process. Second, each processing step will be reviewed in terms of potentially devolving responsibility for it from CFRG to the CA, taking into consideration the level of associated risk. The critical factors to assess the feasibility of divesting recruiting functions to the CA PRes are primarily the importance of ensuring national selection standards and maintaining the security of the recruiting process. This analysis will provide greater understanding of the recruiting process and propose options to enable “(...) the evolution of the partnership so that it can effectively address unforeseen challenges and capitalize on opportunities as they arise within capabilities.”¹¹

DISCUSSION

Concept of Operation for CA PRes Recruiting

4. The phases of the recruiting process are: attraction, processing, selection and enrolment. From the moment a prospect decides to join the CAF to the start of the processing phase, the responsibilities between CA PRes and CFRG are shared. The CA PRes conducts recruiting events to attract prospects. Once the prospect submits an application (on-line),¹² CFRG conducts an initial assessment of eligibility to confirm that

¹¹ Ibid., p. 2.

¹² In 2014, the CAF adopted an on-line application tool, *the e-DND 2170 Canadian Armed Forces Employment Application*. All prospects to the CAF, Reg F and PRes have to complete an E-Application to initiate the recruiting process.

the minimum requirement for age, citizenship and education are met.¹³ This assessment is based on self-report information provided on the E-Application form and is verified later in the process. At this step, CFRG also identifies duplicate applications as some prospects submit several. This process is conducted within 48 hours. Once completed, the file is sent to the CA PRes to initiate the collection of source documents. This concludes Phase I of the CA PRes process. At Phase II, the reserve unit contacts the prospect to “(...) collect source documents for Prior Learning Assessment and Recognition (PLAR) processing, initiate PLAR, identify Pre-security assessment (Pre-Sec) requirements and conduct the Fitness for Occupational Requirements of Canadian Armed Forces Employment (FORCE) evaluation (CAFPRAPFE).”¹⁴ The Reserve Unit Recruiter (RUR) is responsible to assemble a complete applicant file¹⁵ and forward it to the Canadian Forces Recruiting Center/Detachment (CFRC/Det) for Phase III processing. Phase III consists of testing (i.e., the Canadian Forces Aptitude Test (CFAT) and the Trait Self Descriptive Personality inventory (TSD-PI)), drug screening, medical, Reliability Screening (RS) and an interview. The CFRC/Dets conduct Phase III to confirm the applicant suitability for enrolment and ensure that the file is complete. The file is then returned to the Pres unit for

¹³ Government of Canada, “QR&Os: Volume I - Chapter 6, Qualifications for Enrolment,” accessed 02 February 2016, <http://www.forces.gc.ca/en/about-policies-standards-queens-regulations-orders-vol-01/ch-06.page>.; Government of Canada, “National Defence and the Canadian Armed Forces - DAOD 5002- 1, Enrolment,” accessed 02 February 2016, <http://www.forces.gc.ca/en/about-policies-standards-defence-admin-orders-directives-5000/5002-1.page>.

¹⁴ Canadian Army and Military Personnel Command, p. 3.

¹⁵ “Complete file: The Canadian Armed Forces Employment Application (DND 2170) with source documents IAW Work Instruction (WI) 3.3.34 (certified true copies of proof of citizenship, birth certificate or citizenship certificate), government issued photo identification and academic transcripts, original DND Personal Data Verification Consent Form (PVF), Personal Screening, Consent and Authorization Form (TBS/SCT 330-23), Pre-Enrolment Security Clearance Pre-assessment Questionnaire (DND 2977), CAF Primary Reserve Applicant Physical Fitness Evaluation (DND 2212) and CAF Primary Reserve Applicant Physical Fitness Evaluation Physician Referral Report (DND 4017 when applicable).”, in : Ibid.

Phase IV; applicants are selected and enrolled. The next section examines each processing step from this concept of operations and outlines necessary conditions that the CA PRes must meet if they wish to assume additional responsibility for the recruiting process.

Phase I: Attraction

5. The CA recognized that it was not generating sufficient applicant numbers to meet their intake requirements. Although regional differences existed, it was not uncommon that the attraction function was not assigned to staff fully dedicated to this function. As a result, in May 2012, the CA created 117 full-time RUR PRes positions.¹⁶ “The intent was to bring the Army Reserves, which is significantly below its preferred manning level, to a healthy strength by 2018.”¹⁷ It took more than 18 months to achieve this objective.¹⁸ The CGB was responsible for the selection of the RURs. The Canadian Forces Training Development Center (CFTDC) designed a shorter hybrid version of the Reg F recruiter course that was tailored to meet the specific functions of a RUR. In 2013, CFTDC regionally delivered the first RUR training serials (a 5 day residential module) and local standard performance checks were conducted at the CFRC/Dets (5.5 day on-job-training (OJT)). As a result, 88 RURs successfully completed the residential module; to date,

¹⁶ Lieutenant-general Peter J. Devlin, *Annual Directive – Recruitment and Manning for the Army Primary Reserve – 2013-2014* (Commander Canadian Army, National Defence Headquarters: file 5671-6 (G1 Plans), 30 May 2013), para. 4.b, 8 a. (4), 8. B. (6) and 11.

¹⁷ Lt(N) C.N. Topping and Major M.A.J Belanger, *Briefing Note for the Commander of CFSTG- Army Reserve Unit Recruiter Training Requirements* (Canadian Forces Base Borden, 3 Dec 2013).

¹⁸ Ibid.; Major Sandra Lemieux 5000-1 (C Army / G1 Plans 1), *Record of Discussion of the Canadian Army Coordination – Reserve Recruiting – Held at 110 O’CONNOR ST, 6th Floor, Conference Room D615 from 13H30 to 1600 HRS on 19 June 2013* (Ottawa: file: 5000-1 (G1 Plans 1), June 2013), Section 3. First Annual directive – Army P Res Recruiter.

achieving the OJT requirement remains a challenge. As such, the success of the CA PRes Attraction effort is debatable.¹⁹ It is difficult to quantify if the RURs employment contributed to the expected results of attracting more people and effectively hasten the initial recruiting process.²⁰ That the PRes is already responsible for attraction and that training is now provided, there is arguably less risk that applicants are not properly counselled as to what constitutes employment in the forces.

6. The desired end-state of the attraction process is the decision of the prospect to complete an online E-Application. This information is received by CFRG and processed in less than two days by a small team of trained recruiters with expertise in eligibility assessment (ace), and who can identify members with previous service who will require PLARs and waivers for re-enrolment. This team has proven to be highly efficient and reliable. This function could be transferred to the CA PRes; however, they would need to build this expertise. The method to manage applicant data would also have to be shared in order to track (and avoid) situations where applicants submit multiple applications. With respect to applicants with previous experience, the PLAR process requires early identification; if not captured at the outset it can result in extensive processing delays and an increase in queries or grievances related to pay and qualifications if not correctly

¹⁹ “The RURs should be detached under TACON to local CFRCs/Dets in order to ensure quality and application of recruiting goals and policies as well as to leverage resources/installations and/or maintain qualifications. These personnel however must operate within the recruiting policy and standards framework administered through various CFRG technical channels (e.g. the Recruit Personnel Selection Officer for the conduct of applicant testing an assessment). CFRG is responsible to uphold recruiting standards as it pertains to applicant processing activities,” in: Canadian Army and Military Personnel Command, p. 8 para 12.; See also: Ibid., para 13.

²⁰ In fact, according to CFRG HQ average data for processing PRes Unskilled from application to CFAT was 51 days in 2013 as oppose to 81 days for the 1st quarter 2015-2016. In: CFRG, “HQ Comds Brief - Processing Data. January 2016,” unpublished. (obtained with permission of CFRG HQ DCO)

processed. The risk involved with the assessment of age is moderate and the consequence of error could be the enrolment of applicants who are not of the appropriate age or lack the required education.

Phase II: Initial Process

7. This phase commences when the RUR contacts prospects to compile the source documents for submission to CFRG. The RUR is also responsible to identify Pre-Sec requirements, which consist of the early “identification of individuals who, if enrolled, could present a threat to national security or find their employment restricted due to security clearance limitations.”²¹ For these reasons, it is mandatory to submit a request to the Personnel Security Screening Office (PSSO), an external agency, who will conduct and provide Pre-Sec assessment results. The CAFPRAPFE is a unique step in the PRes recruiting process (it is not required for Reg F applicants) and is the responsibility of the reserve unit to administer.²² Once source documents and fitness testing is complete, the files are forwarded to CFRG for Phase III. Since, the PRes already maintains these functions, no divestment of responsibility is required. To save processing time, however, consideration could be given to eliminate the CAFPRAPFE, as was done for the Reg F.

Phase III: Assessment and Evaluation

8. Director Personnel Generation Requirements (DPGR) is the “(...) policy authority for personnel selection development, advice and support”, that includes issuing recruiting and selection policies. DPGR-4 is the “(...) technical authority for the personnel selection

²¹ Canadian Army and Military Personnel Command, p. 4.

²² Note: Director General Morale and Welfare Services (DGMWS) are responsible to approve the CAFPRAPFE, certify instructors, and maintain the standards.

process and practice”; responsible to maintain the control of psychological testing, issue selection directives that are evidence-based, and ensure the effectiveness of the recruiting selection model.²³ Currently, the CFRG Standards Personnel Selection Officer (PSO) is responsible for

(...) issuing and monitoring standards, specifically, for: recruiting and selection practices, report writing and scoring procedures in recruiting centres and detachments; and ensuring quality control of CFAT testing and security at recruiting centres and detachments; conducting standards visits with unit PSOs to ensure that appropriate selection tests, measures, reports and procedures are in compliance with CFRG recruiting directives and other directives issued by the DPGR 4.

The first step in applicant suitability assessment is testing. Testing consist of the CFAT and TSD-PI. The requirement for the security of these tests is critical. If compromised (i.e., placed on the internet), the entire CAF selection system would be jeopardized. To lessen the risk of compromise, the PRes would need to maintain trusted test practices and implement necessary test security protocols. To do so would require the CA PRes to employ qualified Test Administrators (TA). They would also have to build test facilities that meet approved standards and train personnel to counsel applicants on test and re-test policy. It is possible that taking this step could facilitate the CA PRes process, especially in remote locations;²⁴ however, the risk associated with this transfer of responsibility is high. The security of the tests, in conjunction with DPGR direction, is paramount.

²³ Government of Canada, “National Defence and the Canadian Armed Forces - DAOD 5002-5, Canadian Forces Personnel Selection,” accessed 02 February 2016, <http://www.forces.gc.ca/en/about-policies-standards-defence-admin-orders-directives-5000/5002-5.page>.

²⁴ Because CFRG reduced his geographical footprint by closing 13 Detachments, there could be a delay to have access to CFAT testing in certain areas of the country due to their proximity to a recruiting CFRC/Det.

9. The Military Career Counselor (MCC) is an officer²⁵ who has completed extensive training²⁶ before being certified to conduct interviews, administer the Non-Prescription Drug Use questionnaire and counsel applicants. To transfer this recruiting function to the CA PRes, DPGR would have to be consulted to formalize the reporting structure on technical selection matters.²⁷ The SLA indicated that: “The number of MCCs that will be qualified/certified should be limited to two (2) per CBG during the initial year of this SLA.”²⁸ This indicates an intention to increase the number of MCCs and extend the partnership with CFRC/Det. To be successful, PRes MCCs need to be trained and monitored to ensure compliance with selection standards. The risks of transferring these responsibilities are moderate and include: the potential compromise of the interview protocol; and, if not properly trained, errors in applicant assessment and a decrease in selection standards.

10. All applicants must complete a medical evaluation; this step is under the authority of the Directorate General Health Services (DGHS). At the moment, the CFRC/Dets are responsible to conduct the medical.²⁹ The CA PRes intends to explore the possibility to outsource this service to “(...) civilian clinics, as identified by Canadian Forces Health

²⁵ Under certain conditions, other ranks may be considered based on training and experience. Because certain conditions are in place to ensure that the MCC certification remains current (i.e. maintaining an active role as a MCC and conducting interviews on a regular basis), it is preferred that MCC responsibilities are conducted by personnel on full time service (Res F or Reg F).

²⁶ The residential MCC course is delivered by CFTDC (10 days) twice a year and is followed by an On-job training (OJT) at the local CFRC (3 to 6 months full time). See: Canadian Forces Training Development Center, *Military Career Counselor Qualification Standard* (Canadian Defence Academy, CFB Borden, 2015).

²⁷ Government of Canada. DAOD – 5002 – 5. Section 4.

²⁸ Canadian Army and Military Personnel Command, p. 5.

²⁹ “(...) where CFRG has indicated that they can no longer provide timely medical support to meet the stated intent of an average 60-90 day processing time.” Ibid, p.15.

Services Group (CF HSvcs Gp) Res,”³⁰ to help speed up medical processing. To further divest this function to civilian medical practitioners can only be done with the support of DGHS. The risk, however, is whether civilian contractors will guarantee adherence to established medical standards.

11. Once all the previous steps have been conducted and the applicant is found suitable, Reliability Screening (RS) is initiated.³¹ The CA PRes intends to eventually assume responsibility for the RS process; have the ability to submit requests (via Web Security Clearance Processing System (WebSCPS)) for a Criminal Record and Name Check (CRNC) and background check.³² The granting authority for RS is CFRG/CFRC/Dets. If this function was to be transferred to the CA PRes, access to Web Security Clearance Processing System (WebSCPS) would be required. In addition, the PRes would have to acquire the expertise required to make a determination as to whether or not to grant RS as well as establishing a process, similar to the Reg F, to deal with adverse applicant information. The risk involved is moderate to high. Clearly, it would not be in the interest of the CAF to enroll a person deemed unreliable or untrustworthy.

12. The timeline to conduct Phase III seems to have improved considerably.³³ Although, too early to draw conclusions, it appears that recent adjustments to the

³⁰ Ibid. p. 15.

³¹ “A systematic method of confirming that an individual can be expected to be reliable and trustworthy in the performance of duties and in the protection of the assets and interests of the CAF and its personnel. RS is a mandatory condition of enrolment in the Reg and Res Force.” Ibid., p. 4.

³² “A query based on the name and date of birth of an applicant used to determine the possible existence of a criminal record.” In: Ibid. The CRNC and background check is contracted to an external agency and this process takes on average 5 days.

³³ CFRG. CFRG data indicated, that the medical and the interview processing time went down by 65%: the number of days reported in 2013 was 46 compared to 16 days for the 1st Quarter 2015/2016.

recruiting process have proven beneficial.³⁴ That said, it may remain prudent to leave this part of the process, at least initially, with CFRC/Dets given the associated risk.

Phase IV: Selection and Enrolment

13. Upon completion of Phase III and on receipt of the file from CFRC/Dets, the CA PRes is responsible to select and enroll applicants. Should an applicant wish to change their occupational choice during the recruiting process, it can “only be done in consultation with the CFRC/Det and a re-assessment could be required.”³⁵ Of note, since 2012, the CA PRes worked to improve Phase IV processing timeline: selection and enrolment went from 74 days (2013) to 23 days (last report).³⁶

CONCLUSION

14. The Concept of Operation for CA PRes Recruiting is evolving. They have identified areas where more responsibility for the recruiting process could be assumed. Successful divestment to the PRes requires, however, that they build the necessary capacity (e.g., obtain test rooms and WebSCPS access) as well as train personnel to an acceptable standard to ensure compliance with established selection standards. Divestment comes with risk, risk that can be minimized if the transition is carefully planned and coordinated. The first initiatives, already under implementation, consist of

³⁴ One factor might be the change with the RS process. In 2013, the RS was initiated before the interview and the time to grant the RS was accounted for in the data for the interview. By comparison of total time for RS, medical and interview, there is still a significant improvement, passing from 53 days in 2013 to 41 days in 2015/2016. Also, the Recruiting 2016 Project included the implementation of the Canadian Forces Recruiting Information Management System (CFRIMS) 2. This tool captures prospect and applicant personal data required for all recruiting phases, and any pertinent information essential from an Admin and Command & Control perspective. This tool allows a better follow up on applicants that are processed.

³⁵ Canadian Army and Military Personnel Command, p. 12.

³⁶ CFRG.

increasing the RURs administrative duties to include: a) the initiation of the PLAR and the Pre-Sec (Phase II); and, b) the initiation of the RS by the CA RURs (Phase III).³⁷

Another portion of Phase II that could save time and resources, with minimal risk involved, would be to eliminate the CAFPRAPFE.³⁸ It is in Phase III where the greatest risk exists. Without exception, test security must be maintained – TAs must be established and they require the necessary training to ensure the tests are not compromised. As mentioned, a test compromise could jeopardize the continued use of the existing CAF selection model – both for in-service selection and external recruiting. The intent is also to employ PRes MCCs in the spring 2016. These MCCs, once hired and trained will increase the recruiting systems capacity to enrol more applicants.³⁹ Similarly, the outsourcing of some medical processing will increase recruiting capacity (albeit, additional financial resources are required).

15. The transfer of recruiting functions across organizations will undoubtedly take time. That said, both CFRG and the PRes have demonstrated the willingness to collaborate on this enterprise. Mistakes will be made, lessons will be learned, and solutions will be found.

³⁷ “(...) 22. NLT 31 March 2016, the following elements will be fully implemented : (...) c. CA RURs, after receiving delta training at the CFRC/Det level, will Initiate PLAR and Pre-sec; and d. CA RURs, after receiving delta training at the CFRC/Det level, will initiate RS and completion of enrolment docs.” See: Ibid., p. 15. Because of sensitive data and potential for errors, RURs must receive delta training.

³⁸ This is current practice for the Reg F recruiting process. CAFPRAPFE is administered during the recruit initial training and is conditional for successful qualification of the Basic Military Qualification (BMQ) and the Basic Military Officer Qualification (BMOQ).

³⁹ MCC resources at CFRC/Dets are already in place and are generally not at maximum capacity for processing. Also, the CFRC/Dets can count on the network to support each other in case the flow of required interviews to process would exceed the local capacity. As previously mentioned, data for 1st Quarter 2015/2016 demonstrated an Interview and Medical combined processing time of 16 days.

RECOMMENDATION

16. That the PRes continue to collaborate with CFRG, in the spirit of the SLA, to further explore means to increase the capacity to process applicants in a timely manner and ultimately, meet their SIP objectives.

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