

## Archived Content

Information identified as archived on the Web is for reference, research or record-keeping purposes. It has not been altered or updated after the date of archiving. Web pages that are archived on the Web are not subject to the Government of Canada Web Standards.

As per the [Communications Policy of the Government of Canada](#), you can request alternate formats on the "[Contact Us](#)" page.

## Information archivée dans le Web

Information archivée dans le Web à des fins de consultation, de recherche ou de tenue de documents. Cette dernière n'a aucunement été modifiée ni mise à jour depuis sa date de mise en archive. Les pages archivées dans le Web ne sont pas assujetties aux normes qui s'appliquent aux sites Web du gouvernement du Canada.

Conformément à la [Politique de communication du gouvernement du Canada](#), vous pouvez demander de recevoir cette information dans tout autre format de rechange à la page « [Contactez-nous](#) ».

CANADIAN FORCES COLLEGE / COLLÈGE DES FORCES CANADIENNES  
CSC 30 / CCEM 30

EXERCISE/EXERCICE ...

**Master of Defence Studies Research Project**  
**Canadian Forces Human Resource Management – Time For a Change in Approach**

By /par Maj Z.D Myshkevich

*This paper was written by a student attending the Canadian Forces College in fulfilment of one of the requirements of the Course of Studies. The paper is a scholastic document, and thus contains facts and opinions which the author alone considered appropriate and correct for the subject. It does not necessarily reflect the policy or the opinion of any agency, including the Government of Canada and the Canadian Department of National Defence. This paper may not be released, quoted or copied except with the express permission of the Canadian Department of National Defence.*

*La présente étude a été rédigée par un stagiaire du Collège des Forces canadiennes pour satisfaire à l'une des exigences du cours. L'étude est un document qui se rapporte au cours et contient donc des faits et des opinions que seul l'auteur considère appropriés et convenables au sujet. Elle ne reflète pas nécessairement la politique ou l'opinion d'un organisme quelconque, y compris le gouvernement du Canada et le ministère de la Défense nationale du Canada. Il est défendu de diffuser, de citer ou de reproduire cette étude sans la permission expresse du ministère de la Défense nationale.*

## **ABSTRACT**

This paper argues that the Canadian Forces (CF) must develop a new model of Human Resources Management (HRM) that acknowledges the requirement for a cadre of professional CF HRM practitioners. To do this a new occupation is required in the CF – an officer occupation devoted to HRM. The argument put forth first examines the contemporary HRM climate that includes the important link between HRM in organizations and organizational effectiveness. HRM competencies will be examined to illustrate that the HRM profession has unique qualities that support the necessity for a separate HRM occupation. Past failures of the CF HRM system will then be used to develop the argument for a cadre of professional CF HRM practitioners. The need to develop a new HRM approach will be linked to the strategic direction that has been provided by senior DND and CF leaders. A three-pillared model with a Human Resource Officer occupation as a core element will then be presented. This paper concludes that it is only through dedicated, professional CF HRM expertise that the current and future HRM challenges can adequately be dealt with.

The statement “people are our most important asset” has become a popular cliché. It would seem that such an important aspect of organizational life would therefore, garner significant, meaningful attention by organizational leaders. The Canadian Forces (CF) have acknowledged the importance of Human Resources Management (HRM) in developing military capabilities for the future by establishing HRM as a critical aspect in achieving strategic objectives.<sup>1</sup> Yet, attention alone is not enough to strategically position modern organizations to deal with future HRM challenges, as many organizations, the CF included, have painfully learned.

HRM has evolved in recent years, in part due to the fact that organizational effectiveness has been directly linked to how well organizations are able to cope with HRM issues.<sup>2</sup> The development of HRM as a profession, with associated competencies to deal with related issues, has been embraced by progressive organizations, in order to cope with current and projected HRM challenges. However, some organizations continue to pay minimal attention to the importance of a structured approach to HRM and as a result, are struggling to position themselves as an employer of choice in a continually competitive global environment. The CF have certainly experienced many of the HRM challenges such as recruiting and retention, that civilian organizations have dealt with. It is the CF’s response to these challenges that has been and continues to be questioned by military HRM professionals such as Captain (N) Okros of the Canadian Forces Leadership Institute and other CF personnel who have written extensively about the CF’s

---

<sup>1</sup> Department of National Defence, *Shaping the Future of the Canadian Forces: A Strategy for 2020* (Ottawa: DND Canada, 1999), 6.

<sup>2</sup> Monica Belcourt *et al*, *Managing Human Resources* (Toronto: Nelson Canada, 1996), 31.

HRM challenges.<sup>3</sup>

From a HRM perspective, the CF shares many of the same organizational concerns as any other large corporation. The CF must compete for suitable personnel in Canada and abroad. If the CF are going to be “a profession of choice” then competition for people will be challenging as Canadian demographics change in future years.<sup>4</sup> Although the CF are not a profit oriented organization, it must still deal with financial realities that limit how much money can be spent on various programs – HRM included.

Benchmarking is defined as “a systematic process for examining the products, services and work processes of firms that are recognized as illustrating the best practices for organizational improvement.”<sup>5</sup> If the CF were similar to other large private sector organizations, it would make sense to adopt those progressive HRM systems and practices that have proven to be successful in the private sector.

Unfortunately, the CF have proven to be slow to accept HRM as a profession that requires people with specific education in HRM. In his address to senior HRM staff at National Defence Headquarters (NDHQ), Major – General J. Arp, the Acting Assistant Deputy Minister Human Resources – Military (ADM (HR-Mil)) stated that “[the CF] approach to HR Management was fundamentally flawed.”<sup>6</sup> He went on to argue that there

---

<sup>3</sup> Captain (N) Okros is a currently serving Personnel Selection Officer who is recognized in the CF as a subject matter expert in HRM. He has written extensively on the subject of CF HRM and is a strong proponent of establishing a more structured approach to HRM in the CF.

<sup>4</sup> Department of National Defence, *Canadian Forces Recruiting Group Commanders Conference Presentation 3-4 December 2001 Quebec City*. [CD ROM] (Borden: Canadian Forces Recruiting Group Headquarters, 2001).

<sup>5</sup> Gary Johns, *Organizational Behaviour: Understanding and Managing Life At Work* (New York: HarperCollins Inc., 1996), 219.

<sup>6</sup> Major-General J. Arp, *Opening Address At the Military Human Resources Management Course 20-24 October 2003*. [CD ROM] (Ottawa: ADM (HR-Mil), 2003 ).

was a lack of HRM knowledge in the CF and, more precisely, there was a lack of knowledge about the CF HRM system itself.<sup>7</sup> Although the CF has made reasonable progress to address HRM shortfalls over the past few years, it appears that the underlying problem affecting HRM in the CF has not been adequately dealt with. That is, the CF have failed to establish a cadre of professional HRM personnel to deal with related issues. Furthermore, until such time as the CF rectifies this fundamental flaw, it should expect to see continuing difficulty in dealing with strategic, operational and tactical HRM issues. This paper will propose a new model of HRM for the CF that acknowledges the requirement for dedicated, professionally educated CF HRM officers. It is only through a network of professional military HR practitioners that the CF will be able to manage its HR challenges.

Prior to proposing a solution to the HRM problems that the CF are experiencing, it must first be established that problems exist and that the problems have or will have a significant impact upon the CF. This theme will be brought up on numerous occasions throughout. This paper will commence with a discussion about the role of HRM in contemporary organizations. An important link between HRM and organizational effectiveness will be made that explains the progressive elevation of HRM in many successful organizations and as a driver of organizational success. Competencies will then be explored in an effort to further define what HRM is and its relationship to other organizational functions. The discussion of competencies is significant because it is the isolation of unique HRM competencies that becomes the engine that drives the requirement for a separate HRM occupation. Although there are many competency

---

<sup>7</sup> *Ibid.*

models to draw upon, there are similarities between them. One particular example, Monica Belcourt *et al*'s cluster model, will be selected to elucidate the relationship between competencies in general and those competencies found in CF HRM.<sup>8</sup>

The next section of this paper will examine the assignment of HRM competencies to a CF occupation. There has been some work done on this previously as well as a more recent initiative that will be expanded upon. Some recent history that has shaped the current CF HRM climate will then be discussed. An assertion that the CF HRM system is not adequately responding to the needs of the CF will be explored. In particular, some recent HRM failures will be highlighted to expose the nature of incomplete HRM planning and a lack of critical thinking. It is not the intention of this paper to undermine the positive focus and work that has been conducted by military and civilian personnel employed not only by ADM (HR-Mil), but throughout the CF. What will be offered is an alternate approach to handling HRM that will build upon the past success that has taken place.

Having established that there is indeed an unsatisfactory HRM situation developing in the CF, attention will be turned to the future HRM environment. Changing demographic pressures will further strain CF HRM and a snapshot of what can be expected, will be provided. It is this strategic aspect of HRM that is essential for organizations to master; therefore, some effort will be expended in describing the requirement for strategic thinking in HRM.

The model for HRM that will be offered in this paper focuses on the requirement to develop military officer HRM practitioners. To limit the scope of this paper, the role of

---

<sup>8</sup> Belcourt *et al*, *Managing Human Resources...*, 33.

non-commissioned members (NCMs) in the CF HRM system will not be addressed, although many of the issues and, hence, the comments in this paper are directly applicable to the NCM population.

Currently, civilian personnel participate significantly in CF HRM – the move to strengthen a military presence will be defended. HRM is not something that is exclusive to staff officers working in NDHQ. People at all levels in the CF – even in field units have an obligation to practice some aspects of HRM. This cooperative relationship will be explored to state the case that people at staff levels and line levels must work together to build a successful HRM system.

Some time will also be taken to explain a few of the alternate approaches to the CF HRM problems. The solutions to these alternate proposals will be critiqued. Additionally, a brief examination of the now defunct Personnel Administration (PADM) occupation, the only HRM occupation that the CF had, will be discussed.

Finally, a new CF HRM model will be proposed. At the heart of the model is the establishment of a cadre of professional military HRM practitioners – a new CF occupation called Human Resource Officers (HRO). The model includes three possible methods or “streams” that could be used to populate the new HRM occupation. These three streams will be described and, a career profile will be provided that could be used for the proposed new HRO occupation. The purpose of a career profile would be to establish that a new HRO occupation would be viable, offering members of that occupation the opportunity to develop professionally, as well as opening possibilities for promotion.



Faced with a vague future security environment and a changing Canadian demographic backdrop, the current Chief of the Defence Staff (CDS) has stated that the status quo, in terms of business practices within the CF, is no longer sustainable and that change is required if the CF are to remain relevant.<sup>9</sup> The CDS goes on to make a direct link between the future success of the CF and the need to make changes to the way in which people are managed. The Minister of National Defence (MND) has also enunciated his vision for the CF – stating “we must embrace change in our management of our people.”<sup>10</sup> The need for HRM change therefore, is no longer an issue for debate.<sup>11</sup> The question now becomes, how do we transform the CF HRM system to meet future challenges?

## **THE ROLE OF HRM IN MODERN ORGANIZATIONS**

To evaluate and establish changes to CF HRM, it is necessary to first examine some fundamental HRM principles and definitions. This will facilitate a clearer understanding of why HRM professionals are required in the CF. For many years HRM was referred to as “personnel management” and the functions associated with personnel management were in large part, isolated from each other and viewed as sub-systems of

---

<sup>9</sup> Department of National Defence, *A Time For Transformation: Annual Report of the Chief of the Defence Staff 2002-2003* (Ottawa: DND Canada, 2003), I-IV.

<sup>10</sup> John McCallum, P.C., M.P., “Minister’s Speech Embracing Reallocation, Embracing Change” (October 2003); available from [http://www.forces.gc.ca/site/Newsroom/view\\_news\\_e.asp](http://www.forces.gc.ca/site/Newsroom/view_news_e.asp); Internet; accessed 5 December 2003.

<sup>11</sup> The CDS and MND direction on HRM change exists in several documents. For one example see Department of National Defence, *Military HR Strategy 2020: Facing The People Challenges Of The Future* (Ottawa: DND Canada, 2002), i.

organizations.<sup>12</sup> Examples of these functions were recruitment, selection, and personnel utilization. All three of these functions are conducted in the CF.

The role of HRM in organizations has evolved and is now viewed as an integral part of an organization with broader HRM components all relating to each other and supporting the strategic objectives of the organization.<sup>13</sup> In other words, the role of HRM has been expanded and solidified within modern organizations to the point that HRM is accepted as an equal partner at the most senior levels and acknowledged as contributing directly to the productivity and performance of organizations.<sup>14</sup> This new role has placed added pressure upon HRM practitioners to provide strategic input to organizational planning and less time on the more routine, mundane aspects of HRM.<sup>15</sup> The notion of HRM being simply a sub-system has long been abandoned. The Home Depot, a large home and building products chain of stores, is an example of a proactive organization that has elevated the role of HRM in its organizational structure and has reaped the benefits of this approach. Home Depot President and CEO Robert Nardelli stated that his HRM executive “is not a backroom, second chair member of the staff.”<sup>16</sup> For example, Nardelli argues that by placing his HRM executive as an equal partner at the strategic table, he has been able to contribute to Home Depot’s positive performance, in a very

---

<sup>12</sup> Wendell L French, *The Personnel Management Process* (Boston: Houghton Mifflin Company, 1970), 3.

<sup>13</sup> Belcourt, *et al*, *Managing Human Resources...*, 4.

<sup>14</sup> *Ibid.*, 4.

<sup>15</sup> David Brown, “HR and the Workforce 10 Years From Now,” *Canadian HR Reporter* 16, no. 2 (October 2003): 2.

<sup>16</sup> Catherine Fredman, “HR Takes Centre Stage,” *Chief Executive* no. 193 (Nov 2003); available from <http://gateway.proquest.com>; Internet; accessed 1 December 2003.

competitive environment.<sup>17</sup> At Home Depot, important HRM issues are now brought to the executive table sooner and discussed with all senior leaders and business analysts. Senior HRM personnel are now even involved in discussions about Home Depot's suppliers as well as company processes and planning.<sup>18</sup> Solving HRM problems swiftly can mean savings in operating costs. More important in the context of this paper is that the introduction of this new concept is not exclusive to the private sector. The Canadian Government Public Service acknowledged the requirement to elevate and focus on HRM systems as far back as 1998.<sup>19</sup>

Belcourt *et al* provide a contemporary definition of HRM as being an “extension of the traditional requirements of personnel management, which recognizes the dynamic reaction of personnel functions with each other and with the strategic and planning objectives of the organization.”<sup>20</sup> This definition encompasses the modern, structured, systems approach to HRM. It also establishes the important link between HRM and organizational objectives, something that older “personnel management” concepts failed to do.

The word organization needs to be examined in its broadest sense in order to completely grasp the breadth and depth of HRM. “Organizations are social inventions for accomplishing common goals through group effort.”<sup>21</sup> Within that organizational context

---

<sup>17</sup> *Ibid.*

<sup>18</sup> *Ibid.*

<sup>19</sup> V. Catano *et al*, *A Framework For Effective Human Resource Management In The Canadian Forces : Report On Canadian Forces Human Resources System Review* (Ottawa: HDP Group, 2000), 10.

<sup>20</sup> Belcourt *et al*, *Managing Human Resources ...*, 4.

<sup>21</sup> Johns, *Organizational Behaviour: Understanding and Managing Life at Work...*, 5.

people are key components, working together, to achieve something. Therefore, whether the organization is a large multi-national private sector firm, a non-profit organization or a public sector organization such as the CF - each must deal with a host of HRM organizational issues that, from a broad perspective, are very similar. The CF have not been immune to the HRM difficulties experienced by many organizations. Examples such as: retention, recruiting, and performance management come to mind quickly.<sup>22</sup> Parallels can easily be drawn between the CF and other large Canadian organizations, especially at this broader level.

As organizations evolved in increasingly competitive times, the requirement for HRM professionals grew. Previously, HRM functions were in large part informal in nature and not much attention was paid to who should look after HRM or indeed, whether any training or education was required to perform HRM. As a growing body of knowledge accumulated about HRM and as the HRM functions became more specialized, it became evident that a more formal approach to HRM was required. This led to the professionalization of HRM throughout the 1970s and 1980s, and the development of HRM practitioners.<sup>23</sup> Additionally, HRM certification programs leading to professional designation such as Ontario's Certified Human Resources Professional (CHRP), gained popularity.

The CF also had a distinct officer HRM occupation charged with the responsibility of CF HRM up until the late 1990s. The PADM occupation was amalgamated with the Logistics (LOG) occupation at about the same time that

---

<sup>22</sup> Belcourt, *et al*, *Managing Human Resources...*, 4-5.

<sup>23</sup> *Ibid.*, 14.

professionalization of HRM was taking place in the private sector, as discussed in the previous paragraph. Therefore, at a time when private sector organizations were increasingly directing their attention at the professionalization of HRM and drawing a link between HRM and organizational effectiveness, the CF appeared to be moving in the opposite direction by doing away with the PADM occupation, despite the recommendations of a study commissioned by the CF to retain PADM and expand its role.<sup>24</sup>

The link between HRM and organizational effectiveness has become clearer. “Much has been written about the critical role of HR for achieving business goals and objectives, and there is a growing literature that shows HR policies, practices, and systems are related to a variety of financial and operational success indicators.<sup>25</sup> Many organizations have accepted the link between HRM and operational success. Earlier in this paper the relationship between the positive performance of Home Depot and its treatment of HRM was discussed. Some organizations were able to make this link many years ago. Texas Instruments implemented a number of HRM changes in the late 1980s, at a time when it was struggling in a highly competitive environment. The HRM changes and increased focus on HRM at Texas Instruments “helped Texas Instruments to remain competitive in the tough high-tech industry.”<sup>26</sup> In their discussion about organizational

---

<sup>24</sup> Dennis McLaughlin, *The CF Human Resources Management Framework Stud: Report On The Affinities And Affiliation Of The Personnel Administration Military Occupation Classification* (Ottawa: HDP Group, 1998), xi. McLaughlin argued that the CF did not make enough of an effort to properly prepare PADM officers for their respective duties.

<sup>25</sup> Bruce Tracey and Arthur E. Nathan, “The Strategic And Operational Roles Of Human Resources: An Emerging Model,” *Cornell Hotel And Restaurant Administration Quarterly* 43, no. 4 (August 2002): 17.

<sup>26</sup> Belcourt *et al* *Managing Human Resources...*, 130.

productivity, human resource researchers and academics Schwind, Das and Wagar concluded that HRM managers play a key role in the organizational quest for increased productivity in a world of emerging opportunities.<sup>27</sup> It is with this link to organizational effectiveness that this paper will proceed with the argument for a new model of HRM in the CF. But first a review of some of the competencies that define HRM is appropriate.

## **HRM COMPETENCIES**

HRM practitioners define their work in their respective organizations primarily through competencies or capability areas required to accomplish HRM tasks. The discussion of competencies is important since it eventually leads into an examination of the requirement of a separate occupational group for various tasks or, as the CF has termed it, military occupation (MOC). In their examination of the subject, Catano *et al* suggested that “competency profiling” was a weakness in the CF that required attention.<sup>28</sup>

Researchers have come up with a variety of HRM competencies – some have even been culled into clusters. In reviewing the different approaches to establishing competencies, it becomes evident that there are a significant number of similarities between the various researchers and writers on the subject. In her examination of HRM competencies, researcher Margaret Butteriss suggests that there are two broad categories

---

<sup>27</sup> Hermann F. Schwind, Hari Dasa, and Terry H. Wagar, *Canadian Human Resource Management: A Strategic Approach* (Toronto: McGraw-Hill Ryerson, 1999), 10.

<sup>28</sup> Catano *et al*, *A Framework For Effective Human Resource Management In The Canadian Force...*, 44.

of competencies, general HRM competencies and HRM technical competencies.<sup>29</sup> Butteriss suggests that competencies such as business knowledge, supporting organizational change, innovation and leadership are general HRM competencies. Butteriss also proposes that competencies such as health and safety, recruiting and selection and compensation management can be grouped as technical competencies. The significance of Butteriss' proposition is that although there are general HRM competencies that may be found in other professions, there are also unique competencies that can be traced back to HRM that only individuals with specific HRM training can do. This supports the argument for establishing a separate occupation for HRM.

In his book *Human Resource Champions*, David Ulrich discusses the results of HRM research that led to competencies being categorized as knowledge of business, knowledge of HR practices and management of change.<sup>30</sup> More detailed HRM competencies such as staffing, strategic capability and organizational planning fall under one of the more broad HRM competencies. Ulrich goes on to describe in detail what each competency is and why a particular competency is important to an organization. Although the number and titles given to various HRM competencies vary depending upon the researcher, common threads can be found when a broader view of competencies is taken. For example, when Butteriss' HRM competencies are compared to Ulrich's categorization of HRM competencies, many similarities become apparent. Ulrich's

---

<sup>29</sup> Margaret Butteriss, *Re-Inventing HR: Changing Roles To Create The High Performance Organization* (Toronto: John Wiley and Sons, 1998), 56.

<sup>30</sup> David Ulrich, *Human Resource Champions: The Next Agenda For Adding Value And Delivering Results* (Boston: Harvard Business School Press, 1997), 251.

“knowledge of HR practices” is essentially the same as Butteriss’ “technical competencies”.

The concept of defining HRM competencies is not new to the CF. ADM (HR-Mil) expended considerable effort in a 1996 discussion paper attempting to define HRM competencies for military HRM practitioners.<sup>31</sup> Since competencies are fundamental in defining the conduct of HRM tasks, this aspect of HRM warrants deeper examination, specifically with respect to the HRM tasks within the CF. In the *CF Human Resources Management Framework Study* attempts in establishing those competencies that define CF HRM, are made. The McLaughlin report suggests that all CF HRM tasks can be placed in one of four groups: strategic management/leadership decision processes, recruit/manning process, HR development processes or compliance, rights and fairness processes.<sup>32</sup> Here again different nomenclature can be seen for the CF HRM competencies; however, closer examination of these competencies reveals just how similar they are to the competencies listed earlier, according to civilian HRM researchers and writers. To facilitate a better understanding of competencies in HRM, some HRM researchers have developed models of their respective approaches.

The model presented by Belcourt *et al* in *Managing Human Resources* will be used in this paper to portray a simplified view of competencies and their broader categories. This model, referred to as the cluster model, was selected for use in this paper primarily because of its similarity to models that have been offered in CF HRM reports and papers, such as the *CF Human Resources management Framework Study* and

---

<sup>31</sup> Department of National Defence, *HR Competencies In ADM (Per) Discussion Paper* (NDHQ Ottawa) 20 December 1996, 1-4.

<sup>32</sup> McLaughlin, *The CF Human Resources Management Framework Study...*, 5-16.



because the model is based on extensive research that has been published. Also noteworthy is the model's applicability to all levels of HRM in organizations, which is highlighted in the center circle – senior level HR competency.

The model consists of five clusters of competencies, which are listed in Figure 1. This figure represents the HRM competencies required of HRM practitioners. The center circle denotes that the competencies apply to all levels of HRM. Even senior HRM personnel require all five clusters, although the relative importance of a particular cluster could change as an HRM practitioner moves up to a higher level.

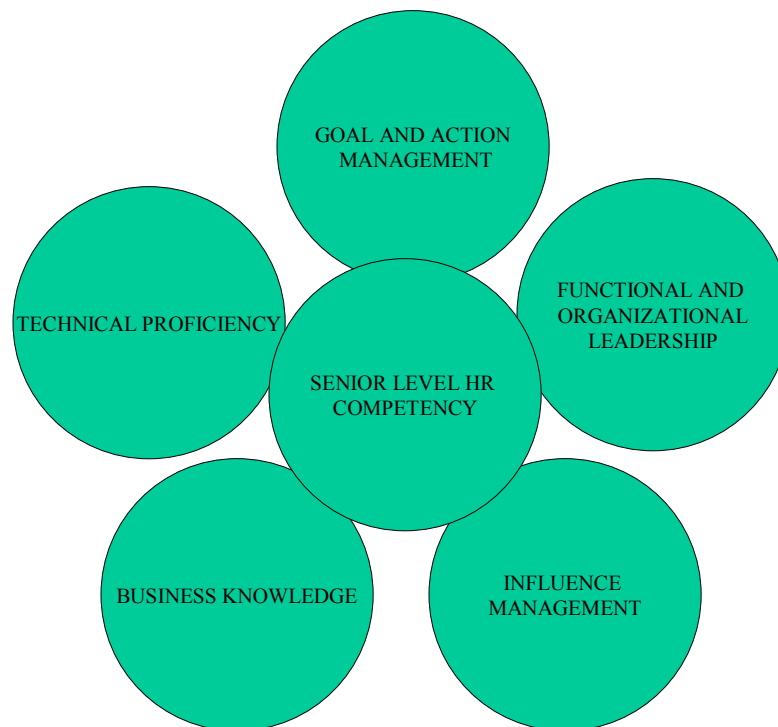


Fig. 1 Source: Belcourt *et al*, *Managing Human Resources...*, 33.

A cursory review of the applicability of the cluster model to CF HRM will now be conducted, to determine whether these competencies are of value to the CF HRM system and whether there is an existing occupation that has these competencies as a primary

focus. Technical proficiency refers to the basic skill set that makes up HRM as a separate occupation. Technical proficiency includes: HRM planning, selection and placement, compensation and benefits, organizational development and HRM information systems, and it falls in line with the Butteriss competency model discussed earlier. This cluster would therefore consist of many of the more tactical, objective HRM functions conducted at lower levels within the CF. All of the competencies listed under this heading are present within the CF HRM system. Although some of these competencies may be found in some CF officer occupations, there is no one occupation that takes ownership of this cluster.

Goal and action management encompasses those “softer” competencies that can be found as a requirement for almost all officer occupations. Therefore this is not unique to an HRM occupation. Goal and action management includes: proactivity, decisiveness, efficiency orientation and concern for impact.

Functional and organizational leadership can also be viewed as a “softer” set of competencies, although some of the competencies listed under this heading may not be developed in general service officer occupations until much later in an officer’s career. Functional and organizational leadership includes: developing others, leading through vision, integrity and group management skills. Although not unique to an HRM occupation, these competencies would most certainly be a requirement earlier in an HRM occupation. This requirement was presented by Dennis McLaughlin in *The CF Human Resources Management Framework Study* in his identification of “what HRM managers do.”<sup>33</sup> It could be argued that functional and organizational leadership would be required

---

<sup>33</sup> *Ibid.*, v.

earlier in an HRM officer's career due to the requirement for HRM officers to act as HRM consultants to more senior officers.

Influence management can also be viewed as a "softer" set of competencies that is not limited to more senior officers. It includes: perceptual objectivity, coalition/network building and negotiation skills. All officers, including junior officers, would be expected to have some level of these competencies, even at a very early stage in their careers.

Finally, business knowledge, from an HRM perspective, involves a comprehensive awareness of CF roles and responsibilities and the impact that they have on the HRM system. Business knowledge includes: strategic focus, organizational awareness, industry knowledge and value added perspective. These competencies require a broad base of knowledge linking HRM and a wide array of competencies not found in any one particular CF occupation.

Analysis of the model, vis-à-vis its applicability to the status quo CF HRM system, suggests that some of the model competencies can be found in some occupations; however, there are a considerable number of competencies that cannot be accounted for. This then begs the question, if the competencies are valid – what group of individuals in the CF are charged with the respective responsibilities that are associated with the unique competencies?

In summary, HRM can be described in terms of readily categorized competencies. These competencies are significant because they lead to the knowledge, skills and abilities that establish HRM as a separate, distinct occupation, much like professions such as engineers, doctors, lawyers and dentists – all of which are distinct and separate occupational groups in the CF. Furthermore, the competencies are all related to the actual tasks that HRM officers would be required to perform. Although some officer occupations may possess some of the listed competencies, an examination of previous

studies of HRM will demonstrate that there is no one CF occupation (MOC) charged with all of these competencies, especially those of a technical nature.

## **HRM COMPETENCIES AND CF OCCUPATIONS**

The CF have acknowledged that there are problems with the way in which HRM tasks are conducted in the CF and, more specifically who conducts HRM tasks and how they are prepared to conduct HRM tasks.<sup>34</sup> The CF have responded by launching a Functional Analysis (FA) of CF HRM under the auspices of the Military Occupational

(HR-Mil), stating that, “most bring limited HR knowledge and skills to these HR jobs.”<sup>38</sup>

The FA went on to examine unique HRM competencies with respect to ADM (HR-Mil) positions and identified each position that required specific HRM competencies.

Although the FA stops short of recommending a separate HRM occupation to deal with an HRM competency gap, it does identify that the current CF occupational structure is unable to satisfy CF HRM requirements within ADM (HR-Mil). Additional work being conducted by the FA team to examine related issues is scheduled to be completed by June 2004.<sup>39</sup>

The identification of an HRM competency gap in the CF has been studied as far back as 1996. The NDHQ discussion paper titled *HR Competencies In ADM (Per)* identified the importance of having CF HRM practitioners that possessed HRM competencies.<sup>40</sup> That discussion paper established a foundation of competencies for military HRM practitioners.<sup>41</sup> It also recommended the further study of the HRM competency gap.

The MOSART FA was not the first study to identify an HRM competency gap in the CF. *The CF Human Resources Management Framework Study* also examined CF HRM competencies and the existing CF occupational structure. Occupations that were identified as having a close affiliation with CF HRM competencies were examined. The

---

<sup>38</sup> *Ibid.*, 4-2/4.

<sup>39</sup> *Ibid.*, E-2/2.

<sup>40</sup> Department of National Defence, *HR Competencies In ADM (Per)*..., 1-2.

<sup>41</sup> *Ibid.*, 3.

study concluded that the occupations “fail to qualify the practice of HR as fully professional.”<sup>42</sup>

Clearly, there has been concern for a number of years regarding the assignment of HRM tasks to an occupation. If there were a single CF occupation that could deal with all of the HRM competencies, then that occupation would have effectively been able to take on the job of CF HRM. That has not happened, as no such occupation exists, nor did it exist in the PADM occupation.

## **CF HRM**

To properly understand and analyze the HR dimension of the CF, it is imperative that one recognizes that it is a highly complex and integrated system. HR policies cover all aspects of a member’s career from recruitment, training, professional development, through employment and deployment to eventual release from the CF. The decision-making process with regards to HR matters must be cognizant of the interactions of these decisions on the whole of the HR system and be aware of their longer term consequences.<sup>43</sup>

This highly complex and integrated HRM system that is alluded to above has traditionally been subjected to strong central control at NDHQ by the ADM (HR-Mil) Group. Strong central control of the CF HRM system has been maintained primarily to ensure that common standards are applied throughout the CF. Currently, the HRM function within ADM (HR-Mil) is being conducted by approximately nine hundred

---

<sup>42</sup> McLaughlin, *The CF Human Resources Management Framework Study...*, vii.

<sup>43</sup> Department of National Defence, *Assessing the Organizational Wellness of the Canadian Forces: Presentation To the 2003 CDS Issues Seminar – Directorate of Operational Research (Corporate) and Directorate of Strategic Human Resources Research Note 2003/07* (Ottawa: DND Canada, 2003), 2.

military and seven hundred civilian personnel.<sup>44</sup> However, since there is no primary HRM occupation within the CF, the military personnel employed within ADM (HR-Mil) belong to a wide variety of occupations that do not have HRM as a prime focus.

Training and education for CF personnel engaged in HRM activities varies considerably, with no clearly established standard of requirement or achievement. Attempts have been made to provide new HRM staff officers at ADM (HR-Mil) with some standard training. An example of this would be the one-week HRM course sponsored by ADM (HR-Mil).<sup>45</sup> Unfortunately, this “course” fails to provide the basic essentials of the HRM profession and is only available to senior officers, leaving out the junior officers who are also expected to conduct HRM work. Review of the syllabus for this course quickly reveals that it is little more than an orientation program for senior ADM (HR-Mil) staff. It is not suggested that new staff orientation should be discounted – what is also necessary is a firm grounding in HRM principles. The absence of knowledge of fundamental HRM principles will handicap those individuals who are expected to perform HRM tasks.

One of the strongest statements in *A Framework For effective Human Resource management In the Canadian Forces* was that, “People who both know and understand the principles upon which HR systems operate are essential to the well-being of a HR

---

<sup>44</sup> Department of National Defence, *The Human Resources –Military Group at a Glance* (Ottawa: DND Canada, 2002), 2.

<sup>45</sup> Department of National Defence, *Military Human Resources Management Course Serial 2003/01* [CD ROM] (Ottawa: DND Canada, 2003). Course content includes topics such as the CF HR Framework, Quality of Life Initiatives and Grievance procedures.

system.”<sup>46</sup> Catano *et al* built a strong case in their report for this requirement suggesting that training and education must form an essential part of the HRM rubric for the CF. Catano *et al* went on to say that “One of the most fundamental findings of this review is that leadership within the CF lacks the requisite professional HR management skills and knowledge.”<sup>47</sup> In a response to this criticism, ADM (HR-Mil) launched an attempt to encourage senior officers of all occupations to acquire a CHRP designation, through a streamlined process in collaboration with the University of Toronto’s Rotman School of Management.<sup>48</sup> The program consisted of four – one-week modules at a cost of approximately \$10,000.00 per student.

While this program targeted senior officers, on a purely voluntary basis, it did nothing to satisfy the training and education requirements of junior HRM practitioners within ADM (HR-Mil).

## **THE PROBLEM**

Before launching into a proposed solution to the CF’s HRM problems, it would be prudent to reinforce the assertion made earlier in this paper, that the current CF HRM system is not positioned adequately to address the present and projected needs of the CF. This assertion has been echoed many times in several studies and reports commissioned by the CF. For example, Lieutenant-General C. Couture, a former ADM (HR-Mil) stated in *People In Defence – Beyond 2000*, “What we are now embarking on is a major

---

<sup>46</sup> Catano *et al*, *A Framework For Effective Human Resource Management In The Canadian Forces* ..., 35.

<sup>47</sup> *Ibid.*, 35.

<sup>48</sup> Lieutenant-Commander S. Chapman, “Advanced Program In Human Resource Management” (National Defence Headquarters Ottawa: e-mail to # ADMHRMIL), 31 January 2002.



renewal of our Human Resource Plans, policies and programs to bring them into line with both our strategic concept and the changes under way in Canadian society.”<sup>49</sup> “Various studies within the past decade, including those under the umbrella of the Defence 2000/Operation Renaissance initiatives have stated the need for a different approach to our methods of managing the workforce.”<sup>50</sup> Senior leadership within the CF have acknowledged the need to transform the CF HRM system to meet the HRM challenges of the future so that, operationally, the CF will be positioned to deal with the complex future security environment in Canada and abroad. A number of DND documents indicate that dealing with HRM issues is a priority for the CF. *At A Crossroads – Annual Report Of The Chief Of The Defence Staff 2001-2002* places HRM as “Priority 1.”<sup>51</sup> In the landmark *A Framework For Effective Human Resource Management In The Canadian Forces*, the authors clearly stated that the capacity of the CF HRM function was being “called into question” as the CF struggled with multiple issues such as recruitment and retention in an increasingly complex demographic backdrop in Canada.<sup>52</sup>

Three recent examples of HRM failures in the CF will be provided to illustrate HRM shortfalls: the Force Reduction Program (FRP) that was in operation through

---

<sup>49</sup> Department of National Defence, *People In Defence Beyond 2000* (Ottawa: DND Canada, 2000), 2.

<sup>50</sup> Department of National Defence, *ADM (HR-Mil) Functional Analysis Phase Report* (Ottawa: DND Canada, 2002), A-3/12.

<sup>51</sup> Department of National Defence, *At A Crossroads-Annual Report Of The Chief Of The Defence Staff 2001-2002* (Ottawa: DND Canada, 2002), 20. See also Department of National Defence, *A Time For Transformation: Annual Report Of The Chief Of The Defence Staff 2002-2003* (Ottawa: DND Canada, 2003), 16. See also Department of National Defence, *Military HR Strategy 2020 – Facing The People Challenges Of The Future* (Ottawa: DND Canada, 2002), 26.

<sup>52</sup> Catano *et al*, *A Framework for Effective Human Resources Management in The Canadian Forces...*, i.

several years in the 1990s, the recruiting challenges early in the new millennium and ongoing retention problems that have plagued the CF for many years.

“By far, the most telling instance of lack of HR consideration in the strategic decision-making process was the handling of the force reduction program.”<sup>53</sup> The FRP, launched in the early 1990s and completed in 1996, was intended to reduce the total number of military personnel to 60,000, to meet corresponding budget allocations. Upon completion of the program, the Chief of Review Services (CRS) conducted a detailed audit. The CRS review criticized the FRP in many areas however, it is the criticism of the “insufficient front-end analysis” that is of most interest to HRM practitioners.<sup>54</sup> Insufficient front-end analysis is directly related to poor HRM planning. The CRS report went on to say “we have been concerned about the lack of a documented business case analysis for the FRP, which we believe compromised the capacity of management to foresee some of the issues affecting the program.”<sup>55</sup> The FRP may have achieved its objectives in terms of reducing the complement of the CF however, poor strategic planning of the FRP left the CF with significant problems that continue today. Examples of FRP HRM planning issues included: overpayments that were never recovered, overall program costs had not been determined and eligibility criteria not applied in all cases.<sup>56</sup> These are all indicators suggesting that the FRP program had problems – mainly related to HRM.

---

<sup>53</sup> J.J.C. Bouchard, “Improving Human Resource Management In The Canadian Forces: Developing The People Persons” (Toronto: Canadian Forces College National Security Studies Course Paper, 2001), 7.

<sup>54</sup> Department of National Defence, *Chief Review Services – Director General Audit – Audit of Force Reduction Program* (Ottawa, : DND Canada, 1997), i/iv.

<sup>55</sup> *Ibid.*, 4/17.

<sup>56</sup> *Ibid.*, synopsis.

The most serious problem created by the FRP, was an unhealthy rank-age distribution across the CF. This resulted in a shortage of personnel along a continuum of service personnel availability. This so-called “hole” is most prominent amongst service members with six to ten years of service, in 2004. Simply put, there is a severe shortage of people in the CF at the six to ten years of service stage, that cannot be corrected.<sup>57</sup> This is not a short-term problem and the consequences of this situation could carry on for two more decades. Critics may argue that DND and the CF had no choice – they were simply following orders to get the strength down to sixty thousand. A review of the FRP suggests that the CF created its own long- term HRM problems by not taking a strategic view of HRM.<sup>58</sup> Tasseron’s study of the FRP problems indicates, “In this instance, the CF was very much the sole architect of the problem.”<sup>59</sup> Tasseron went on to argue that the CF HRM system was “insufficiently flexible” to deal with the problems created by the FRP.<sup>60</sup> If left unchecked, this would have a profound negative impact upon the CF’s ability to generate forces. The Directorate of Strategic Human Resources (D Strat HR) at NDHQ recently summarized the FRP long-term effects as “...an inability to exercise proper succession planning in a number of occupations. This has resulted in an attrition rate significantly higher than the intake rate.”<sup>61</sup> If there was ever a case to be made for the need for professional HRM strategic planning, FRP is it.

---

<sup>57</sup> Department of National Defence, *ADM (HR-Mil) Career Manager Presentation To Canadian Forces College*, delivered by Lieutenant-Colonel S. Murphy 26 February 2004 .

<sup>58</sup> Maj Jeff Tasseron, “Military Manning and The Revolution In Social Affair,” *Canadian Military Journal* 2, no. 3 (Autumn 2001): 54 - 55. Maj Tasseron was a lead analyst who studied the FRP and its results, while working in NDHQ at the Directorate of Force Planning and Program Coordination.

<sup>59</sup> *Ibid.*, 54.

<sup>60</sup> *Ibid.*, 55.

<sup>61</sup> Department of National Defence, *D Strat HR News* 1, (Ottawa: DND Canada, 2003), 3.

Critics may argue that having a core of professional HRM practitioners would not have made a difference in the negative FRP results. Government financial targets were the primary driver of force reductions that would lower the CF personnel budgets. As pointed out by Major Tasseron in his study, and the comprehensive CRS report on FRP, serious mistakes were made with respect to strategic HRM planning. Although it would be impossible to prove that an HRM occupation would have prevented all of the resulting FRP HRM problems, a more disciplined approach utilizing professional HRM strategic planning may have averted some of the FRP pitfalls. That lack of planning with respect to FRP was also echoed by Wait in the report *Organizational, Social And Demographic Change In The Canadian Forces: 1976 To 2001*.<sup>62</sup> Professional military HRM practitioners would have had a responsibility and the requisite knowledge to deal with the strategic implications of FRP; therefore, it is fair to assume that work would have been ongoing to mitigate any negative effects of FRP.

The next example of a CF HRM failure was the recruiting crisis that commenced early in the new millennium and was partially a result of the the FRP. During the FRP years, a decision was made to severely reduce recruiting. In 1998-1999 the total intake for the CF, regular and reserve, was two thousand six hundred.<sup>63</sup> In 1999-2000 the CF realized that the current intake was insufficient to sustain the CF and planning commenced to dramatically increase recruiting targets through a multi-year plan. During the FRP years the Canadian Forces Recruiting Group (CFRG) downsized at Headquarters and at the Recruiting Center and Recruiting Center Detachment level. Since recruiting targets had been lowered, commensurate direction was provided to reduce staff levels

---

<sup>62</sup> T. Wait, *Organizational, Social and Demographic Change In The Canadian Forces: 1976 To 2001* DSHRC Research Note RN 03/02 (Ottawa: DND Canada, 2002), 1. Wait is a department researcher who has written extensively about HRM issues.

<sup>63</sup>Department of National Defence, “Canadian Forces Recruiting Group Commanders Conference Presentation 3-4 December 2001”...,,

within CFRG. This created an immense problem for CFRG when direction was given to increase recruiting targets. The required resources to achieve the objectives were not there. Even three years later, the Commander of CFRG stated “Financial and human resources are not available to maintain full momentum against difficult targets and maintain CF recruiting fully competitive against other competitors.”<sup>64</sup> The Commander of CFRG was being asked to increase intake in 2003 to slightly over ten thousand.

The developing problems in recruiting can be seen in Table 1. In 1996, the CF strength reached 60,000 and for the three following years, releases exceeded enrolments by a large amount. That situation led to a serious personnel sustainment situation and needed to be dealt with if the CF was to maintain a strength of sixty thousand people. The situation was eventually dealt with in 2000/2001 when CFRG was provided with increased resources. Enrolments then began to climb substantially.<sup>65</sup>

Table 1: CF enrolments and releases, 1995/1996 – 1999/2000

Source: Department of National Defence, *Changes To CF Recruiting* (March 23 2001); available from [www.forces.gc.ca/site/newsroom/view\\_news\\_e.asp](http://www.forces.gc.ca/site/newsroom/view_news_e.asp); Internet; accessed 29 March 2004.

Fiscal Year	Enrolments	Releases
99/00	2918	3941
98/99	2601	4117
97/98	2498	3583
96/97	3085	5326
95/96	1931	7203

---

<sup>64</sup> *Ibid.*

<sup>65</sup> *Ibid.*

The recruiting crisis can be directly attributed to poor strategic HRM planning. As well, the decision to severely diminish recruiting for a number of years further exacerbated a poor age-rank distribution created by the FRP across the CF. CFRG was placed in a precarious position. Having been reduced in its production capacity, it was unable to respond swiftly to CF requirements.

The third example of a CF HRM failure is the personnel retention difficulties that have plagued the CF for many years and continue to cause problems today. Retention of CF personnel is an important issue since unacceptably high release rates drain valuable funds from the CF, strain training institutions and eventually result in line and staff leaders struggling to complete operational taskings with reduced personnel levels. The CDS, in a report to the Standing Committee on National Defence and Veterans Affairs (SCONDVA), underscored the importance of retention efforts by suggesting that the CF must "...make it more attractive to stay in uniform."<sup>66</sup> Retention is subject to multiple factors such as: the economy, public and private sector employment opportunities, choice of postings, quality of life, pay, operational tempo and the marketability of individual occupations.<sup>67</sup> Some of these issues are clearly beyond the ability of HRM practitioners to deal with however, others such as quality of life, choice of postings and job design are in the purview of HRM professionals – some professional influence in these areas could have a positive effect upon CF retention.

---

<sup>66</sup> Department of National Defence, *Speaking Notes for General Raymond Henault Chief of the Defence Staff For an Appearance Before the Standing Committee on National Defence and Veterans Affairs* (Ottawa: DND Canada, October 2001) available from [www.forces.gc.ca/site/Newsroom/view\\_news\\_e.asp](http://www.forces.gc.ca/site/Newsroom/view_news_e.asp) ; Internet; accessed 14 March 2004.

<sup>67</sup> Department of National Defence, *Air Force Retention Update: Presentation to Air Force Honoraries and Colonels Commandant 29 May 2003* (Ottawa: CAS, 2003).

Retention has become so much of a concern that the Air Force has established a central office in NDHQ to examine and deal with retention issues. One of the drivers behind this initiative was the projected unacceptably high release rate in the pilot occupation.<sup>68</sup> Working for the Chief of the Air Staff (CAS), the office has initiated some innovative measures, targeting retention in the CF. The retention office has stated that, “...we must drive the evolution process and not only react to it. Retention is much more than a project or a series of initiatives... it is a cultural state of mind.”<sup>69</sup> In other words, it is not enough to simply implement new programs on their own. As outlined in the cluster model, competencies such as influence management coupled with goal and action management need to be blended in with new HRM programs, to reap the desired success. These competencies are key in the practice of HRM.

Despite the good effort of the Air Force Retention Project, retention remains a serious problem in a number of occupations. Currently, the Aerospace Controller, Pilot, and Aviation Technician occupations are facing serious retention problems.<sup>70</sup> The Air Force initiative is applauded; however, much more needs to be done, in a coordinated fashion, to ensure that the CF can retain highly trained and skilled personnel. Professional HRM practitioners would be ideally suited to this type of work – perhaps by evaluating new experimental retention ideas and ensure that they have been subjected to rigorous HRM study.

---

<sup>68</sup> Department of National Defence, *Canadian Forces Pilot Retention Study* (Ottawa: DND Canada, 2002), 1.

<sup>69</sup> Department of National Defence, *Air Force Retention Update*.

<sup>70</sup> Department of National Defence, *ADM (HR-Mil) Career Manager Presentation*.

In response to the criticisms of the CF HRM system, ADM (HR-Mil) has been anything but complacent. A wide array of HRM initiatives have been launched that address issues such as recruiting, retention and quality of life. For the most part, the responses have been tactical in nature, addressing the specific issue without regard for the broader strategic underlying problems. In fact, after analyzing the previous three examples of HRM failures, a common thread that complicates the cases can be traced to the lack of a strategic HRM vision.

In summary, although the CF HRM system has made some progress in dealing with tactical HRM issues, it needs to be positioned to deal with operational and strategic challenges such as demographic issues that the CF will soon face. An examination of some of those anticipated HRM challenges will now be conducted.

## **FUTURE HRM CHALLENGES**

The discussion up until now has been focused on past and current HRM challenges that the CF have faced. As discussed earlier, the impact of these challenges upon the ability of the CF to carry out its responsibilities have been considerable. Future HRM challenges promise to be just as daunting, unless action is taken to mitigate the deleterious effects that are anticipated. Edith Weiner, a leading futurist consultant in the fields of issues analysis and strategic planning, has been writing about HRM challenges. Many of her predictions, made in 1995, have already surfaced. For example, Ms. Weiner's most important prediction from an HRM perspective was that HR will be a



driver of corporate success.<sup>71</sup> Other HRM researchers and writers share that view. It will even be a driver of military success as Gary L. Parks, a writer for the US Marine Corps Gazette proposes. Parks suggests that HRM tasks will become more difficult to accomplish in a future robust economy however, these “critical” tasks are essential to “building the proper force of the future.”<sup>72</sup>

There is no shortage of soothsayers attempting to predict the HRM challenges that Canada will be facing. There is a considerable body of research that is soundly based on demographic trends that can be used to provide some reasonably accurate predictions of what the CF may face. A Statistics Canada report titled *The Changing Profile of Canada’s Labour Force* is one such reliable source that can be used to extrapolate demographic information from. The CF must position itself to take advantage of the projected labour force of the future. Statistics Canada has suggested that by 2011, all growth in the labour force could be solely due to immigration.<sup>73</sup> Primary reasons for this include lower fertility rates, and an aging workforce that will be looking forward to retirement.<sup>74</sup> D Strat HR at NDHQ has conducted research that corroborates the Statistics Canada projections. “The profile of the Canadian population has changed dramatically over the last century. These changes are ongoing and accelerating in pace.”<sup>75</sup>

---

<sup>71</sup> Edith Weiner, *Rewriting the Rules of Human Resources: Future Challenges*, Report Number 1108-95-CH, Prepared for The Conference Board (New York: The Conference Board, 1995), 9.

<sup>71</sup> Gary L. Parks, “Manpower – Shaping Combat Power For Today And Tomorrow,” *Marine Corps Gazette* 87, no. 2 (Feb 2003): 15.

<sup>73</sup> Statistics Canada, *The Changing Profile of Canada’s Labour Force*, (Ottawa: Statistics Canada, 2003), 5.

<sup>74</sup> Brown, *HR and the Workforce 10 Years From Now...*, 1.

<sup>75</sup>B. McKee, *Canadian Demographic and Social Trends: D Strat HR Research Note 08/02* (Ottawa: NDHQ ADM (HR-Mil), 2003), i.

Demographic changes will have a significant impact on the CF, primarily in the areas of strategic human resource planning and recruiting. CFRG has already been experiencing difficulty in attracting and enrolling suitable people for a number of officer and NCM occupations. For example, in 2003 CFRG identified fifteen “stressed MOCs” from a recruiting point of view.<sup>76</sup> Priority recruiting initiatives had to be put into place to satisfy occupational requirements for MOCs such as Pilot, Medical Officer, Pharmacist, Naval Electronic Sensor Operator and Signals Operator to name a few. It is noteworthy that these shortages were not isolated to any one environment – shortfalls affected all three environments. Projected success rates at satisfying operational demands for recruits were being estimated to drop from 99% to as low as 85% by 2004/2005.<sup>77</sup> This is of concern given that more significant demographic pressures have yet to be witnessed.

Demographic changes will result in a shrinking pool of prospect applicants from which the selection process can occur. The significant issue will be attracting the “best and brightest” candidates in an environment that places well-educated knowledge workers in demand.<sup>78</sup> The CF will be competing for applicants from a pool that will be a

employer, organizational cultural changes will be required to accommodate Canadian demographic changes. The CF's HRM policies will also play a significant part in how it attracts, enrolls, retains and releases people. "Perhaps most of all what these [demographic] changes indicate is that HR policy must be flexible and allow for ongoing, changing demands and needs of the new workforce."<sup>80</sup>

Future Canadian demographic trends will have an effect upon not only the CF, but also all Canadian employers. The CF will be competing with these employers for the best and brightest people. To deal with complex and difficult HRM problems the CF will need a comprehensive, strategic plan that will address all of the projected stressors. Solutions to difficult HRM problems will require a cadre of professionally trained and qualified HRM practitioners, within the CF, to prepare viable strategic HRM plans that will ensure that operational commanders will be able to generate the forces that the CF requires.

## **STRATEGIC HRM**

Larry Willets, noted HRM writer, argues that "HR must change its role from administrative paper-pushing to proactively helping the hiring manager and supervisors do their jobs. Be strategic."<sup>81</sup> But what does it mean to be strategic? Hermann F. Schwind *et al* state, "In an organizational setting, it involves large-scale, future-oriented, integrated plans to achieve organizational objectives and respond to uncertain and competitive environments facing the organization."<sup>82</sup> Schwind *et al* go on to discuss "strategic HRM",

---

<sup>80</sup> *Ibid.*, 17.

<sup>81</sup> Larry Willets, "Human Resources: First Stop for Reengineers"; available from <http://www.defenselink.mil/nii/bpr/bpred/5763.htm>; Internet; accessed 14 March 2004.

<sup>82</sup> Schwind *et al*, *Canadian Human Resource Management: A Strategic Approach...*, 20.

defining it as “Integrating human resource management strategies and systems to achieve overall mission, strategies, and success of the firm while meeting needs of employees and other stakeholders.”<sup>83</sup> Earlier in this paper, the failures of the CF HRM system were discussed. A common thread emerges when one examines the noted failures; there is a noteworthy lack of strategic vision in CF HRM. Too often, the CF is concerned with the immediate HRM problem at hand and neglects the more important future-oriented issues that Schwind *et al* discuss. A recent example of this lack of strategic vision would be the FRP program.

Bringing a strategic HRM outlook to the executive table would be welcomed in the boardrooms of organizations, according to business writer Reg Birchfield.<sup>84</sup> According to Birchfield, senior organizational leaders in a competitive environment need HRM leaders with strategic vision, primarily because HRM is seen as a source of competitive advantage.<sup>85</sup> Senior CF leadership could also view bringing a strategic HRM vision to the CF positively. As discussed earlier in this paper, the demographic outlook in Canada will be particularly challenging for the CF. The CF should not wait until these problems appear – they need to be dealt with proactively.

A new HRM model would offer the CF a more structured and disciplined approach to HRM. A more structured approach would ensure that all aspects of HRM are considered, especially from a strategic viewpoint, when an organization faces HRM

---

<sup>83</sup> *Ibid.*, 21.

<sup>84</sup> Reg Birchfield, “What Does The Future Hold For HR Management?” *New Zealand Management* (November 2003); available from <http://proquest.umi.com>; Internet; accessed 1 December 2003.

<sup>85</sup> *Ibid.*

challenges. It is all too easy to provide a quick fix to a problem and ignore the strategic consequences of the fix.

## **CIVILIAN VS MILITARY HRM**

It is necessary, even crucial, for HR managers to be intimately familiar with the core business of the organization. In the CF, that core business is military operations made possible, in part, by efficient training and maintaining of combat soldiers, sailors, airmen and airwomen. HR managers, to be competent, must understand the needs of the personnel as well as the needs of the organization. To achieve the trust of the organization's leaders and personnel, they must have the personal credibility that comes only from participation and competence in the core business.<sup>86</sup>

Subjected to the same fiscal pressures that other government departments have had to face, the Department of National Defence and the CF have been actively seeking ways to become more efficient and reduce operating costs. The CDS views the CF's primary responsibility under arduous financial conditions as being able to "...deliver the best military capability that we can with the resources allocated to us by the Government."<sup>87</sup> Although that may sound like a fairly simple and pragmatic goal, achieving that end state has proven to be a challenge for the CF, especially since there is a great reluctance to give up capabilities in our multi-purpose combat-capable force. Organizations throughout the CF found themselves having to substantiate the requirement to retain military people for various occupations and tasks. Mr. McLaughlin presents a strong argument to retain military HRM practitioners in the introductory quotation to this section. The solution to the CF's HRM difficulties being offered in this paper, asserts that

---

<sup>86</sup> McLaughlin, *The CF Human Resources Management Framework Study...*, 4.

<sup>87</sup> Department of National Defence, *At A Crossroads: Annual Report of The Chief of The Defence Staff 2001-2002* ..., ii.

the primary function for HRM needs to be retained in a cadre of military HRM officers. This argument will now be explored.

In his examination of the military profession, American sociologist and political scientist Morris Janowitz discusses the differences in approach and balance between military and civilian administrators in the United States. Janowitz suggests that too much civilian control in the leadership and management of military forces can have a negative impact upon the efficient operation of a military force.<sup>88</sup> Janowitz broaches the subject of civilian values in military organizations, suggesting a difference in approach to various issues. It is this difference in outlook and knowledge of the military profession that is at the heart of the debate of civilian versus military responsibility for HRM in the CF.

Lieutenant-Colonel Romanow summarized the CF HRM requirement as follows:<sup>89</sup>

**Mil HRM = HRM Competencies, education + Mil knowledge, skills, experience, training<sup>90</sup>**

In essence, Lieutenant-Colonel Romanow is suggesting that to satisfy the requirement for military HRM, two things are required: an HRM background and a military background. Lieutenant-Colonel Romanow goes on to say that although the CF could recruit HRM practitioners directly from the civilian marketplace, a key element in the equation is military experience, education, and training.<sup>91</sup>

---

<sup>88</sup> Morris Janowitz, *The Professional Soldier* (USA: The Free Press, 1960), 347-349.

<sup>89</sup> Lieutenant-Colonel Mary Romanow is a professional HRM practitioner with over thirty-four years of experience. She holds a professional HRM designation (CHRP) and is completing her masters degree in HRM at York University. Based on her education and experience, she easily qualifies as a subject matter expert for CF HRM.

<sup>90</sup> Lieutenant-Colonel Mary Romanow, telephone conversation with author, 15 March 2004.

<sup>91</sup> Ibid.

As mentioned in the introduction of this paper, the basic broad principles that guide HRM in civilian organizations are essentially the same in the CF. It is however, the detailed application of HRM in the CF that requires a customized approach – an approach in which the staff officers handling specific HRM responsibilities can only be cognizant of due to their own previous military experience. For example, military personnel have always handled career management in the CF. A reasonable argument could be put forth, suggesting that all career management activities, which are clearly in the domain of HRM, be handled by civilian staff; however, that has not occurred. It is suggested that this has not occurred primarily because of the arguments put forth by Janowitz – that is that different civilian values would result in different, unacceptable approaches to military situations.<sup>92</sup>

In the discussion of competencies offered earlier in this paper, the fundamental competency “business knowledge” was proposed. Business knowledge in the model being offered in this paper relates to specific knowledge relating to military terms of service and specific MOC requirements. Having civilian staff carry this out would not be impossible; however, it is suggested that a military officer would be in a much better position to carry these duties out. Civilians could still be employed in positions requiring highly specialized HRM support – positions that the CF would prefer to keep rather than outsourcing to private HRM consultants.

---

<sup>92</sup> Janowitz, *The Professional Soldier*...,347-349.

## COOPERATIVE HRM

Attention will now be directed at how CF HRM applies in a pragmatic way, to the sharing of responsibilities that are encountered. Roles need to be examined to ensure that line and staff personnel are working together, toward a common HRM goal. In their book *Managing Human Resources*, Belcourt *et al* examine the role of HRM practitioners and line managers. They state that although HRM personnel in a separate department may have duties and responsibilities that are different than the responsibilities of line managers, both parties have an obligation to work together to ensure success of HRM programs and initiatives.<sup>93</sup> Margaret Butteriss in her book *Re-Inventing HR* broaches the same issue of line versus staff responsibilities, and she also states that the separation between line and staff functions is not always perfectly clear – that there is a shared responsibility. Butteris goes on to explain that the roles of line and staff functions with respect to HRM are evolving, with line managers taking a more active role in HRM.<sup>94</sup> Traditionally, HRM in the CF has been viewed as a staff function. That view is evolving as well, with line leaders taking on more of an HRM responsibility.<sup>95</sup> For example, although performance management is a responsibility that falls into the domain of HRM, and HRM practitioners have been and continue to be involved in various aspects of performance management, line leaders also have an important role to play.<sup>96</sup> It is this line – staff team approach to HRM that is currently evolving in progressive organizations.

---

<sup>93</sup> Belcourt *et al*, *Managing Human Resources...*, 5.

<sup>94</sup> Butteriss, *Re-Inventing HR...*, 43-45.

<sup>95</sup> Catano *et al* *A Framework For Effective Human Resource Management In The Canadian Forces...*, ii.

<sup>96</sup> *Ibid.*, 229-231.



People who have served in CF line and staff positions know all too well that at times, there can be friction created between line and staff personnel. In his book *Human Resource Champions*, author David Ulrich compares HRM staff and line manager views and explains how this can occur and more importantly, how it can be avoided. Ulrich suggests that the friction is rooted in “matched” and “mismatched expectations.”<sup>97</sup> When HRM practitioners and line leaders see the HRM function in the same way, expectations are matched and productive HRM work is more easily accomplished. When perceptions of line leaders and HRM practitioners are incongruent, problems are more likely to occur.<sup>98</sup> Ulrich goes on to suggest that to avoid mismatched expectations, productive discussions between line and staff personnel are of particular importance.

One additional initiative could be applied to assist in avoiding mismatched expectations. If line leaders are going to be more involved in certain aspects of HRM then action needs to be taken to ensure that they possess the requisite HRM knowledge and skills.<sup>99</sup> This educational process should not be limited to basic occupation training. Opportunities throughout an individual’s career should be created to assist military personnel to carry out certain HRM tasks, rather than just expecting people to learn by trial and error.

---

<sup>97</sup> Ulrich, *Human Resource Champions...*, 40-41.

<sup>98</sup> *Ibid.*, 40-41.

<sup>99</sup> Catano *et al*, *A Framework For Effective Human Resource Management In The Canadian Forces...*, iii.

## ALTERNATE APPROACHES

The idea of developing a cadre of professional military HRM practitioners in the CF is not new. Since the amalgamation of PADM with LOG, there has been a genuine belief amongst some former PADM officers that the LOG amalgamation has not served the CF well.<sup>100</sup> Furthermore, there is a feeling that HRM issues are taking a back seat to more current LOG issues. The belief is that HRM is simply not getting the visibility within LOG that it deserves. In terms of proposing new approaches to the CF's HRM dilemma, Captain (N) Okros, has been active in generating innovative proposals that address the need for a cadre of HRM professionals.

In 1997 Captain (N) Okros prepared a paper titled *The Requirement for a Personnel Branch* in which he offered a different approach that involved, not only, the PADM occupation, but also Personnel Selection (PSEL), Training Development (TDEV), and Social Work (SOC WK).<sup>101</sup> In his proposal, Captain (N) Okros began by acknowledging the fact that care must be taken in proposing any new HRM approach so that the "...dual challenges of financial restraint and meeting the needs of our people, there is a requirement to ensure that the decisions taken lead to an efficient and effective occupational structure."<sup>102</sup> In essence, what Captain (N) Okros was suggesting was the union of the PADM, PSEL, TDEV and SOCW occupations. All of these occupations contained elements of HRM.

---

<sup>100</sup> Lieutenant-Colonel Mary Romanow, telephone conversation with author, 15 March 2004.

<sup>101</sup> Commander Okros, *The Requirement for a Personnel Branch* (National Defence Headquarters: file 1959-1 (PRT), 29 Jan 97.

<sup>102</sup> *Ibid.*, 2.

The McLaughlin Report provided a more in-depth analysis of the Okros proposal, as well as offering three additional options. The other options were: the LOG concept that incorporates PADM into LOG, the development of a cadre of “HR Managers” from a number of occupations who would retain their occupation but serve in HRM positions and finally, the retention of an expanded PADM occupation. Eighteen recommendations were made at the end of the McLaughlin report, the key recommendation being “Retain the PADM MOC as a separate occupational group in order to preserve and further develop its capability as a professional HR MOC.”<sup>103</sup> That recommendation was obviously not accepted, as PADM eventually amalgamated with LOG.

While attending the National Security Studies Course in 2001, Brigadier-General J.J.C. Bouchard wrote a paper titled “Improving Human Resource Management In The Canadian Forces: Developing The People Persons”. In his paper, Brigadier-General Bouchard proposed a now familiar argument - to develop a cadre of professional HRM practitioners. However, his detailed proposal differs considerably from the proposal put forth in this paper and the Okros proposal. Brigadier-General Bouchard proposed “...to develop generalist officers in a more concentrated fashion, with secondary expertise in only one area: a secondary MOC.”<sup>104</sup> He used the recommendations from *People In Defence – Beyond 2000* to support his assertion that the CF must identify opportunities for broader career training. The idea of a secondary MOC was to allow officers to pursue other professional interests that could be used in the CF. Therefore, in the HRM example,

---

<sup>103</sup> McLaughlin, *The CF Human Resources Management Framework Study...*, xi.

<sup>104</sup> Bouchard, *Improving Human Resource Management In The Canadian Forces: Developing The People Persons...*, 22-25.

an officer would select HRM as a secondary MOC and pursue career broadening HRM education. An officer with HRM as a secondary MOC would then expect to be posted to an HRM position – out of his/her primary occupation. This experience would also prepare officers for more senior positions in ADM (HR-Mil). With extremely high operational tempos as the norm in the current CF environment, the secondary MOC would also provide operational MOCs a much-deserved break.

Cursory review of the Bouchard proposal for a secondary MOC suggests that this is a viable option worthy of detailed examination and development. There are however, some major obstacles and concerns that become apparent upon solid reflection of this idea. First of all, the suggestion put forth is for a secondary MOC. The CF HRM system is not currently in need of secondary attention – it requires the full effort of professional, dedicated HRM practitioners to lead the CF's HRM efforts into the future. Most CF occupations already have very demanding career development milestones to achieve. That coupled with operational deployments and exercises limits the time available for individuals to pursue HRM education, even at the baseline level. It therefore becomes questionable just how valuable a person with a secondary MOC would really be.

A second concern about the Bouchard proposal would be the desire of officers to pursue with vigor, the elevated knowledge, skills, and abilities demanded in a secondary MOC. Although this assertion would be very difficult to prove, an understanding of the CF's system of merit listing and promotion would certainly corroborate this belief. Knowing full well that promotion and career enhancement would be fundamentally based on the individual's experience in a primary MOC may cause some people who actively seek to be promoted, to limit the time spent in a secondary MOC, to a minimum. This

would certainly not be beneficial to furthering the cause for CF HRM. The CF HRM system requires nothing less than the full attention and dedication of professional HRM practitioners. The secondary MOC model proposed by Brigadier-General Bouchard falls short of that goal.

## **THE PADM OCCUPATION**

At this point it should be noted that there did in fact, exist a separate CF HRM occupation, up until the late 1990s – the PADM occupation. After extensive study, the PADM occupation was amalgamated with the LOG occupation. It was a controversial decision.<sup>105</sup> There was direction being provided by senior CF personnel to reduce the number of support occupations, and PADM became one of the target occupations.<sup>106</sup>

Although PADM was charged with the responsibility for HRM, the professional HRM competence of PADM officers was questionable. For example, “The PADM occupation has not in the past specifically sought entrants educated in human resource disciplines.”<sup>107</sup> As well, there was no impetus to pursue professional HRM certification. Without the appropriate academic and professional background, PADM officers were falling short of the requirements of an HRM profession that were discussed earlier. The McLaughlin report alluded to the lack of professional competence as well as many other deficiencies with PADM.<sup>108</sup> Despite all of the criticism, the McLaughlin report in the

---

<sup>105</sup> Brigadier-General E.B. Beno, *The Requirements for a Personnel Branch* (National Defence Headquarters: file 1959-1 (DGMP) 6 Feb 97).

<sup>106</sup> Department of National Defence, *Shaping the Future of the Canadian Forces: A Strategy for 2020...*, 10.

<sup>107</sup> McLaughlin, *The CF Human Resources Management Framework Study...*, x.

<sup>108</sup> *Ibid.*, x.

final analysis, recommended retention of the PADM occupation along with a plan to revitalize it and make it more responsive to the HRM needs of the CF. Unfortunately, that recommendation was not accepted by the CF and PADM ceased to exist as a stand-alone occupation.

To summarize, although critics of a new HRM occupation may point to the PADM occupation as a previous failure of a HRM occupation, and as rationale not to pursue a new HRM occupation, it must be stressed that PADM was much different. Indeed, PADM was much less capable than the HRO occupation that will be proposed in the next section of this paper. The amalgamation of PADM with LOG had very little to do with HRM requirements – more to do with a trend to reduce the total number of occupations in the CF and reap expected savings in personnel costs.<sup>109</sup> Finally, it should be stressed that although some harsh criticism has been directed at the PADM occupation, it is not the intention of this paper to blame the individuals who were PADM officers. If any blame needs to be assigned it should be directed at the CF, for not providing the tools required to the individuals to accomplish a very important job.

## **THE SOLUTION**

Although the CF is one of the largest employers in Canada and has always recognized the importance of individuals as people, we have not developed a cadre of HR professionals. As a consequence we are still operating with systems and practices, which have changed little since the 1960s.<sup>110</sup>

The results of ADM (HR-Mil) responses to HRM problems have varied considerably. DND and CF senior leadership have made it perfectly clear where they

---

<sup>109</sup> Franklin C. Pinch, “Change and Human Resource Management in Defence,” *Canadian Defence Quarterly* 27, no.3 (Spring 1998): 31.

<sup>110</sup> Okros, *The Requirement For A Personnel Branch*.

stand regarding the importance and relative priority of HRM in the CF. Numerous reports and studies, some of which have been referenced in this paper, have concluded that the status quo is simply not good enough. The time is now ripe for a fundamental change in the CF's HRM approach.

The new HRM model being proposed in this paper consists of three pillars. First, as alluded to by Captain (N) Okros, the CF needs a cadre of military HRM professional practitioners. It is proposed that this be accomplished through the creation of a new General Service Officer (GSO) occupation dedicated to CF HRM, which has been designated in this paper as Human Resources Officer (HRO). Second, that the cadre of HRM officers receives appropriate training and education throughout their career, to achieve and maintain predetermined professional standards. Third, the role of the HRO needs to be expanded. HROs need to be employed not only at NDHQ, but also at field units to serve as advisors to the chain of command and in certain organizations, such as CFRG HQ. The new CF HRM model is depicted in Figure 2. Three pillars support the new HRM occupation. Each one of these three pillars will be discussed in greater detail.

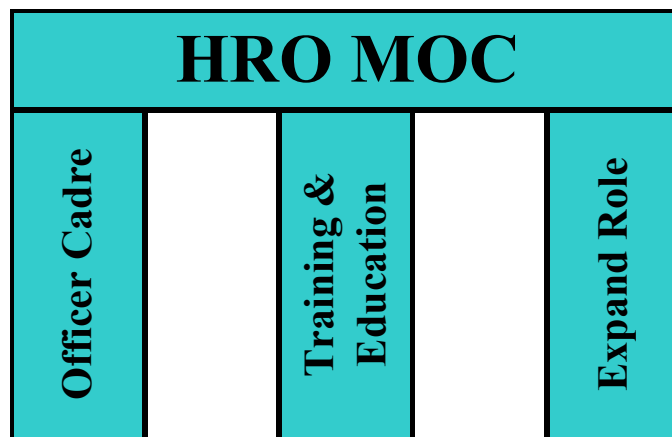


Fig. 2

For the first pillar there are three methods to form a cadre of professional HROs into a separate occupation. First, the CF could recruit Direct Entry Officers (DEO) into

the occupation. These officers would enter the CF as HRM officers with the requisite academic background. They would receive the standard military training for officers at the Canadian Forces Leadership and Recruit School (CFLRS) and then proceed to basic occupation training. After completion of basic occupation training, the HROs would be posted to their first assignment, most likely at a Base or Unit, as understudy to a more senior HRO. The main advantage of this stream is that it minimizes the initial education costs to the CF. The applicant, being a DEO, already has an appropriate degree. The main disadvantage is that in most cases, the applicant possesses virtually no military knowledge and skills.

The second method of populating the cadre of officers would be through the Regular Officer Training Program (ROTP). Through this stream, officer candidates would receive subsidized university education through the Royal Military College (RMC) or a civilian university. Upon graduation from university, officers would proceed to basic occupation training and then their first tour as a HRO. The main advantage of this stream is the predictability of officer production. Since ROTP is a four-year program, the CF would know four years in advance exactly how many HROs would be graduating, with the exception of any academic failures. An added benefit of the RMC option would be the general military knowledge and socialization that the HROs would receive in a military environment.<sup>111</sup> The main disadvantage of this stream is the cost of subsidized university education. The CF is responsible for all ROTP academic costs.

The third method of populating the cadre of officers would be through Voluntary Occupational Transfer (VOT). A PSEL Officer would interview applicants and a

---

<sup>111</sup> For additional information about RMC programs see [www.rmc.ca](http://www.rmc.ca)



recommendation would be made. If the academic background of the individual did not meet the prescribed minimum standards for the HRO occupation, some additional subsidized education might be required. There are several advantages to this stream. First, the HRO occupation would be receiving a known quantity. The applicant would have a minimum of a few years of experience in another CF occupation along with several assessments to review. If the applicant already possesses the requisite entry-level degree, then the cost to the CF would be minimized. The main advantage of this stream is the prior service experience that the individual brings to the HRO occupation. In the Romanow model presented earlier, military skills, military training and military experience are viewed as essential elements to forming the Military HRM construct.<sup>112</sup> Previous general military experience coupled with specific prior occupational qualifications would be of tremendous value and virtually impossible to acquire through any other stream. Although there may be some academic upgrading costs in the VOT path, these costs would most likely be less than the ROTP stream.

The second pillar to the model consists of training and education. Earlier in this paper reference was made to the “professionalization” of HRM.<sup>113</sup> According to Belcourt *et al*, one of the key elements to establishing HRM as a profession was “...the development through research and experimentation of an organized body of knowledge.”<sup>114</sup> The proposed HRO occupation must have an established continuum of education and training to survive as a profession. It is suggested that this begins with an

---

<sup>112</sup> Lieutenant-Colonel Mary Romanow, telephone conversation with author, 15 March 2004.

<sup>113</sup> Belcourt *et al*, *Managing Human Resources...*,14.

<sup>114</sup> *Ibid.*, 14.

appropriate undergraduate degree followed by a basic occupation course unique to the military. As a junior HRO officer, the individual would then have to complete a professional designation in HRM, such as the CHRP designation recognized across Canada.<sup>115</sup> Previously, only available through a few provinces, the CHRP is now administered through the Canadian Council of Human Resources Associations (CCHRA). This is significant for CF officers since they can be employed anywhere in Canada and still complete their professional designation, to one common national standard that has already been acknowledged by the CF.<sup>116</sup> An appropriate undergraduate degree, basic occupation training and a professional designation would be considered to be the basic requirements for occupation qualification.

Maintenance of a valid professional designation involves additional education. HROs would have to do this since it has already been established that a professional designation is a fundamental requirement for the HRO occupation. Post-graduate (PG) education in an academic discipline related to HRM would be encouraged, possibly a requirement for promotion to higher ranks.

The third pillar involves the expansion of the HRO occupation outside of the traditional NDHQ setting. “Overall, HR activities are conducted to help add value to the business and support the implementation of business and strategic objectives.”<sup>117</sup> If

---

<sup>115</sup> Janna Ritter, “National CHRP Designation: Higher Standards and Broader Horizons For HR Professionals In Canada,” *The Galt Global Review: Career, IT and Business Issues for the 21<sup>st</sup> Century* (November 2003), 1

<sup>116</sup> Department of National Defence, *CF Personnel Newsletter* 7, no. 2 (December 2002). [journal on-line]; available from [http://www.forces.gc.ca/hr/cfpn/engraph/7\\_02/7\\_02\\_chrp\\_easp](http://www.forces.gc.ca/hr/cfpn/engraph/7_02/7_02_chrp_easp); Internet; accessed 12 December 2003.

<sup>117</sup> Ellen Ernst Kossek and Richard N. Block, *Managing Human Resources in the 21<sup>st</sup> Century* (Cincinnati: South-Western College Publishing, 2000), 3.9.

HROs are going to support the implementation of “business” and strategic objectives, their reach will have to be extended beyond NDHQ. The model developed in this paper suggests that HRO positions be established at all CF Bases/Wings. The primary purpose of the HRO in the field would be to act as an HRM advisor to the chain of command. The intent here is not to undermine the authority or responsibility of line personnel but rather to have HROs serve as valuable resource personnel, advising leaders at all levels on such things as appraising and improving performance, career development, equity and diversity issues, establishment changes, and harassment issues. Having HROs in the field would also provide a vital HRM link back to NDHQ to keep ADM (HR-Mil) staff informed about developing issues and trends.

Creating new occupations in the CF is certainly not a welcome task in light of the strategic direction that was provided in 1999 to reduce the number of support occupations. Critics of the model presented in this paper could justifiably point out that in the current CF personnel establishment environment, creating a new occupation with new positions would simply not be accepted. Growth in one occupation certainly means that it will come at an expense to another occupation. However, in light of the importance that senior CF and DND leadership have placed on the need for HRM reform, a new HRM occupation may be received more favourably than expected. Although there have been other proposals put forward that do not come with a personnel bill such as this paper’s model, those alternate approaches fail to elevate HRM to a position that it requires. Combining HRM with several other occupations would only dilute the importance and impact of CF HRM. A professional military needs professional, full time stand-alone HRM. The CF needs an HRO occupation.

## **THE PATH TO SUCCESS**

Three options to establish intake for the new HRO occupation have been presented. Advantages and disadvantages were discussed for the different approaches. Since all three approaches appear to be viable, the dilemma now is to select the stream that best suits the CF HRM system. Reflection on the quotation at the introduction to the section titled “Civilian Versus Military HRM” is useful as a guide in this case. That quotation, although over five years old, is just as relevant today as it was then. In order to be relevant and to secure the trust of senior leadership and the personnel of the CF, an HRO occupation must understand the needs of the CF and be familiar with the core “business” – the business of defence. It is in fact a matter of credibility. HRO officers should be recruited from the VOT Program. It is only through this stream that the critical element of core business knowledge can be achieved quickly and efficiently. Newly trained and educated HROs could proceed into field positions with both of the critical requirements that were presented in the Romanow model – an HRM and a military foundation. This is a similar path that the CF already uses to recruit PSEL officers.

Although the VOT option has been selected as the preferred method of entry into the HRO occupation, the ROTP and DEO stream should not be completely discounted, especially if VOT fails to yield the required number of applicants in the long term. Care would have to be taken to somehow provide the candidates from these streams the essential component of service knowledge and experience espoused in the Romanow model.

## CAREER IMPLICATIONS

In the discussion about the second pillar of the HRM model, the subject of a representative career profile was broached. This is an important area for examination for the proposed new occupation because it broaches the issue of occupation viability. An occupation needs to be viable to sustain itself and accomplish the tasks that the CF expects of it. That subject will now be expanded upon, without specifically examining the issue of rank. Examination of rank for the proposed HRO occupation would be beyond the scope of this paper. Only the broad terms “senior officer” and “junior officer” will be used.

Upon completion of a baseline academic education, all HRO candidates would have to complete a basic occupation course. Basic occupation training is an essential element in all occupations. More than anything else, basic occupation training is an orientation course for a specific military occupation. It levels the playing field for all members of that occupation. Upon successful completion of basic HRO training, the HRO candidates would become occupation qualified and would be posted to their first Unit as HROs. An HRO’s first employment would normally be under the direct supervision of a more senior HRO, at a Base or large Unit. The senior HRO would not only supervise the junior HRO, but also be a mentor.

It would be during this initial employment period that junior HROs would be expected to commence their professional designation. Recent changes to the academic requirements for successful completion of the CHRP have made the program slightly more demanding. Under the old system a total of eight courses had to be completed, followed by a comprehensive provincial examination.<sup>118</sup> The new standard demands

---

<sup>118</sup> Human Resources Professional Association of Ontario, “Academic Requirements Course Booklet 2000,” (Toronto: HRPAO, 1999), 2.

completion of nine courses plus a workshop, prior to writing the national exam.<sup>119</sup> A reasonable target date for completion of the program would be four years after commencement, since a minimum of three years of HRM experience is required prior to attempting the national exam. The four-year period could coincide with the expected first tour length.

An HRO's second assignment would normally be at NDHQ, working in ADM (HR-Mil). Having completed the CHRP designation, the HRO should then focus upon PG education in a related field. The point at which PG is started should be flexible. If the HRO has aspirations of progressing to more senior positions, PG should be completed as early as possible.

As a senior officer, an HRO could be expected to return to the field as an HRO at a Base or perhaps in recruiting at CFRG HQ, or even as a Commanding Officer of a recruiting center. HROs should be employed in Recruiting and Selection – there is certainly a broad base of HRM work that goes on in recruiting. Currently, the only specialized training provided to recruiting staff is the two-week National Recruiters Conference (NRC). This training is provided to all officers and NCMs, regardless of rank or background. Recruiting and selection is a major part of the HRM profession and with the limited amount of training given to recruiters, HROs could provide significant, meaningful assistance to a wide variety of staff at CFRG HQ.

At a Base the senior HRO would be an HRM advisor to field personnel, as well as a mentor to one or two junior HROs. A normal tour length for a senior HRO in the field would be three to four years. An alternate assignment for a senior HRO could be NDHQ.

---

<sup>119</sup> Human Resources Professionals Association of Ontario Web Site; available from [www.hrpa.org](http://www.hrpa.org); Internet; accessed 17 March 2004.

The NDHQ option would be particularly attractive if the senior HRO completed a PG program, thereby allowing the individual to apply the PG education.

At the most senior ranks in the HRO occupation, all of the available positions would most likely be at NDHQ. At that level HROs could be expected to take part in secondary duties such as mentoring of HROs and participating on any occupational boards. These more senior HROs could also be strongly encouraged to take part in local or national HRM organizations such as the Human Resources Professionals Association of Ontario (HRPAO), in a leadership capacity. This would not only benefit the individual's professional development and the HRM organization, but it would also serve the CF well from a recruiting and visibility perspective.

The HRO occupation would most likely be capped at a specific rank. That is to say, that there would not be any "hard" HRO MOC positions reserved for HROs beyond a certain rank. That does not necessarily mean that an HRO could not progress beyond the capped rank. The HRO occupation should be a GSO occupation – not a specialist occupation like Medical Officer or Legal Officer. By establishing the HRO occupation as a GSO occupation, the door remains open for HROs to be employed in any number of generic or "out of occupation" billets. These billets should be available to HROs at all rank levels. Therefore, HROs that have greater career expectations and exhibit the aptitude for greater command responsibility should be eligible for promotion beyond the capped HRO rank. Career development such as CF Staff College (CSC), the Advanced Military Studies Course (AMSC) and the National Securities Studies Course (NSSC) would become important milestones for those HROs seeking further advancement.

Giving an HRO the opportunity to work in a generic position would be good for the individual in terms of career broadening. As well, it may open up a posting in a geographic area that the individual seeks but would not normally be eligible for while

serving in a hard HRO position. There is a negative aspect to allowing an HRO to proceed out of occupation for a period of time. The HRO occupation must now find another HRO officer to fill the position that would have been filled by the officer proceeding to a generic position. Needless to say, there would probably be some happy medium that could be maintained – allowing a few HROs to proceed out of occupation and still being able to fill all essential HRO positions.

In summary, the career profile model presented is not intended to be a firm path for all HROs. It is simply a guide. Depending upon some key decisions that individuals make, the guide could vary considerably. Most importantly, the guide that has been provided offers potential HROs a variety of assignments at different levels while providing the CF a valuable service. This indicates that the proposed HRO occupation is indeed viable. Figure 3 is a simplified depiction of the career profile that has been discussed.

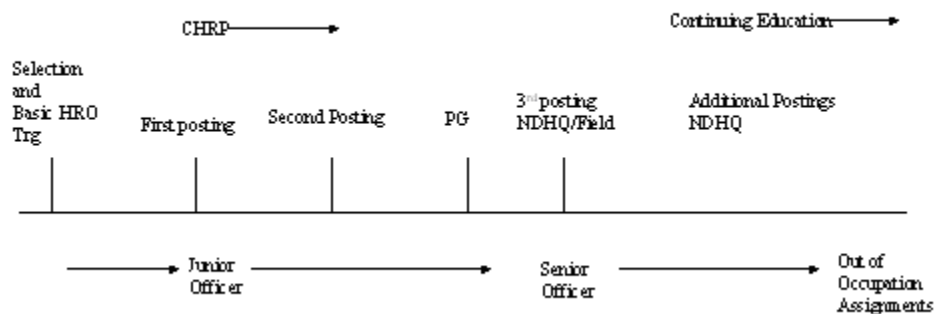


Fig. 3 This figure depicts a potential career profile for an officer entering the HRO occupation.



## CONCLUSION

In its struggle to become more efficient and relevant under the burden of limited defence spending, the CF have left no stone unturned in the quest to ensure that as an institution, it is able to defend Canada and Canadian interests abroad. The rapid and significant organizational changes that the CF witnessed through the 1990s and into the new millennium put tremendous pressure on CF personnel. As the operational tempo climbed, one common thread of concern emerged – Human Resources Management. The concern was initially expressed by senior leadership in speeches and statements – statements professing that importance of people to the organization. HRM initiatives began to materialize; however, the initiatives were not all completely successful and in some cases they were not coordinated with related programs. This situation has yet to be redressed and will not be properly dealt with until such time as the CF recognizes the need for a more structured and disciplined approach to HRM.

This paper commenced with an examination of the role of HRM in modern organizations and some fundamental HRM principles. It was determined that the elevation of HRM within organizations and its direct link to strategic objectives is a common theme in most successful organizations. Although the CF has always positioned the ADM (HR-Mil) organization alongside the other senior executive branches, this has not resulted in an overall elevation of the importance of HRM throughout the CF.

HRM competencies were then examined and the similarities between the various competency models were observed. One particular model, the cluster model, was compared to CF HRM competencies and it was concluded that there exist some unique HRM competencies that do not fit into any existing CF occupation. This was deemed to

be significant because it supports the requirement for a separate HRM occupation. The discussion of competencies was taken a step further by examining the work that the MOSART FA is conducting and its relationship to the thesis of this paper. Although the MOSART work has not been completed, there was an indication of an HRM “competency gap”, in other words, important HRM work is not being completed because it has not been properly attributed to an occupation and dealt with professionally. The MOSART work and other studies such as *The Human Resources Management Framework Study* support the need for a professional cadre of HRM personnel.

A discussion of some of the responses to the CF HRM problems found that HRM initiatives sponsored by ADM (HR-Mil) were well meaning however, at times they missed the objective. Such was the case for the one – week ADM (HR-Mil) HRM course. An examination of three specific HRM issues that were viewed as strategic planning failures was conducted: the recruiting crisis, the FRP and retention problems. The analysis provided in this paper suggests that tactically problems may have been solved; however, there was a definite absence in strategic focus in all three examples. It is the lack of a strategic focus that is missing in the current CF HRM system and causing the CF problems. If there are HRM problems now, then the future would appear to be even more challenging for the CF.

Demographic changes will force all Canadian organizations, not just the CF, to adapt to an environment that will make attraction of the best CF prospect applicants much more difficult than it now is. Strategic HRM planning will be essential if the CF is going to be able to meet their personnel recruiting objectives as well as dealing with a number of other evolving HRM issues.

A brief examination of civilian versus military HRM practitioners concluded that although there is room for civilian HRM practitioners on the defence team, the CF needs to have military HRM officers as its foundation in an HRM system. This team arrangement to CF HRM was also echoed in the discussion of cooperative HRM. By proposing a new HRO occupation it is not being suggested that line personnel are being relieved of their responsibilities as HRM leaders and managers. What is being suggested is that a cooperative arrangement between line supervisors and staff members at NDHQ needs to be reinforced to ensure that the new HRM model works well.

Two alternate approaches to solving the HRM dilemma in the CF were explained and critiqued. It was determined that both the Okros model for amalgamating several occupations to include HRM competencies, and the Bouchard proposal for a secondary MOC, failed to provide the necessary focus and professionalism to CF HRM. Prior to presenting the model for CF HRM proposed in this paper, a brief overview of the decision to disband the PADM occupation was discussed, in an effort to point out what mistakes were made with that decision.

After considerable review of the pertinent facts revolving around the CF HRM problems, a new model was finally proposed. The model demands that a new CF occupation be formed – the HRO occupation, to deal with CF HRM issues. The model is based on three pillars and is rigorous in its demands for standards of education and professional certification. Three different paths to populate the new occupation were examined and it was determined that the VOT method would suit the CF the best. A career profile for the new occupation was then presented, to illustrate that the new occupation was indeed a viable occupation.

Revisiting past organizational failures is not a pleasant task; however, in the quest to come up with a new HRM model, it is imperative that a genuine understanding of past CF HRM failures be studied. It is only through a complete understanding of HRM failures that meaningful, long-term changes to the CF HRM system can be made to position the CF as an employer of choice in Canada. This paper concluded that although there have been other HRM models proposed, those models fail to deliver the professionalism and dedication that the CF will demand of its HRM system. The model proposed in this paper is the best course of action for the CF to follow as the CF proceeds into a demanding and evolving future security environment. In these times of increased operational tempo and reduced budgets it is imperative that the CF have the proper military personnel available to deal with HRM issues. That group of people should be made up of professional HRM officers – the proposed HRO occupation.

## BIBLIOGRAPHY

- Arp, Major-General J. "Opening Address At the Military Human Resources Management Course 20-24 October 2003, [CD ROM]. Ottawa: ADM (HR-Mil). 2003.
- Belcourt, M. , Sherman, A.W. , Bohlander, G.W. and Snell, S.A. *Managing Human Resources*. Toronto: Nelson Canada, 1996.
- Beno, Brigadier-General E.B. *The Requirements For A Personnel Branch*. National Defence Headquarters Ottawa: 1959-1 (DGMP), 6 February 1997.
- Birchfield, Reg. "What Does The Future Hold For HR Management." *New Zealand Management* (November 2003); available from [http://gateway.proquest.com/openurl?ctx\\_ver=z39.88-2003&res\\_id=xri:pqd&rft\\_val\\_fmt=ori:fmt:kev:mtx:journal&genre=article&rft\\_id=xri:pqd:did=00000043](http://gateway.proquest.com/openurl?ctx_ver=z39.88-2003&res_id=xri:pqd&rft_val_fmt=ori:fmt:kev:mtx:journal&genre=article&rft_id=xri:pqd:did=00000043)
- Bouchard, Brigadier-General J.J.C., "Improving Human Resource Management In The Canadian Forces: Developing The People Persons." Toronto: Canadian Forces College National Security Studies Course Paper, 2001.
- Brown, David. "HR and the Workforce 10 Years From Now." *Canadian HR Reporter* 16, no. 18 (20 October 2003). Available from [http://gateway.proquest.com/openurl?ctx\\_ver=z39.88-2003&res\\_id=xri:pqd&rft\\_val\\_fmt=ori:fmt:kev:mtx:journal&genre=article&rft\\_id=xri:pqd:did=000000454194861?svc\\_dat=xri:pqil:fmt=html&req\\_dat=xri:pqil:pq\\_clntid=1711](http://gateway.proquest.com/openurl?ctx_ver=z39.88-2003&res_id=xri:pqd&rft_val_fmt=ori:fmt:kev:mtx:journal&genre=article&rft_id=xri:pqd:did=000000454194861?svc_dat=xri:pqil:fmt=html&req_dat=xri:pqil:pq_clntid=1711); Internet; accessed 01 December 2003.
- Butteriss, Margaret. *Re-Inventing HR: Changing Roles To Create The High-Performance Organization*. Toronto: John Wiley & Sons, 1998.
- Canada. Department of National Defence. *HR Competencies in ADM (Per) Discussion Paper*. Ottawa: DND Canada, 1996.
- \_\_\_\_\_. *Audit of Force Reduction Program (January 1997)*; available from: [www.forces.gc.ca/crs/rpt/frp\\_e.htm](http://www.forces.gc.ca/crs/rpt/frp_e.htm); Internet; accessed 12 March 2004.
- \_\_\_\_\_. *Shaping the Future of the Canadian Forces: A Strategy For 2020*. Ottawa: DND Canada, 1999.
- \_\_\_\_\_. *People In Defence Beyond 2000*. Ottawa: DND Canada, 2000.
- \_\_\_\_\_. *Canadian Forces Recruiting Group Commanders Conference Presentation. Quebec City 3-4 December 2001 [CD ROM]*. Borden: Canadian Forces Recruiting Group Headquarters, 2001.

- \_\_\_\_\_. *At A Crossroads – Annual Report of the Chief Of The Defence Staff 2001-2002*. Ottawa: DND Canada, 2002.
- \_\_\_\_\_. *CF Personnel Newsletter*. 7, no. 2 (December 2002). Journal on-line; available from [http://www.forces.gc.ca/hr/cfpn/engraph/7\\_02/7\\_02\\_chrp\\_e.asp](http://www.forces.gc.ca/hr/cfpn/engraph/7_02/7_02_chrp_e.asp); Internet: accessed 12 December 2003.
- \_\_\_\_\_. *Military HR Strategy 2020 – Facing The People Challenges Of The Future*. Ottawa: DND Canada, 2002.
- \_\_\_\_\_. *The Human Resources Military Group At A Glance*. Ottawa: DND Canada, 2002.
- \_\_\_\_\_. *ADM (HR-Mil) Functional Analysis Phase Report*. Ottawa: DND Canada, 2002.
- \_\_\_\_\_. *Canadian Forces Pilot Retention Study*. Ottawa: DND Canada Ottawa: DND Canada, 2002.
- \_\_\_\_\_. *Canadian Demographic and Social Trends D Strat HR Research Note*. Ottawa: DND Canada, 2003.
- \_\_\_\_\_. *Air Force Retention Update Presentation To Air Force Honoraries and Colonels Commanadant*. 29 May 2003.
- \_\_\_\_\_. *A Time For Transformation – Annual Report Of The Chief Of The Defence Staff 2002-2003*, 2003.
- \_\_\_\_\_. *Canadian Forces Recruiting Group Commanders Conference Presentation. Quebec City, 20 June 2003 [CD ROM]*. Borden: Canadian Forces Recruiting Group Headquarters, 2003.
- \_\_\_\_\_. *Assessing The Organizational Wellness Of The Canadian Forces: Presentation To The 2003 CDS Issues Seminar, September 2003*
- \_\_\_\_\_. *D Strat HR News*. 1, Ottawa: DND Canada, 2003.
- \_\_\_\_\_. *CRS Report on FRP*; available from [www.forces.gc.ca/crs/rpt/frp\\_e.htm](http://www.forces.gc.ca/crs/rpt/frp_e.htm); Internet; accessed 12 March 2004.
- \_\_\_\_\_. *ADM (HR-Mil) Career Manager’s Presentation To Canadian Forces College . 26 February 2004*, delivered by Lieutenant-Colonel S. Murphy. Ottawa: DND Canada, 2004.

- \_\_\_\_\_. *Speaking Notes for General Raymond Henault Chief Of The Defence Staff For an Appearance Before the Standing Committee On National Defence And Veterans Affairs*; available from [www.forces.gc.ca/site/Newsroom/view\\_news\\_e\\_news\\_e.asp](http://www.forces.gc.ca/site/Newsroom/view_news_e_news_e.asp); Internet; accessed 14 March 2004.
- \_\_\_\_\_. *Changes To CF Recruiting*. (March 2001); available from [www.forces.gc.ca/site/newsroom/view\\_news\\_e.asp](http://www.forces.gc.ca/site/newsroom/view_news_e.asp); Internet; accessed 29 March 2004.
- Canada. Statistics Canada. *2001 Census: Analysis Series. The Changing Profile of Canada's Labour Force*. Ottawa: Statistics Canada, 2003.
- Catano, V., Jackson, I. and Macnamara, D. *A Framework For Effective Human Resource Management In The Canadian Forces: Report On Canadian Forces Human Resources System Review*. Ottawa: HDP Group Inc. , 2000.
- Chapman, Lieutenant-Commander S. *Advanced Program In Human Resources Management*. National Defence Headquarters Ottawa: e-mail to # ADMHRMIL, 31 January 2002.
- Couture, LGen C. *MOSART HR Career Field Functional Analysis*. National Defence Headquarters Ottawa: file 5555-121-3 (ADM (HR-Mil)), 25 Jan 02.
- Fredman, Catherine. "HR Takes Centre Stage." *Chief Executive* no.193 (November 2003). available from [http://gateway.proquest.com/openurl?ctx\\_ver=z39.88-2003&res\\_id=xri:pqd&rft\\_val\\_fmt=ori:fmt:kev:mtx:journal&genre=article&rft\\_id=xri:pqd:did=000000446997781&svc\\_dat=xri:pqil :fmt=html&req\\_dat=xri:pqil:pq\\_clntid=1711](http://gateway.proquest.com/openurl?ctx_ver=z39.88-2003&res_id=xri:pqd&rft_val_fmt=ori:fmt:kev:mtx:journal&genre=article&rft_id=xri:pqd:did=000000446997781&svc_dat=xri:pqil :fmt=html&req_dat=xri:pqil:pq_clntid=1711); Internet; accessed 01 December 2003.
- French, Wendall. *The Personnel Management Process*. Boston: Houghton Mifflin Company, 1970.
- Human Resources Professionals Association of Ontario. *Academic Requirements Course Booklet 2000*. Toronto: Human Professionals Association of Ontario, 1999.
- Human Resources Professionals Association of Ontario; available from [www.hrpao.org](http://www.hrpao.org); Internet; accessed 17 March 2004.
- Janowitz, Morris. *The Professional Soldier*. Glencoe: The Free Press, 1960.
- Johns, Gary. *Organizational Behavior: Understanding and Managing Life At Work*. New York: Harper Collins Publishers, 1996.
- Kossek, Ellen Ernst and Richard N. Block. *Managing Human Resources in the 21<sup>st</sup> Century*. Cincinnati: South-Western College Publishing, 2000.

- McKee, B. *Canadian Demographic and Social Trends*. Ottawa: NDHQ ADM (HR-Mil) D Strat HR Research Note 08/02, 2003.
- McCallum, John. "Minister's Speech Embracing Reallocation, Embracing Change" available from [http://www.forces.gc.ca/site/Newsroom/view\\_news\\_e.asp](http://www.forces.gc.ca/site/Newsroom/view_news_e.asp); Internet; accessed 5 December 2003.
- McLaughlin, Dennis. *The CF Human Resources Management Framework Study*. Report On the Affinities and Affiliation of the Personnel Administration Military Occupation Classification. Ottawa: HDP Group Inc., 1998.
- Okros, Commander A.C. *The Requirement for a Personnel Branch*. National Defence Headquarters: file 1959-1 (PRT) 29 Jan 97.
- Parks, Gary L. "Manpower – Shaping Combat Power For Today And Tomorrow." *Marine Corps Gazette* 87, no. 2 (Feb 2003): 14-17.
- Pinch, Franklin C. "Change and Human Resource Management in Defence." *Canadian Defence Quarterly* 27, no.3 (Spring 1998): 31.
- Ritter, Janna. "National CHRP Designation: Higher Standards and Broader Horizons for HR Professionals in Canada." *The Galt Global Review: Career, IT And Business Issues For The 21<sup>st</sup> Century* (November 2003): 1.
- Tasseron, Major Jeff. "Military Manning And The Revolution In Social Affairs." *Canadian Military Journal* 2, no. 3 (Autumn 2001): 53-62.
- Tracy, Bruce and Arthur E. Nathan. "The Strategic And Operational Roles Of Human Resources: An Emerging Model." *Cornell Hotel And Restaurant Administration Quarterly* 43, no. 4 (August 2002): 17-26.
- Ulrich, Dave. *Human Resource Champions: The Next Agenda For Adding Value and Delivering Results*. Boston: Harvard Business School Press, 1997
- Schwind, Herman, Das, Hari, and Terry Wagar. *Canadian Human Resources Management-A Strategic Approach*. Toronto: McGraw-Hill Ryerson Limited, 1999.
- Weiner, Edith. *Rewriting The Rules of Human Resources: Future Challenges*. New York: The Conference Board. 1995.
- Wait, T. *Organizational, Social and Demographic Change In The Canadian Forces 1976 To 2001*. Ottawa: NDHQ DSHRC Research Note RN 03/02, 2002.
- Willets, Larry. "Human Resources: First Stop for Reengineers"; available from <http://www.defenselink.mil/nii/bpr/bpred/5763.htm>; Internet; accessed 12 March 2004.