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INTEGRATED TRAINING: BENEFITS AND EFFICIENCIES FOR THE CANADIAN ARMY REGULAR FORCE AND PRIMARY RESERVE

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AIM

1. The aim of this service paper is to present a way ahead for the integration of Canadian Army (CA) Primary Reserve (PRes) training alongside Regular Force (Reg F) unit training to enable the efforts of capability building outlined in *Strong, Secure Engaged* (SSE). Formalized funding and training expectations are required to ensure pan-Army execution in the near future.

INTRODUCTION

2. The PRes role is to provide personnel to conduct operations for Canada's core mission across the Protect, Secure, Defend spectrum. The Chief of Defence Staff (CDS) initiating directive for strengthening the PRes issued in 2015 indicated a goal of a strength of 28 500 personnel over four years, specifically 950 for the CA reserves.¹ SSE has since established a goal of 30 000 with an goal of achieving this mark by 2019.² Given the CA's current manning, to be able to effectively meet the concurrent operations contributions, PRes personnel will be required to fill positions within every mission, but also at training institutions and headquarters.

¹ 1052-4-02 (C Res & Cdts) CDS Initiating Directive Reserve Strategy 2015: Strengthening the Primary Reserve, 10 November 2015.

² "Strong, Secure, Engaged: Canada's Defence Policy", 7 June 2017. p 16

3. SSE is specific about providing opportunities for PRes to train and operate with the Reg F with the CDS initiating directive including access to equipment for training and experience. However, in 2015, no new funds were assigned to assist with any of these efforts. L1s were told to execute from within.³ Commander (Comd) CA's main effort in his operation order for strengthening the reserves is increasing retention. With no additional funding, but a requirement to increase recruitment and retention in the PRes, training must be conducted together with the Reg F. Progress is being made at CA to establish training integration.⁴ Comd CA's Operation Order has outlined 12 Lines of Effort (LoE) to focus and achieve change. This paper will look at three categories for training as a means to accomplish SSE's integrated capability building of the CAF: recruitment and retention, equipment, and common operating experiences.

DISCUSSION

4. **Recruitment and Retention.** The Office of the Auditor General of Canada concluded in their report that the PRes force is often seen as "second-class" soldiers.⁵ Lack of funding, mission opportunities, and training are all areas that are often mentioned by PRes members as dissatisfiers. Exciting, professional training is what most members seek when they join. With limited fiscal capacity, the CA must find ways to both engage their members while also working within the provided funding.

³ 1052-4-02 (C Res & Cdts) CDS Initiating Directive Reserve.

⁴ Detailed Action Plan for Office of the Auditor General of Canada (OAG) Recommendations- Report 5: Canadian Army Reserve – National Defence Report of the Auditor General of Canada, Report 5: Canadian Army Reserve – National Defence, Tabled on 3 May 2016.

⁵ Report 5, Canadian Army Reserve – National Defence, of the Spring 2016 Reports of the Auditor General of Canada, Report of the Standing Committee on Public Accounts, October 2016. p. 27.

5. CA LoE 3- Public Duties were indicated as a place for PRes increase, yet in summer 2017, 2 Canadian Mechanized Brigade Group (2 CMBG) was still tasked to support with around 30 Reg F personnel in the National Capital Region (NCR) alone. Two years after the CDS initiating directive, there is still a heavy burden on the Reg F to support tasks that have been specifically aligned with PRes capabilities. Additionally, when Managed Readiness High Readiness is assigned to 4th Canadian Division (4 Div) the PRes units assigned to NCR public duties will be challenged to manage their tasks. Encouraging recruitment to units for ceremonial duties alone will not result in retention and possibly worse, not attract the right people who will contribute to operational missions. PRes units should not be built on one task. They must be provided training opportunities and tasks that are reflective of CA's force generation requirements. By integrating training and tasks, both components will be offered a variety of experiences and be required to assist in providing institutional support. Personnel will be more satisfied with this than repeated periods in the Ceremonial Guard.

6. Closing of units is specifically not an option as stated by Comd CA, but amalgamation of units would assist in decreasing headquarters requirements and improve whole unit functioning. Comd CA will reinforce PRes units that are successful in increasing their numbers, however, that will do nothing to assist the units that remain undermanned and show no hope of improvement.⁶ Finding ways to provide exciting and challenging training can only improve recruitment and retention within all PRes units. 4 Div initiated Operation REINFORCEMENT as a method to

⁶ 3185 (DAS 4-2) Canadian Army (CA) Operation Order- Strengthening the Army Reserve (StAR)- Update, 27 June 2017.

formalize integrated training.⁷ PRes personnel conducted training alongside members of 2 CMBG. The goal of providing sub-sub-units was not effectively managed, however, the opportunity for composite groupings thereby allowing PRes leadership to perform their duties was achieved. Tasks normally executed by Reg F personnel, ie mechanized platoon attacks, were supervised and supported by Reg F and conducted by PRes troops. This training received significant positive response by all members who attended STALWART GUARDIAN 16. This positive experience was then taken back to the PRes units and used to encourage new members, but also to elicit more frequent participation on the part of their current members. Challenging opportunities that can be experienced on integrated training lead to further recruiting and retention.

7. LoE 10- Full Time Summer Employment will do much to improve the throughput of PRes members during the peak training period. But, given the requirement for the Reg F to also increase training in the summer, this is unlikely to accomplish any savings for the leadership ranks required to support training institutions. In concert with summer employment, further efforts must be taken to provide incentives for PRes to attend Reg F training sessions normally conducted in the fall and spring. Op REINFORCEMENT saw additional success with PRes members returning for extended periods to train with their partnered Reg F units. Funding was provided by 4 Division in this case.

⁷ 3350-1 (G5 Projects) 4 Canadian Division Implementation Order Operation Reinforcement, 19 October 2015.

8. **Equipment.** In his centre of gravity Comd CA insists that PRes personnel be trained on mission equipment. The Army Reserve Equipment Assessment Team (AEAT) as LoE 6-Equipment Reinforcement, is tasked to align equipment to enable PRes training and mission preparations. Communications gear, vehicles and crew-served weapons are available in limited numbers across the CA. There is simply not enough to be assigned to all units across a division. By conducting integrated training on a regular and as-required basis will meet the Commander's requirements and be the most cost-effective means. However, equipment training should be managed by Division, not the CBGs themselves. A brigade level pool has been suggested within 4 Division, but these are cumbersome and always result in a lack of custodial care.⁸ If Reg F units maintain the majority of the kit, then it is used on a more regular basis, available for no-notice training opportunities and is maintained by trained support personnel. Rather than tasking from a brigade pool it would be more beneficial for integration training to be conducted.

9. LoE 6-Equipment Reinforcement is ongoing and in planning. For now, the CA must look to provide opportunities for training on specialty equipment. The best method would be to integrate training for PRes and Reg F personnel. Water purification, tractor trailers, and Tactical Armoured Patrol Vehicles (TAPV) training should all be managed and executed in an integrated fashion. Efficiencies and standards of training will be assured by integrating both trainers and candidates. There are also significant deficiencies in support for maintenance and storage of equipment. PRes support units and armouries are not enabled with the infrastructure or staff required to guarantee proper care of specialty equipment.

⁸ 3350-1 (G5) 4 Cdn Div Warning Order Strengthening the Army Reserve (StAR), 5 January 2017.

10. LoE 4-Mission Tasks limits the distribution of equipment and capability to successfully ensure domestic response within a Joint Task Force (JTF). JTF area of operations are so vast that they require equipment to be relatively evenly distributed within PRes Brigade Groups.

Specialized training and tasks assigned to certain PRes units will cause consolidation of certain equipment to achieve those tasks. Maintaining general specialities over multiple PRes units will maintain flexibility for Commanders of the JTFs. Training on specialty equipment should be managed at the Div level by coordinating CBGs to conduct integrated individual training and collective exercises.

11. Integrated training for both limited and specialty equipment will not be easy. This method of cooperative training will require better future planning to account for the time available by PRes personnel while also keeping Reg F work-life balance acceptable. The first step is the LoE 5-ARes Training and Education Review that will be conducted by Canadian Army Doctrine and Training Centre (CADTC). The path toward managed PRes readiness being undertaken by CA will provide a framework from which to further support planning for integrated training.

12. **Common Operating Experiences.** Comd CA's Scheme of Manoeuvre will enable "One Army".⁹ Changing the CA culture to so there is effectively one method of training will be important to achieving this aim. As it stands there is a gap in the knowledge held at certain rank levels. A Reg F sergeant or captain have equal trade specific courses to their PRes counter-parts,

⁹ 3350-1 (Dir ARes 2) Canadian Army (CA) Operation Order- Strengthening the Army Reserve, 28 June 2016.

however, they lack days on course, specific equipment, repetition and experience that comes with being employed on a full-time basis.¹⁰ The Office of the Auditor General recommended “...that training of Army Reserve soldiers for international deployments addresses all known gaps in individual occupational skills training.”¹¹ By integrating both individual and collective training the knowledge gap would decrease and the inherent real or perceived distrust between the Reg F and PRes would become less of an issue. The time required to transition to integrated and joint mission tasks would also be decreased.

13. The CA has ordered that PRes sub-sub-units will be assigned to missions.¹² This will include formal training and conduct of the operation with the Reg F units tasked. Tasking to missions should be a CAF wide initiative. The CA as a force generator (FG) is only one part of Canada’s joint mission. All missions should be assigned a percentage range (ie 5-10% of any TO&E positions) for PRes augmentation to ensure a common employment vision for the PRes, not just army units.

14. PRes unit training funding plagues the CA. Comd CA has implemented better accounting for PRes expenditures upon recommendations of the OAG.¹³ Funding for PRes pay far exceeds that which is assigned for unit operations. The bare minimum to conduct training sees units unable to provide realistic, challenging training throughout the year. 4 Div’s operations plan for

¹⁰ Detailed Action Plan for Office of the Auditor General of Canada (OAG) Recommendations, 5.101-102

¹¹ Report 5, Canadian Army Reserve, p. 23.

¹² 3185 (DAS 4-2) Canadian Army (CA) Operation Order- Strengthening the Army Reserve (StAR)-Update, 27 June 2017.

¹³ Report 5, Canadian Army Reserve, p. 16-17.

fiscal year 17/18 details no less than seven lines items attributable to PRes pay.¹⁴ An example is that PRes pay for 33 CBG totals approximately \$12 million. All PRes training, from Individual Battle Tasks Training to Collective Training is assigned approximately \$3.3 million. Integrated training will allow PRes units to maintain their pay, but conduct training within a Reg F unit's budget as they are all significantly undermanned. Should Reg F manning drastically improve, then CA or divisions may have to look closer at additional funding for PRes training.

15. LoE 7-Regular Force Cadre Enhancement will ensure successful conduct of integrated training. Relationships with CBGs and PRes units and Reg F CMBGs and units should be formalized.¹⁵ Additionally, PRes Headquarters are where Class B funds should be focused. Class B personnel can maintain the desired institutional expertise, relationships, and practices to efficiently plan and conduct integrated training and mission preparations. Class B HQ positions should be emphasized within SSE's initiative 80 to encourage Component Transfers (CT) from the Reg F.¹⁶ The recent experience will minimize the learning curve required in staff positions.

16. SSE focuses on diversity as a priority for developing the CAF. PRes and Reg F integrated training will allow for an increase in opportunities to interact with more diverse communities. PRes units often benefit from more culturally diverse members. Integrated training will ensure exposure between primarily units established in cities and Reg F units that are limited to the small town in which they find themselves. Along with the unit personnel, the training specialties,

¹⁴ 4th Canadian Division Operating Plan FY 17/18 V2, Annex A Appendix 6

¹⁵ Detailed Action Plan for Office of the Auditor General of Canada (OAG) Recommendations.

¹⁶ "Strong, Secure, Engaged: Canada's Defence Policy", 7 June 2017. p 69

ie Influence Activities, can be incorporated into collective training and as a means of professional development for Reg F personnel.

17. 4 Div's Op REINFORCEMENT has proven to be a successful method of training Reg and PRes personnel. The combined experience enables leadership and soldiers to become familiar with Tactic, Techniques and Procedures (TTP), build an esprit de corps between the components, and give opportunity to see another perspective on how to accomplish a task. A formalized expectation of integrated training within the CA would promote greater efficiencies and understanding among its full and part-time personnel. Component Transfers both Reg to PRes and PRes to Reg would also be advantageous as there would be a shared understanding of experience and training conducted.

CONCLUSION

18. Canada's capability building as detailed in SSE for integration of Reg F and PRes unit training must be directed and formalized for pan-Army execution. CA must assign funding and training expectations to Divisions in order to ensure a coherent practice in PRes integrated training. Challenging and relevant integrated training will assist with PRes, and Reg F, recruitment and retention. CBGs must be enabled by their higher headquarters to properly coordinate with CMBGs and training facilities. Equipment availability and support will not be available in the near future so integrated training in the short to mid-term is the solution. Specialty training on equipment and even distribution across divisions will allow for flexibility

in response to domestic operations. Integrated training will ensure “one Army”. Be it individual training or collective, conducting training together has positive effects on the morale of the members and minimizes the training required for expeditionary or domestic mission tasks.

RECOMMENDATION

19. It is recommended that CA formalize further the direction to divisions in order to standardize the integration of PRes and Reg F training. Funding for integrated training should be outlined in the operation plan and equipment resources managed by divisions to encourage both individual and collective integrated training.

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