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FORCE-GENERATING AIR-MINDED LOG-AIR OFFICERS

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FORCE-GENERATING AIR-MINDED LOG-AIR OFFICERS

AIM

1. The purpose of the service paper will identify the current issues facing the Royal Canadian Air Force (RCAF) in generating airminded Logistic Officers (Log Os). Intent will present an option space for the career management of Log Os, specifically, for the RCAF to ensure they have the requisite skills to enable RCAF operations. The analysis for recommending that Log-Air be its own occupation and a RCAF managed occupation will not be addressed. That said, this principle can be further studied for supplementary research.

INTRODUCTION

2. Log Os are one of nine occupations within the Royal Canadian Logistics Service (RCLS). Although the RCLS is the Branch Authority, occupational authority (OA) for all RCLS occupations reside within Assistant Chief Military Personnel (Asst CMP). The Log O Military Occupational Structure Identification (MOSID) code is 00328 which is further broken down into three sub-occupations: Log-Sea (00328-4), Log-Land (00328-3) and Log-Air (00328-2). The Log O occupation is the largest officer occupation in the Canadian Armed Forces (CAF) with a Preferred Manning Level (PML) of 1,730 which represents 13% of the officer core.

3. Managed as a tri-service occupation, the PML is assigned to 00328 with no Distinct Environmental Uniform (DEU) apportionment past what is provided in the Strategic Intake Plan (SIP). Although DEU ratios are discussed within the RCLS, there is no mechanism to ensure the appropriate distribution post the Operational Functional

Point (OFP) of a member. The first step to rectify this limitation is to address the PML and evaluate it by sub-occupations. This will be achieved by assessing a new REMAR structure and making each respective sub-occupation accountable to the joint and corporate Capability Component (CC). Secondly, Log-Air has been unable to generate a sufficient quantity of Majors (Maj), in certain functions, along with Lieutenant Colonels (LCol) for their specific CC. The Log-Air management framework by function will be presented which will demonstrate how the sub-occupation is stretched completely thin at these rank levels, which in turn limits the flexibility for Log-Air employment. Culminating the previous discussion topics, the merit board process will be introduced for Log O specific along with a process employed by the Naval Warfare Officer (NWO) occupation to demonstrate an alternate methodology.

DISCUSSION

Preferred Manning Level

4. Log O career managers (CM) are focussed on their current CC. They ensure their respective environments are appropriately filled, which comes at the expense of the CC outside the RCN, CA and RCAF. The occupation over the past 48 months has seen its Trained Effective Strength (TES) versus PML hover at the low 90% rate. The August 2019 Establishment and Strength Report generated by Director General Military Personnel Research and Analysis (DGMPRA) identifies a shortage of 140 Log Os and the health sits at 91.9%. Considering the health of the occupation will not improve in the near future, re-classification of the PML needs an overhaul.

5. The baseline for the analysis should come from the current CC ratio. Using the approved establishment for 00328 by environment demonstrates the requirement each service has with respect to Log Os and would form a fair reference point.

Table 1 – Log O Distribution by CCs

CC	Capt/Lt(N) - Lt/SLt	Maj/LCdr	LCol/Cdr	Total
1 (RCN)	84	43	14	141
2 (CA)	292	84	17	393
3 (RCAF)	160	77	20	257
Other	392	323	139	854
Total	928	527	190	1645

Source: Career Management Information System (CMIS), 15 October 2019

Through the RCLS governance framework, the Logistics Branch Executive Committee (LBEC) could establish the DEU ratio within the other CC, by rank. An overly simplified example of a potential outcome could be as follows:

- a. RCAF has an establishment of 77 Log-Air Majors;
- b. This accounts for 15% (77/527) of the establishment for all Log Os; and
- c. 47 (.15 x 323) positions from the other CC needs to be assigned to Log-Air at the rank of Major.

6. Further considerations for the assignment of every position to a specific sub-occupation is highly required as the numbers in a given rank does not take all elements into consideration. Items for which need to be considered could be as follows:

- a. When a particular environment has mass in a certain location, assigning the responsibility to that specific sub-occupation needs to occur. This will adhere

to the CAF intent with respect to reducing the number of relocations service members need to complete;

b. Each sub-occupation over the years have found their niches such as Log-Land generating Ammunition Technical Officers. In order to maintain momentum, functional type position requirements need to be considered in order to force generate the required amount of specialists; and

c. Opportunities for key positions must be properly negotiated. This will provide the environments the flexibility to employ their members outside the sub-occupation in order to raise their experiences and continue to further development as Log Os. These types of positions are often referred to as joint. Similar to the functional niche positions, the experiences received within the joint domain will ensure Log-Air remains competitive for the senior Logistics ranks due to the diversity of employment. They also serve Log-Air officers well as they can bring back the valuable lessons once they return to the RCAF.

The analysis would ensure the structure is sustainable from a sub-occupation perspective and enforce an appropriate pyramid throughout its ranks. Further analysis in this area will be discussed in Log-Air limitations portion of this service paper as this process only captures a portion of the issue.

7. Once sub-occupation for each position at all rank levels are determined and considering vacancies will remain for the foreseeable future, the vacancies need to be shared between the RCAF (RCN and CA) and the units for which they are responsible

for. The current accountability in this regard is nonexistent and assigning other CC established positions to a specific sub-occupation will hold the environments accountable, resulting in a transparent process.

Table 2 – Log O Vacancies by CCs

CC	Capt/Lt(N) - Lt/SLt	Maj/LCdr	LCol/Cdr	Total
1 (RCN)	9	8	1	18
2 (CA)	39	6	0	45
3 (RCAF)	6	4	0	10
Others	59	40	14	113
Total	113	58	15	186

Source: Career Management Information System (CMIS), 15 October 2019

The data confirms the environments are favoring their respective environments. As depicted above, there is a 9% vacancy rate at the rank of Maj/LCdr within the combined RCN, CA and RCAF CCs compared to a 12% vacancy rate in the other CC. The vacancy rates at the Capt/Lt(N) are 10% and 15% respectively which further reinforces that preferential treatment exists. Table 2 also demonstrates that 61% of the vacancies are outside the RCN, CA and RCAF proper.

Log-Air Limitations

8. Second order effects to the analysis on the preferred manning levels broken down to sub-occupations would assist in providing clear direction to the Log-Air CM when assigning initial functional training. Log-Air members on the basic training list (BTL) are assigned a primary functional specialty immediately upon completion of Basic Officer Training Program (BOTP) or during the final semester for those under the subsidized

university training list (SUTL). Decisions of assigning functions are made with the intent the officers will progress as Log Os within their specialty.

9. Recent practice focuses on entry level requirements within the RCAF in order to assign specialties. This process appears to be much too short sighted which can be a risk to the requirements at higher rank levels. 60 of the 160 junior RCAF Log O positions are considered entry level and each have a dedicated functions assigned to it.

Table 3 – Function Within Entry Level RCAF Log O Positions

Function	Quantity	Percentage (%)
Supply	10	17
Transport	10	17
Finance	8	13
Human Resources	32	53

Source: Career Management Information System (CMIS), 15 October 2019

Considering the Log-Air CM is focused on the present, the immediate requirement see's a high percentage of the BTL Log-Air officers complete the Human Resource officer qualification in order to attain OFP. As per table 3, 53% of the RCAF's initial requirement for logisticians is to complete administration.

10. In order to evaluate whether the initial apportionment is conducive, requirements at the next rank levels need to be analysed to ensure the force generation of functions are appropriate. Of the 77 RCAF Maj Log O positions, five of these are identified as any function can fill.

Table 4 – Function Within Maj RCAF Log O Positions

Function	Quantity	Percentage (%)
Supply	18	25
Transport	17	24
Finance	14	19
Human Resources	23	32

Source: Career Management Information System (CMIS), 15 October 2019

Table 4 clearly signals a disproportion as there is a significant drop between initial requirements and those at the rank of Major for the human resources function (53% to 32%), while the requirement for the three other functions have increased.

11. Statistics for the rank of LCol are also provided in order to present a trend. These statistics are difficult to analysis as greater than 60% (12/20) of the LCol Log O positions within the RCAF are reserved for Commanding Officers (CO) which do not necessarily have a function assigned to them. However, historically a CO of a Mission Support Squadron (MSS) are typically Supply or Transport, whereas a Deputy Wing Commander (DWComd) has been Finance or Human Resources. The historical functional specialty has been taken into account for table 5.

Table 5 – Function Within LCol RCAF Log O Positions

Function	Quantity	Percentage (%)
Supply	6	30.0%
Transport	5	25.0%
Finance	4.5	22.5%
Human Resources	4.5	22.5%

Source: Career Management Information System (CMIS), 15 October 2019

12. It is clear within RCAF established positions that there is a poor disproportion between initial functional assignments compared to senior officer ranks.

Table 6 – Function Within RCAF Log O Positions

Function	Entry Capt/Lt	Maj	LCol
Supply	17.0%	25.0%	30.0%
Transport	17.0%	24.0%	25.0%
Finance	13.0%	19.0%	22.5%
Human Resources	53.0%	32.0%	22.5%

Other than human resources, the demand for all functions at the senior officer level increased at each rank. The reverse pyramid for Supply, Transport and Finance specialties clearly demonstrates the difficulty in generating functional specialist at each rank level.

Merit Board

13. There is currently no way for Log Os to ensure the appropriate DEU apportionment post entry level assignments. This is due to the current process which see's one merit board for the tri-service occupation. Each Log O, whether RCN, CA or RCAF is brought to one single merit board and competes against one another for promotion. Regardless of environmental or functional requirements, the ranking is established by members of the 00328 occupation and substantive promotions are allotted in order of the ranking. They are evaluated against the Log O scoring criteria (SCRIT) which is recommended by the RCLS. Although each environmental director has the ability to propose changes to the SCRIT, it must ensure it is equitable with the other environments as to not provide an advantage for one over another.

14. In the RCAF, there has been much work completed in the professional development (PD) domain. "Starting with the fall 2018 selection merit boards, two

SCRIT points will be awarded to APOC-qualified Capts from the ACSO, AEC, AERE, CELE, Constr Engr and Plt occupations.”¹ This CANAIRGEN is one example for what the RCAF values, but it is not be incorporated into the Log O SCRIT as it is not equitable for all. Promotion to Maj for a RCAF managed occupation also dictates that the completion of the AFOD program is a pre-requisite. As Log-Air is governed by Asst CMP, this direction can not be enforced which is contrary to the RCAF Commanders intent and what is valued in RCAF officers, which includes Log-Air.

15. Experience points within a SCRIT can be viewed as relatively easy points to attain by virtue of postings. What this criterion doesn’t take into consideration is potential limited cost moves allocated to the CMs on a yearly basis. A Log-Land officer posted to Edmonton for example can be employed at the Service Battalion (second line), Regimental QM (first line), Brigade HQ and even Divisional HQ. Although these officers will not max out on experience points, lacking Strategic and Corporate employment, they have an advantage by feature of the mass in this geographical location which is common to other CA bases. Compare this to a Log-Air officer posted to Cold Lake where they can only be employed within a MSS (second line) and Squadron (first line) over the same period of time as their Log-Land counterpart. Also, RCAF Wings are scattered all across the country with limited development opportunities in each location due to its reduced footprint in each location. Results from limited cost moves would see a Log-Air officer posted to a Wing for a longer period of time while foregoing experience points that are essentially out of their control. The current framework with respect to this criterion does

¹ Improvements to RCAF Officer Professional Development CANAIRGEN 015/17 C AIR FORCE 21/17 131330Z JUL 17

not promote airmindedness. Each RCAF platform is a unique capability and for a Log-Air officer to increase their airmindedness, one must serve with different capabilities. This could be viewed as lateral tactical employment within the Log O SCRIT, bringing into conflict what the RCAF desires from their Log Os versus potentially jeopardizing advancement in rank for Log-Air in a tri-service merit board.

16. The NWO occupation has several sub-occupations, similar to Log O. Their merit boards are held comparable to that of a Log O with one board report and membership. The significant difference between the merit boards are the results. The NWO sub-occupations include Clearance Diver, Staff, Submarine and Surface Ship Command. Each member competes within their respective sub-occupation and ranks accordingly.

CONCLUSION

17. As the largest officer occupation in the CAF, the establishment is too ambiguous with respect to the CC outside the three services. Vacancy rates are not impartial and mechanisms have been presented on how the establishment could be divided into sub-occupations assigning specific accountabilities. The generation of RCAF Log Os does not have a healthy balance between entry level requirements and those at the senior officer level. The reverse pyramid for RCAF specific functional requirements is unsustainable as the proportions out of the gates do not match what is required long term. The challenges towards an equitable force distribution by DEU is currently being stalled by the tri-service management on merit boards. The NWO method was presented providing a viable course of action for the Log O occupation. Once all the dependencies are solved,

the Log-Air officers can be managed in accordance to the requirements of the RCAF and instill an airminded officer.

RECOMMENDATION

18. It is recommended that under the leadership of the Strategic J4, the LBEC be tasked to assign each Log O position to a specific sub-occupation. A4 Log will need to provide clear direction to the Log-Air CM on specialty distribution which should be directly in line with the new sub-occupation specific REMAR. Considering the requirements at the senior levels, this item needs to drive how Log-Air officers are employed at the tactical. A4 Log must then build a Log-Air specific SCRIT in line with the requirements and values of the RCAF leadership considering the greater RCLS standards. Over time, the RCAF leadership will acquire Log-Air officers with sound airmindness with key RCAF senior billets filled with Log-Air officers that have requisite experience and skill.

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