

Canadian
Forces
College

Collège
des
Forces
Canadiennes



GROWTH IS NOT ‘BIGGER AND BIGGER’: IT’S ‘BETTER IS BETTER’

Major Marc-André La Haye

JCSP 47

Service Paper

Disclaimer

Opinions expressed remain those of the author and do not represent Department of National Defence or Canadian Forces policy. This paper may not be used without written permission.

© Her Majesty the Queen in Right of Canada, as represented by the Minister of National Defence, 2021.

PCEMI 47

Étude militaire

Avertissement

Les opinions exprimées n’engagent que leurs auteurs et ne reflètent aucunement des politiques du Ministère de la Défense nationale ou des Forces canadiennes. Ce papier ne peut être reproduit sans autorisation écrite.

© Sa Majesté la Reine du Chef du Canada, représentée par le ministre de la Défense nationale, 2021..

CANADIAN FORCES COLLEGE - COLLÈGE DES FORCES CANADIENNES

JCSP 47 - PCEMI 47

2020 - 2021

SERVICE PAPER – ÉTUDE MILITAIRE

GROWTH IS NOT ‘BIGGER AND BIGGER’: IT’S ‘BETTER IS BETTER’

By Major Marc-André La Haye

“This paper was written by a candidate 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.”

Word Count: 2,427

« 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. »

Nombre de mots : 2.427

GROWTH IS NOT ‘BIGGER AND BIGGER’: IT’S ‘BETTER IS BETTER’

AIM

1. The aim of this service paper is to identify potential courses of actions (COA) for further research and implementation by either Divisions or the Royal Canadian Air Force (RCAF) Commander. These COAs have the goal to improve the efficiency and quality of output of the RCAF in an Air Task Force (ATF) or Air Expeditionary Wing (AEW) context in order to aid the RCAF in the global delivery of air power.

INTRODUCTION

2. In December 2020, the Vice Chief of the Defence Staff (VCDS) Lieutenant General Rouleau spoke to the students of the Joint Command and Staff College (JCSP). While he focused on his four priorities, he also highlighted that the future of the forces was not more people and more money to fix CAF problems, but in a rethinking the way we do business: “growth is not bigger and bigger; its better is better!”¹ With that premise in mind, this paper’s initial hypothesis is that improvements can be achieved with minimal additional personnel or money. To demonstrate how different organizational changes could force multiply mission success and enhance global air power delivery, this paper will divide the potential COAs into two categories: “raising the high water mark” and specialisation. It will follow up with an analysis of the best plan of action in the recommendations.

3. The “raising the high water mark” section will look into concepts that can be broadly applied to the entire RCAF, in a general way, in order to make the entire RCAF better. The specialisation section will examine concepts that will target a smaller sample of RCAF members, but in doing so, should make that smaller sample more efficient and knowledgeable on expeditionary operations. The concept analyzed in the “raising the high water mark” section will mainly focus on Professional Military Education (PME) within the RCAF. On the other hand, the specialized concepts to be analyzed relate to what will happen after the Air Force Expeditionary Capability (AFEC) program is complete and what should be done to enable further future success with this momentum. It will also analyse the creation of virtual ATF’s using the Canadian Forces Tasking, Plans and Operation (CFTPO) system. Finally, this paper will analyse the benefit of implementing a High Tempo Unit (HTU) or High Tempo Positon (HTP) status at 2 Wing or parts thereof.

DISCUSSION

“Raising the high water mark”

4. The basic premise behind “Raising the high water mark” is that through PME, the entire RCAF can become better as an entity. In order to do so we must first understand the current PME structure. Currently in the Canadian Armed Forces (CAF) there is an expectation set out for

¹ Lieutenant General Mike Rouleau, lecture, Canadian Forces College, Zoom, 15 December 2020, with permission.

every officer² to be able to accomplish a set list of tasks at different ranks regardless of element, either Air, Army or Navy. These tasks pertain to “fundamental expertise, cognitive, social, change and professional ideology competencies, which when combined, delivers the appropriate leadership and management capacities.”³ In order to adequately accomplish those tasks, a list of training requirements was put in place CAF-wide. Using five Developmental Periods (DP) to cover the full gamut of ranks encountered throughout a military career, PME courses and programs were identified and attributed to the appropriate DP in an officer's career. There is a similar expectation amongst the individual elements and the RCAF is no exception (See Annex A). The end goal of the RCAF professional development curriculum is to bring every officer to a level that enables her or him to “function in an Air Force environment, understand airpower, promote airpower mindedness, pursue professional airpower mastery and represent the RCAF to the world.”⁴

5. Going further in the process of managing the RCAF courseware, it becomes the responsibility of the 2nd Canadian Air Division (2 CAD) in Winnipeg, and the Royal Canadian Air Force Aerospace Warfare Centre (RAWC) in Trenton, to develop professional courses. 2 CAD and the RAWC play a crucial role in the development, management and execution of professional military education. Each reporting directly to the Commander of the RCAF,⁵ they are tasked in the RCAF campaign plan line of operation 3: supporting Air and Space Training and Professional Development.⁶ While 2 CAD has thus far focused on DP 1 and 2 for the purpose of bringing Lieutenants and Captains to be operationally ready, it is also at those DPs that an Air Force officer needs to become an expert in his or her field. Therefore, this paper does not propose adding more mandatory courses at those levels of DPs, since in fact there is already a 2 CAD managed course with the purpose of teaching the basic of expeditionary concept required in the form of the Air Force Officer Development program (AFOD), as Annex A describes.

6. Having said that, the RAWC Air and Space Power Operations Course⁷ (ASPOC) should become mandatory for promotion to the rank of Major. The stove piped nature of today's RCAF makes it impossible for every new Major to be on the same level, but the level of expectation of each Major is the same, making this situation an impossibility. Similar, to the RCAF Unit Command Team Orientation Program (RUCTOP), which is mandatory for all future Commanding Officers (CO) before taking Command of their unit, ASPOC would ensure that all experienced Captains becoming Majors would start their journey at the same level. Arguably, Major is the most important rank in the RCAF when it comes to the transition from tactical application to operational planning, and so all Majors should be able to represent the RCAF adequately. Because of the limited number of promotions from Captain to Major, this annual task could be managed prior to the annual posting cycle the same way RUCTOP is managed,

² For the purpose of this paper, the argumentation will focus on officers only, but it should also be known that non-Commission members also have a similar path.

³ Department of National Defence, “Canadian Armed Forces professional development framework”, Last modified 13 August 2018. <https://www.canada.ca/en/department-national-defence/services/benefits-military/education-training/professional-development/framework/officers.html>

⁴ Annex A - RCAF Professional development placemat

⁵ Department of National Defence, A-GA-007-000/AF-008, *RCAF Vectors*, (Ottawa: DND Canada, 2019), 10.

⁶ Department of National Defence, *RCAF Campaign plan*, (Ottawa: DND Canada, 2019), 25-26.

⁷ In Annex A - APOC as seen its name change to ASPOC since its release.

alleviating the “loss” of time at the unit since they are in a transition to a new rank and new position.

7. Additionally to the ASPOC, this paper argues that it would be beneficial for the entire RCAF to add the Air and Space Operation Command Course (ASOCC)⁸ from the RAWC’s curriculum to the RCAF Officer DP3 mandatory courses list (Annex A). As mentioned above, one of the goals of the training process is to be able to represent the RCAF abroad. Being involved in operations everyday around the world and in Canada, the RCAF cannot afford to have officers with poor abilities to plan air operations. Having a good understanding of Command and Control (C2) early in a major’s career, enables you from the onset to be a value added during planning groups. With that in mind, the ASOCC should be mandatory, since it would ensure professional application of air power in joint operational planning and execution.

8. The main downside of mandatory training, and an important factor as to why there is currently a minimal number of mandatory courses (two courses, as described see Annex A), is that time required for the courses equates to time away from the unit. That same unit, now with less people, needs to keep operating at the same level, posing a major challenge for Commanding Officers. One of the rare positive aspects of this past COVID-19 year was the demonstration of the CAF's ability to quickly adapt in the face of adversity, and to transition some in-person learning to online courses. Some of the changes to online education would have never been achieved if it was not for the requirement to move forward with as minimal as possible an impact to what was known as “normal operations.” To that effect, courses like the JCSP is the perfect example that a mountain can be moved when required. In the case of the ASOCC, a three-day course on average, in-person training requires two days of movement back and forth to Trenton. Completing the course virtually would nearly halve the time away from the unit by removing travel time. Finally, the benefits of ASPOC and ASOCC as mandatory PME for RCAF officers outweighs the downside associated with mandatory course requirement. Consequently it would directly contribute to the benefit of “raising the high water mark” of the RCAF officer's competence and contribute to professional global delivery of air power.

Specialisation

9. As opposed to the “raising the high water mark”, specialisation fundamentally focuses on enabling a small group of people or elements to punch above their weight and become subject matter experts. When it comes to ATF or AEW concepts in order to aid in enabling additional positive outcome with the global delivery of air power and minimal resources, you need to focus on its management and how we got where we are today. This will allow for proactive development of COAs that should better position the RCAF in the future. At the heart of the RCAF expeditionary operations management efforts lies the AFEC. The AFEC project is at this time what drives the infrastructure and equipment side of the effort, with a stated purpose to “improve the Royal Canadian Air Force’s ability to respond rapidly and effectively to assist in

⁸ In Annex A - OCCC as seen its name change to ASOCC since its release.

domestic and international operations by providing required operational and training support equipment.”⁹

10. The AFEC necessitated the creation of 2 Wing Bagotville to manage this massive project. Like a phoenix reborn from its ashes, 2 Wing was stood up for the fourth time in July 2012.¹⁰ By associating itself with successful operational outcomes, it became the centre of anything involving RCAF expeditionary operations. Whether the focus is on doctrine, operations or training both at the collective and individual level, 2 Wing has become the driving force behind any RCAF expeditionary related matter.¹¹ That being said, the AFEC program is in the process of completing its final phase, presently set to conclude in fiscal year 2026-2027.¹² In itself, the completion of the AFEC project will be a great accomplishment for the RCAF, but that will leave a void in terms who or what is driving the expeditionary effort forward with legitimacy.

11. One of the solutions to fill that void would be the creation of group similar to a Capability Advisor Group (CAG) or a Senior Advisor Group (SAG).¹³ Within the RCAF, each occupation, and in some cases even some sub-specialisations like search and rescue and electronic warfare, has a CAG. The CAG or SAG works behind the scenes required by the Division or RCAF Commanders to make decisions that pertain to their area of interest and manages the career progression of its members.¹⁴ The goal of this paper is not to argue the exact name of that group or the exact construct, but to argue for the requirement of such a group to enable a precise management of its resources at all levels (strategic, operational & tactical). For this purpose, the group will be referred to as an Advisor Group (AG). Presently, the expeditionary capability does not possess such AG nor is it recognized as a capability that needs management. Recognising and creating an AG would be beneficial for the advancement of the ATF or AEW concepts to aid in the global delivery of air power.

12. Strategically, the AG’s responsibility would be to represent the interest of the RCAF when it comes to integration with *Strong, Secure, and Engaged*, Canada’s defence policy¹⁵. Operationally, because the expeditionary capability is still in its infancy, new capabilities or units have been and will continue to be added to 2 Wing’s organizational orders. For example, in the not too distant future, the addition of 14 Construction Engineer Squadron or the requirement to

⁹ Department of National Defence, “National Defence announces new infrastructure project at Canadian Forces Base Bagotville”, Last modified 30 August 2019. <https://www.canada.ca/en/department-national-defence/news/2019/08/national-defence-announces-new-infrastructure-project-at-canadian-forces-base-bagotville.html>

¹⁰ Department of National Defence, “2 Wing History”, last modified 20 October 2017. <http://www.rcacfarc.forces.gc.ca/en/2-wing/history.page>

¹¹ Department of National Defence, B-GA-402-005/FP-001, *Expeditionary Air Operations*, (Ottawa: DND Canada 2020), 9-11.

¹² Department of National Defence, “Air Force Expeditionary Capability”, last modified 9 January 2020. <http://dgpapp.forces.gc.ca/en/defence-capabilities-blueprint/project-details.asp?id=1882>

¹³ Department of National Defence, AFO 1000-7, *Air Force Personnel Management – Officers*, (Ottawa: DND Canada 2016), <http://rcacf.mil.ca/en/c-air-force-staff/afo-1000-7.page>, (Defence Wide Area Network).

¹⁴ Ibid.

¹⁵ Department of National Defence, *Strong, Secured, Engaged: Canada’s Defence Policy* (Ottawa : ON: Department of National Defence, 2017).

develop the Force Protection Element doctrine with the Army¹⁶ will require proper integration at more than the RCAF level; these are tasks the AG would manage. On the tactical side, career management at all levels is a perfect example of a potential task. A normal RCAF flying squadron generates its COs from within the fleet, and it would be greatly beneficial to do the same for the units of 2 Wing. Not having to start over at each posting cycle would enable faster turn around, ensuring experience, competencies and qualifications are retained, all during the most critical period of vulnerability for readiness. Finally, the AG would be able to manage the virtual ATFs list, the next concept to be explored.

13. Like any other specialised force, you always need more than the available numbers on hand. One way of creating a force multiplier without adding positions or requiring more money would be to create virtual ATFs. Using the CFTPO system a list of virtual ATFs could be generated from past members of 2 Wing that wish to stay deployable, with of course support from their new Chain of Command (CoC). The virtual ATFs would only be activated when a 2 Wing ATF is deployed, thereby lowering the chance of deployment considerably, but enabling a credible deployable back up. Because the members of those virtual ATFs would be past members of 2 Wing, training would be minimal and they could even be integrated in the yearly training of the Wing itself via online means, since 2 Wing was mandated to develop a virtual version of its pre-deployment training.¹⁷

14. While not a new idea, but still required, the implementation of HTU to some units or HTP to positions within 2 Wing would greatly benefit the availability of personnel for expeditionary operations.¹⁸ Having about 300 members, 2 Wing cannot afford to have people being posted to its unit unable to deploy. Some might argue that the solution to this problem lies in the career management office, but as there is no mandatory position requirement for readiness, the career manager is not required to provide someone meeting these criteria. Of course, the Wing Commander could always permit exceptions depending on availability of some positions and other temporary circumstances, but the concept that non-deployable members are posted to the busiest expeditionary Wing in the RCAF is inconceivable.

CONCLUSION

15. With the VCDS's challenge to be better without asking for more people and/or major amounts of money, the ATF and AEW concepts can be improved without adding significant resources. Although measures that would be applied RCAF wide will require more effort than the specialised ones, they both should be further analysed in order to establish the actual "cost vs benefit" of implementation.

¹⁶ Colonel Luc Girouard, telephone conversation with author, 15 January 2021.

¹⁷ Colonel Luc Girouard, telephone conversation with author, 15 January 2021.

¹⁸ Department of National Defence, DAOD 5009-1, *Personnel Readiness Verification Screening*, (Ottawa: DND Canada, 2016), <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/5000-series/5009/5009-1-personnel-readiness-verification-screening.html>.

RECOMMENDATION

16. This paper recommends that a mixture of “raising the high water mark” and specialisation can be used to enable global delivery of air power. Specifically, mandatory training for the RCAF to get to DP3 and at DP3 level should be implemented to broadly increase RCAF knowledge. As a targeted measure, the use of an AG to managed this capability, virtual ATF list and implementation of HTU or HTPs status should also be implemented.

Annex: A. RCAF professional development placemat

Annex A. RCAF professional development placemat

RCAF PROFESSIONAL DEVELOPMENT

Education • Training • Experience • Self-Development

Goal of the RCAF Professional Development
To ensure ALL RCAF personnel:

- Can function in an Air Force environment
- Understand airpower
- Promote airpower mindedness
- Pursue professional airpower mastery
- Can represent the RCAF to the world

Investing in the Future of the RCAF

RCAF PROFESSIONAL DEVELOPMENT *Shaping the Future of the RCAF*

RCAF PROFESSIONAL DEVELOPMENT <i>Meeting in the Future of the RCAF</i>				
OFFICERS		NON-COMMISSIONED MEMBERS		
CAF TRAINING	CAF TRAINING	CAF TRAINING	CAF TRAINING	CAF TRAINING
Developmental Period 1 Officer Cadet – Second Lieutenant	Developmental Period 2 Lieutenant – Captain	Developmental Period 3 Major – Lieutenant Colonel	Developmental Period 4 Colonel	Developmental Period 5 General Officers
* Basic Military Officer Qualification (BMOQ) (AFOD) – Block 1	* Canadian Armed Forces Junior Officers Development Program (CAJODP) Junior Officers Operations Programme (JOP)	Joint Command and Staff Program (JCSP) Joint Staff Operations Programme (JSOP) Canadian Security Studies Program (CSSP)	National Security Program (NSP) Executive Leaders Program (ELP)	Individualized opportunities
* Air Force Officer Development (AFOD) – Blocks 2,3 Air Power Operations Course (APOC) Tactical Command and Control Course (TCCC) Occupational Post-Graduate Opportunities	* Air Force Officer Development (AFOD) – Block 2,3 Air Power Operations Course (APOC) Tactical Command and Control Course (TCCC) Occupational Post-Graduate Opportunities	Operations Command and Control Course (OCCC) RCAF Joint Command Team (RCAJCT) RCAF Post-Graduate Education (Full and Part Time) Air War College (AWC) Tactical Command and Control Course (TCCC)	Air War College (AWC) Senior Command and Control Course (SCCC) Fellowships	Chief Warrant Officer
Private (Basic)	Private (Trained) – Corporal	Master Corporal – Sergeant	Warrant Officer – Master Warrant Officer	Chief Warrant Officer
* Basic Military Qualification	* Primary Leadership Qualification (PLQ)	* Intermediate Leadership Program (ILP)	* Advanced Leadership Program (ALP) Senior Leadership Program (SLP) Joint Staff Operations Programme (JSOP)	Executive Leaders Program (ELP) National Security Program (NSP) Senior Appointment Program (SAP)
Basic Occupation Training Basic Air Environment Qualification (BAEQ)	Primary Air Environment Qualification (PAEQ)	Intermediate Air Environment Qualification (IAEQ)	Senior Air Environment Qualification (SAEQ) Senior Air Environment Team Orientation Program (SAETOP) Tactical Command and Control Course (TCCC) Operations Command and Control Course (OCCC) Senior Command and Control Course (SCCC)	Senior Air Environment Qualification (SAEQ) Senior Command and Control Course (SCCC) Tactical Command and Control Course (TCCC) Operations Command and Control Course (OCCC)

For more information -

Visit the 3 Canadian Airpower Centres at:

<http://cdm.cdnm.ca/2.cdod.htm#cdm>

Canadian Forces Aerospace Warfare Centre, Joint Air Force Centre of Excellence, or

or

Check in with your unit's training coordinator

Other Professional Development Opportunities

Combined Air Operations Centre Training
RCAF Commander's Reading List
Barber Society

RCAF Journal
RCAF Air Power Symposium
Aerospace Studies Program

InForm
Canadian Forces Aerospace Warfare
Centre Webinars

BIBLIOGRAPHY

- Canada. Department of National Defence. “2 Wing History”. last modified 20 October 2017. <http://www.rcaf-arc.forces.gc.ca/en/2-wing/history.page>.
- Canada. Department of National Defence. AFO 1000-7, *Air Force Personnel Management – Officers*. Ottawa: DND Canada, 2016. <http://rcaf.mil.ca/en/c-air-force-staff/afo-1000-7.page>. (Defence Wide Area Network).
- Canada. Department of National Defence. A-GA-007-000/AF-008, *RCAF Vectors*. Ottawa: DND Canada, 2019.
- Canada. Department of National Defence. “Air Force Expeditionary Capability”, last modified 9 January 2020. <http://dgpaapp.forces.gc.ca/en/defence-capabilities-blueprint/project-details.asp?id=1882>
- Canada. Department of National Defence. B-GA-402-005/FP-001, *Expeditionary Air Operations*. Ottawa: DND Canada, 2020.
- Canada. Department of National Defence. “Canadian Armed Forces professional development framework”, Last modified 13 August 2018. <https://www.canada.ca/en/department-national-defence/services/benefits-military/education-training/professional-development/framework/officers.html>.
- Canada. Department of National Defence. DAOD 5009-1, *Personnel Readiness Verification Screening*. Ottawa: DND Canada, 2016. <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/5000-series/5009/5009-1-personnel-readiness-verification-screening.html>.
- Canada. Department of National Defence. Strong, Secured, Engaged: Canada’s Defence Policy. Ottawa: DND Canada, 2017.
- Canada. Department of National Defence. “National Defence announces new infrastructure project at Canadian Forces Base Bagotville”, Last modified 30 August 2019. <https://www.canada.ca/en/department-national-defence/news/2019/08/national-defence-announces-new-infrastructure-project-at-canadian-forces-base-bagotville.html>.
- Canada. Department of National Defence. *RCAF Campaign plan*, Ottawa: DND Canada, 2019.
- Rouleau, Mike, Lieutenant General, lecture, Canadian Forces College, Zoom, 15 December 2020, with permission.