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Committee on National
Defence, 1967/68.
Minutes of proceedings
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HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament
1967-68

STANDING COMMITTEE

ON

NATIONAL DEFENCE

Chairman: Mr. GÉRALD LANIEL

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1

THURSDAY, FEBRUARY 15, 1968

TUESDAY, FEBRUARY 20, 1968

TUESDAY, FEBRUARY 27, 1968

RESPECTING

Regulations and Orders in Council relating to the unification
of the Canadian Armed Forces.

Honourable Léo Cadieux, Minister of National Defence.

WITNESS:

Brigadier General W. J. Lawson, Judge Advocate General.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament
1967-68

STANDING COMMITTEE ON NATIONAL DEFENCE

Chairman: Mr. Gérald Laniel

Vice-Chairman: Mr. Leonard D. Hopkins

Mr. Brewin,	Mr. Langlois	Mr. McIntosh,
³ Mr. Caron,	(Chicoutimi),	Mr. McNulty,
Mr. Churchill,	Mr. Latulippe,	Mr. Nugent,
Mr. Fane,	Mr. Legault,	Mr. Rochon,
Mr. Forrestall,	¹ Mr. Lind,	Mr. Smith,
² Mr. Habel,	Mr. Loiselle,	² Mr. Watson (Château- guay-Huntingdon- Laprairie),
Mr. Harkness,	² Mr. Matheson,	
Mr. Lambert,	² Mr. Matte,	Mr. Winch—(24).

Hugh R. Stewart,
Clerk of the Committee.

¹ Replaced Mr. Groos on February 14, 1968.

² Replaced Messrs. Andras, Deachman, Lessard and Macaluso on February 15, 1968.

³ Replaced Mr. Crossman on February 19, 1968.

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OTTAWA, 1968

ORDERS OF REFERENCE

HOUSE OF COMMONS,

FRIDAY, May 19, 1967.

Resolved,—That the following Members do compose the Standing Committee on National Defence:

Messrs.

Andras,	Harkness,	Loiselle,
Brewin,	Hopkins,	Macaluso,
Churchill,	Lambert,	McIntosh,
Deachman,	Langlois (<i>Chicoutimi</i>),	McNulty,
Fane,	Laniel,	Nugent,
Forrestall,	Latulippe,	Rochon,
Foy,	Legault,	Smith,
Groos,	Lessard,	Winch—(24).

Attest:

LÉON J. RAYMOND,

The Clerk of the House of Commons.

WEDNESDAY, February 7, 1968.

Ordered,—That certain Regulations and Orders in Council relating to the unification of the Canadian Armed Forces laid before the House on Thursday, February 1, 1968, be referred to the Standing Committee on National Defence.

WEDNESDAY, February 14, 1968.

Ordered,—That the names of Messrs. Crossman and Lind be substituted for those of Messrs. Foy and Groos on the Standing Committee on National Defence.

THURSDAY, February 15, 1968.

Ordered,—That the names of Messrs. Watson (*Châteauguay-Huntingdon-Laprairie*), Matheson, Habel and Matte be substituted for those of Messrs. Andras, Deachman, Lessard and Macaluso on the Standing Committee on National Defence.

MONDAY, February 19, 1968.

Ordered,—That the name of Mr. Caron be substituted for that of Mr. Crossman on the Standing Committee on National Defence.

Attest:

ALISTAIR FRASER,

The Clerk of the House of Commons.

MINUTES OF PROCEEDINGS

THURSDAY, February 15, 1968.

(1)

The Standing Committee on National Defence met at 10.10 a.m. this day for the purpose of organization.

Members present: Messrs. Andras, Brewin, Churchill, Crossman, Deachman, Fane, Forrestall, Harkness, Hopkins, Lambert, Langlois (*Chicoutimi*), Laniel, Latulippe, Legault, Lessard, Lind, Loisel, Macaluso, McIntosh, McNulty and Rochon—(21).

The Clerk attending, and having called for motions for the election of a Chairman, Mr. McNulty moved, seconded by Mr. Crossman,

Resolved,—That Mr. Laniel be elected Chairman of this Committee.

Mr. Gérald Laniel was declared duly elected Chairman. He took the Chair and thanked the Committee for the honour conferred upon him.

The Chairman, having called for motions for the election of a Vice-Chairman, Mr. Lessard moved, seconded by Mr. Loisel,

Resolved,—That Mr. Hopkins be elected Vice-Chairman of the Committee.

Mr. Leonard D. Hopkins was declared duly elected Vice-Chairman and he thanked the Committee for electing him.

The Chairman read the Committee's Order of Reference dated Wednesday, February 7, 1968, which was discussed by the Members.

On motion of Mr. Lessard, seconded by Mr. Lambert,

Resolved,—That a Subcommittee on Agenda and Procedure comprised of the Chairman, the Vice-Chairman, and 5 members to be named by the Chairman after consultation with the Parties represented on the Committee, be appointed.

On motion of Mr. Harkness, seconded by Mr. Langlois (*Chicoutimi*),

Resolved,—That the Committee print from day to day 850 copies in English and 350 copies in French of its Minutes of Proceedings and Evidence.

A suggestion was made that Members of the Committee be provided with complete copies of the Queen's Regulations and Orders. The Chairman will consult with the appropriate officials in the Department of National Defence.

The Chairman noted that it is planned to invite certain officials from the Department of National Defence, to appear as witnesses. Mr. Harkness suggested that the Judge Advocate General be included among those invited to appear.

Mr. Brewin asked if a joint meeting of the National Defence and External Affairs Committees could be held to hear statements by the Minister of

National Defence and the Secretary of State for External Affairs. The Chairman noted the technical difficulties in arranging such a joint meeting. He will, however, pursue the matter with the Chairman of the other Committee, and look into the possibility of obtaining an additional Order of Reference from the House.

The Chairman noted that he will be holding a meeting of the Subcommittee on Agenda and Procedure soon, to decide on the calling of witnesses and on a schedule of future meetings.

At 10.35 a.m., on motion of Mr. Langlois (*Chicoutimi*), seconded by Mr. Fane, the Committee adjourned to the call of the Chair.

TUESDAY, February 20, 1968.

(2)

The Standing Committee on National Defence met at 10.20 a.m. this day. The Chairman, Mr. Gérald Laniel, presided.

Members present: Messrs. Fane, Habel, Hopkins, Laniel, Langlois (*Chicoutimi*), Legault, Loiselle, Matheson, Matte, McIntosh, Rochon, Smith, Watson (*Châteauguay-Huntingdon-Laprairie*), and Winch—(14).

The Chairman opened the meeting and a discussion ensued concerning the desirability of proceeding with the business as planned, in view of the vote taken in the House of Commons the previous evening.

The Chairman noted that the Judge Advocate General had been invited to appear as the witness, and that he would be away the following week.

Following further discussion, it was moved by Mr. Winch, seconded by Mr. Langlois (*Chicoutimi*),

That the Committee hear the witnesses.

Debate ensued, whereupon Messrs. McIntosh and Smith withdrew.

There being no quorum present, at 10.35 a.m. the Chairman adjourned the meeting, to the call of the Chair.

TUESDAY, February 27, 1968.

(3)

The Standing Committee on National Defence met at 10.20 a.m. this day with the Chairman, Mr. Laniel, presiding.

Members present: Messrs. Brewin, Caron, Habel, Hopkins, Langlois (*Chicoutimi*), Laniel, Latulippe, Legault, Lind, Loiselle, Matheson, Matte, McNulty, Rochon, Watson (*Châteauguay-Huntingdon-Laprairie*) and Mr. Winch—(16).

In attendance: Honourable Léo Cadieux, Minister of National Defence and Brigadier General W. J. Lawson, Judge Advocate General.

The Chairman opened the meeting. There was some discussion concerning the possibility of a meeting of the Standing Committee on External Affairs, to hear a statement by the Secretary of State for External Affairs, dealing with NATO and NORAD. The Chairman will make further enquiries and advise the Committee as soon as possible.

The members began their consideration of the Order of Reference dated February 7, 1968 (*Regulations and Orders in Council relating to the unification of the Canadian Armed Forces*).

The Chairman introduced the witness, Brigadier General W. J. Lawson, Judge Advocate General. Brigadier General Lawson read a prepared statement regarding the legal meaning and effect of the Regulations and Orders in Council referred to the Committee. Members then questioned the witness for the remainder of the meeting.

At 11.20 a.m., on motion of Mr. Langlois (*Chicoutimi*), seconded by Mr. Matheson, the Committee adjourned until Tuesday, March 5, 1968, at 10.00 a.m., when the witness will be the Chief of Personnel, Canadian Forces Headquarters.

Hugh R. Stewart,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, February 20, 1968

• 1020

The Chairman: Gentlemen, now I see a quorum, so we will proceed normally with the work of the Committee.

Mr. McIntosh: Mr. Chairman, before you proceed normally, I do not think this is a normal situation and I think possibly it is not proper to proceed in view of what happened in the House last night.

The Chairman: Yes...

Mr. Habel: What did happen?

Mr. McIntosh: I do not know; perhaps you were one of the absentees.

Mr. Habel: No, I was there; I saw you vote. And how glad you were!

Mr. Winch: That is exactly what he told me a few moments ago—when he was a kid, any time he got a spanking he deserved it.

The Chairman: This is up to the Committee to decide, but I must say that this morning a witness is available. This is not a decision making meeting of the Committee; it is more an information meeting at this stage. I was speaking a few minutes ago to our witness and I am told that the Judge Advocate General is supposed to be away next week on the holidays. I had reservations concerning the situation that might develop here this morning but at this stage I ask the co-operation of the Committee to carry on.

Mr. Winch: Well, I would like to say one word here. Regardless of what happened last night, Parliament has not been dissolved, the session has been neither adjourned nor prorogued, so officially—officially—legally and constitutionally there is still a Parliament of Canada and, therefore, we are meeting under correct circumstances.

Mr. Smith: I would like to make it clear, Mr. Chairman, that my presence and that of my colleagues from the Conservative Party

does not indicate that we concur in any way in the propriety of having a meeting this morning. We take a substantially different view of the effects of what happened last night and we would not want any report to emanate from this meeting of the Committee that would indicate by our presence here we are concurring in the propriety of the meeting. If our continued presence were to give that impression we would have to withdraw, but I do not think we will object to the questioning of the Judge Advocate General this morning.

Mr. Habel: May I ask you a question, sir? How could you agree so well last night and disagree this morning?

Mr. Smith: We are stating our position as a party; our presence here should not in any way be construed as acquiescence in the propriety of this meeting, but if the Committee wishes to continue on that basis we will remain.

Mr. McIntosh: Mr. Chairman, I might just add in answer to the question that as a result of what happened last night it is inconvenient for several members of our defence caucus committee to be here.

As you know, our Chairman and two members are at another meeting as a result of what happened last night and they are not able to be here, and I think they should be because they have some questions they wish to ask the Judge Advocate General.

It is not urgent, it is not important; it is more or less routine. The Judge Advocate General may be away next week but certainly he will be here later on when this subject, on which there does not have to be an immediate decision, can be discussed by those on our Committee that are interested in it. This is one of the reasons that we ask that you...

The Chairman: I do understand the point you are making and I wish to inform the Committee also that the Minister is not here

this morning for the same reason. He is attending a meeting, too, and any questions concerning policy will have to be delayed. We will look only at the application instead of the policy of unification as I mentioned this morning.

• 1025

Mr. Smith: Without prejudice, I presume that if this Parliament continues that we will have a later opportunity; that we will not conclude the Judge Advocate General's questioning this morning.

The Chairman: No, no; I am sure we will not.

Mr. Winch: Mr. Chairman, I would like to have the situation clarified because I think it is rather important. As I have already stated, I think we are meeting completely constitutionally and legally.

Mr. McIntosh: Well, we did not deny that.

Mr. Winch: That is the question I want to ask: Do our hon. friends from the Conservative Party have any information that the government has resigned? If not, we are proceeding legally. My second question is this: In view of the statement made by Mr. Smith a moment ago, if you ask any questions at all are you not accepting the legality of this meeting? Am I not correct in that?

Mr. Smith: That is a question that has given us a great deal of concern this morning, whether or not we should participate in any way in this meeting and whether we can participate without prejudice to our Party's position.

Mr. Winch: You understand, I just want that clarified.

Mr. Matheson: Mr. Chairman, I think this is a very important matter that Mr. Smith has raised. He does not come here as a freshman, he has been a veteran of the House of Commons for some time and is learned in the law. There are, of course, several meetings such as ours convening at precisely this time.

He comes here without a scintilla of evidence and no precedent at all to substantiate the case and I think he is really taking a position different from that of Mr. McIntosh because what he is doing is challenging the legality of this meeting and this is, in effect, what he is saying. Now, I think you guys have got to fish or cut bait. It is one or the other;

either this is a legal meeting from this point of view or it is not.

I say it is legal and there is no evidence before us to suggest that at this stage in the development of the 27th Parliament it is illegal. Now, if Mr. Smith has any other evidence he should produce it. Another thing he can do is simply to withdraw; in that way perhaps he can cause the quorum to fail to exist if that is the position he chooses to take.

Mr. McIntosh: Mr. Chairman, we were not disputing the legality of it at all. We wish to point out the circumstances in which we find ourselves. We ask the Committee to give consideration to the fact that because of the circumstances that have arisen—we are not putting the blame on anyone for it, it is something that happens in politics and in Parliament—three of our most senior members on this Committee are not able to be here.

If it were a pressing subject or if the witness had come a long distance to give his evidence it would be a different story altogether. As it is, the Judge Advocate General spends most of his time in Ottawa, he is available, I imagine, at very short notice at any time. Nothing that we are going to take up this morning is urgent and possibly the senior members of our committee are going to want to ask questions at a later date on matters we take up today, so as far as I am concerned actually it is more or less a waste of time. It would be a repetition for the Committee.

We are holding up all these gentlemen on the side that perhaps have other business to do. No good results will come out of this meeting. All we are asking the Committee to do is to give consideration to our position because of the circumstances that arose last night.

The Chairman: Yes, but actually, so far as the sitting is concerned, I say it is legal. It is a matter of...

Mr. McIntosh: We are not disputing that.

The Chairman: We admit that, but the question of carrying on with the meeting when some of the members are not here for reasons we know is for the Committee to decide. If we are here, if we have a quorum, so far as I am concerned I have to proceed.

Mr. McIntosh: Well, we do not want you to force us into a position of having to leave this meeting. We are asking for the consideration

of the Committee. If they do not want to give it, all right; perhaps we will take some other action in view of what Mr. Matheson said.

Mr. Winch: I move that the Committee hear the witnesses.

Mr. Langlois (Chicoutimi): I second the motion.

The Chairman: Mr. Winch has moved that we hear the witnesses, seconded by Mr. Langlois.

Mr. Watson (Châteauguay-Huntingdon-Laprairie): I wonder, Mr. Chairman, if it would not be possible to indicate to everyone here how long this witness might take?

The Chairman: It will take more than a sitting.

• 1030

Mr. Matheson: Mr. Chairman, I would like to intervene at this point...

The Chairman: On the motion that we have before us, Mr. Matheson?

Mr. Matheson: Yes. Mr. Chairman. I have sat in many meetings that you have conducted and I have never been aware of an occasion when you curtailed or limited examination of any witness. Now, of course, in any time that we have available—and we are starting at 10:30 this morning—there will be time for only some questioning. Only some of us in this group could exhaust the questions we might have for this distinguished and knowledgeable witness, so it is obvious that the circumstances require his reappearance. I cannot under any circumstances see how any party, group or member who is not present today could be thereby jeopardized. In fact, he would have the advantage of being able to read any previous questions on the general area of his special interest and he would be afforded the chance of a thorough and complete examination later. In those circumstances I certainly will support this motion.

Mr. McIntosh: Mr. Chairman, in answer to the question of how long we will detain the witness, I think it was pointed out that we certainly cannot get through this change in the regulations in one meeting and I cannot see why it is important or essential that we have this meeting today. You pointed out that the witness had been called. The witness was placed at no disadvantage by having to appear this morning. I do not see why we

have to continue to question him next week; if he is going to be away he can come before us at a later date.

This is a complete change from the previous regulations. I note that even on the first page it is mentioned that there are certain special privileges to be given to the Chief of Defence Staff, which is something out of the ordinary. We want to know why these were given to the Chief of Defence Staff personally. There are many things on which the members of the Committee, particularly the senior members—as I said before, they find it impossible to be here this morning because of the circumstances—want to question the witness. It is just a matter of getting information as far as they are concerned. If we carry on with this meeting and complete the study of several pages of the regulations possibly we will have to go back over the same ground again for the benefit of those members who are not present today.

It was to save the time of the Committee, the Clerk, and so on, that we made this suggestion, but if you are going to force us into some other procedure, then we can play the same game of politics which the people on the other side of the room are playing.

Mr. Winch: Mr. Chairman, I object to that. Our party had a caucus meeting this morning and I left in the middle of the caucus because this meeting of the Defence Committee had been called. That was not playing politics; that was accepting my responsibility as member of this Committee.

Some hon. Members: Hear, hear!

Mr. McIntosh: We will accept our responsibility and withdraw from this meeting.

An hon. Member: That sounds just like you did last night.

Mr. McIntosh: Yes, and we will do it again tonight if we have the chance.

Mr. Winch: I would like it to be noted, Mr. Chairman, that because of the withdrawal of the Conservative members who were attending this meeting we adjourned for lack of a quorum.

The Chairman: I want to point out that Mr. Fane is still here.

Mr. Winch: I am sorry, Mr. Fane, I apologize.

The Chairman: I do not want to become involved. I know that everyone is slightly on

edge this morning, and because we no longer have a quorum I cannot even accept a motion to adjourn. We will just cease to sit.

Mr. Winch: Mr. Chairman, I hope the record was kept for the period of time we did have a quorum.

The Chairman: Oh, yes.

The meeting is adjourned.

—

Tuesday, February 27, 1968

• 1020

The Chairman: Good morning, gentlemen. I now see a quorum.

The first item of business this morning is the adoption of the report of the Subcommittee on Agenda and Procedure. If it is agreeable to the Committee because of the present situation, I think we should postpone discussion on that report until our next meeting, at least, because reference is made in the Subcommittee's report to the possibility of reducing the quorum. I think it might be wiser to postpone that discussion and to carry on with our witness this morning. As a result of what happened last week the Judge Advocate General postponed his leave for a week and if we could hear him this morning I think we would render both he and the Committee a service.

I am very happy to welcome the Minister who is with us this morning. We are always glad to have you with us, sir. I also welcome the other members of the staff of the Department of National Defence.

Mr. Brewin: Mr. Chairman, before you proceed, though...

The Chairman: Yes.

Mr. Brewin: ... I do not want to hold up the start of the meeting, but I would like to ask one question in order that we may make our plans. Are you in any better position to inform us of the proposed joint meeting with the External Affairs Committee to hear the Minister of National Defence and the Secretary of State for External Affairs on the future developments in NATO and NORAD?

The Chairman: Mr. Brewin, and for the information of all the Committee members, there was a discussion on that point at our Subcommittee meeting and I was asked by

the Subcommittee to make representations and to get in touch with the Chairman of the External Affairs Committee to see how these plans were progressing. All I can report this morning is that the External Affairs Committee has set aside February 29 as a possible date for hearing a representation by the Secretary of State for External Affairs on NORAD and NATO. Last night I spoke with the Chairman of the External Affairs Committee, at which time he said he had been in touch with Mr. Martin's Assistant and hoped to get an answer either last night or this morning.

As far as this Committee is concerned we will not call that meeting. You may recall the discussion we had at the Subcommittee meeting when Mr. Winch, who is one of our members, more or less expressed his dissatisfaction with a possible meeting being called by the External Affairs Committee and our being invited as guests. This is quite understandable, but I think because of the present situation in the House there is no chance at this stage of getting approval of a motion giving permission for the two committees to sit together. There might be other views on this. If we want the meeting to be held on the 29th, I think the only solution is to follow the same procedure as in the past—attend a sitting of the External Affairs Committee.

• 1025

Mr. Winch: Mr. Chairman, in order that there may not be any misunderstanding—you discussed this matter with me on several occasions—I wish to make my position clear. I took the view that because of the numerous commitments made in the House of Commons both by the Minister of National Defence and the Secretary of State for External Affairs that there would be a joint meeting, that such a meeting should be held. You will remember also, sir, I told you that if it were not possible to have that commitment of a joint meeting fulfilled then, in view of the importance of the discussion which will take place on NORAD and NATO, I would raise no objection if the meeting were called by the External Affairs Committee and with the Defence Committee being invited and attending with a full voice.

The Chairman: Your point was well put, Mr. Winch. I think the only thing this Committee can do at this stage is to wait for the decision of the Minister and I will keep in touch with the Chairman of the External Affairs Committee with the hope that a final

decision will be made today. Would that be to the satisfaction of the Committee?

Mr. Matheson: Mr. Chairman, I would like to support Mr. Winch's statement. It seems to me that the External Affairs Committee—I chaired the External Affairs Committee for two and a half years and it is a large and important committee—in taking under advisement our relationship with NATO and NORAD would be very wrong if they decided that our appearance at such a meeting would place us in a subservient position, because these matters are essentially of very grave military importance. I think if we take the view that we are to be only spectators to something that the External Affairs committee may determine with respect to NATO and NORAD we would be frustrating the whole purpose of the original understanding.

The Chairman: I am sure, Mr. Matheson, that both yours and Mr. Winch's points of view are the ideal solution but, as Mr. Winch said, if the only way the meeting can be held is by following the same procedure that was followed two years ago, we might try it for the first meeting, at least. Later we might reach a compromise.

Mr. Brewin: It depends on what this Committee decide, Mr. Chairman. I do not think Mr. Matheson attended our last meeting when we decided that while we would prefer to have the joint meeting, we would accept the other way of doing it as the only available alternative.

An hon. Member: Does that mean we could participate?

Mr. Brewin: Yes.

The Chairman: Yes. We would actually be invited to the meeting not as members of the External Affairs Committee but as participants in the discussion and in the questioning of the Minister. The question of principle which is involved in one committee being a subsidiary to another committee is a completely different matter.

Mr. Winch: As I said, Mr. Chairman, I will go along with the proposal but I still completely fail to understand why we are being obstructed by the Secretary of State for External Affairs on the joint meeting.

The Chairman: I might add, that this involves a question of procedure.

Mr. Winch: All it requires is terms of reference from the House of Commons.

The Chairman: Yes, and a possible debate. This is the tricky part of it.

Mr. Winch: Why?

The Chairman: Can you give a firm commitment that there will be no debate in the House on this matter and it will receive unanimous approval?

Mr. Winch: After consultation with Mr. Brewin I can say there will be no debate as far as we are concerned on the terms of reference.

Mr. Brewin: Unfortunately, we do not cover the whole field of the opposition.

The Chairman: You do not speak for Gilles Grégoire, do you, Mr. Winch?

Mr. Winch: I would hate to.

The Chairman: I feel there is agreement to the proposed meeting, and if you do not mind I will continue my representations to both the Minister and the Chairman of the External Affairs Committee.

At this point I will call upon Brigadier Lawson, the Judge Advocate General, to make his presentation if that is agreeable to the Committee.

• 1030

Some hon. Members: Agreed.

The Chairman: I demoted Mr. Lawson; I called him Brigadier because that is what I have on my notes. However, he is a Brigadier General.

Mr. Winch: At a slight change in salary.

An hon. Member: Yes, because he is unified.

The Chairman: We are very happy to welcome you. I know that you have made quite an effort to be here and we appreciate it. We hope that we can make good progress with your presentation and the questioning this morning. Perhaps any questions that time does not permit to be put today, could be handled by Colonel McLearn, the Deputy Judge Advocate General at our next meeting. Would you like to proceed?

Brigadier General W. J. Lawson (Judge Advocate General): Thank you very much, Mr. Chairman.

Mr. Chairman, the Committee has before it today eight regulations made by the Governor in Council or the Minister pursuant to the powers given to them under the National Defence Act and the Canadian Forces Reorganization Act. Seven of these are basic regulations made necessary by the unification of the Forces pursuant to the Canadian Forces Reorganization Act which came into force on February 1, last.

You will of course appreciate that because of unification, most of the former regulations made by the Governor in Council or the Minister, and found in the Queen's Regulations and Orders, have had to be amended. These amendments, however, apart from the ones that are before you are either consequential upon the coming into force of the Reorganization Act or are of an editorial nature.

For example, wherever the titles "Royal Canadian Navy", "Canadian Army" and "Royal Canadian Air Force" appeared in the regulations and, as you will appreciate, they appeared very frequently, they had to be deleted and the title "Canadian Forces" substituted for them.

Similarly where ranks were referred to, the new ranks have had to be substituted for the old.

You will no doubt be surprised that there are so few basic changes in the regulations. This is in a large measure explained by the following facts.

First, ever since the National Defence Act came into force in 1951, we have had legislation common to the three Services. At that time the Queen's Regulations were re-written and we still had a distinct set for each Service, but many of the provisions were common to the three sets.

Second, in 1964, when the National Defence Act was amended to authorize the integration of the Forces, the Queen's Regulations were again re-written as one set called the Queen's Regulations and Orders for the Canadian Forces. This one set of Regulations governed all three services, although there were still a number of articles applying to only one or two but not all Services.

Now, you may wonder why it has taken so long to prepare these comparatively few new Regulations. The Canadian Forces Reorganization Act received Royal Assent on May 8, 1967, but was not brought into effect until February 1, last.

As a matter of fact, we commenced preparation of the new regulations early in January 1967. The delay in completing the work has been due to the fact that the basic regulations, that is, those you have before you, required a very great deal of study by the staffs concerned, and these studies could not commence until the Reorganization Act was passed as, up until that time, we had no assurance of what it would contain. I am glad to say that these studies have all been completed in a thorough manner and the regulations you have before you are one of the results of this work.

• 1035

Mr. Chairman, it might be of some assistance to the Committee, before we get into the questioning, if I were to explain briefly the effect of the Regulations you have before you.

There are four Orders in Council, the first being P.C. 1967-2085. By this order the Governor in Council revoked all the articles previously made by him in Volume 1 of the old Queen's Regulations and substituted new articles for them. These articles in Volume 1 relate to administrative matters.

Two other Orders in Council similarly revoked all of the Governor in Council articles in Volume II, which relates to discipline, and Volume III, which relates to financial matters. The two Orders in Council dealing with Volumes II and III of Queen's Regulations have not been placed before you as all changes made in these volumes were either consequential, editorial, or not related to unification.

The only changes made by this Order in Council in Volume I relating to unification which are important, are to article 3.01, which deals with rank designations, and to article 6.22, which deals with terms of service.

The next Order in Council you have before you is P.C. 1968-9/52 dated January 10, 1968. This enacts a new article 15.17 dealing with the release of officers because of age or length of service, and a new article 15.31 dealing with the release of men for these same reasons.

These regulations could of course have been included in P.C. 1967-2085, but final policy decisions could not be obtained in time to have them included in that Order.

These are all of the regulations made by the Governor in Council relating to amendments to Queen's Regulations and Orders that you have before you.

Those regulations in the Queen's Regulations and Orders made by the Minister needed to be dealt with in the same way as those made by the Governor in Council. The Minister took parallel action with the Governor in Council, in that he revoked all of the Ministerial regulations in Volumes I, II and III and re-enacted them with appropriate amendments. None of the Ministerial regulations in Volume II or III involves anything but consequential, or editorial changes, or changes not related to unification.

The only articles in which changes of substance relating to unification were made by the Minister, were 2.034, which establishes the sub-components of the Reserve Force; 10.015, which relates to liability to serve and implements section 7 of the Reorganization Act; 10.074 which deals with the compulsory transfer between lists and branches; and 15.20 which sets up a unified retired list.

• 1040

The next Order in Council you have before you is P.C. 1967-2240. This Order enacts the Canadian Forces Special Release Regulations which are designed to implement subsection (4) of section 6 of the Reorganization Act. That section enables an officer or man who is not satisfied to serve in a unified force to voluntarily retire. These regulations, which are of limited duration do not form part of the Queen's Regulations and Orders.

The only other regulation you have before you is Order in Council P.C. 1967-2039, made pursuant to Schedule "B" of the Reorganization Act which adapts the Defence Services Pension Continuation Act to the unified Service.

I should say for the information of the members, Mr. Chairman, that advantage was taken of the opportunity, when we were re-writing the Regulations for the purposes of unification, to make other amendments of substance, but none of these, apart from those you have before you today, arises out of the unification of the Services. They are all amendments that would have been made in any event. All amendments of substance are listed in Annexes "A", "B" and "C", to a letter from the Secretary of the Defence Staff to all holders of the Queen's Regulations and Orders dated December 12, 1967. I believe all members have a copy of this letter before them and they will find in these appendices a list of all the important amendments whether related to unification or not.

Mr. Chairman, I am, of course, prepared to answer any questions relating to the new regulations generally, or to specific regulations. I am sure, however, that the Committee will appreciate that I am only in a position to deal with the legal meaning and effect of these Regulations. Senior officers from the Headquarters will be appearing before you at later meetings and will be prepared to explain the practical application of the Regulations.

The Chairman: Thank you very much, sir.

Before we proceed with the questioning I want to make sure that all members have received a copy of the Regulations and Orders in Council relating to unification, a copy of the Queen's Regulations and Orders for the Canadian Forces, and, at the suggestion of the Subcommittee on Agenda and Procedure, a copy of instructions that were sent to Commanding Officers explaining the effect of unification on the troops. I would ask anyone who did not get copies of these documents to inform the clerk and he will make them available immediately.

Mr. Winch, you have a question.

Mr. Winch: Mr. Chairman, I have just two questions at the moment.

Will you please tell us what is the meaning on your message forms of CANFORCHED, CANFORCEN and CANGENHED? I think I know what the first one is but what are the others? I presume CANFORCED is NDHQ.

Brig. Gen. Lawson: These, Mr. Winch, are simply information words that indicate how the message is to be circulated. CANFORCEN means that it is a general message to everybody in the Forces. CANFORCHED is CFHQ.

Mr. Winch: What is CANGENHED?

Brig. Gen. Lawson: CANGENHED is everybody at the Headquarters. CANFORCEN is everybody outside of the Headquarters.

Mr. Winch: I just wanted to get that clear.

Mr. Chairman, Brigadier General Lawson spoke about the release of officers, then later the Special Release Regulations, and he said that they were not part of QR & O.

• 1045

Could the Brigadier General tell us what the situation is in that respect. Have special provisions been made for a bonus on release; if so, how does this apply to the higher echelon, let us say above the rank of Brigadier;

how does it apply in respect of an increase on pension; and under what authority, if such action has been taken, and I presume it has, has it been taken?

Brig. Gen. Lawson: First, Mr. Chairman, one must distinguish. There are the normal release regulations that I referred to, and they have been amended. These are the normal release regulations that apply to the forces on a continuing basis. But then we have a special provision in the Canadian Forces Reorganization Act dealing with people who do not wish to serve in the unified force and we have had to enact special regulations for those people. Now we did not put these new regulations in the Queen's Regulations because they only apply for a very limited period. These people have two months to elect whether they want to take advantage of this right to go out on unification. So at the end of the two-month period these regulations will to all intents and purposes be spent. That is the reason they are not put in a permanent form in the Queen's Regulations.

Your next point, I think, Mr. Winch, was on a question of a bonus. There is no bonus to anyone going out. People who go out, go out under the normal terms. There is no special bonus for anyone.

Mr. Winch: What is meant by Special Release Regulations?

Brig. Gen. Lawson: It is a special type of release permitted by the Canadian Forces Reorganization Act. The word "Special" is used in that sense.

Mr. Winch: What does it mean financially?

Brig. Gen. Lawson: It means nothing financially. They go out under exactly the same terms as they would have gone out had there been no Special Release Regulations.

Mr. Winch: You say they go out as though they had gone out at the normal time. Now what happens if they take their release under a two-month notice? What I am trying to get at is this: if their normal release were two, three, five or ten years from now, on what basis would they be going out? Would they go out on the terms of when they would normally have gone out? Do you get my point, General?

Brig. Gen. Lawson: I think I do, Mr. Winch. They go out just as though they had

gone out on a voluntary basis and they do take the normal pension reduction because of that.

Mr. Winch: They lose that period of time.

Brig. Gen. Lawson: Yes. They are not placed in any better financial position than they would have been had they gone out under normal circumstances.

Mr. Winch: Then there is no special financial provision for going out?

Brig. Gen. Lawson: No, sir.

Mr. Brewin: Mr. Chairman, did General Lawson say that the only non-consequential changes are in Volume I and deal with article 3.01, rank design, and 6.22, terms of service?

Brig. Gen. Lawson: That is right, sir. They are the only ones made by the Governor in Council. Then there are two more made by the Minister.

Mr. Brewin: Well, dealing with the ones by the Governor in Council, where do we find regulation 3.01. Is it in Volume I?

Brig. Gen. Lawson: Yes, it is in Volume I, sir. It was tabled in the House and distributed to all members.

Mr. Brewin: Yes, I know, but we have a lot of reading material. Is there any change or difference? As I understand it, the Bill set out all the rank designations. What do the Regulations do that is new or different?

• 1050

Brig. Gen. Lawson: Well, very briefly, Mr. Chairman, article 3.01 in paragraph 1 sets out the new titles of rank which are prescribed in the Canadian Forces Reorganization Act. If you recall, that Act sets out the new rank titles and we simply repeat them in this article. They are the same as the existing army ranks with the exception of the rank of brigadier, which is now changed to brigadier general, WO1 which is now chief warrant officer, WOII which is now a master warrant officer, and staff sergeant which is now a warrant officer.

Paragraph (2) of the new article sets out the circumstances under which an officer or man who was a member of one of the former services may use his old rank designation. Subparagraph (a) provides that an officer may elect, by giving notice to his commanding officer, to use his old rank designation. This is

subject, however, to the provision in subparagraph (b) that the Chief of the Defence Staff may direct the occasions when an officer or man while on duty shall use particular rank designations. The policy which has been set, and which is reflected in an order issued by the Chief of the Defence Staff, is as follows. All officers and men who were members of the Royal Canadian Navy shall in the future while on duty use the old naval ranks.

Mr. Winch: I would like to ask a supplementary question. Is my understanding correct that being on duty only applies if you are away from NDHQ, but that at NDHQ you must use the new rank structure?

Brig. Gen. Lawson: No, that is not correct, Mr. Chairman. The former naval people will continue to use their naval ranks anywhere.

Mr. Winch: Anywhere?

Brig. Gen. Lawson: When on duty. In addition, newly enrolled or re-enrolled persons assigned to positions traditionally filled by naval personnel shall, when serving on a ship or with a foreign navy or assigned to certain designated positions, use naval ranks. I am now talking about people who came in after unification. In other words, this means that everybody will use naval ranks on ships—a chap serving with a foreign navy—everyone will use naval ranks.

Mr. Winch: I am sorry, perhaps I should not be interrupting you but I want to get this clear. I hope Mr. Brewin does not mind, Mr. Chairman, but I think perhaps it will help a little.

On the new system of payrolls and messages are all service personnel registered, as far as your computers and your office work is concerned, according to new ranks and not on the former ones?

Brig. Gen. Lawson: That is right, Mr. Chairman. For these purposes they use the new ranks exclusively.

The Chairman: Mr. Brewin?

Brig. Gen. Lawson: Shall I go on to finish my explanation?

An hon. Member: I wish you would.

Brig. Gen. Lawson: Officers and men who were members of the Canadian Army or the Royal Canadian Air Force and other newly enrolled persons shall, while on duty, use the new ranks except that a man in the army

below the rank of sergeant may continue to use one of the traditional army titles of bombardier, guardsman, sapper, craftsman, etc., and a man below the rank of corporal in the RCAF shall in the future, while on duty, use the designation of aircraftsman. That is briefly the situation under the CDF orders.

Mr. Brewin: Am I correct in assuming that these regulations really are just spelling out in a little more detail the basic decisions embodied in the Act that we passed a year or so ago?

Brig. Gen. Lawson: That is the intention, Mr. Chairman.

Mr. Brewin: Then nothing very revolutionary or new has been added by the regulations?

Brig. Gen. Lawson: I think that is a fair statement. I think perhaps the most revolutionary thing is that we are continuing the naval rank designations.

• 1055

Mr. Brewin: I think that was indicated to this Committee before the bill was passed.

Brig. Gen. Lawson: I believe that is right, Mr. Chairman. There was some indication this would probably be the effect of what was done.

Mr. Brewin: I will leave it to somebody else to bring in some of the other aspects.

The Chairman: I believe Mr. Legault had a supplementary.

Mr. Legault: Mr. Chairman, do I understand that the present practice of retaining the old rank in the navy and as prescribed by you for the army and the air force will be just a temporary measure? Is it something that will be standardized within a few years or will that be a classification that will remain?

Brig. Gen. Lawson: I do not think you could call it a temporary measure, Mr. Chairman. It was issued as a permanent order. Of course, you never know what the future will bring, but this is the policy that has been laid down and there is no indication that it is a temporary policy, or anything of that nature.

I should perhaps explain one thing. You will recall in the early part of my explanation I said that people can elect to retain their old rank. This applies to everybody for social purposes. In other words, if a person has been, we will say, a group captain in the Air

Force and for social reasons he wants to continue to call himself a group captain, he may do so.

Mr. Winch: But not for official purposes?

Brig. Gen. Lawson: No, not for official purposes.

Mr. Brewin: Will it not cause a lot of mental strain if two people performing exactly the same function have different titles?

Brig. Gen. Lawson: He cannot use the old title when he is on duty. It can only be used socially. He can have himself listed in the telephone book as "Group Captain Smith" or he can have his calling cards printed "Group Captain Smith" and this sort of thing, but on duty he must use the new rank title.

The Chairman: Are there any other questions?

Mr. Brewin: I do not want to monopolize the questioning, but I wonder if General Lawson would give the same sort of detailed explanation with regard to the other matter—the terms of service. I understand there is now an indefinite term. Could you explain that?

Brig. Gen. Lawson: Yes, Mr. Chairman. Article 6.22 which deals with terms of service, has been amended. The amendment to this article has nothing to do with unification. We have included the new article in the papers that were tabled because of a request by Mr. Lambert that this article be made available to the Committee.

You will recall that the Canadian Forces Reorganization Act amended section 21 of the National Defence Act to provide that other ranks could be enrolled for indefinite periods of service. Article 6.22 implement that amendment to the Act by providing simply that a man may be enrolled for an indefinite period of time or for a fixed period of time if so prescribed by the Chief of the Defence Staff.

This change has been made essential by reason of the very advanced technical training and abilities required of men in the forces in comparison with the situation that previously existed. Our aim now is to train a person for a career in the services, not for a temporary enlistment. The new plan is that men will first be enrolled for a fixed period of five years, during which time they will receive all the specialized training they need

for their trades. At the end of that period, if satisfactory, they will be promoted to corporal and offered an enrolment for an indefinite period. In other words, they will be offered a lifetime career in the services. This is the policy that this amendment was designed to implement and the policy is now being put into effect.

Mr. Winch: May I ask a supplementary question, Mr. Chairman. Could I ask the General if a man signed up, let us say, a year ago for a period of five years—that is, a definite commitment—can that man under these changes opt out as long as he gives notice before the 1st of April?

Brig. Gen. Lawson: Yes, he could opt out under the Canadian Forces Special Release Regulations.

• 1100

Mr. Winch: He could, even though he had signed this commitment?

Brig. Gen. Lawson: Yes, Mr. Chairman.

Mr. Langlois (Chicoutimi): Mr. Chairman, I would like to ask the General to clarify a point that is not too clear in my mind. As far as titles in the navy are concerned, you said in your statement that the navy would keep their ranks when they are on duty and later on you referred to the navy when they are on a ship. When are they on duty and when are they not on duty?

Brig. Gen. Lawson: The difference I think is this, Mr. Chairman. All people who were in the navy prior to the coming into force of the Act will now use their old naval titles at all times when on duty.

Mr. Langlois (Chicoutimi): Yes, but what does "on duty" mean?

Brig. Gen. Lawson: When they are performing their service work. Undoubtedly they also will use them when they are off duty, which they have the right to do.

Mr. Langlois (Chicoutimi): That means at their headquarters in Halifax, on the ships, or anywhere?

Brig. Gen. Lawson: Anywhere. The navy people will continue to use the old naval rank designations.

Mr. Langlois (Chicoutimi): I wondered why you said something else about the ships.

Mr. Loiselle: I have a supplementary question, General Lawson. Is the right to use their

old ranks while on duty, and so on, for a definite period of time or for a limited period of time?

Brig. Gen. Lawson: There is no time limit.

Mr. Loiselle: At some time everybody will have to use the same titles.

Brig. Gen. Lawson: Mr. Chairman, I suppose this is possible, but this is an order of a permanent nature which was issued by the Chief of the Defence Staff. There is no indication that it is temporary or that there is a time limit on it. This is the policy that is to be followed. As you said, it may be that in the future conditions will change and it might be desirable to change that policy. I do not know.

Mr. Loiselle: But do you not think there will be a date or a time when any man in any branch of the armed forces will be listed by the same rank?

Brig. Gen. Lawson: It is certainly possible, but as far as I know there are no plans at the present time for this sort of thing.

Mr. Loiselle: Are you not afraid there could be some misunderstanding in using the old grade or rank, as well as the new one?

Brig. Gen. Lawson: I do not think so, Mr. Chairman. These naval ranks are very well established. We know their equivalent in the new rank structure. I cannot foresee any difficulty in using the naval ranks in the future.

Mr. Winch: Mr. Chairman, I have two further questions I would like to ask. I would like to ask the General what the situation is now with regard to a man who, having enlisted in the forces, is then sent—as in the past—to a university from one to four years to become a doctor, a dentist or an engineer. I raise this point because the Public Accounts Committee during the past few years—I will say unanimously—have been very concerned about the fact that when some men became qualified they bought themselves out of the service. I notice under the changes in that regard that you have greatly strengthened the regulations as to the term of service in relation to the years they spend at university and for which they are on pay and allowances, and so on. Do the changes in the regulations mean that there will not only be more control over the required length of service in relation to the time spent in university, but there will

be a stop to the invidious practice of the past of being able to buy oneself out of the service after having qualified as a dentist, a medical officer, an engineer or, as we discovered, being able to deliberately fail a final examination, get out, write and pass a supplementary in the summer and then be free of all obligations? I am certain you are aware of these situations and I would like to ask whether or not these loopholes have been closed under your new regulations?

• 1105

Brig. Gen. Lawson: Mr. Chairman, as I recall no changes whatever have been made in the regulations relating to this subject.

Mr. Winch: You have given some very specific examples of the time to be served under certain circumstances. I thought the regulations had been changed.

Brig. Gen. Lawson: No, but I think perhaps you are thinking of the new changes in Article 15.18.

Mr. Winch: I am very concerned with this because a person, for example, who signs up with our armed forces and is given formal training at great expense in addition to pay and allowances as a lieutenant, upon graduation is promoted to either a first lieutenant or a captain and from past experience both you and the Minister are aware that in the majority of cases we have lost him from the service. I do not think this is fair to either the service or the taxpayers of this country.

Brig. Gen. Lawson: As I said, Mr. Winch, we have made no change in that particular regulation. You may have been looking at the "special release" regulations, where we deal with these people who have had this special training, but we have made no change in their commitment. They still must serve the required period—five years or whatever it may be—or they must repay the cost of their education.

Mr. Winch: There is one point with which I am very happy. You say that they must repay the cost of their education and training, but I assure you the Public Accounts Committee, on which I have served since being elected to the House of Commons, found men getting out for an infinitesimal amount in comparison with the amount of money the services spent on their education and training.

Brig. Gen. Lawson: Mr. Winch, I realize there have been some cases where this

occurred, but many hundreds of people have served under these provisions and I think on the whole they have worked out equitably and reasonably.

Mr. Winch: I have one other question. Do these regulations with respect to releases, and so on, have any bearing on the reserves?

Brig. Gen. Lawson: No, these regulations do not deal with reserves, Mr. Chairman.

Mr. Winch: Thank you.

The Chairman: Are there any more questions?

Mr. McNulty: General Lawson, are these regulations for naval designation of ranks, compulsory or permissive? Can a naval officer or rating take the new equivalent rank if he wishes?

Brig. Gen. Lawson: Mr. Chairman, they are compulsory on duty. I suppose theoretically for social purposes a person could elect to use the new ranks. I do not think anyone has done it, but it would be theoretically possible. He could use the new rank socially, but on duty he must use the naval rank.

Mr. McNulty: Then naval personnel cannot be truly unified even if they wanted to be?

Brig. Gen. Lawson: No, they cannot elect to take the new ranks on duty.

Mr. Winch: Because I am most interested in this Committee, and in our armed forces, I would like to ask General Lawson if there is anything under Q.R. & O., Orders in Council or ministerial decision regarding the relationship between officers and the total personnel? I ask this question, sir, because I understand we have more than 100 brigadiers in a total armed force of about 102,000. Also, to the best of my knowledge we are the highest officered army in the world. We have 5.7 men to each officer in our total personnel, whereas in the United States they have 7.56. Is there any regulation whatsoever on the relationship of officer personnel to our total enlisted force?

Brig. Gen. Lawson: Mr. Chairman, there is no regulation. Of course the ranks and trade structure of the services has to be approved by the Treasury Board. I think it would be better, as the Chief of Personnel is going to appear before the Committee, to ask that question of him.

Mr. Winch: The reason I addressed it to you, sir, was that as Judge Advocate General you would know whether there are any Orders in Council, Q.R.&O. or ministerial authority concerning the relationship of the number of officers to our total enlisted personnel.

Brig. Gen. Lawson: Mr. Chairman, there are no specific regulations or orders apart from the fact that the whole force structure is subject to approval and, of course, it is set out in detail.

• 1110

Mr. Winch: Were you aware that we have the highest officer relationship of any force in the world?

Brig. Gen. Lawson: Yes, I have heard this.

The Chairman: Did you have a question, Mr. Brewin?

Mr. Brewin: I note that Article 19.09 of the Regulations provides that:

No officer or man shall attempt to obtain favourable consideration on any matter relating to his service by the use of influence from sources outside the Canadian forces.

I was a little apprehensive about that sentence and I wondered if that meant that no one should approach their own member of Parliament to request that he communicate with the Minister of National Defence on some such subject as his release from the forces or his treatment in the forces.

Brig. Gen. Lawson: I think the answer, Mr. Brewin, is that men do go to their members of Parliament, and I am sure the Minister gets many communications from members of Parliament. We certainly do not enforce the regulation in that sense. No man has ever been hurt in any way because he has gone to his member of Parliament about something. The regulation is not enforced in that way.

Mr. Winch: But should there be in writing a regulation that a member of the Armed Forces cannot get in touch with his member of Parliament? Should it be there, Mr. Cadieux?

Hon. Léo-Alphonse Joseph Cadieux (Minister of National Defence): I do not think so.

Mr. Winch: You do not think it should be there?

Mr. Cadieux: I do not think it should be.

Mr. Winch: Thank you. As you know, sir, I get a lot of correspondence from members of the Armed Forces.

Mr. Cadieux: Mr. Chairman, I think this relates mostly to promotions. There is a promotions board.

Mr. Winch: It does not say that though.

Mr. Cadieux: No, but generally speaking I think this is the way it is applied.

Mr. Winch: It is to stop influence being brought to bear on someone?

Mr. Cadieux: Yes.

Mr. Matheson: I wonder if the Brigadier would be good enough to look at 15.20, the "retired list" and explain to us what the real function now of the retired list is. I think I understand its historic importance, but does it serve any useful purpose now?

Brig. Gen. Lawson: The retired list, Mr. Chairman, essentially is a list of the officers who have served satisfactorily and are now retired. The only obligation of an officer on the retired list is to let headquarters know where he is living so they can get in touch with him. If we got into a national emergency it would be of value because we might well want to call back to service a number of experienced officers who have been retired in the past five or 10 years. I think the list has real value. It has value to the officer himself because if he is on the retired list he can continue to use his old rank designation; in other words, he can continue to call himself Colonel Smith or whatever his name is when he is retired. If he is not on the retired list then he does not have this right. I think it is of practical advantage to the services and it has a practical advantage to the individual because, naturally, all his life he has been known by a military title and he likes to retain that title and if he is on the retired list he may then do so.

• 1115

Mr. Matheson: I am being a little bit jocular here because 25 years after the event I came to Ottawa and found that, officially, I was still designated with the rank that I was very happy to have in 1943. I suppose this does serve some useful national purpose in that anyone who has had any experience can be easily categorized and may be called in for use.

Brig. Gen. Lawson: That is right. A man may have a very special training in some field, we may need him suddenly and we know where he is, and we can get in touch with him.

Mr. Matheson: May I ask if, in fact, we really maintain those retired list records?

Brig. Gen. Lawson: Oh, yes, they are very carefully retained.

Mr. Matheson: Could I ask who would be responsible for doing this?

Brig. Gen. Lawson: This would come under the Chief of Personnel, and he will be appearing before the Committee.

The Chairman: Mr. Langlois, do you have a question?

Mr. Langlois (Chicoutimi): Mr. Chairman I have a supplementary. Do they stay on the retired list forever?

Brig. Gen. Lawson: Yes, forever, unless they fail to report and so on as required and then they may be dropped. If a man keeps up his reports as he should and so on his name stays on until he dies.

Mr. Langlois (Chicoutimi): Are you sure there are no dead officers on that list by now?

Brig. Gen. Lawson: I guess the dead ones do not report so they are dropped.

Mr. Winch: They just vote.

I do not have any further questions, but I would just like to say that I appreciate the fact that Brigadier General Lawson has delayed his leave for almost three weeks now and I hope that he has a pleasant leave.

Some hon. Members: Hear, hear.

The Chairman: Thank you very much, sir. I am sure that members of the Committee would agree that for our other sittings it might be useful to have the Deputy Judge Advocate General, Colonel McLearn, attend our sittings because we may have questions relating to the regulations themselves. Colonel McLearn will be available.

Our next two witnesses have visual presentations to make so we will need projectors and things of that nature.

Next Tuesday the Chief of Personnel will make a presentation to the Committee, if this is agreeable.

Mr. Winch: Would you ask the Chief of Personnel, when making his presentation, to give us a breakdown showing the number of officers and the number of enlisted men, because I think this is a very interesting point.

The Chairman: We hope to do that.

Thank you very much, Brigadier General Lawson. I would also like to thank Mr. Ca-dieux and all his staff.

Could I have a motion to adjourn?

Mr. Langlois (Chicoutimi): I so move.

Mr. Matheson: I second the motion.

Motion agreed to.

Mr. Winch: Would you ask the Chief of Personnel, when making his presentation, to give us a breakdown showing the number of officers and the number of enlisted men, because I think that is a very interesting point.

The Chairman: We hope to do that.

Thank you very much, Brigadier General Lawson. I would also like to thank Mr. Cadman and all his staff.

Could I have a motion to adjourn?

Mr. Langlois (Chicoutimi): I so move.

Mr. Matheson: I second the motion.

Motion agreed to.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

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Translated by the General Bureau for Translation, Secretary of State.

ALISTAIR FRASER,
The Clerk of the House

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament
1967-68

REPORT TO THE HOUSE

STANDING COMMITTEE

ON

NATIONAL DEFENCE

Chairman: Mr. GÉRALD LANIEL

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 2

TUESDAY, MARCH 5, 1968

RESPECTING

Regulations and Orders in Council relating to the unification
of the Canadian Armed Forces.

Honourable Léo Cadieux, Minister of National Defence.

WITNESSES:

Lieutenant General E. M. Reyno, Chief of Personnel; Brigadier General
D. C. Laubman, Director General Personnel Plans and Requirements;
Brigadier General D. S. Boyle, Director General Postings and Careers.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

STANDING COMMITTEE ON NATIONAL DEFENCE

Chairman: Mr. Gérald Laniel

Vice-Chairman: Mr. Leonard D. Hopkins

¹ Mr. Boulanger,	Mr. Langlois	Mr. Matheson,
Mr. Brewin,	(Chicoutimi),	Mr. McIntosh,
¹ Mr. Crossman,	Mr. Latulippe,	Mr. McNulty,
Mr. Fane,	Mr. Legault,	Mr. Nugent,
Mr. Forrestall,	¹ Mr. Lessard,	Mr. Rochon,
¹ Mr. Groos,	³ Mr. Lind,	Mr. Smith,
Mr. Harkness,	Mr. Loiselle,	Mr. Winch—(24).
Mr. Lambert,	² Mr. MacRae,	

Hugh R. Stewart,
Clerk of the Committee.

- ¹ Replaced Messrs. Caron, Habel, Matte and Watson (*Châteauguay-Huntingdon-Laprairie*) on February 29, 1968.
- ² Replaced Mr. Churchill on March 1, 1968.
- ³ Replaced Mr. Foy on March 5, 1968.

Regulations and Orders in Council relating to the unification
of the Canadian Armed Forces.

Honourable Léo Cadieux, Minister of National Defence.

WITNESSES:

Lieutenant General E. M. Reyno, Chief of Personnel; Brigadier General
D. C. Laubman, Director General Personnel Plans and Requirements;
Brigadier General D. S. Boyle, Director General Postings and Careers.

REPORT TO THE HOUSE

TUESDAY, March 5, 1968.

The Standing Committee on National Defence has the honour to present its

FIRST REPORT

Your Committee recommends that, for the purpose of hearing witnesses, its quorum be reduced from 13 to 9 members.

Respectfully submitted,

GÉRALD LANIEL,
Chairman.

(Concurred in, March 7, 1968)

Your Committee has the honour to present to the House its report on the matter referred to it by the House on March 1, 1968.

1. That the Committee meet on Tuesday, March 12, 1968 at 10:00 a.m. in the Judge John G. Cullen Room.
2. That the Chief of Personnel, Deputy Chief of Staff, Vice Chief of Staff, the Director of Operations, the Director of Logistics, the Comptroller General and Chief of Technical Services.
3. That meetings should be held at 10:00 a.m. on March 12, 1968 and on such other days and at such other times as may be agreed upon by the Committee.
4. That for the purpose of accommodating witnesses, the quorum of the Committee be reduced from 13 to 9 members.
5. That members receive copies of the Departmental Instructions to Commanders, which informed them of the proposed regulations.
6. That the Chairman should make suitable enquiries to ascertain whether the External Affairs Committee will be hearing a statement by the Secretary of State for External Affairs concerning NATO and NORAD.

On motion of Mr. Rochas, seconded by Mr. Foy.

ORDERS OF REFERENCE

HOUSE OF COMMONS,

THURSDAY, February 29, 1968.

Ordered,—That the names of Messrs. Groos, Foy, Crossman, Lessard and Boulanger be substituted for those of Messrs. Caron, Habel, Lind, Matte and Watson (*Châteauguay-Huntingdon-Laprairie*) on the Standing Committee on National Defence.

FRIDAY, March 1, 1968.

Ordered,—That the name of Mr. MacRae be substituted for that of Mr. Churchill on the Standing Committee on National Defence.

TUESDAY, March 5, 1968.

Ordered,—That the name of Mr. Lind be substituted for that of Mr. Foy on the Standing Committee of National Defence.

Attest:

ALISTAIR FRASER,

The Clerk of the House of Commons.

MINUTES OF PROCEEDINGS

TUESDAY, March 5, 1968.

(4)

The Standing Committee on National Defence met at 10.10 a.m. this day. The Chairman, Mr. Gérald Laniel presided.

Members present: Messrs. Boulanger, Brewin, Crossman, Fane, Forrestall, Foy, Groos, Harkness, Hopkins, Lambert, Langlois (*Chicoutimi*), Laniel, Legault, Lessard, Loisselle, MacRae, Matheson, McNulty, Rochon, Smith and Mr. Winch—(21).

Also present: Mr. Lind, M.P.

In attendance: From the Department of National Defence: Honourable Léo Cadieux, Minister; Lieutenant General E. M. Reyno, Chief of Personnel; Brigadier General D. Laubman, Director General Personnel Plans and Requirements; Brigadier General D. S. Boyle, Director General Postings and Careers.

The Chairman opened the meeting and read the following report:

SUBCOMMITTEE ON AGENDA AND PROCEDURE

FRIDAY, February 16, 1968.

FIRST REPORT

Your Committee met to consider a schedule for future meetings and the calling of witnesses. Members agreed to make the following recommendations:

1. That the Committee meet on Tuesday, February 20, 1968 at 10.00 a.m., to hear the Judge Advocate General;
2. That the Chief of Personnel, Deputy Chief Reserves, Vice Chief of the Defence Staff should be invited to appear, and possibly the Comptroller General and Chief of Technical Services;
3. That meetings should be held on Tuesdays, beginning at 10.00 a.m., and on such other days and times as agreed upon by the Committee;
4. That for the purpose of accommodating witnesses, the quorum of the Committee be reduced from 13 to 9 members;
5. That members receive copies of the Departmental Instructions to Commands, which informed them of the amended Regulations;
6. That the Chairman should make suitable inquiries to ascertain whether the External Affairs Committee will be hearing a statement by the Secretary of State for External Affairs, concerning NATO and NORAD.

On motion of Mr. Rochon, seconded by Mr. Foy,

Resolved,—That the First Report of the Subcommittee on Agenda and Procedure be adopted.

The Chairman announced that the Standing Committee on External Affairs will hold a meeting on Thursday, March 7, 1968 at 11.00 a.m., to hear a statement by the Honourable Paul Martin. Members of the National Defence Committee will be invited to attend this meeting.

The witness for today's meeting, Lieutenant General E. M. Reyno, Chief of Personnel, Canadian Forces Headquarters, was introduced by the Chairman. Lieutenant General Reyno read the text of a briefing on *Personnel Management in the Canadian Armed Forces*, copies of which were distributed to the Members. Members also received bound copies of the *Extracts from Canadian Forces Administrative Orders*.

Members of the Committee questioned Lieutenant General Reyno, Brigadier General Laubman and Brigadier General Boyle, on various subjects related to the personnel management programme. The Chairman thanked the Minister and the officers. He announced that the next witness will be the Deputy Chief Reserves, followed by the Vice Chief of the Defence Staff. The Chairman also advised that a meeting of the Subcommittee on Agenda and Procedure will be held later in the week, to discuss plans for additional meetings.

The Committee adjourned at 12.20 p.m., on motion of Mr. Legault, seconded by Mr. Loiselle, until Tuesday, March 12, 1968 at 10.00 a.m.

Hugh R. Stewart,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, March 5, 1968

• 1010

The Chairman: Good morning gentlemen. I am very sorry to have been the one to delay our meeting this morning, I have an explanation which I will give you in a moment. I now see a quorum.

I think we should begin by submitting the First Report of the Subcommittee on agenda and Procedure to the Committee. (See *Minutes of Proceedings*). As you know, because of the situation that prevailed at our last two meetings, as Chairman I thought it might not be a good thing to submit the report for adoption. If you agree with me I will just leave that report, ask for a mover and a seconder and a discussion. During that discussion I will give an explanation for my delay this morning.

I ask for a formal motion to approve this report.

Mr. Rochon: I so move.

Mr. Foy: I second the motion.

Motion agreed to.

(See *Minutes of Proceedings*)

The Chairman: Is there any discussion on this report?

Might I explain at this point that I just left the Chairman of the External Affairs Committee and it has been confirmed that Mr. Martin, the Minister of External Affairs, will appear before that Committee next Thursday at 11 o'clock. It is not known yet which room will be available but possibly it will be this room.

An hon. Member: Is that March 7?

The Chairman: Yes. I have been asked to invite members of the National Defence Committee to that meeting.

Members know that last week we carried on with the presentation of the Judge Advocate General and because I do not know how

long it will take for the transcript—oh is it ready? How soon will copies be distributed?

• 1015

Mr. Lambert: They were out yesterday.

The Chairman: I have not seen mine yet.

We will proceed immediately with the presentation of our next witness. I would invite Lieutenant General Reyno, the Chief of Personnel to come to the front of the room. If you prefer you may stay where you are and proceed.

Lieutenant General E. M. Reyno, AFC, CD, (Chief of Personnel, Canadian Forces Headquarters): Mr. Chairman, Mr. Minister and gentlemen.

The aim of the brief is to report the progress made during the past year in personnel management for the Canadian Armed Forces.

(Slide No. 1, page 16)

When I spoke to the Committee a year ago, I stressed the differences between the three Services in personnel policy and I gave you an outline of the plan for a system of unified personnel management. Thanks to an extremely well qualified staff, I feel we have made much progress and I will try to tell you why and how. However, because we are making changes which have an impact on the lives of many people, progress can only be made by adopting a time scale which makes sense, and this means one that can be sensibly managed and which the personnel themselves can absorb without undue upset. This is the essence of our management philosophy.

Last year I gave you an outline of the responsibilities of the Personnel Branch and I will not waste time by repeating them. The responsibilities include just about everything except financial control and management, and the operational development and employment of the Forces; so they cover a lot of territory. During the year, we had to continue to manage the single Service personnel programs not yet unified and which obviously must be continued in the day to day operation of the Forces, for example, control of Men's careers.

Resolved.—That the first
Resolution be adopted.

The Chairman announced that the Standing Committee on External Affairs will hold a meeting on Thursday, March 7, 1968 at 11:00 a.m., to hear a statement by the Honourable Paul Hellyer, Minister of the National Defence Committee. He will be invited to attend the meeting.

(A program showing of photos)

Chief

The witness for today's meeting is Lieutenant General R. M. Roy, Chief

of the External Affairs Committee. He will be presenting a briefing on personnel management.

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AIM OF BRIEFING

TO REPORT THE PROGRESS MADE DURING THE PAST YEAR *IN* PERSONNEL MANAGEMENT *FOR* THE CANADIAN ARMED FORCES

We also had to get on with implementing unified programs which had been approved, for example, the consolidation of individual training; and the introduction of the new uniforms, and we also had to continue planning towards our real goal, a completely unified personnel management system for the Armed Forces.

I think it might be appropriate if I make a few personal background remarks about personnel management in the Forces. Military service has changed over the years and those of us who have the responsibility for keeping the Force operationally flexible, properly manned and the military people happy, have had to take account of the changes and adapt our programs accordingly. Personnel management in the Public Service, in industry and the Armed Forces is no easy task these days, and we see evidence of this in the communications media every day. There seems to be a certain amount of labour unrest across the employment spectrum from the teaching profession to the auto workers. Members of many professions seem to be unhappy with the way things are and they are being very vocal about it. My point here is that conditions in the Armed Services are really a reflection of national conditions and based on what I read in the press, I would say that our people in the Forces seem to be more unhappy with their lot than their friends in civilian occupations. Suffice to say that conditions are not ideal for the development of long-term personnel planning. Yet, never in the peacetime history of Canada's military forces has it been more necessary to develop sound plans and favourable conditions of service.

• 1020

In the first place, there are few jobs in the Armed Forces which do not call for intelligence and a high standard of technical training, and there are many jobs whose demand on both surpass those of the most complex civilian industries. In attracting men to do this work, we must compete with civilian occupations which offer them for the same skills, far greater prospects of reward, and a far more stable life for themselves and their families. A balanced and efficient force cannot be recruited today from the adventurous and the travel-loving. The world has shrunk in size and travel to the world's exotic spots is within the means of most wage earners. Having a voluntary force in Canada—and I hope we always have a voluntary force—means not

only that our people must volunteer to join it but they also have the option of leaving if they do not like it. To personnel management specifically, it means that the Armed Forces must compete in the labour market-place for manpower just like civilian firms.

From the practical point of view of a recruiting officer, it means that the Armed Forces must offer pay scales which equate with similar trades in industry. We must also provide in the force working conditions and terms of employment so that the personnel in the Armed Forces—and equally important, their wives and families—will remain with us voluntarily for an entire career and not exercise their option and quit. If a serviceman—and particularly one with a marketable skill to sell—decides to quit after he has been recruited, trained and perhaps employed for several years at considerable expense to Canada, we lose quite an investment. Also, we have to find and train a replacement which is also expensive. Thus, it is one of my prime responsibilities as Chief of Personnel to concern myself with the development of good conditions and terms of service.

As I mentioned last year, we inaugurated a new system of pay scales on 1 October 1966 which were based on trade qualifications—in other words we equated as closely as possible our rates of pay with those of roughly similar trades in industry. However, wages alone in industry are not the only attraction these days. Wages are now only about 70 per cent of the total labour costs—the other 30 per cent covers fringe or employee benefits as they are called in industry. Many years ago, it might have been said that fringe benefits for military personnel were somewhat better than those in industry but this statement is no longer true. Such things in industry as stock-purchasing options for employees, non-contributory pension and health plans, pay for overtime beyond the 40-hour work week, and family benefits of one kind and another, are now very attractive items to a healthy young man looking for a career or who has a highly marketable skill to sell. So, to ensure our recruiting officers are able to persuade the kind of men and women we need to enlist, our pay scales and our fringe benefits must keep pace with those in comparable trades in industry—and a new Directorate on my staff was established a few months ago to concern itself with these things.

However, as many of you well remember from your own military experience, military service has some things about it which are not encountered in civilian life. Servicemen must be prepared to move quickly and with little advance warning anywhere in the world and often without their families. They must also move in Canada more often than their civilian friends and every move creates a degree of domestic upset and in some cases additional expense, and of course, it adds to the worries of educating children. A serviceman finds it extremely difficult to invest in a permanent home which a comparable civilian wage earner in a more stable job finds much easier to do. A serviceman is also subjected to a much more rigid code of discipline than his civilian neighbour, and it is probably this fact which makes the greatest difference between civilian and military life. By virtue of his contract with his country, the serviceman must be prepared, and without argument, to not only risk injury but to even give his life if the circumstances require it.

• 1025

I am not attempting to give you a recital of the disadvantages of service life or to be melodramatic. I am merely giving you the facts of life for a military personnel manager in the Canadian Forces who must generate personnel plans and programmes for today's Armed Forces. It is the personnel officer's responsibility to find some means of providing additional compensation to the military man beyond simple parity with industry in terms of pay and employee benefits. Today's well educated and ambitious serviceman is a realist—and so is his wife—and they assess things very dispassionately in their discussion of a civilian versus a military career. Consequently, these items are also the factors which keep our personnel officers pressing for conditions of service which will make military life just a little more attractive than a civilian occupation. If we are unsuccessful in providing these conditions of service, then our best men will quit—and as I say it is part of my job to persuade them to stay in. A serviceman has no union to fight continuously for improvement in his conditions of employment. He depends on his military leaders in general, and the personnel staff in particular, to plead his case.

However, again as many of you well know, military life has other—if less tangible—aspects on the credit side. Devotion and dedica-

tion to duty in difficult and dangerous circumstances are an essential part of the military way of life—and in consequence there is a degree of satisfaction in doing the job well which has no counterpart in civil life. It is this very emotional content of military life which accounts for the devotion of many people to their military jobs. This fosters a spirit of comradeship which constitutes an asset not found outside military life, and provides a common bond among those who have served the colours long after they have left the Forces—and all our veterans' organizations are shining examples of this. However, we have to be practical and there is a point where tradition and devotion to duty do not offset the disadvantages of permanent military service. So, personnel management must continue to struggle for pay and fringe benefits to keep a military career competitive with that offered by industry or we simply will not be able to attract the kind of men we must have to man the Forces properly. We must also provide something extra for our people to balance the factors of instability and danger not found in civilian occupations.

A good personnel management structure must provide the most economical and efficient methods of recruiting, training, promoting, paying and transferring personnel to tasks for which they have been trained and qualified. To do these things, as I mentioned last year to this Committee, we developed personnel qualifications for officers and men which would adapt themselves to the orderly process of unification and would provide good conditions of employment and good prospects of promotion for those ambitious enough to earn it. The new structure had to be capable of meeting the demands of rotational and duty requirements of the sea, overseas and isolated assignments in Canada. This was no easy task because with several thousand personnel in Europe, the Middle East, Southeast Asia and Africa on fixed terms of service, a large segment of the Force must move every two years or so. If I can ad lib for a moment, 35 per cent of our force has to move every 2½ years. They have to be replaced so that is 70 per cent of the force must move every 2½ years. We can prove this statistically and we have this as a fixed program. This is one of the things which makes personnel management rather difficult.

Now continuing with my script:

The large number of trainees graduating from our schools each year also contribute

inevitably to the annual transfer bill, and the nomadic nature of military life.

(Slide No. 2, page 20)

In the cases of the Men's structure seen in this slide, the new organization reduced the 346 trades of the former Services to 98 and all information respecting the career implications of this has been published widely wherever Canadian Forces serve. Review and improvement of the Men's structure has continued and of course must remain a continuing process to ensure compatibility with new equipment, new techniques and new roles.

(Slide No. 3, page 21)

During the past year, we have held many meetings and discussions with officers of the former three Services to explain and if necessary refine each of the officer qualifications seen here and to prepare detailed specifications and standards. I am hopeful that the change-over from the old Service career structures will be finished by the end of this year. As in the case of the development of the Men's career structure, the project officers involved in setting up this one are using the latest job analysis techniques with computers helping where they can to sort out, analyse and apply the vast amount of information needed.

• 1030

As the Comptroller General will tell you and I am ad libbing here again, we have access to a Burroughs B-5500. It is now operating 24 hours a day.

(Slide No. 4, page 22)

Much progress has been made in standardizing personnel policies. This slide shows some of them which have been published across the force in appropriate orders since February, 1967.

I will give you a minute to read them. If any members of the Committee are curious about any of these, I have complete sets of them to hand out if anyone wishes to take them with them, as they are unclassified.

- 1. CFAO 6-1 —Enrolment of men and direct entry officers.
- 2. CFAO 9-12 —Regular Officer Training Plan (ROTP).
- 3. CFAO 9-26 —Officer Cadet Training Plan (OCTP).
- 4. CFAO 9-27 —Dental Officer Training Plan (DOTP).
- 5. CFAO 9-28 —Medical Officer Training Plan (MOTP).
- 6. CFAO 9-8 —Musicians.
- 7. CFAO 34-26 —Career Medical Review Board (CMRB).

- 8. CFAOs 11-6
11-7 —Initial Ranks for Officers.
- 9. CFAO 20-6 —Overseas and Isolated Tour Lengths.
- 10. CFAO 49-4 —Promotion of Men.
- 11. CFAOs 11-6
11-7 —Promotion of Officers.
- 12. CMAOs 9-6
9-33 —Post-Graduate Training.
- 13. CFAO 10-1 —Transfer and Remuster of Officers.
- 14. CFAO 11-2 —Transfer and Remuster of Men.
- 15. CFAO 15-2
15-3
15-4 —Release of Officers and Men (excluding special release regulations associated with the Canadian Forces Reorganization Act which are contained in a temporary order prepared by JAG).

The preparation and promulgation of these 15 items takes very little time to show on the screen here, but I can assure you that to reach the point of publication, they involved thousands of man-days of research analysis and sheer hard work. I can also assure you that each one of them is an amalgam of the best aspects of the former single Service policy in each case.

Let me now refresh your memories with a few slides to show the differences in the management of military personnel by each of the former three Services.

(Slides Nos. 5, 6, 7 pages 23, 24, 25)

The new system which as I said is another example of taking the best aspects of the three former ones will permit us to plan future personnel transfers and promotions in harmony with the approved defence programme. We looked carefully at the implications of the new career structure for officers and men, the inter-command and even inter-continental rotation of personnel required by Canadian military commitments abroad and at sea, and at isolated areas in Canada. We also had to ensure that the new unified system would provide equitable career opportunities for all, as far as this was humanly possible to do. Having regard to all these things, it was concluded that a strong centrally located postings and careers management system would best serve the unified Force. The decision was taken to move progressively towards a system which, when fully adopted, would function as seen in the next slide.

(Slide No. 8, page 26)

**CANADIAN ARMED FORCES
OFFICER CLASSIFICATION STRUCTURE**

Serial	List	Branch	Specialty
1	THE GENERAL LIST	<i>INCLUDES ALL BRIGADIERS AND ABOVE</i>	
2	SEA OPERATIONS	<i>MARITIME SURFACE - SUBMARINE</i>	
3	LAND OPERATIONS	<i>ARMOUR - ARTILLERY - INFANTRY</i>	
4	AIR OPERATIONS	<i>PILOT - AIR NAVIGATOR - FLIGHT ENGINEER - AIR DEFENCE CONTROLLER</i>	
5	OPERATIONS SERVICES	<i>AIR TRAFFIC CONTROL - METEOROLOGY</i>	
6	ENGINEERING	<i>MILITARY ENGINEER - LAND ORDNANCE ENGINEER - AERO- SPACE ENGINEER - MARITIME ENGINEER - COM/ELECT ENGINEER</i>	
7	LOGISTICS	<i>LOGISTICS</i>	
8	SPECIAL SERVICES	<i>EDUCATION - SOCIAL WELFARE - PERS SERVICES - INFORMATION - FOOD SERVICES - PHYSICAL ED - ADMIN - MUSIC - HISTORIAN</i>	
9	SECURITY	<i>SECURITY</i>	
10	MEDICAL	<i>MEDICAL</i>	
11	DENTAL	<i>DENTAL</i>	
12	NURSING	<i>NURSING</i>	
13	MEDICAL ASSOCIATE	<i>MEDICAL ASSOCIATE</i>	
14	DENTAL ASSOCIATE	<i>DENTAL ASSOCIATE</i>	
15	LEGAL	<i>LEGAL</i>	
16	CHAPLAIN (P)	<i>CHAPLAIN (P)</i>	
17	CHAPLAIN (RC)	<i>CHAPLAIN (RC)</i>	

EXAMPLES OF STANDARDIZED PERSONNEL POLICIES DEVELOPED AND PUBLISHED BETWEEN FEB 67 & FEB 68

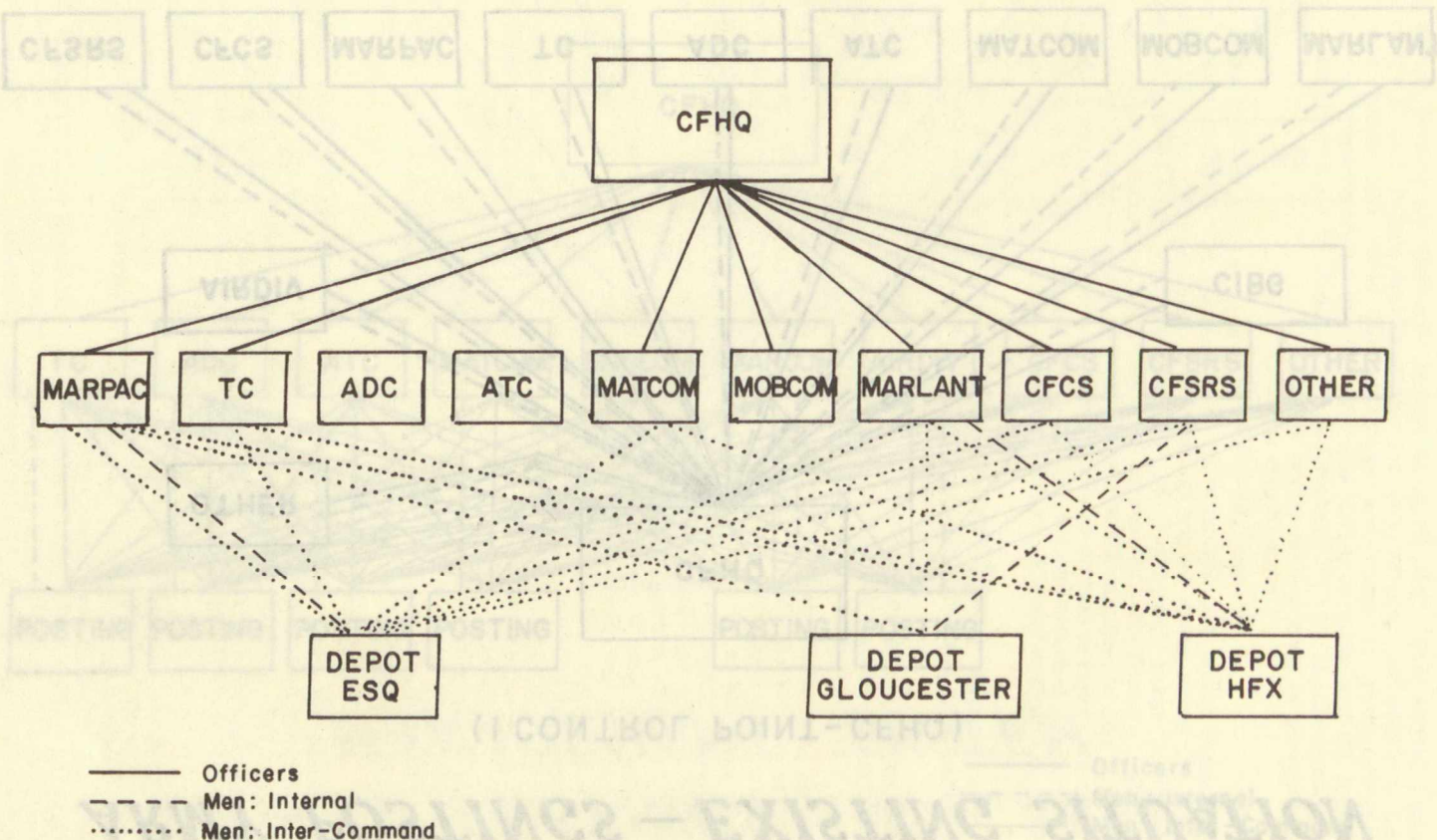
1. CFAO 6-1 - *Enrolment of men and direct entry officers.*
2. CFAO 9-12 - *Regular Officers Training Plan (ROTP).*
3. CFAO 9-26 - *Officer Cadet Training Plan (OCTP).*
4. CFAO 9-27 - *Dental Officer Training Plan (DOTP).*
5. CFAO 9-28 - *Medical Officer Training Plan (MOTP).*
6. CFAO 9-8 - *Musicians.*
7. CFAO 34-26 - *Career Medical Review Board (CMRB)*
8. CFAOs 11-6, 11-7 - *Initial Ranks for Officers.*
9. CFAO 20-6 - *Overseas and Isolated Tour lengths.*
10. CFAO 49-4 - *Promotion of Men.*
11. CFAOs 11-6, 11-7 - *Promotion of Officers.*
12. CFAOs 9-6, 9-33 - *Post-Graduate Training.*
13. CFAO 10-1 - *Transfer and Remuster of Officers.*
14. CFAO 11-2 - *Transfer and Remuster of Men.*
15. CFAO 15-2, 3 & 4. - *Release of Officers and Men.*

NAVY POSTINGS – EXISTING SITUATION

(4 CONTROL POINTS)

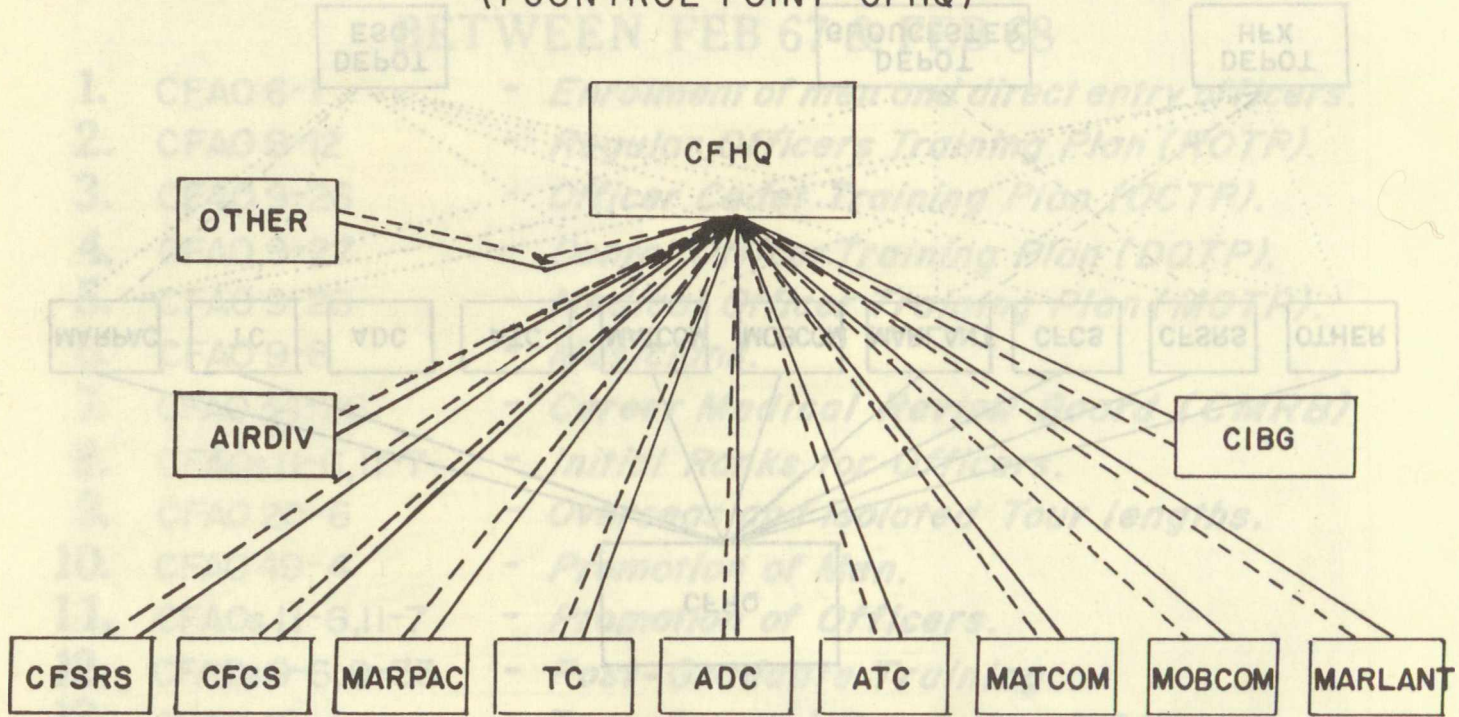
March 5, 1968

National Defence



ARMY POSTINGS – EXISTING SITUATION

(1 CONTROL POINT – CFHQ)

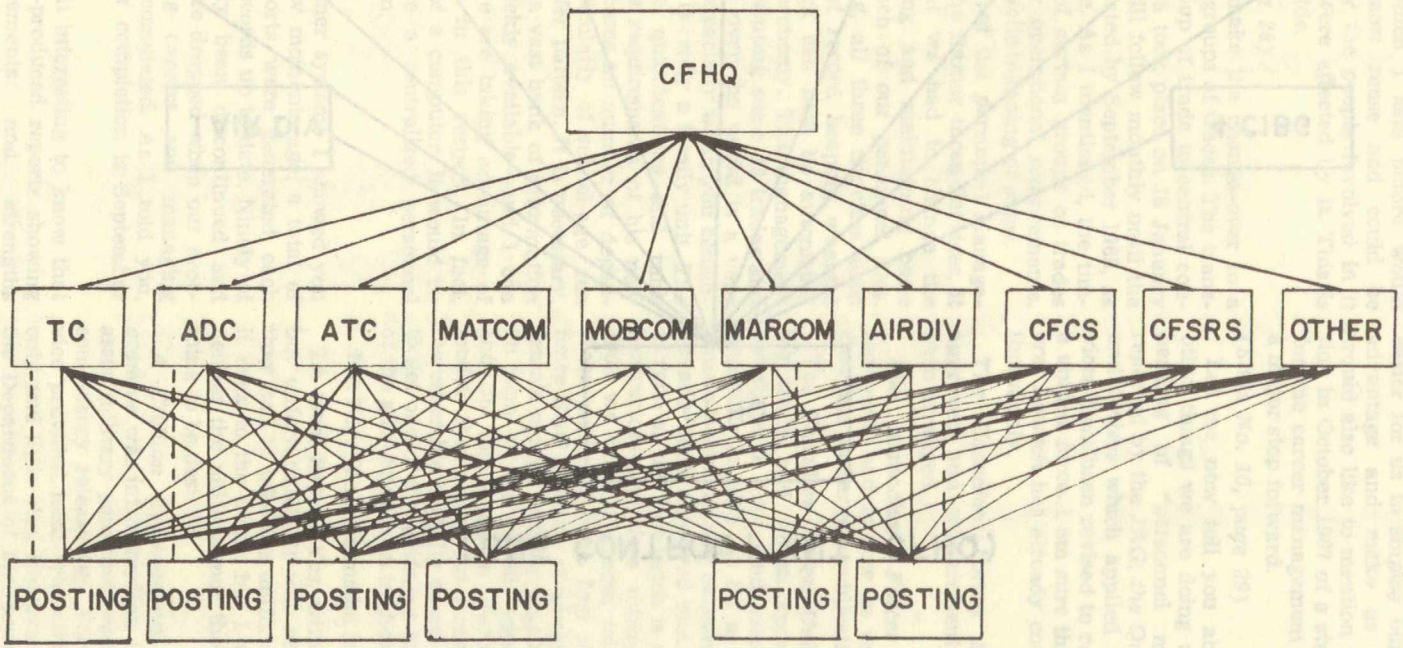


— Officers
 - - - Men

26934-2

AIR FORCE POSTINGS — EXISTING SITUATION

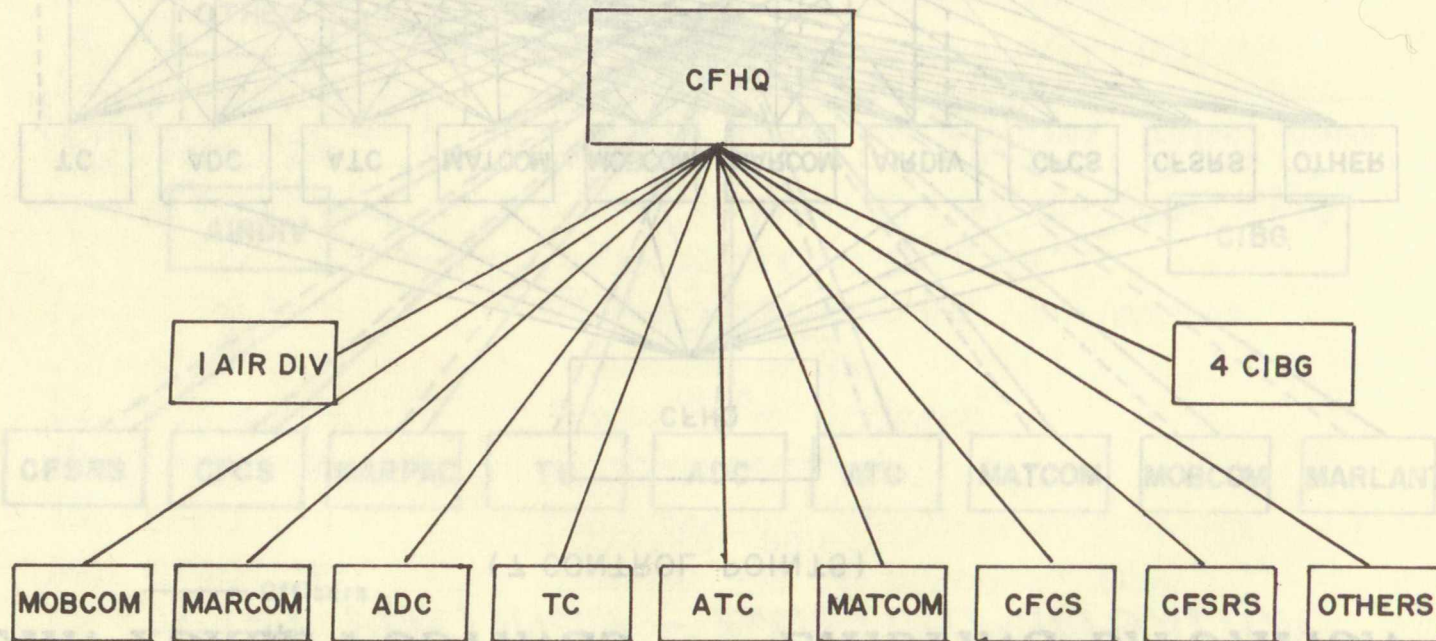
(7 CONTROL POINTS)



————— Officers
 - - - - - Men: Internal
 ————— Men: Inter-Command

UNIFIED POSTINGS AND CAREERS MANAGEMENT SYSTEM

(ONE CONTROL POINT - CFHQ)



5-48806

The next task was to develop an appropriate time table which I said before would seem to make most sense and could be absorbed easily by the people involved in it and whose lives were affected by it. This is seen in the next slide.

(Slide No. 9, page 28)

We decided to make the change-over to a central system by groups of trades. The transfer of the first group of trade to central control here in Ottawa took place on 15 January 1968 and others will follow monthly until the total task is completed by September 1968, as shown in this slide. As I mentioned, the timing of the move of certain groups of trades was influenced by operational requirements, for example, the cyclic manning of ships.

When we analysed the personnel management systems of the former three Services, it was apparent that we had to change the means of providing and maintaining basic information on each of our personnel files. Generally speaking, all three Services used manual systems of record keeping whereas much of that work can now be automated with consequent economy. The management of personnel representing some 98 trades and who are based all over the world is a very complex business especially when you consider that every man is really a family unit. The serviceman's trade qualifications and rank have to match the requirements of his new job and in many cases he number of dependants he has, particularly of school-age, can influence his transfer pattern. It is necessary, therefore, to have a vast bank of information available—and quickly available—and I can assure you that we are taking advantage of the computer age in this respect. In fact, without the help of a computer, it would be impossible to have a centralized personnel management system.

• 1035

In the three former systems I showed you on the slides a few moments ago, a total of 390 personnel reports were generated each year to keep the records up to date. Ninety of these have already been discontinued and more than 80 will be dropped when our process of centralizing careers and managing careers has been completed. As I told you, our target date for completion is September 1968.

You might find it interesting to know that monthly computer-produced reports showing personnel requirements and strengths throughout the Service are scheduled to com-

mence in April 1968. This should make it easier for us to employ our people to better advantage and make us more efficient. I would also like to mention that the introduction in October 1967 of a standardized system for the career management of personnel was a major step forward.

(Slide No. 10, page 29)

Let me now tell you about some of the other things we are doing under the general heading of "personnel management". As reported by the JAG, the *Queen's Regulations and Orders* which applied to the three Services have been revised to reflect the needs of a unified force. I am sure that Brigadier General Lawson has already covered this subject thoroughly.

The *Canadian Forces Ensign* has been approved and procurement and issue have been arranged.

The *Canadian Forces Emblem* was approved, and is now in use on flags, vehicles, and on Service publications.

The *Canadian Forces Uniform* is undergoing trials, and design approval is expected sometime in 1968, and issue will commence sometime in 1969. As far as uniforms for our female personnel are concerned, designs have already been approved and trials will begin as soon as the first batch is received from the contractor—sometime during the spring of 1968 we hope. I should tell you that when these uniforms were first shown to the Defence Staff a couple of weeks ago some of the female models came in and I have never seen an item on the agenda approved so quickly and so unanimously. Perhaps it was the models themselves but I can assure you that the ensemble is really sharp. I tried last night to get one of the uniforms back and have one of the girls bring it in to show you.

Mr. Foy: With the model in it?

Lt. Gen. Reyno: Yes, with the model in it, but unfortunately it was impossible because they had to take the uniform apart and send it back to the tailor, but I will tell you that neither the uniform nor the model left anything to be desired.

A *Civilian Employment Assistance Programme* was introduced on 1 January 1968 to assist military personnel who are approaching compulsory release age. Formerly, each Service provided local rehabilitation counselling only and little else. However, in concert with the Department of Manpower and Immigration we have concluded planning and organ-

REORGANIZATION SCHEDULE POSTINGS & CAREERS MANAGEMENT

- MAR 1967** — *Obtain Defence Council's approval of the plan to manage Postings & Careers centrally.*
- JUL 1967** — *Activate a Manpower Distribution and Control Centre in CFHQ.*
- SEP 1967** — *Centralize postings of all officers.*
- OCT 1967** — *Standardize and unify on functional/occupational lines the CFHQ postings and career management staffs of Navy, Army and Air Force.*
- SEP 1968** — *Centralize postings of all men and women.*

EXAMPLES OF OTHER ASPECTS OF PERSONNEL MANAGEMENT

1. *The Queen's Regulations and Orders.*
2. *The Canadian Forces Ensign.*
3. *The Canadian Forces Emblem.*
4. *The Canadian Forces Uniform.*
5. *Civilian Employment Assistance Programme.*
6. *Non-Public Funds Systems.*
7. *Canadian Forces Medical Service.*
8. *Canadian Forces Chaplaincy Service.*

ized this programme as of 1 January 1968. The resources of the Canada Manpower Division, with a constant flow of up-to-date information on labour all over Canada, will be very helpful to our people in planning their rehabilitation.

A major study was undertaken during 1967 of the *non-public fund systems* of the former three Services to determine how these activities should be organized and managed with the best interests of the unified force in mind. The study group was headed by Rear Admiral Charles Dillon who appeared as a witness before this Committee last year. Admiral Dillon and his committee did an excellent job, and their recommendations were briefed to the Armed Forces Council, and finally the Defence Council, and were approved in principle. A planning committee to implement the recommendations has already been formed under Brigadier General C. H. Mussels. Actual implementation of the recommendations will not take place until later this year, but more probably in 1969.

The Canadian Forces Medical Service was formed in January 1959. Except in circumstances where special knowledge and training in either the sea, land or air environment is required, medical personnel may now be employed in any environment.

Next is *The Canadian Forces Chaplaincy Service* which dates from 1958 when partial integration of the Chaplaincy Branches of the three former Services was approved. You will be interested to know that in October 1967 a conference or a "sit in" if you like, was held here in Ottawa to make a start on re-assessing the role of the Chaplain in today's Armed Forces. The aim was to see if the terms of reference for Chaplains should be changed to enable him to make a greater day-to-day impact on the personnel—and perhaps even the administration—of the Canadian Armed Forces. Church leaders of all denominations were present at this conference, and all concerned considered it successful. Similar meetings will be held in the future, and appropriate recommendations to the Defence Council will eventually result.

Before finishing, I do want to draw attention to the contribution of the officers, men and women of the Canadian Armed Forces towards the success of *Canada's Centennial Celebrations*. The Canadian Armed Forces TATTOO, the Motorcycle Display Team, the Golden Centennaires Aerobatic Display

Team, the Naval Review in Halifax and on the West Coast the Changing of the Guard here on Parliament Hill, and the Honour Guard at EXPO were well received by the millions of people who witnessed their various performances. As well as these, personnel of the Canadian Armed Forces played no small part in ensuring the success of the PAN-AM Games held in Winnipeg, and service personnel also took part in countless provincial and local celebrations. While the men and women were engaged in these special events, those who were left behind in ships, battalions, squadrons, bases and units worked long hours to carry out normal commitments for the Forces.

I know that I am voicing the sentiments of the Minister and the Chief of the Defence Staff and all the Defence Staff when I say we are all very proud of the record of the Armed Forces as far as Centennial Celebrations were concerned.

Finally, I would like to talk about "Individual Training".

(Slide No. 11, page 31)

Earlier in this briefing I stated that one of the goals in development of the new officers' and men's classification structures was to promote economy in training. I will now describe some of the ways in which that objective has been realized:

(a) *The Combat Arms School*. An amalgamation of the Royal Canadian Armoured Corps School and the Royal Canadian School of Infantry. It is located at Camp Borden.

(b) *The Fleet School Halifax*. An amalgamation of HMCS Stadacona, and parts of each of HMCS Shearwater and HMCS Cornwallis.

(c) *The Fleet School Esquimalt*. An amalgamation of the former HMCS Naden, HMCS Venture and the RCAF Central Officers School.

(d) *The Canadian Forces School of Instructional Techniques*. An amalgamation of the RCAF School of Instruction Techniques, (the former one) the Canadian Army Techniques of Instruction Wing and the RCN Techniques of Instruction Sections formerly operated at both HMCS Stadacona and HMCS Naden.

(e) *The Canadian Forces School of Management*. An amalgamation of the management training formerly given in five separate single Service schools. This school will provide general management

AMALGAMATION OF INDIVIDUAL TRAINING

1. *Combat Arms School.*
2. *Fleet School Halifax.*
3. *Fleet School Esquimalt.*
4. *School of Instructional Technique.*
5. *School of Management.*
6. *Language School.*
7. *Aircraft Trades School.*
8. *School of Administration and Logistics.*
9. *School of Intelligence and Security.*
10. *School of Physical Education and Recreation.*
11. *Central Flying and Navigation School.*

training, Management Engineering training and will support any such training given throughout the Service.

(f) *The Canadian Forces Language School*. An amalgamation of the former RCAF School of English, and the language sections formerly operated by the RCN at HMCS Hochelaga and the Canadian Army at La Citadelle. All language training, both French and English, is now provided at one installation at St. Jean, P.Q.

(g) *The Canadian Forces Aircraft Trades School* at Camp Borden. An amalgamation of seven former small RCAF Schools and a part of HMCS Shearwater under a single Commandant and Headquarters staff.

(h) *The Canadian Forces School of Administration and Logistics*. An amalgamation of the former RCAF School of Food Services, RCAF Support Services School, the RCASC School, the Canadian Army Pay Corps Wing and the Supply element of HMCS Hochelaga. The new school provides training for all administrative clerks, financial clerks, supply technicians, transport operators, engineering equipment operators, transportation controllers, cooks and stewards.

(j) *The Canadian Forces School of Intelligence and Security* at Camp Borden. An amalgamation of the former CProC School, the Canadian School of Military Intelligence and Military Police portion of the RCAF Support Services School.

(k) *The Canadian Forces School of Physical Education and Recreation* at Camp Borden. An amalgamation of the former three separate Service training sections operating as parts of other Schools; and

(l) *the Central Flying and Navigation School*. An amalgamation of the Former RCAF Central Flying School and Central Navigation School under a single Commandant.

• 1045

In addition to the creation of the eleven new schools you have just seen on the slides, other training programs have been relocated by amalgamation to provide more economical and efficient training in each case. This is the list:

(a) All Construction Engineering training is now being conducted at CFB Chilliwack.

(b) All basic Firefighting Training is now being conducted at CFB Borden.

(c) All initial Helicopter Training is now being conducted by the Basic Helicopter Training Unit at CFB Rivers.

(d) Short Service Officer Training for both the RCN and RCAF has been amalgamated in the Venture Division of the Fleet School Esquimalt.

(e) Training for all female personnel of the Forces has been co-located at CFB Cornwallis for the initial portion of their service; and

(f) A common initial flying training school for all pilots regardless of whether they are to serve in the land, sea or air environment has been introduced. This is at Camp Borden.

Some 2300 positions have been deleted from personnel establishments as a result of the above and other changes in Training Command.

Unification is now official and we are getting on with implementing all that the word implies as quickly as it makes sense to do so with due regard to the welfare of our personnel. We are also endeavouring to keep the public as well as Service personnel informed of the changes taking place—and this is why many of our senior officers accept public speaking requests in spite of the fact that this can be a rather hazardous occupation.

You will also find many officers, including many senior officers, now appearing before groups of Service personnel to make speeches on current topics but more, really, to answer questions posed to them—and believe me some of these questions can be very frank. However, I believe that if one is prepared to assume the responsibility, for example, personnel management in the Forces, then he must be prepared to defend the policies he advocates before those whose welfare is affected by those policies.

I would like to conclude by referring to the first part of my briefing when I indicated that Service personnel are intelligent and highly trained in skills that are expensive to acquire, and frequently very marketable by those who possess them. This clearly places an obligation on us to provide remuneration and conditions of service that will encourage personnel in the Armed Forces—and their wives and families—to remain with us voluntarily for an entire career, and not exercise their option and quit.

I am now prepared to answer questions with respect to personnel policy, and I also have some members of my staff standing by to answer questions in detail, if you would like it that way. That is the end of my brief, Mr. Chairman.

The Chairman: Thank you. In the name of the members of the Committee and myself, I wish to thank you, General, for your thorough presentation. I am sure that all the members have appreciated it and because of this are quite anxious to ask you questions.

At this stage, though, I would ask the members that are seated on the right to come to the centre in case they do have questions so that they can speak into the microphone.

Another thing that I wanted to say at the beginning of the meeting was to welcome the Minister. It is a little late to do so, but we are always happy to see the Minister follow the discussions of the Committee.

Sir, could these charts be available now in case there are some members who might want to use them in their questioning?

Lt. Gen. Reyno: Oh yes, of course. Would you like to hand them out now, Mr. Chairman? Will you hand out the copies of the brief with the charts?

Mr. Lambert: Would this include those personnel policy directives, 1 to 15, that the General indicated he might make available to the Committee.

Lt. Gen. Reyno: Yes, sir. Would you like to have a copy?

• 1050

Mr. Lambert: Yes, I would like to have a copy of all of them.

The Chairman: Were these the ones that were already distributed to the Committee?

Lt. Gen. Reyno: No, they have not been distributed yet, sir.

The Chairman: I think we should wait for a second or two so that these briefs can be distributed.

I guess we are about ready to proceed so I will take names for questioning.

Mr. Crossman: As a matter of curiosity, on page 4 we have:

It is the personnel officer's responsibility to find some means of providing addition-

al compensation to the military man beyond simple parity with industry in terms of pay and employee benefits.

What would that consist of?

Lt. Gen. Reyno: What would we do in terms of personnel management, you mean, sir?

Mr. Crossman: Well, "additional compensation to the military man beyond simple parity with industry" on page 4.

Lt. Gen. Reyno: Well there are a number of things we have in mind, sir, and I will tell you some of them. Annual leave, for example, is now not a right for the Armed Forces. It is a privilege. One of the things we might want to do is change that. At the present time in many cases compassionate leave is charged against annual leave. We would like to change this.

We would like to do something, perhaps, in the group insurance field—something of this order—the same sort of fringe benefit which industry is looking for. These are just two examples of the type of thing that I was thinking of and which it is our business in the personnel shop to try and persuade the Members of the Government to alter.

Mr. Crossman: This would be things beyond the simple parity?

Lt. Gen. Reyno: Yes, sir. It would be beyond simple parity. This is to balance some of the things not encountered in civil life which service personnel have to encounter—the list that I read out in the text of my brief.

• 1055

Mr. Boulanger: Did you change the rules concerning men who have signed a contract for three or five years, I forget which, for their resignation or for sending them away? Did you change any of the rules on that? You know what I mean.

When a fellow signed he joined for a term of three or five years. Now, was the rule changed about that? Suppose you want to send him away because he is not in the right place or he wants to resign. Was there any change in the regulations? Do you follow me?

Lt. Gen. Reyno: Yes sir. I think I understand your question. The only changes which were made were those under the rules of the new Reorganization Act which you were briefed on last week by the Judge Advocate

General or whenever you last sat. There have been no other changes in the rules. We have no means of forcing people to stay in the Force if they are unhappy with their lot. If they do not want to move overseas, for example, then they have, I suppose, the ordinary citizen's right to resign from their work, just like a civilian has the right to resign from a civilian job.

Now we have some rules in the Forces which we like to think are firm and we like to keep these people in for six months because it makes it a lot easier for the personnel people to manage the Forces this way. In some cases we have had to reduce this for compassionate reasons to three months and in some cases even lower than that.

So, again, I stress this point, that we try to manage it with sense. If a fellow does not like his posting—if we have not got another one for him and he does not want to go and wants to quit, we try to fix it so that he stays in for six months anyway. If we cannot do this we reduce it to three months and then, depending on the compassionate nature of his case, we might even have to reduce it below that. So the rules in effect, sir, have not changed.

Mr. Boulanger: I have one last question. I am sorry but I will have to go to the Labour Committee at 11.00 a.m. In the case of a professional taking an engineering, architectural, dental or medical course was nothing changed?

Lt. Gen. Reyno: No, sir. Nothing was changed.

Mr. Boulanger: If he takes such a course then he has to give back the money. Was there any change in that especially?

Lt. Gen. Reyno: Oh no. A man who receives an education at government expense must stay with us for a fixed time and it varies with the type of education he receives. He must stay with us until he serves that out and he cannot be released until he does complete his contract.

Mr. Boulanger: If he is in, we will say, a dental course, and it is a four-year course, he will have to serve his four years?

Lt. Gen. Reyno: Yes, sir.

Mr. Boulanger: Then if he applies to go away it is as it used to be. He has to pay back what he owes. There was no change in this?

Lt. Gen. Reyno: Oh no, no change.

The Chairman: Are there any other questions?

Mr. Harkness: In your presentation, particularly in connection with securing recruits and keeping people in the Services, the emphasis seems to be entirely on the amount of pay and the fringe benefits, together with a considerable list of what I think you call disadvantages in service life.

Now, in my own experience these have not been in the past the basic reasons why people adopted a service career and why they stayed in the Service. As I say, in my own experience, I think much more important considerations were a basic liking for that type of life, whether it happened to be one at sea, or flying planes, or in the infantry or artillery, or something else, as far as land forces are concerned, combined with a very strong feeling of loyalty and pride in the particular unit. This applies particularly perhaps to Scottish regiments and things along that line.

I am concerned that you people have lost sight of what certainly in the past, in my experience, were the chief motivating forces causing people to join the Forces and to remain in the Forces, although for long periods in the past, the rates of pay particularly were very much lower than in civilian life.

• 1100

Lt. Gen. Reyno: Have you finished, sir?

Mr. Harkness: Yes, I argued with your comments on that because I was disturbed with your briefing because the emphasis seemed to be entirely on this matter of pay and fringe benefits.

Lt. Gen. Reyno: I think the best answer sir, is that everyone who leaves the force fills out a little questionnaire and we try to find out the reasons why he quit.

I can assure you that we, at management level, try to enhance the very things that you have just mentioned; the business of rather starry-eyed devotion to duty which I spoke of and this is a substantial part of service life as I have tried to say in my briefing—but still you have to be practical about it.

In this day and age if you train a man to the degree that he has to be trained to do some of the very skilled things necessary in the armed forces then he knows that he is a very well trained man and if he has a remarkable skill to sell he will sell it outside the force unless you find some practical means of keeping him in.

He may well join the force as a 17 or 18 year old and want to see the world perhaps even to get away from home or get away from his protective environment. He joins for these reasons, he loves the force and all the rest of it, he loves the parades and so on, but after he gets married and settles down these other disadvantages and these very practical things come into play.

We simply have to provide competition for him, because otherwise he will quit. We know this from checking and analysing our records all the time. For example, I am terribly worried about the housing situation. We only have enough houses in the forces to look after 40 per cent of our married people. If you are a member of the 40 per cent that is fine, but if you are a member of the great 60 per cent and have to find accommodation in a civilian market, it is a fringe benefit that you do not receive.

For this reason this man, his wife and his children are motivated to leave, in spite of the fact that he would probably prefer a service occupation beyond all others having chosen it in the first place. The very practical considerations require him to quit and it is to compensate for this that we have developed these things. I can assure you that we are not losing sight of what we all love most about the service including the type of life—and I share the same sentiments you do.

Mr. Harkness: It seems to me that in your brief there is and there has been in the services over-emphasis on the pay and fringe benefits end of things with not nearly enough emphasis on these other motivations which certainly, in the past have proven stronger than the pay element.

Now, in connection with pay, my understanding, at the present time, is that in most of the infantry battalions, with the exception of newly joined men, most of the other ranks are now corporals. As far as I can make out the basic rank throughout the army seems to have disappeared. The same thing is true as far as the basic rank for officers is concerned.

There are no lieutenants left any more except for newly trained people. If my understanding of the situation is correct they are now all captains. As a result you have a large number of corporals really doing a private's job and you have a large number of captains who are filling lieutenants' positions and doing lieutenants' jobs. It would seem to me that this is just a means of artificially raising

the pay structure and completely distorts what I think has always been found to be a normal distribution of ranks.

Lt. Gen. Reyno: You have certainly been doing your homework sir, I will say that.

Mr. Harkness: I beg your pardon.

Lt. Gen. Reyno: You have certainly been doing your homework.

As far as the corporal is concerned sir, I can only go back to the philosophy of the new force.

Mr. Harkness: To the what?

Lt. Gen. Reyno: To the new force, the new unified force. Qualifications for entry now are so high that you can no longer require a man to be less than a corporal for 12 or 14 years. This was formerly the case before we unified the forces. We had to find some formula to stop this.

• 1105

We found that the average time for promotion to the rank of corporal in the Air Force before unification was about 10½ years, in the Army the figure was about 8 years and in the Navy the figure was about 6 years. There was a great disparity among the three forces.

Having said that, we decided that qualifications were so high—particularly in the unified force when we amalgamated the trades—that those whose skills were extremely high were those who were not getting promotions. In the technical trades particularly we had many, many people with 10 years of service who had industry beckoning them. They were rather "locked into" the pension system and could not get out and they were extremely unhappy, because of the investment they already had in the forces.

We decided therefore that the only means of doing it would be to put a man on an apprenticeship for about 5 years during which time he would make an attempt to assess the service and the service would assess him. At the end of that period, if he decided to join, he would join for a permanent career and we would not take him on for specified periods after this initial apprenticeship of 5 years.

As soon as he had made that decision, or the forces made it, then we would put stripes on the man and he would become a corporal. This would not, in effect, classify him as a corporal in the old sense—the sense in which you and I used to know a corporal, but as the

mark of a Canadian professional serviceman. This mark was the two stripes on his arm.

Again I will be perfectly honest, I have some regrets now that we called this man a corporal. We should have given him the two stripes and given him the pay scale, because this represents a living wage for that kind of tradesman in today's economy.

We might well have called him something else rather than a corporal and we can be faulted on this, but it was as far into the future as we were able to foresee when this decision was made on October 1, 1966. That I think is the only flop we did make.

There is another aspect of it. We have taken into account the case of the fighting corporal, the fellow who led the section, the chap who is now in Cyprus on the top of a hill with 6 or 7 men beneath him. They are sitting on top of a hill and the Greeks are on top of another hill and the Turks are on this side on top of another hill. This man has a very, very difficult job in terms of leadership as he is in charge of this Canadian section. He has people looking at him and if he finds anything wrong on either side, he has to crawl up the side of the opposite hill and this is a pretty tough business. He has to be a diplomatic type of individual to do that sort of work.

We feel that this man is a leader of a section in the old sense and we now have 1,500 positions in the forces protected for this type of man and we give him a crown between the two stripes and he is a senior corporal.

Mr. Harkness: And you still call him a corporal?

Lt. Gen. Reyno: Yes, but this mark is something special.

Mr. Smith: When he is referred to in the newspapers, is he just a corporal like the person in the bake shop who makes the best scones who also is a corporal?

Could I ask just one more supplementary from that? According to my reading the technical criticism of the American forces in Viet Nam is the lack of junior and intermediate leadership. The patrols that we read about from the military writers—not the headline writers, but the military writers—are saying that a great deal of the trouble of the American forces in Viet Nam comes from the lack of skill of the section leader, the platoon leader and even, in some cases, the company

leaders who have not been adequately trained. By not distinguishing in a more visible way than a small "hash" mark on his sleeve of some kind, are we not sort of degrading the rank of section leader and from that the rank of platoon leader in the fighting element of our services.

• 1110

Lt. Gen. Reyno: Well I can assure you, sir...

Mr. Smith: I know there is no intention to do it, but is there not an almost inevitable flow from that?

Lt. Gen. Reyno: Well I can assure you, sir, that from my own travels around the world, and they are extensive, I am out of my office as much as I am in it, and I go to all the places where Canadian forces serve at least once a year including Cyprus and Europe, Tanzania, Ghana, and Viet Nam, I have seen no evidence of this at all.

Mr. Smith: I would not have expected you to have sir, you have just introduced this policy. I am suggesting that by not making some distinction between a fighting section leader and a corporal cook, you will lead into the policy, into the degrading of the rank. I would not expect it to have occurred yet, and I am not for a minute suggesting that the present corporals in Cyprus are not highly qualified people. But I would suggest that the policy of not making a better distinction than that of a mark on a sleeve could very well lead into that.

Lt. Gen. Reyno: I would think that the essence of leadership, sir, and courage, does not necessarily concern itself with what is on a man's sleeve. This is the impact of a man's personality on people under difficult circumstances. For this reason I think that what we are doing is right—it is a management sort of gimmick. We think that the majority of Canadian servicemen appreciate the fact that they cannot put up stripes.

Mr. Smith: To compare a man who leads a section, a Bren gun section, or whatever the present equivalent is, and to have him act exactly the same as the best welder, is not, in the long run, going to do anything for his leadership quality or morale. Surely you could have devised some other designation than make them all corporals. Maybe you could go back to the old army system of calling a man lance sergeant or give a person who has demonstrated the leadership qualities and is capable of being a good section

leader, more significance than exactly the same designation publicly as a corporal, thank you.

Li. Gen. Reyno: Well the first part of the question sir, I certainly acknowledge, and I have acknowledged it here before the Committee.

The Chairman: I just want to make a point here as chairman of this Committee, if we carry on with supplementary questions that are so long, I think we take away the right of the member to complete his line of questioning. I will have to go back to Mr. Harkness, but I know Mr. Lambert had a supplementary question on this if Mr. Harkness wants to let it pass.

Mr. Lambert: No, I will follow Mr. Harkness.

The Chairman: You can always come back if you want to.

Mr. Lambert: In this particular area I have quite a bit more questioning to do.

The Chairman: We will go back to Mr. Harkness then.

• 1115

Mr. Harkness: In effect, as I said to begin with, you have now really confirmed by what you have said that you have distorted the rank structure in order, in effect, to give more pay to a very considerable number of people. By doing this I think that you have, to a large extent, destroyed the value of two stripes on a man's sleeve. The corporal up to the present time had certain disciplinary powers and he was in a position of leadership in one way or another. He was in command of a small number of men in an infantry battalion, or any other particular formation or unit in which he happened to be. Now, for the man who still has this disciplinary power you have a little crown or something on his sleeve to distinguish him from what really are the privates, or should be the privates in your organization. As a result I think you have destroyed the effectiveness of putting two stripes on a man, in other words of giving him any rank at all. I cannot see that this in the long run is going to improve efficiency in any way. In fact I would think it would be the reverse, it would cause a decline. If everybody is wearing two stripes what do they mean? They do not really mean anything very much except more pay.

Mr. Lessard: That's something!

Mr. Harkness: As you have said, I think perhaps you made a mistake in calling the rank corporal for all these people. Personally, I think it would be very much better to revert and call them private or something else along this line, but I cannot see the general effect of this as being anything but destructive to discipline and efficiency in the long run.

You did not say anything about the matter of lieutenants now being captains. It is the same thing. It is the basic officer rank, but, now for practical purposes, it has disappeared.

Li. Gen. Reyno: I would not say the rank of lieutenant is disappearing, sir.

Mr. Harkness: Well, the only lieutenants you have are people who have just been commissioned. Once they have been commissioned, how long is it, a year or something like this then they become captains?

Li. Gen. Reyno: It can be as much as two or three years in some cases, sir. It varies with the branch.

Mr. Harkness: Well what is the purpose of doing this? Why have you destroyed that rank structure which I think has been used in practically all military formations of all countries for a very long period of time, and on the basis of experience has been found an effective means of organization.

Li. Gen. Reyno: Well, the rank structure has not been destroyed but everything has to change. The situation in the military is vastly different from what it was 10 years ago, or 15 years ago, or 20 years ago.

Mr. Harkness: What advantage is there in doing away, in effect, with the rank of lieutenant and having people who are doing a lieutenant's job called captains?

Li. Gen. Reyno: We are not doing away with the rank of lieutenant.

Mr. Smith: The inflationary trail!

Li. Gen. Reyno: We are just giving a man a better career and making life a little bit better for him in the armed forces. We are living in a highly competitive era.

Mr. Harkness: It is a device really to give them more pay. In stead of establishing a regular pay scale which is higher for, shall

we say, privates or lieutenants and so forth, you have now made nearly all of them corporals or captains in order to give them more pay.

Lt. Gen. Reyno: I disagree with you sir, we did it to give them more pay. We did it to give them a combination of more pay and prestige. When a man reaches this trained turning peak, he has to be given a living wage and he has to be marked in front of his contemporaries as a man who has reached that standard of a trained professional and for this reason we are giving him the rank and it is standing up.

Mr. Harkness: What you are actually doing then is degrading the rank of corporal and degrading the rank of captain. For instance, if everybody is a captain, as far as the officers in an infantry battalion are concerned, and there is no means as far as I know in that case for distinguishing between a man who is actually a captain and is doing a captain's job and a man who is doing a lieutenant's job—what you have done in effect is degrade the rank of captain.

Lt. Gen. Reyno: It is a matter of opinion and I just do not believe it, I do not think we have done it.

Mr. Lambert: May I come in here?

The Chairman: Is that on a supplementary?

Mr. Lambert: My supplementary is here right in this area.

The Chairman: All right, a short one.

Mr. Lambert: My concern, General, is that the administrative tail is wagging the dog, and it has lost the emphasis on the fighting man. It is the same philosophy that Mr. Smith and Mr. Harkness have been putting forward.

The position of corporal or sergeant was a position of command. Now, it may be because we have an army background, and this does not apply within the Air Force, but I can assure you that I think that there has been a fundamental mistake made. I have had all sorts of protests about this business from the ranks. Suddenly a man with four and a half years service comes up to the same rank as a man who has earned his stripes after 10 years, where particularly on the army side, it is a recognized position. By God, it is a good thing we did have corporals. Those junior section leaders were the backbone of your fighting troops. I am not overly concerned

about the administrative tail, and I am telling you right now that I feel that you have lost sight of the requirement for fighting leadership by doing this particular thing. I do not know whether you will end up with sergeants and warrant officers as your section leaders before long but why is it that you now have a third of your non-commissioned people and non-warrant officer people occupying the rank of corporal?

Lt. Gen. Reyno: Because a corporal, sir, is a Canadian professional soldier. He is a Canadian professional military man. You said as a premise that there were all sorts of protests. Well I can tell you that I have had all sorts of comments the other way by my visits with the Forces. I not only visit all sections of Canada but I go all over the world and I am not fooling about that. I do go all over the world once a year and I do listen to these things.

Mr. Lambert: But you see primarily administrative people.

Lt. Gen. Reyno: I do not see primarily administrative people.

Mr. Lambert: Well all right, let us agree we will disagree.

The Chairman: Mr. McNulty.

Mr. McNulty: General, could you give us some indication of the difference in wage scales between skilled people in the Services and similar occupations in civilian life?

Lt. Gen. Reyno: I cannot give this specifically, sir, but I think we could provide a table for you. My people have it in the records section in the Headquarters.

Generally speaking, we have equated skilled trades in the Armed Forces with those in industry and that is a general statement, but it is pretty well true.

For example, a highly qualified radar technician would be in payfield 7 which is the highest payfield. A man on the other end of the scale with less skill, less education and so on would be in payfield 3. He would equate with the same kind of job in civil life which pays approximately the same rate.

Mr. McNulty: How far are we apart? Are we a long way from civilian pay; are we close to it?

Lt. Gen. Reyno: In terms of pay, we are about equal. We have got pay parity. In terms of fringe benefits, the civilian community is

now ahead of us, I can show this by a graph that was developed in my office by my staff accountant.

What concerns me, of course, is the extra things that we have to provide for our people to keep them in and keep them happy. So we have to do just a little more than we have done but I think in terms of pay and fringe benefits now, you can say that we are just a little behind; in pay we are just about parity.

Mr. McNulty: I have to agree with the first part of your brief here. I have been talking with a number of service personnel as well as the other gentlemen and it seems to me that they are a great deal more interested in the material advantages they are going to receive from the Service, over and above any tradition. They seem to want to have what their counterparts are having in civilian life and they are interested in the welfare of their family.

I had one other question but it does not relate to this—should I wait till later?

The Chairman: It is all right, go on.

Mr. McNulty: On your charts here you had non-public funds system. I just wonder what this involves.

Lt. Gen. Reyno: It means the administration, sir, of all the money which we accumulate—what is called regimental funds in the army, accumulated from non-public services. For example, the profits from the canteen and that sort of thing which are administered by the personnel themselves goes back on the table and provides other fringe benefits on some bases such as curling rinks and other recreational things, financing hockey teams and that sort of thing. That is what it is for.

The Chairman: Does that complete the questioning? Mr. Groos.

Mr. Groos: Mr. Chairman, I would like to touch back on a couple of points which have been mentioned here. We were mentioning as the last question, the civilian outlook of the young professional military man. Certainly within my lifetime I think there has been a great change in the approach that a serviceman takes when he enters the Service. I was in a position in my latter days in the Service where I had ample opportunity to see this.

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Whereas in my youth we were more inclined to be emotionally involved in our

interests in the Service of our choice, I found to my astonishment that the young men that I was dealing with in my latter days were thinking immediately they entered the Service, if not even before, of the things that you are now concerned with—what was going to happen to their wives, when were they going to be pensionable, what were their housing conditions going to be?

This is something that would never have occurred to me when I first joined the Force. So I can certainly sympathize with you and I agree with you when you say that this is just a fact of today's life, that a person who enters the Service wants to know what he is going to get out of it far more than he ever did previously. That is just a comment on my own personal experience.

If I understood you correctly, and I am sure I did, getting back to this matter of the promotion to the rank of corporal, a man reaches this rank after he has received some five years' training and he has decided to become a professional soldier or a professional serviceman and the Services look at him and decide that he is the type of person that they want to have in the Services. Is that correct?

Lt. Gen. Reyno: That is right.

Mr. Groos: So it is then that you give him the "Lash" marks on his arm that make him outwardly visible as a professional man of at least five years' service. Is that right?

Lt. Gen. Reyno: Yes.

Mr. Groos: Now, surely if we are to have an armed force which is capable of fairly quick expansion and of immediate use, with immediate expansion using the reserves, this man would immediately be given more responsibility than he has in days of what we would call peace. Am I correct in that?

Lt. Gen. Reyno: Yes.

Mr. Groos: So what you are really doing is recognizing in advance that this man has leadership capabilities that would be used in the time of an emergency. Is that correct?

Mr. Smith: You also said it applies to purely tradesmen, General.

Mr. Groos: But surely tradesmen would also be required in greater numbers in time of an emergency.

Mr. Smith: You were... leadership was the...

Mr. Groos: The question I really wanted to ask you is how our corporals as you have seen them travelling around the world, and who devote themselves to leadership capability... How do they stack up with the corporals that are actually being used in, say, Viet Nam? Would you be able to comment on that in terms of experience and in terms of service?

Lt. Gen. Reyno: You mean our corporals in Viet Nam?

Mr. Groos: No, no. I mean our corporals that you are now running around with in the Canadian Armed Forces as corporals with the outward signs of corporals. How do they stand up in your view with the corporals doing the work of corporals with the United States forces in Viet Nam in terms of both experience and capability?

Lt. Gen. Reyno: I would have to say in answer to that that ours would be every bit as good. There is no question about it.

Mr. Smith: They would be better probably.

Lt. Gen. Reyno: Well I am glad you said that, sir. I believe it.

An Hon. Member: I agree.

Lt. Gen. Reyno: It would be wrong for me to say it but I think it is nice of you to say it.

Mr. Groos: We are not really destroying the value of the two stripes by giving them to them in advance.

That is my question, Mr. Chairman.

The term was used that we were destroying the value of two stripes and I do not entirely agree with that.

Mr. Smith: You do not know yet.

Mr. Harkness: One of the questions Mr. Groos asked. He said...

The Chairman: Is that a short question?

Mr. Harkness: Yes, just a supplementary. He asked you whether a man had to complete five years before he became a corporal or got these two stripes. That is not the case. You said "yes" to that I think, but that is not the case, actually, is it?

• 1130

Lt. Gen. Reyno: We are elaborating this principle this year, sir. We hope to set this policy...

Mr. Harkness: I beg your pardon?

Lt. Gen. Reyno: We hope to set that policy this year. We could not do it before February 1 because we did not have a unified force. We will get under way with it this year may I, just check that point?

A military advisor: Yes, sir. It is a minimum of four.

Mr. Groos: Well, then, may I ask a supplementary. What is the situation today?

Lt. Gen. Reyno: It has always been...

Mr. Groos: You are saying that you are inaugurating this new five year policy some time later on this year. What is the situation?

Lt. Gen. Reyno: We have had it in retrospect you know. We took a look at the force and we had many people, particularly, fellows who are in the navy and the air force who had as much as 10, 12 and in some cases 15 years of highly qualified technical service. In other words, they had not even reached that rank. In order to keep them—they wanted to be given the prestige of the rank, which is one of the things, and they classified them as a professional service man in the eyes of everyone. This gave them a living wage as well.

Mr. Legault: Mr. Chairman, I have just one question. This question refers to the beginning of your brief, where you mention that you encountered some difficulties because of the comparative status or the conditions.

Now, taking into account the conditions that could exist in time of war, is a study presently being made where a posting schedule could be prepared whereby an enlisted man, who wants to make a career out of this, could have a tentative knowledge of the places where he is going to serve?

Lt. Gen. Reyno: I would like nothing more than to be able to do that. The situation is so complex that we have not been able to develop a formula for doing it. If we could, life would become much more stable for the people in the force. The trouble is that our commitments vary. You see, we have 1,700 people with leave to process for year-end retiring. This creates vacancies which have to be filled—this means more moves. A number of other people leave for other reasons. People get promoted. Those who go to sea—elect to stay at sea for about a year. They have to be replaced by other people. The people in Europe on a three year posting—they have to

be brought back every three years. The people in Cyprus are there for six months at a time. They have to be brought back at the end of that time.

We have commitments in Ghana and in Tanzania and up on the Northwest frontier of India. All these people are on fixed terms of posting because they do not like to serve there for the rest of their service careers. Some of them are pretty good postings. Some of the postings to Europe are quite good—the environment is nice. People in Canada like to serve over there.

For this reason there is a degree of built-in instability in the force which you really cannot lick. The commitments keep changing on us. If we could forecast what our commitments would be over, say, a five year period we would be able to tell people where they were going to be for a five year period. We can deal in a general way but we cannot really be specific enough about it to make it useful to a young fellow.

We can only tell them that it is a challenging career. We can give them as many types of different employment within this category as we possibly can and we will have a career manager looking after his interests. If he is ambitious enough and keen enough of course we provide opportunities for him to advance to equate with a comparable civilian trade or rank.

Mr. Smith: I would just like to come back to Mr. Groos' question. Up until now the promotion to corporal has depended substantially on the degree of responsibility a man has and his leadership or supervisory responsibility. It is now proposed that a person who has had from four to five year service—substantially his promotion will be backed on the skill in his trade. So we do not yet know what effect it will have—making a skilled tradesman on the leadership of the people who have responsibility and have the same rank designation. We do not know yet what effect the making of trades people corporal will have on their morale, do we? We can only conjecture because the scheme has not yet come into effect. Is that correct?

Lt. Gen. Reyno: When you say we promote a man to corporal simply because he has been in the service for five years—this is of course subject to—satisfactory completion of leadership and skills training.

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Mr. Smith: I also said “and skill”.

Lt. Gen. Reyno: It is also subject to the kind of corporal the man would be because he is assessed by his superiors including NCOs and officers. Of course skill is just one part of it. He must have other qualities which we think marks him as a potential leader.

Mr. Smith: But we do not know yet. This is still conjecture.

Lt. Gen. Reyno: Well, during a four and a half year period we take a good look at him you know. He must reach certain standards before he is promotable. At the end of that time we do not take them on automatically.

Mr. Smith: Yes, I realize that, sir. But the question of Mr. Groos seemed to be that we had already seen this and it was not having the effect on the leadership of the section leaders in Cyprus who are also corporals and section leaders wherever else we have troops. We do not know yet whether some other differentiation may have to be made in the future do we?

Lt. Gen. Reyno: Again, sir, I simply cannot answer that question because I cannot look into the future.

Mr. Smith: Now, there used to be trades pay. I remember many years ago that there were C class tradesmen, B class tradesmen and A class tradesmen. But that pay differential has been abolished has it not?

Lt. Gen. Reyno: Well, it has and it has not, sir. Everybody now is paid in a pay field in accordance with his trade.

Mr. Smith: I see.

Lt. Gen. Reyno: Pay fields run from three to seven inclusive. Every trade is given a pay field category. In your own category you can rise all the way up through corporal right to warrant officer in that particular category. You can also, if you are smart enough, ambitious enough, intelligent enough and if you like, energetic enough—you can move across the pay field and you can increase your skill—usefulness to the force if you like. By so doing—passing tests and so on—you can move across and get into pay field four or five or six or even seven. It depends entirely on your own initiative. It is in that sense that we are trying to manage it. It has been in effect since October 1, 1966.

Mr. Smith: Have any studies been done or are any studies being contemplated based on the assumption that the more attractive pay will not produce the number of volunteer troops we need for our commitments, even at reduced levels? Are there any studies being done or contemplated on what we could do in the introduction of some kind of compulsory service? Has that ever been the subject of a study within the forces?

Lt. Gen. Reyno: No, sir, we have never made a study of compulsory military service or conscription of any kind in the forces.

Mr. Smith: Is there a study being contemplated?

Lt. Gen. Reyno: Well, we can look at what they have done in the United States of course.

Mr. Smith: But there is no Canadian study?

Lt. Gen. Reyno: No, we have never made a study.

Mr. Smith: I have a final question on another subject. When you were talking to Mr. McNulty about the nonpublic funds. This study that was headed by Admiral Dillon. Is this what they call CANEX? CANEX will do more than just take over the military messes and sergeants' mess and military clubs will it not? Is it contemplated that it will absorb Maple Leaf Services?

Lt. Gen. Reyno: I would say, "Yes", sir.

Mr. Smith: And what you call in the air force the Central Warehouse?

Lt. Gen. Reyno: Well, the Central Warehouse did not have that connotation.

Mr. Smith: You know, the big store they have in an air force camp where people go to order radios and that sort of thing.

Lt. Gen. Reyno: I think the circumstances will be that the CANEX organization, which is now in its final stage, will when implemented, probably some time in 1969, will do for the armed forces as a whole what Maple Leaf Services did for the army.

Mr. Smith: Or to!

Lt. Gen. Reyno: You said it, sir, I did not.

Mr. Smith: Then you would contemplate that the Central Warehouse that is operated at Camp Borden—the department store—will be absorbed into whatever CANEX constitutes.

Lt. Gen. Reyno: Yes, sir.

Mr. Smith: Thank you.

Lt. Gen. Reyno: Centrally controlled in Ottawa by Brig. Gen. Mussels. He would be the man on my staff who is going to manage it and with myself, reporting to the Chief of the Defence Staff, who, in turn, will report to the Minister.

• 1140

The Chairman: Gentlemen, at this stage members might appreciate it if I read the names of the members that I have on my list in case I have missed some of the names. I have Mr. Lambert, Mr. Matheson, Mr. MacRae. Is there anyone else? Then I will call on Mr. Lambert.

Mr. Lambert: Mr. Chairman, I would like to get back to this question of the corporals, merely to put something on record.

Perhaps some of the members are not aware of what did happen since October 1, 1966 when generally the policy of the promotion to the rank of corporal took place. In answer to a question that I put on the Order Paper that appeared on November 8, 1967, as answer to question number 581, for purposes of identification, the following information was given:

1. What number of promotions to the rank or corporal or its equivalent were made in the Navy, Army and the Air Force in the periods (a) October 1, 1966 to March 31, 1967

and then from

(b) April 1, 1967 to September 30, 1967?

And then as a resumé question:

2. What is the number of corporals including senior corporals in each of the three branches of the Armed Services respectively as at October 1, 1967?

In the first six month period there were 1,564 promotions to corporal in the Navy, 4,650 in the Army and 12,728 in the Air Force. In the second period there were 351 in the Navy, 1,451 in the Army, 2,321 in the Air Force. As at October 1, 1967, there were 4,344 corporals or equivalent rank in the Navy, 11,696 in the Army, and 19,334 in the Air Force which makes a total of approximately 35,000 corporals out of a total force of 100,000. Now you will agree will you not General Reyno that that is about the proportion.

Lt. Gen. Reyno: Yes, sir.

Mr. Lambert: Right. Then subsequently or concurrently I had asked a question about the number of senior corporals and what rank this occupied in the hierarchy of the Armed Services and in November—the end of November—it was indicated that the appointment of senior corporal which was not a rank had been limited to the Army establishments. Now, could you tell me whether that has been extended to the Air Force or to the Navy as of now?

Lt. Gen. Reyno: There were 1,500 positions authorized. We have, I think, about 900 or 1,000 of them in the Army and none as yet in the other Forces. It does not mean there will not be, but we have not made any yet.

Mr. Lambert: The reason I was asking that was because it was drawn to my attention that there was rather an anomaly in that a corporal in the Army who was with a helicopter crew handling, shall we say, the ground environment with regard to helicopters, would be designated as senior corporal where as over in the Air Force doing precisely the same thing the same man was not a senior corporal and therefore was not entitled to the pay differential.

These are what in so many instances I have called administrative jobs. They are more on the logistic side. Are there going to be senior corporals who are going to be the section leaders in the infantry units?

Lt. Gen. Reyno: Almost all of the section leaders in the infantry units are now wearing this crown of the senior corporal.

Mr. Lambert: That is, it is not a rank, it is an appointment.

Lt. Gen. Reyno: Well, they get \$10 a month for it, so there is a bit of a stipend involved in it.

• 1145

Mr. Lambert: The \$10 a month, if I may suggest, is very much a lesser consideration. It is that position of command and the responsibility that goes with it that matter. Mind you, for the two persons who are handling helicopters the \$10 may make some difference, although I do not know why it is only \$10 a month. What I would like to know now is whether this appointment to senior corporal will be embedded into the structure of the ground forces and I presume in the Navy too where those personnel are likely to have to take charge of men in a fighting environ-

ment. I think we will have to watch this with a great deal of interest because I think you are on rather dangerous ground on this particular side of it. Maybe on the administrative side it has its values, but I am a little dubious about it.

Lt. Gen. Reyno: Perhaps I could interject here. When you say that we ought to watch it with interest, that is excellent advice. I can assure you I am going to take it. We are asking about it now. We are watching it. With respect to its being on dangerous ground I guess this is something that the future has to decide. There are many who think otherwise, I think there are more who think otherwise, but we are watching it.

Mr. Lambert: I would suggest that perhaps those with an Army background would not think otherwise and with the difference of service backgrounds I would suggest it.

Lt. Gen. Reyno: Oh yes, sir, there is no question about that.

Mr. Lambert: Now, if I may switch to a slightly different subject, I am concerned about your Armed Forces medical services. I did put a question on the Order Paper with regard to the medical services and the number of people who have been given post-graduate training under the program that was in force at the time.

I am very concerned about the results, which I am given to understand do not quite conform with the answer that was given to me, and that you have a great number of gaps. This is one of the areas in which there are real problems with regard to your specialist medical staff.

I am not interested in going into this merely to find fault, because I think you have a really hard one to grasp here. I am just wondering what the answer is. I would like to know if there is anything that is different than the answer that was given to me because the answer frankly said that insofar as the medical services were concerned it was, shall we say, the best of all possible worlds. This I know for a fact is not so.

Lt. Gen. Reyno: I have not seen the answer to which you refer and if I could see it just for a moment before I answer your question because it is one of my favourites and I would like to adjust myself.

Mr. Lambert: Well, all right, for information purposes, we can come back to at this

again but the answer to it is on page 4558 of *Hansard* under date of November 22, 1967. It is a rather long complicated answer. I am not going to go into the questioning further, but frankly I wish you could go into the question and then we can discuss it again.

Lt. Gen. Reyno: Yes, sir, I would be glad to.

The Chairman: Mr. Matheson?

Mr. Matheson: Yes sir, I have one or two general questions. I take it that we have around 100,000 total personnel at the moment and, with a population of slightly in excess of 20 million, this comes to one military person per 200 of population and I suppose with 50 per cent of our population under 25, this would mean perhaps a little better than 100 people supporting one military person.

How does this, General, compare with other allies of ours? Could you give me any idea at all? I know that conditions differ and vary everywhere but—

• 1150

Lt. Gen. Reyno: I am sure that we have facts on that, sir. The last issue of the *Naval Review* gave such statistics for every one of the NATO countries and I know that in most of the tables, Canada was shown very close to the bottom. The amount of money we spend on defence compared to others on a percentage basis and the number of people—the number of Canadians non-military to military, will require some statistical research. If you will give me notice on that question sir, I am sure I can provide you with an answer.

Mr. Matheson: I appreciate your information, but I think that in the overall cost that perhaps Canada would fit in somewhere in the area of Belgium or Luxembourg in the NATO alliance.

Lt. Gen. Reyno: There is no doubt about it we are down very far.

Mr. Matheson: Then sir, looking at this question of rank which has bedeviled this meeting for some time and is something of very great importance, would it not be fair, bearing in mind the high mobility and flexibility of the present Canadian force of 100,000, for us to visualize that this is not very different in role from our elite PF units in the "thirties"? I am thinking of two regiments that I knew rather well, the Royal 22nd which put through many people in the rank of corporal, people who later obtained rather

high and impressive rank when expansion had to take place rapidly.

Even in such esoteric areas as music, I can remember one corporal who later became a director of a musical school in the military services in the United States.

My own regiment, the RCHA, where virtually every bombardier was expected to be a potential captain or an eventual ordnance captain, otherwise he would not stay there. Is this not a reasonable assessment of the present role of our Canadian Forces whether it is tactics, operations, logistics, intelligence or anything?

A corporal, for example, in security, in intelligence or in provost is the kind of man that we think should have the value and potential of being commissioned in the services in the event of a real and dire necessity for expansion.

Lt. Gen. Reyno: This is not my field sir, in the personnel business but I can offer you an opinion on it Mr. Matheson. Certainly this is not the common nature of warfare. Warfare as we visualized it in prewar days was vastly different from the kind of war that we might be required to deal in right now and even if it is not a war but a difficulty somewhere in the world in which Canadian forces might be asked to participate.

The trouble is that you have to get there very quickly in a matter of days, hours even, and there is no time to gather people from all over the place. You have got to have them ready to move. This is an essential and perhaps unhappy ingredient of modern warfare.

Coming back to the second part of your question about the potential for higher ranks of our people, the Canadian service standards are extremely high and as you know we only pick the very best. They are the healthiest men by definition in the nation. They must be able to pass a very tough intelligence test and other tests before we can take them. Tests are for selection to trades and personnel go through a selection centre after having been recruited. Their aptitudes are assessed and then they are passed along to different trades. After training and with a little experience behind him he is a very, very useful man and is every bit as good as the fellow was in the thirties I am sure, but he has more potential because educational standards have increased since the thirties. I cannot be more specific than that.

Mr. Matheson: Specifically in the National Defence Medical Centre and this problem of integration. You have, I understand, been running into the competition of very much greater demand in the hospitals, in the medical schools and in the nursing training schools have you not? But this basically is the problem that there are shortages which some of our best medical schools in Canada cannot at present fill.

Lt. Gen. Reyno: Well we are short, there is no question about that.

Mr. Matheson: But General, I quite appreciate this move to a new dimension of mobility and the danger that war could be over very rapidly and that there may not then be that—if you like—traditional opportunity to mobilize forces as we think of in World War I and II, but is it not still within the range, the spectrum of responsibility of our forces that we visualize conditions where we may have to mobilize much larger forces for a task than a 100,000. Perhaps many fold and that this force is the nucleus for what would have to be in certain emergencies.

• 1155

Lt. Gen. Reyno: I would say sir that we do not any longer think along those lines. We did, up until 1955. In the last 12 years we have switched, to a force in being able to do the kinds of things we might be required to do.

The Chairman: Are you finished, Mr. Matheson. Mr. MacRae?

Mr. MacRae: I would like to ask General Reyno one or two general questions. First dealing with the ROTP and the COTC and the provision of young officers through the various units. General, how is that functioning now since unification? Are you getting as many through ROTP? Is it the policy to get as many there? Are you getting as many young officers through the COTC and also through the units as previously?

Lt. Gen. Reyno: Yes. We have no shortage at all of officer applicants. I believe I am correct and I will have my staff check it that our last intake for the service colleges, anyway in the ROTP, were over subscribed. Is that not so? So the trend is very much in our favour.

Mr. MacRae: Yes. That is the ROTP and the service colleges. What about the COTC, how is that functioning now?

Lt. Gen. Reyno: The Canadian Officers Training Corps?

Mr. MacRae: Yes, as such.

Lt. Gen. Reyno: At the universities?

Mr. MacRae: Yes, at the universities.

Lt. Gen. Reyno: I will have to confer with my staff on that one sir. I just do not know. I do know how they are doing at universities.

Mr. MacRae: Yes, are they still in existence or have they been wiped out. The COTC as we know it at the University of New Brunswick or anywhere else.

Lt. Gen. Reyno: We still do it at some universities.

Mr. MacRae: You are still doing it outside.

Lt. Gen. Reyno: There is no specific answer to that one.

A military advisor: This is now under study sir with a view to a reduction. There is a reduction in the requirement for reserve officers. The plan is actually now being reduced or it was reduced in September of this year and it will be further reduced in September of next year.

Mr. MacRae: That is the COTC proper as we know it?

Mr. Harkness: Is it not a fact that a decision has been taken to do away with the COTC altogether.

[Interruption]

An hon. member: I am sorry, Mr. Harkness...

Mr. Harkness: I said, is it not a fact that a decision was taken to do away with the COTC altogether, and there was an announcement made last fall that effective, actually I saw in yesterday's Globe and Mail I think where they had their final mess dinner of the COTC at the University of Toronto and that was the end of it.

Lt. Gen. Reyno: Yes. That has been announced, sir, I think. Yes, it has been.

An hon. Member: So it would appear then it is to be phased out at that stage.

An hon. Member: Yes, that is the answer.

An hon. Member: Thank you. I wanted to ask you...

Li. Gen. Reyno: That does not mean that our representation in universities will be in any lesser importance.

Mr. MacRae: No. But it might increase in the ROTP area.

Li. Gen. Reyno: Yes. Quite true. And we also intend to retain our affiliation with universities. We hope, for example, to establish chairs of military studies at some Canadian universities. Six of them before very long. I do not know whether that will be done this year or next year, but I do not want to leave you with the impression that we are going to move off, move away from this source of manpower for our people.

Mr. MacRae: Thank you. I wanted to ask you, you used in the chart and I noticed in the precis here this item of centralizing the postings of officers and men. Just exactly what do you mean by that?

Li. Gen. Reyno: Well, instead of having them controlled sir, as they were on those three slides I showed you before where there was a great deal of divided responsibility, particularly in the Air Force, we had several commands, functional commands all across the country and each command had a quite a large personal staff with a records keeping staff which was quite expensive. The same situation prevailed in the Navy, but to a lesser degree because of the numbers involved. They had something on both coasts which were expensive to staff and maintain.

The Army centralized everything at their own Army headquarters here in Ottawa, so we decided on looking at it, that we could become more efficient by centralizing the authority right here in Ottawa since we had something called a computer on which we could put all our records and we would not degrade the military capability of the man who was going to employ the forces because he did not have the records. The facts that he would need to have on his people would be available readily at the touch of a computer key and it is this that we are looking for, so therefore it was decided from the point of view of good business management and economics and—if you like military efficiency—we centralized the personnel control system.

• 1200

Mr. MacRae: This has already been done now for the officers and you hope that later this year it will be done entirely for the other ranks?

Li. Gen. Reyno: In September, 1968 and it is being done, by blocks of trades.

Mr. MacRae: Which brings me up to my third question. I will be brief, Mr. Chairman, I notice it is 12 o'clock. You mentioned the use of computers. You are using computers extensively now. How are your computers manned? Are they manned with military personnel, or with civilian personnel?

Li. Gen. Reyno: They are manned with a mixture of both, sir, as you know, probably as well as I do, the tremendous amount of difficulty in training and retraining. Of course, these are very highly specialized people. We encounter the same difficulties in manning these positions as you have in civilian life.

I suggest if the Committee is going to have the Controller-General before it, this might be the kind of question you would like to pose to him, because it is in his shop. He is allowing me to use his facilities right now. As I told you the computer itself is being manned 24 hours a day.

Mr. MacRae: To retain people at the salary at which the services could pay highly skilled computer programmers and so on, it would seem to be extremely difficult in view of what he can get in civilian life in this line.

Li. Gen. Reyno: People in these trades right now in some parts of the United States are really dictating to management.

Mr. MacRae: General, a final question. What is the present strength of the Armed Forces of this nation?

Li. Gen. Reyno: As of the 31st of December 1967, it was 104,800.

Mr. MacRae: Thank you very much, Mr. Chairman.

The Chairman: Gentlemen, this completes my list of members for questioning, unless there is anyone who has a short question.

Mr. Smith: I have a question that does not relate to anything that has been touched on. As the General gave us his list of the amalgamation of individual training, the School of Intelligence and Security which is now in the old Provost school at Camp Borden, does that mean that the Intelligence Corps and the Provost Corps have been amalgamated as well? Is it a complete amalgamation so that both

the police functions and the intelligence functions of the Canadian Armed Forces are now under one head?

Lt. Gen. Reyno: Yes sir, run by a Brigadier-General on the staff of CFHQ. This has been the case since, I think it is about a year—somewhere between six months and a year.

Mr. Smith: Who is the head now?

Lt. Gen. Reyno: Brig. Gen. Lloyd Kenyon.

Mr. Harkness: I was going to ask a question with regard to that also, and in addition to that: amongst the list of schools that you have there was nothing as far as artillery training and artillery schools were concerned. Where is the training of our gunners carried on now?

Lt. Gen. Reyno: That is Shilo, sir, but I wonder if I can defer to my staff now, because I think they have more specific answers than I have.

Mr. Harkness: In the list of schools you gave here, the artillery did not seem to appear at all. Neither did, what you might call, general military engineering. You spoke of a construction engineering school at Chilliwack, which was formerly of course the general military engineering school.

Lt. Gen. Reyno: It still goes on there, sir and so does the one at Shilo, but if you would like some more information on them both, I could get it for you, but I do not have it with me.

Mr. Harkness: I do not know that I want more particulars. I just wondered what had happened as far as training gunners was concerned. They did not appear in your list at all.

Lt. Gen. Reyno: Well, I am sorry, it is an omission on my part, but I can assure you it is going on in Shilo.

Mr. Harkness: Then this School of Intelligence and Security—I would be very doubtful of the wisdom of combining general intelligence training with police training. They are two completely and totally different things.

Lt. Gen. Reyno: Well, I would like to tell you, sir, that there were a number of people who shared your opinion and General Allard had a very very comprehensive study done on

it. The study took a matter of months to do, the conclusions were briefed to the Defence Staff, and it was decided on balance that it would be a better idea to amalgamate than to leave them where they were to provide a better career for those who are in it; it could be more efficiently administered, and there were a number of other reasons for it.

• 1205

Mr. Smith: How about the people that are being administered? The combination of police functions and the man from the Intelligence Corps who comes around in my office and makes inquiries about some person who is going to be promoted to a rank, and then also having the police function of the services under the same command. To a lot of people in the country that is a sort of a frightening bit because we know the trouble the CIA gets into when it becomes both intelligence and operational, and I could name other countries, but I would not want to name them.

Lt. Gen. Reyno: Sir, that was a decision taken after a great deal of thought.

Mr. Smith: It was a purely military decision.

Lt. Gen. Reyno: A military decision taken at Chief of Defence Staff level. I do not mean the Chief personally, I mean the Staff committee level. We looked at all the factors and on balance felt that this was the way to do it.

Mr. Matheson: May I have a supplementary. Sir, I was wondering whether the services have made a contribution to the royal commission on security.

Lt. Gen. Reyno: I will have to take notice, sir. Have any of my staff an answer to that question? I can take it on notice, sir, and I will let you know. If it is the wish of the Committee you could always ask Brig. Gen. Kenyon to appear before you; he will be able to answer some of these questions.

Mr. Langlois (Chicoutimi): Mr. Chairman. A question for information. As you talk in your brief about new uniforms for the Armed Forces. Is anything going to be done with the nurses' uniform?

Lt. Gen. Reyno: I neglected to say that, sir. They still want to retain the veil. The veil will be white and the smock is a light colour green. The green was chosen by females who like the colour and was shown to the Defence

Staff on the same day that the female service uniform was paraded. A girl appeared in the nurses' uniform and the opinions concerning it were very favourable.

Mr. Langlois (Chicoutimi): They will be very happy about that, I think. Now, what about their titles. Are they still going to be referred to as sisters?

Lt. Gen. Reyno: Sister; I think so. They will still be retaining the title of sister.

Mr. Langlois: Are you sure they all agree being called sisters?

Lt. Gen. Reyno: This is the consensus.

The Chairman: Are there any other questions?

Mr. Harkness: Yes; I have another question with regard to these non-public fund systems particularly regarding the benevolent funds of the Navy, the Army and Air Force. Is it the intention to put these into one fund, and where does that fit into this non-public fund system?

Lt. Gen. Reyno: I can assure you, sir, that you have touched on a very complex subject. I will not give you much of an answer on it. I know that we are going to start off with a new central fund of our own, under the unified force, contributions to which will be made on a percentage basis from all outlets that we have in the forces. There is a substantial amount of money in the former Navy, Army and Air Force Benevolent Funds as you know. We are hopeful that some grants from these funds will come into the new central fund, and this is now being worked out in consultation with the presidents of each of these funds, or the chairman of each of these funds, but the funds are tied up by law, in law, and it is a complex soul-searching, tear-bringing business; we have not reached conclusions on it yet by any means.

Mr. Harkness: If I understand the situation correctly, each of these funds is a privately incorporated fund or organization, and the people who are officers of these companies—if you want to call them that, or of the funds, so that there may be no ambiguity about it—have no legal authority to turn those funds over to anything else.

Lt. Gen. Reyno: That is the problem, sir; you hit it right on the head.

Mr. Harkness: So that the presumption is that these three funds will still continue to operate individually.

• 1210

Lt. Gen. Reyno: They will have to, sir, until we find a better formula for doing it, which will have to be blessed by the legal people involved, by legal opinion, I should say. We are stuck with it as it is; we have made some progress, but I cannot be more specific than that, except to confirm your well-stated opinion on how great a problem it is.

The Chairman: This seems to complete our questioning. I wish to thank you very much, General Reyno, and extend our thanks to your staff. Thank you, Mr. Minister.

Mr. Lambert: Oh, no, I am not finished—I beg your pardon.

The Chairman: I am not trying to prevent anyone asking questions, Mr. Lambert. I have been asking for member's names.

Mr. Lambert: I am not suggesting that you were.

Where do you stand with ROTP at the present time?

An hon. Member: He has already answered that.

Mr. Lambert: All right, fine. It will be on record then.

With the question of housing there was some agitation last fall with regard to the change in the system of the allocation of PMQ's. When I made inquiry, it was suggested that the new plan seemed to be working out, and that where there had been some anomalies that these were being worked out of the system. What is the present situation?

Lt. Gen. Reyno: The present situation, sir, is that we have changed the difficult means that we all used before in allocating houses, and it is now really on a first-come, first-served basis. To talk a little on the detail I will ask the man who designed the program, General Laubman.

Brigadier General D. C. Laubman (Director General, Personnel Plans and Requirements, Canadian Forces Headquarters): The changes which were made when the old point system for allocating PMQ's was introduced—it was abolished and a new one introduced—largely on the fact that the junior member of the

force was not able to get accommodation to the same extent as the more senior member. Now, as you are aware, sir, it is a first-come, first-serve system which invoked a bit of emotional reaction at the outset, but which in my experience, is being very very well accepted right now. The anomalies, or inequities which the Minister mentioned in reply to your question, have not come forward. At the moment I am unaware of more anomalies than had to be dealt with in the past.

Mr. Lambert: Does it work on the basis that if a man has been, say, posted to Winnipeg or Edmonton and he has been in privately acquired accommodation and there is a vacancy on either the base at Winnipeg or PMQ's in Winnipeg or, say, Namao, will he be allocated depending upon when he went to that particular base.

Brig. Gen. Laubman: The date of his application for family quarters, sir. He may not apply for them; he may not wish to go in.

Mr. Harkness: Do you mean that his application is carried from one location to another?

Brig. Gen. Laubman: No, sir. If he is posted he must apply at his new unit, which he may do up to 90 days in advance of his arrival.

Mr. Lambert: This would not depend upon the number of children?

Brig. Gen. Laubman: Yes, sir. Each unit allocates its houses to groups of people. For example, the larger three or four bedroom houses are only available to people with large families. Similarly, each rank group is protected to a certain extent by having certain quarters available to them.

Mr. Lambert: I see, and now with unification, and this is an example where you have two groups of permanent married quarters, one had originally been army and the other one had been air force... it may be duplicated in a number of places in the country, but Edmonton is one particular place. Are the PMQ's on the Griesbach—old Western Command at the Griesbach complex—to be available to air service personnel and will Namao be available to army personnel?

Brig. Gen. Laubman: The base commander in the area would allocate and control all

PMQ's which belong to him. I am not sure of the precise situation with Griesbach, whether the base commander—

Mr. Lambert: The CFB commander is Colonel Davies, he is an Air Force man and he himself lives at Namao.

Brig. Gen. Laubman: Yes.

● 1215

Mr. Lambert: He runs the whole shop. Now, this is for purely personal information indigenous to what might happen. Will there be a sort of a mixing of the personnel on the two locations?

Brig. Gen. Laubman: If he has the Griesbach PMQ's assigned to his care, yes there will—all will compete. Whether or not he has—or retains them—I am not sure on this point.

Mr. Lambert: All right, thank you, Mr. Chairman.

The Chairman: Are there any further questions?

Gentlemen, before I repeat myself—I thank the General—I wish to inform you that our next witness will be Major General Dare, the Deputy Chief Reserves. The next meeting is Tuesday. The following Tuesday Lieut. General Sharp, the Vice Chief of the Defence Staff will be here.

I wish to thank you again, General, and thank your staff for their presence here. I am sure the members have appreciated—yes, Mr. Harkness?

Mr. Harkness: I would like to bring up one point. In connection with these regulations and orders which we were issued, I have a considerable number of questions on them, and I would think the best way of dealing with them would be to go through them sort of seriatim. When would the opportunity arise to do this?

The Chairman: At any time, Mr. Harkness. I guess we could have a meeting of the Subcommittee and decide on what should follow after the questions to the Defence Staff.

Mr. Harkness: This was, of course, the primary thing that was referred to the Committee to deal with.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

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Translated by the General Bureau for Translation, Secretary of State.

ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS

Second Session—Twenty-seventh Parliament
1967-68

STANDING COMMITTEE

ON

NATIONAL DEFENCE

Chairman: Mr. GÉRALD LANIEL

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 3

TUESDAY, MARCH 12, 1968

RESPECTING

Regulations and Orders in Council relating to the unification
of the Canadian Armed Forces.

WITNESSES:

Major General M. R. Dare, Deputy Chief Reserves; Colonel A. F. Banville, Director of Cadets and Colonel T. R. McCoy, Director Survival and Emergency Operations.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

STANDING COMMITTEE

ON

NATIONAL DEFENCE

OFFICIAL REPORT OF MINUTES
Chairman: Mr. GÉRALD LANIEL

STANDING COMMITTEE ON NATIONAL DEFENCE

Chairman: Mr. Gérald Laniel

Vice-Chairman: Mr. Leonard D. Hopkins

- | | | |
|-----------------|----------------|-----------------|
| Mr. Boulanger, | Mr. Langlois | Mr. Matheson, |
| Mr. Brewin, | (Chicoutimi), | Mr. McIntosh, |
| Mr. Crossman, | Mr. Latulippe, | Mr. McNulty, |
| Mr. Fane, | Mr. Legault, | Mr. Nugent, |
| Mr. Forrestall, | Mr. Lessard, | Mr. Rochon, |
| Mr. Groos, | Mr. Lind, | Mr. Smith, |
| Mr. Harkness, | Mr. Loiselle, | Mr. Winch—(24). |
| Mr. Lambert, | Mr. MacRae, | |

Hugh R. Stewart,
Clerk of the Committee.

RESPECTING

Regulations and Orders in Council relating to the unification
of the Canadian Armed Forces.

WITNESSES:

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MINUTES OF PROCEEDINGS

Tuesday, March 14, 1968

ORDER OF REFERENCE

The Standing Committee on National Defence met at 10:00 a.m. this day. The Chairman, Mr. Lessard, presided.

HOUSE OF COMMONS,
THURSDAY, March 7, 1968.

Members present: Messrs. Brown, Cross, and ...
Ordered,—That the quorum of the Standing Committee on National Defence be reduced from 13 to 9 Members, for the purpose of hearing witnesses.

Attest:

In attendance: From the Department of National Defence:
M. R. Durr, Deputy Chief Reserves; Colonel ...
Colonel T. A. McGee, Director Survival and Emergency Operations.
ALISTAIR FRASER
The Clerk of the House of Commons.

The Chairman declared the meeting open and he read the following report:

SUBCOMMITTEE ON AGENDA AND PROCEDURE

Monday, March 11, 1968

Second Report

Your Committee met to consider plans for future meetings and the calling of additional witnesses. Members agreed upon the following recommendations:

1. That the main Committee meet on Tuesday, March 12, 1968 at 10:00 a.m. for a briefing by the Deputy Chief Reserves.
2. That if time permits after Major General Durr's briefing, the Committee should begin detailed consideration of the Regulations and Orders in Council, with the Deputy Judge Advocate General in attendance.
3. That detailed consideration of the Regulations and Orders in Council should be continued at the next scheduled meeting, if required.
4. That the Comptroller General, Chief of Technical Services and Vice chief of the Defence Staff should be invited to appear as witnesses at later meetings of the Committee.

On motion of Mr. Lessard, seconded by Mr. Rochon.

Resolved,—That the Second Report of the Subcommittee on Agenda and Procedure be adopted.

The Chairman introduced Major General M. R. Durr, Deputy Chief Reserves, Canadian Forces Headquarters, the witness for today's meeting. Major General Durr delivered a prepared statement, copies of which were distributed to the Members. His statement contained information under the following five headings:

MINUTES OF PROCEEDINGS

TUESDAY, March 12, 1968

(5)

The Standing Committee on National Defence met at 10.05 a.m. this day. The Chairman, Mr. Laniel, presided.

Members present: Messrs. Brewin, Crossman, Fane, Forrestall, Groos, Harkness, Hopkins, Lambert, Langlois (*Chicoutimi*), Laniel, Legault, Lessard, Loiseau, MacRae, Matheson, Rochon and Mr. Smith (17).

Also present: Mr. Watson (*Châteauguay-Huntingdon-Laprairie*), M.P.

In attendance: From the Department of National Defence: Major General M. R. Dare, Deputy Chief Reserves; Colonel A. F. Banville, Director of Cadets; Colonel T. R. McCoy, Director Survival and Emergency Operations.

The Chairman declared the meeting open and he read the following report:

SUBCOMMITTEE ON AGENDA AND PROCEDURE

MONDAY, March 11, 1968.

SECOND REPORT

Your Committee met to consider plans for future meetings and the calling of additional witnesses. Members agreed upon the following recommendations:

1. That the main Committee meet on Tuesday, March 12, 1968 at 10.00 a.m. for a briefing by the Deputy Chief Reserves;
2. That if time permits after Major General Dare's briefing, the Committee should begin detailed consideration of the Regulations and Orders in Council, with the Deputy Judge Advocate General in attendance;
3. That detailed consideration of the Regulations and Orders in Council should be continued at the next scheduled meeting, if required;
4. That the Comptroller General, Chief of Technical Services and Vice chief of the Defence Staff should be invited to appear as witnesses, at later meetings of the Committee.

On motion of Mr. Lessard, seconded by Mr. Rochon,

Resolved,—That the Second Report of the Subcommittee on Agenda and Procedure be adopted.

The Chairman introduced Major General M. R. Dare, Deputy Chief Reserves, Canadian Forces Headquarters, the witness for today's meeting. Major General Dare delivered a prepared statement, copies of which were distributed to the Members. His statement contained information under the following five headings:

GENERAL

THE RESERVES

THE CADETS

EMERGENCY AND SURVIVAL OPERATIONS

CONCLUSION

At the conclusion of the briefing, Members questioned Major General Dare, who was assisted by Colonel Banville and Colonel McCoy.

When the questioning had been completed, the Chairman thanked the witnesses for a most interesting and useful presentation. The Chairman noted that the Committee will begin its detailed consideration of the Regulations and Orders in Council at the next meeting, with the Deputy Judge Advocate General in attendance.

On motion of Mr. Langlois (*Chicoutimi*), seconded by Mr. MacRae, the Committee adjourned at 12.25 p.m., until Tuesday, March 19, 1968, at 10.00 a.m.

Hugh R. Stewart,
Clerk of the Committee.

The study which I spoke to you about last year formulated the following roles for the reserves: comprehensive back-up for the regular force in the event of a general war, and to be required to assume increasing responsibilities for the operation of the regular force in emergency.

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, March 12, 1968.

● 1005

The Chairman: Good morning, gentlemen. I now see a full quorum. I was just about to say that I was seeing a reduced quorum, which would also have permitted us to proceed with the hearing of our witness. At this stage I want to transmit to you the regrets of the Minister, who is unable to attend the first part of our meeting this morning. He told me the Cabinet agenda required his presence but he is hoping to join us later.

At the suggestion of Mr. Harkness at our last meeting, your Sub-Committee on Agenda and Procedure met and I would like to read the report of that Sub-Committee and get your views on it and, if possible, a motion to accept it. The report reads: (See Minutes of Proceedings).

I ask for a formal motion to approve this report.

Mr. Lessard: I so move.

Mr. Rochon: I second the motion.

Motion agreed to.

The Chairman: At this stage, gentlemen, not to lose too much time, I would invite

Major General Dare, the Deputy Chief Reserves, to start his presentation to the Committee. I think the presentation is fairly long, accompanied by slides and so on. After the presentation, if you wish to come immediately to the front, General Dare, we will proceed with questions. The floor is yours.

An hon. Member: Will there be copies of the General's brief?

The Chairman: Yes, they are going to be distributed.

Major General M. R. Dare, Deputy Chief Reserves, CFHQ: Mr. Chairman, gentlemen: I would like this morning to review our progress in unification and the activities of the reserves since I last appeared before you in February 1967.

● 1015

I will present this report in four parts. Part one will consist of general remarks which apply to the organization as a whole. Part two will be devoted to the reserves and I shall cover all three environments sea, land and air. In part three I shall speak about cadets, and in part four I shall deal with the emergency and survival operations.

RESERVE FORCE ROLES

PRIMARY ROLE

- TO PROVIDE A PLANNED AND TECHNICAL REINFORCEMENT POTENTIAL FOR THE REGULAR FORCES FOR EMERGENCIES.

SECONDARY ROLE

- TO ASSIST IN THE DEVELOPMENT OF A TRAINING BASE IF A LIMITED WAR WAS TO EXTEND OR ESCALATE.

The study which I spoke to you about last year formulated the following roles for the reserves:

Primary role. To provide a planned and technical reinforcement potential, for the regular force for emergencies.

Secondary role. To assist in the development of a training base if an emergency were to extend or escalate. In addition to these roles, with the present financial constraints being placed upon the regular force, the

reserve force must be prepared to provide a comprehensive back-up for the regular force in the event of a general war, and is likely to be required to assume increasing responsibility in my judgment for the operational commitments in Canada's defence.

An examination of these roles revealed that the reserves should be divided into various categories. As a reminder I would like to review the three main categories, as they are basic to the new reserve missions.

of Mobile Command in an Emergency.

To provide Trained Sub-Units for the Reserve

THE MOBILE COMMAND RESERVE

Emergency Operations Organization.

Defence of Canada, Internal Security and

To produce Trained Individuals and Units

THE CANADIAN REGIONAL RESERVE

Establishments.

Individuals of all Three Components, for

To produce in an Emergency, Trained Sub-

THE READY RESERVE

RESERVE CATEGORIES

RESERVE FORCE ROLES

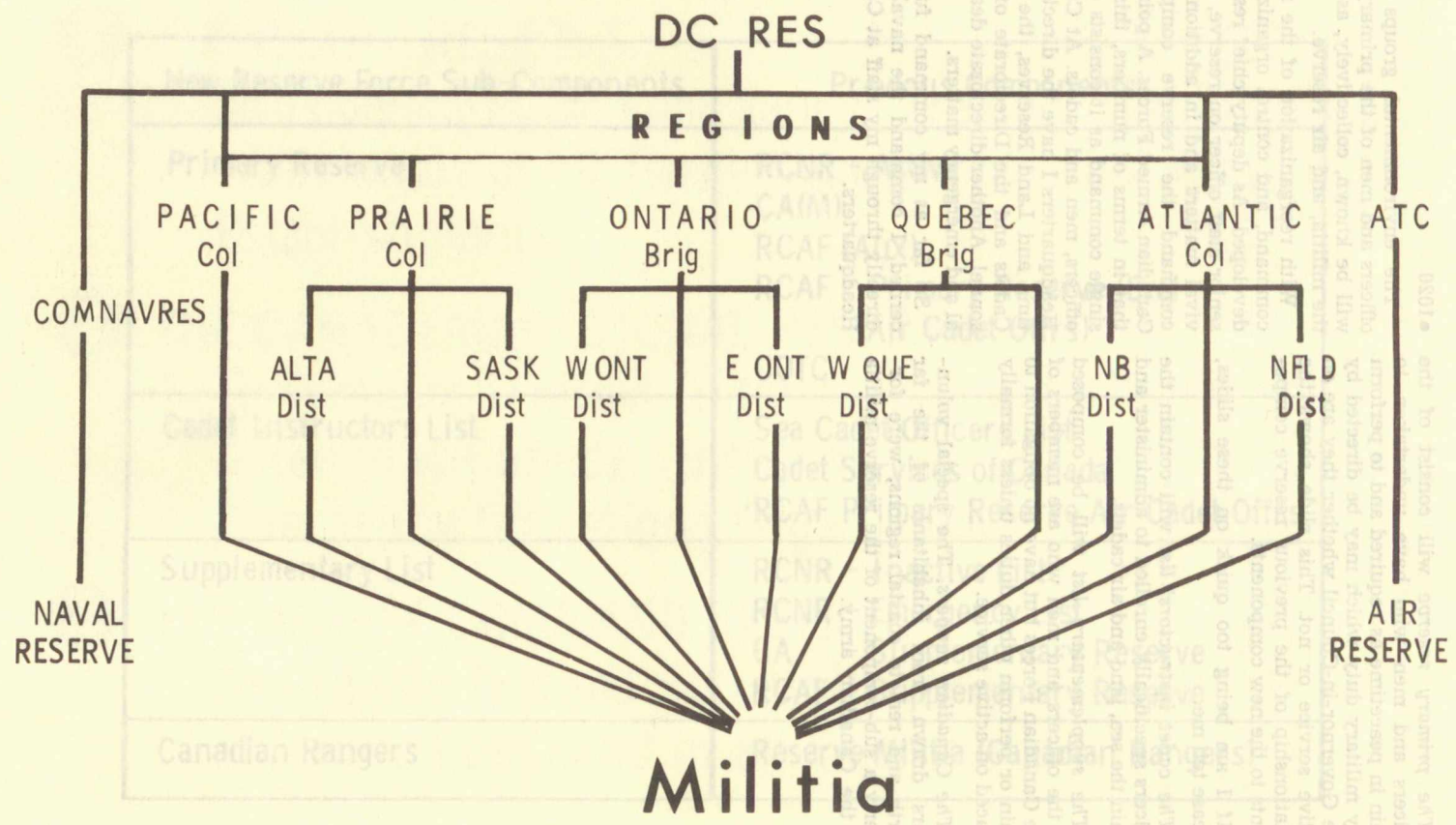
RESERVE CATEGORIES

- 1 THE READY RESERVE**
To Produce in an Emergency, Trained Specialist Individuals of all Three Components, for Regular Establishments.
- 2 THE CANADIAN REGIONAL RESERVE**
To Produce Trained Individuals and Units for the Defence of Canada, Internal Security and the Civil Emergency Operations Organization.
- 3 THE MOBILE COMMAND RESERVE**
To Provide Trained Sub-Units for the Reinforcement of Mobile Command in an Emergency.

Relationship Former Service Reserve Components to the Reserve Force

New Reserve Force Sub-Components	Previous Components
Primary Reserve	RCNR - Active CA(M) RCAF (Aux) RCAF - Primary Reserve (Excl Air Cadet Offrs) COTC
Cadet Instructors List	Sea Cadet Officers List Cadet Services of Canada RCAF Primary Reserve Air Cadet Offrs
Supplementary List	RCNR - Inactive List RCNR - Emergency List CA - Supplementary Reserve RCAF - Supplementary Reserve
Canadian Rangers	Reserve Militia (Canadian Rangers)

COMMAND and CONTROL



The militia and cadets of all three environments are commanded through five regional commanders and six militia district commanders and the air reserve through the Commander, Air Transport Command.

Gentlemen, there has been no change in the command structure to that which I presented to you last year. It is the implementation of the plan.

On behalf of the Chief of the Defence Staff, I effect liaison with the Conference of Defence Associations, Navy and Air Cadet Leagues of Canada and the Cadet Services of Canada Association. We are also the staff agency for matters relating to the United Services Institutes.

In July 1967, the policy concerning the logistic support of reserves and cadets was reassessed. The result was that a new policy was formulated based on logistics support for the regular force and the integrated Canadian Forces supply system.

Three criteria are to be met by the new supply system:

The base or station closest to the unit headquarters, which has the capability, will provide the logistics support.

One Base will support a complete unit wherever this is practical.

Reserve units will receive as good or better service than they are now experiencing. All units of the naval reserve and the militia have been assigned to bases or stations for support. Target date for the implementation will be April 1, 1968.

I will now deal with Part 2 of my presentation—what we have achieved in 1967.

By way of current assets the militia is composed of 100 major units with an establishment of more than 100 personnel. There are

also 139 minor units and the total strength on January 31 was approximately 24,000.

The naval reserve has sixteen naval reserve units located in major urban centres across the nation with establishments ranging from 112 to 369. In addition, there is the Great Lakes Training Centre in Hamilton which is a regular force establishment. The total strength on January 31, 1968, was approximately 3,000. The naval reserve is allocated in toto as a ready reserve, which I referred to earlier, in support of the Maritime Commander's Emergency Defence Plan.

The air reserve is comprised of six squadrons and four wing headquarters located at Winnipeg, Namao, St. Hubert and Downsview. The strength as of January 31 was approximately 900. Thirty other aircraft are held by these organizations.

• 1025

The present role of the air reserve is almost entirely directed towards civil emergency operations arising from nuclear attacks and national disasters. I am conducting a study to redefine their roles, tasks and organizations and a tentative recommendation is that the air reserve be employed as light tactical air transport and reconnaissance in support of the ground forces and tasked to Mobile Command in addition to their civil emergency operations.

As I previously mentioned, the ready reserve, mobile command reserve and Canadian regional reserve are the three categories of reserve force personnel who will be required from a study of their over-all tasks. Beginning in August of this year the commitments which were then known in detail were issued to regions and subsequently to units.

Confidential

RESERVE FORCE TASKING

	Total
Ready Reserve	600
Canadian Regional Reserve	4,000
Mobile Command Reserve	10,000

Confidential

This slide shows the basic numbers of militia which have been assigned to the various categories. As you can see, approximately 600 have been detailed as ready reserve. I anticipate, indeed I am confident, that the number required will be considerably larger when all commands have been able to assess their overall needs.

The known commitment for the Canadian regional reserve is approximately 4,000. This number is primarily militia required for civil emergency operations. A commitment has been established for the protection of vital points in Canada and this will include sensitive civilian and military installations across the nation. There will also be a requirement for personnel for the security of any anticipated prisoner-of-war commitments and internment camps. Militia companies are being organized to meet these commitments.

The Mobile Command reserve has also been detailed and is a purely militia task to date. This consists of approximately 10,000 personnel who are tasked as sub-units rather than individuals and are required to augment the field force in the event of an emergency.

As a result of a decision in September, 1967, recruiting of UNTD, COTC and URTP has been discontinued. We have been given the job of introducing a new program which will provide officers from universities for the reserve force.

The trade structure for the reserve will parallel that of the regular. This is essential if we are to be able to match the inventory of reserve force personnel with the stated manpower requirements of the regular force in accordance with the emergency manning plan. There are, however, exceptions to this over-all principle because training time and equipment are limited. A reservist cannot be expected to reach regular force standards of knowledge and skills or of time, if for no other reasons. Also, it is not possible to provide training programs for the whole range of trade specifications which are in the regular force structure. Because of these two differences it has been necessary to restrict both the numbers of different trade specifications and the level of knowledge and skill required in the various fields of endeavour for the reserve force.

Gentlemen, I am most anxious that we make sure that the reserves have realistic goals and not something which they cannot achieve.

26986-2

• 1030

During the 1966-1967 training year the militia conducted general military training and held courses at local headquarters designed to qualify personnel for the various trades and ranks. A large contribution was made to Centennial activities. This consisted mainly of guards, ceremonial duties, re-enactment of historical events and support of the Tattoo. Approximately 26,000 personnel took part for a total of 129,000 man days. Due to this activity summer camps were restricted. Qualification courses were the main field of endeavour. Approximately 300 took part in the courses on a national basis and 1600 were trained at regional camps. The opportunity was also taken to attach personnel to regular force units in Canada for in-job training.

One major event was exercise Orion. During this exercise some 293 militia personnel took part, for the first time, in the annual fly over training with 4 CIBG in Germany. Only minor administrative difficulties were experienced and most of these will be overcome this year. Reports from Comd 4 CIBG indicate that, with few exceptions, Unit CO's in Germany were well satisfied with the efforts of the militia soldiers.

I believe the success of this program will go a long way towards increasing 4 CIBG's field training capability. In my judgment, it will also enlighten the civil community to the realities of the defence program.

The annual national camp for the CWAC was held once again at Aldershot, Nova Scotia during the early summer. This training camp has proven to be most popular with members of the CWAC and it is our intention to maintain it on a national basis with its inherent benefits.

New equipment tables have been prepared and distributed. These tables are based on the new tasking of the militia. In order to achieve maximum flexibility and the most economical use of the equipment, it will be held in regional pools. Approval in principle has been given to include in the IDP an austere scale of operational equipment in use by the regular force. Equipment obligated to national survival will be fully utilized for training in that role and for normal corps training.

I wish now, gentlemen, to deal with 1967 naval reserve activity.

During 1967 naval reserve units worked with the military district headquarters for

centennial purposes, and participated in a variety of centennial activities. These ranged from HMCS *Montcalm's* (Quebec City) 60 man guard and band which presented 25 public performances over a six week period, to the construction of the York boat by HMCS *Chippawa* in Winnipeg. HRH Princess Alexandra launched this vessel on 6 June, 1967, and named her *Chippawa II*. This vessel is at present in storage prior to being presented to the Manitoba government.

Apart from centennial activities during 1967 the naval reserves made a significant contribution to the operations of the maritime command, by assisting in the manning of ships. For example, HMC ships *St. Laurent* and *Skeena*, received a continuous supplement of personnel during the summer. In addition, naval reserve personnel were embarked in HMC ships *Columbia*, *Crescent*, *Algonquin*, and *Chaudiere* for their transits to the west coast.

As with the militia, winter training in the naval reserves consisted mostly of an introduction to military life through basic courses related to the naval environment. During the summer of 1967 approximately 2,000 officers, men and WRENS received training ashore and afloat with the regular force.

The training requirement for 1968 will be generally similar to that of previous years. It will be designed to prepare the naval reserve for their role in support of the maritime commander's emergency plan.

I would like now to turn to cadets. In regard to the cadet movement, as I reported to you last year, we have adopted a common aim for the sea, land and air cadets. We have been making steady progress towards standardization. A new training program issued to all cadet units last August identifies a number of subjects such as drill, citizenship and first aid, as being common to all three environments. However, we have retained the environmental flavour in the syllabus and cadets will not be cross-trained in subjects of another environment.

We are in the process of standardizing regulations and personnel policies and of providing a standard officer-cadet ratio. These steps will remove many anomalies of the past individual system.

In respect to regular force support, we are allocating each cadet unit to a CFB for administrative and logistic support and each corps and squadron has been affiliated with a regular or reserve unit.

As of the end of January last, the total cadet strength reached 97,125 in 1,025 corps or squadrons.

In addition to the training carried out locally by all units during the academic year, the cadets enjoyed a most interesting and worthwhile summer training program.

One of the special activities which proved highly successful was the 200 strong Tri-Service Cadet Corps d'Elite which performed various drill and flag ceremonies at Expo '67, and on Parliament Hill.

• 1035

Another very successful cadet activity last summer was the interprovincial exchange of cadets in which close to 5,000 cadets participated. Essentially this program exchanged cadets from the province of Quebec with the other provinces and thus promoted an understanding between the French- and English-speaking youth of the country.

We would like to repeat this interprovincial exchange. However, due to financial constraints it is not in the program this year.

In addition to these special centennial activities, the normal summer camp program was carried out which involved an additional 12,500 cadets. This included the International Cadet Exchange Program in which 174 Canadian cadets travelled to Europe, the United States and the Caribbean and a like number of foreign cadets came to Canada. While cadet activity does not directly contribute to national defence, it is an investment, in the youth of Canada from which the country may expect significant dividends in the years to come.

I would now like to discuss emergency and survival operations. On January 5, 1967 the Minister of National Defence approved new concepts affecting the National Survival and Attack Warning System (NSAWS), the Nuclear Detonation and Fallout Reporting System (NDFRS), and, Post-Strike Operations. I will deal with each of these in turn.

NSAWS
OLD CONFIGURAT
PC ORDER 1965 - 1041
DND RESPONSIBILITIES

1. ATTACK WARNING
2. NUCLEAR DETONATION (Location & Yield)
3. FALLOUT WARNING
4. CASUALTIES & WEAPONS EFFECTS DATA
5. PROVIDES, MAINTAIN & OPERATE EMERGENCY GOVERNMENT COMMUNICATIONS
6. ON REQUEST: CONTROL, DIRECT AND COORDINATE CIVIL EMERGENCY OPERATIONS IN DAMAGED OR SERIOUSLY CONTAMINATED AREAS
7. SUPPORT PROVINCIAL & MUNICIPAL CIVIL EMERGENCY OPERATIONS

Before doing so I would like to outline the DND responsibility for national survival as directed by the cabinet. These consist of attack warning, nuclear detonation intelligence, warning of fallout, provision of data on casualties and weapons effects, operation

of emergency government communications, control, direct and coordinate civil emergency operations in damaged or seriously contaminated areas and support of provincial and civil emergency operations.

As at the end of January last, the total cadet strength reached 97,135 in 1,023 corps or squadrons.

In addition to the training carried out locally by all units during the academic year, the cadets enjoyed a most interesting and worthwhile summer training program.

One of the special activities which proved highly successful was the 100 strong Top-Serdes Cadet Corps d'Elite which performed various drill and bag ceremonies at Expo '67, as on Parliament Hill.

Another very successful activity of last summer was the interprovincial exchange of cadets in which close to 5,000 cadets participated. Especially this program encouraged cadets from the province of Quebec with the other provinces and thus provided an understanding between the French and English-speaking youth of the country.

We would like to repeat our sincere appreciation. However, due to the time constraints it is not the program of this year.

In addition to these special activities, the regular summer camps are being provided for all units which involve a total of 174 units and 17,400 cadets. These camps are held in the United States and the Caribbean and like number of other camps are held in Canada. While not strictly designed for military training, these camps do provide an excellent opportunity for the youth of Canada to experience the ruggedness and discipline of the outdoors.

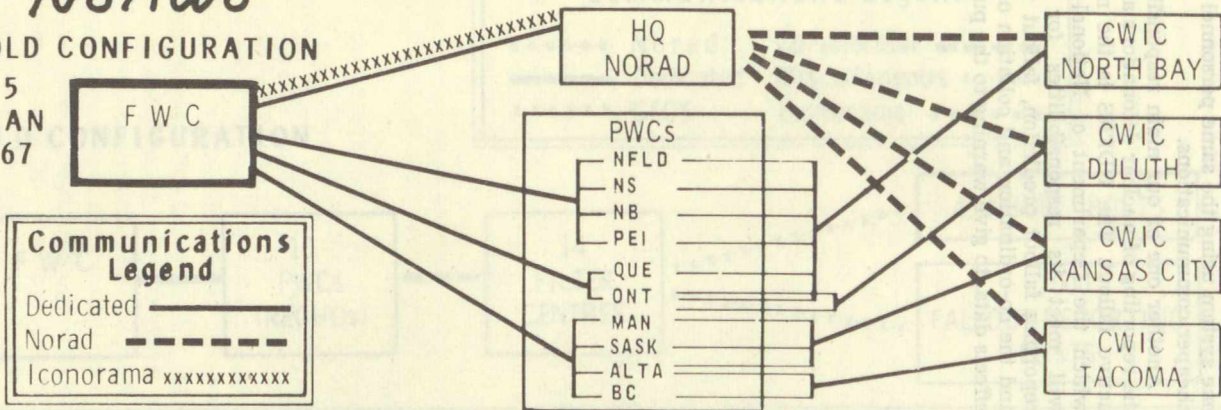
As a result of the emergency and survival operations on January 8, 1967 the National Defence approved new programs including the National Survival and Emergency Reporting System (NSAWS), the Nuclear Detection and Fallout Reporting System (NDFRS) and Post-Strike Operations. I will deal with each of these in turn.

CONFIDENTIAL

NSAWS

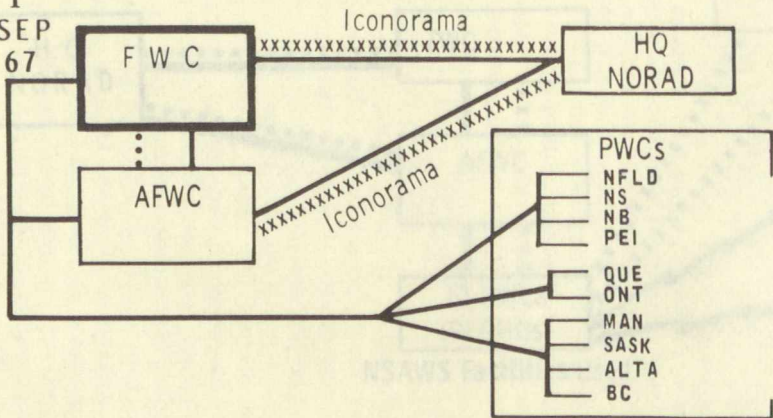
OLD CONFIGURATION

5
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67



NEW CONFIGURATION

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The NSAWS is shown on slide 7. Significant aspects of the new configuration are: NORAD information is now being made readily available—and I would be grateful, gentlemen, from a pure security point of view, if I could leave it at that.

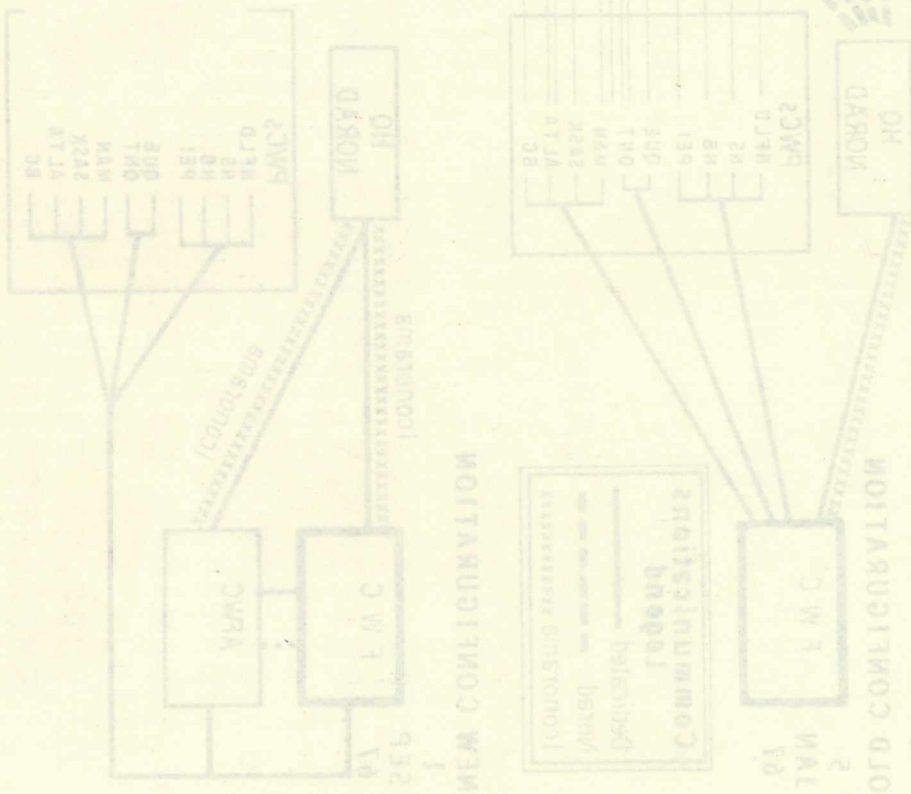
There are other implications which are not for the public because of our relationship to the United States.

• 1040

The system operates as a minimum response capability but can be augmented by regulars and militia in the event of an

escalating emergency and the functions of the National Survival and Attack Warning System and the Nuclear Detonation and Fallout Reporting System have been combined into one system using the same personnel but with cheaper communications.

Another one of our main responsibilities is the reporting of nuclear detonations and radioactive fallout. The NDFRS is the means by which the Department of National Defence will meet its responsibilities for NUDET reporting fallout prediction, fallout reporting and the co-ordination and collation of nuclear effects data, to give warning to the public.

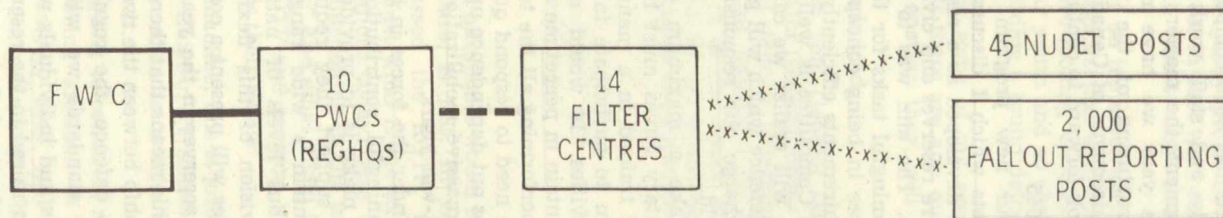


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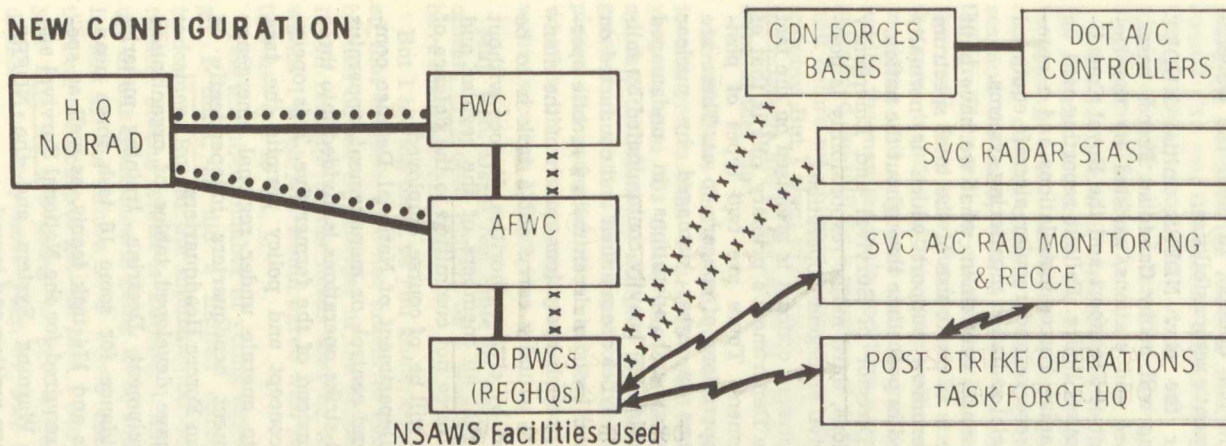
Communications Legend

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- Dedicated Miscellaneous x-x-x-x-x
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OLD CONFIGURATION



NEW CONFIGURATION



The NDFRS as originally planned was to consist of 2,000 fallout reporting posts, 45 NUDET reporting posts, 14 filter centres, and a communications network, principally commercial. The system was revised because it failed, in our opinion, to meet the Defence Department's responsibilities.

Under the new NDFRS, initial NUDET reporting will be by Canadian Forces bases, sub-bases and stations, assisted by the Department of Transport and the Royal Canadian Mounted Police. Fallout reporting will be by Canadian Forces installations and a number of reserve and regular aircraft equipped with aerial radiation monitoring systems.

In essence, gentlemen, what we have built on here is to make use of the total spectrum of government support which is normally deployed in peacetime throughout the nation.

The Director of Survival and Emergency Operations, third major responsibility is post-strike civil emergency operations.

The present concept is premised on the fact that the Department's primary role is that of management. There are two types of post-strike operations of concern to us. These are operations in areas damaged by nuclear explosions, and operations in undamaged areas which are heavily contaminated by fallout. Both types are planned and conducted on a regional basis as decentralized mobile operations. In such operations, much of the manpower to actually carry out a task is to be provided by civil authorities. It goes without saying that all members of the regular and reserve force not committed to the defence of Canada will be, of course, employed.

The Department of National Defence command and control, or management, apparatus for post-strike operations is divided into three levels instead of the former five. This operational concept and policy permits the task forces to operate under regional emergency government headquarters independently of Canadian Forces Headquarters.

We have developed tables of organization and equipment. Doctrine, training materiel and guidance for some 16 task force headquarters and 174 task teams, as well as specialists required for the National Survival and Attack Warning System and the NDFRS, have been written and issued.

By August 31, 1967, various systems within the Civil Emergency Operations Organization were reconfigured. The implementation of the

new concepts has resulted in substantial savings of both manpower, operating and maintenance costs.

Gentlemen, in conclusion, the major portion of the reorganization of the reserves and cadets has been completed and while further study and staff work are required, in my judgment the matter is now well in hand. This year we have made progress in the restructuring of the reserves to meet the requirements of Canada's defence needs, and I look forward to continued progress in 1968.

• 1045

Our new program for the reserves and cadets which I discussed with you last year was developed as a result of a review of the entire reserves and civil emergency organization. The aim was to establish realistic and meaningful tasks for the reserves within the forces in being concept to meet our defence requirements efficiently and economically. As this Committee is well aware of rising costs, you will realize we can only afford the type of defence which will give us the flexibility to discharge our responsibilities in a changing world.

Take a maximum contribution, Canada's military forces must be organized, equipped and trained in a manner which will permit them to participate in a broad spectrum of activities. It would not be economical to maintain in peacetime a regular force capable of performing all the tasks which could arise. The need to respond quickly in an emergency rules out dependence upon a policy of reliance on massive mobilization as we did in earlier post-war years.

Under the forces in being concept the most meaningful contribution which the reserves can make is to provide to the regular forces the support they require to allow them to maintain a wide range of contingencies at various levels of national emergency. The provision of this flexibility to our military forces will present a considerable challenge to the reserves in the years ahead.

This means that there must be a close partnership between the two components of Canada's defence, the regulars and the reserves. The standards we will set for the reserve units and individuals will be realistic. I have been raised in the reserve system and I think I understand their problems. We will not be carried away by unachievable goals.

It will be apparent to you that to a large extent the process of remodelling the reserves

is inevitably linked to the regular force structure and the concept of forces in being. It must, of common interest, conform to the reorganization and unification of the regular force if maximum value is to be derived.

I think we may all be justly proud of the record of our citizen forces in past wars and I believe that they will meet any future challenge.

The reserves today are on the move and we must ensure that our organization and training methods are forward-looking enough to create a challenge to our youth and so obtain their co-operation in building a sound defence force.

Mr. Chairman, I have some of my senior staff officers with me. If there are any questions which I cannot answer they will be happy to do so.

Thank you very much, indeed.

The Chairman: Thank you, General Dare. Gentlemen, while the Major General moves up to the front, we might take a two-minute break while they put an extension on the microphone and bring it to the senior staff officers table on the right. In the meantime if you wish to give your names for questioning, I will take them.

Are we ready now?

I guess we can proceed so I will ask Mr. MacRae to start the questioning.

• 1050

Mr. MacRae: The first question I would like to ask you, General Dare, is this. In your presentation you discussed the ROTP, the COTC and the UNTD. Just what is the exact status of those organizations today? Are the COTC and the UNTD functioning in the universities of this country? And what about the people who were on ROTP and perhaps who had not finished? What is their status?

Maj. Gen. Dare: Mr. MacRae, this is principally a question for the Chief of Personnel to answer, but I will do what is within my limited ability to answer it.

The ROTP system is going to continue; and instead of the cadets being attached to an organization on the campus, they will be attached to the nearest Canadian Forces base for economy of administration. In so far as the UNTD, URTP, and the COTC are concerned, that whole program was cancelled as of September last year. However, it is the

intention of the Chief of Personnel's Branch to complete the training of those who were already in the system. As I mentioned in my talk, we have been charged with the responsibility of creating a new reduced system to meet the needs of the Reserve Force only. I cannot give you the precise details of this for the simple reason that it is not yet an approved policy but I can give you a handle on the general ball park.

I would reckon it would be something of the order of 200 across the nation. These will be young men, undergraduates, who are recruited on the campus principally for the sea and the land, with a lesser number for the air. They will be enlisted in the units and they will then take fundamentally precisely the same training with reserve units, either a maritime unit or a land unit. So rather than having the man graduate and then have to be persuaded, he will be a member of a Reserve unit before we obligate ourselves to give him training. But I want to be clear with you that the numbers are of the order of 200, or something of that kind.

Mr. MacRae: The second question I wanted to ask you is this. You mentioned that last year we sent 293 militia men to Europe. It appears that that was a highly successful program from what I have heard of it in various places. Did you send all ranks? Do you recall whether there were any young officers that went as well as NCOs?

Maj. Gen. Dare: Not quite as many young officers or indeed officers as I would like to have seen, Mr. MacRae.

But I having once, as you know, commanded that brigade, I do not intend to become a burden on the commander of the brigade and I will respond to the needs that he says he wants. I think you would agree with me that this has got to be.

Yes, a limited number of young officers did go, I think, as did a limited number of tradesmen. But in the sophisticated battle or tactical setting which is Europe, I think the use of our tradesmen is going to be relatively limited in the future so I would anticipate that we are going to get—in fact, I can assure you that we are going to get—a repeated demand for this next year. It will be for young officers and principally junior ranks. They will fit in as they did last year directly into the regular units and participate fully with them. They were given about five days'

indoctrination by the units collectively there and as I reported to you, this whole program, as Brigadier General Amy indicated to me, was a thumping success.

• 1055

Mr. MacRae: So I understood.

Mr. Harkness: How long do they stay?

Maj. Gen. Dare: About six weeks, Mr. Harkness. The minimum period is one month and they can stay up to six weeks. This is during, which you know well, the NATO collective fall exercise period and we have to move to that time because the most meaningful field formation training in Germany takes place from September 1 onwards. This is because of the lack of training space in that very densely populated area, and the Germans use a system called the 4-4-3 rights which means that you can drive across the countryside once the crop is off and you only pay damages. So we are rather hoisted on the timing for this. Something rather earlier than that might suit us a bit better for some of the youngsters.

Mr. MacRae: General, you mentioned that we have 24,000 men serving in our militia, in the land components. Having had some experience in this particular area over my lifetime, how many of these 24,000 men are actually active and taking part? We know, of course, how many you get out on inspections and so on. We have all gone through this many times. Let us say you have 50 or 60 men on strength of a militia company. Would you get 60 out, or would you get 50 out for a GOC's inspection? Would you give us your candid opinion of how many of these 24,000 are actually active in this nation today?

Maj. Gen. Dare: It would certainly be misleading you, and I would not do that, to indicate that every one of these soldiers is active. But I think I can reassure you, Mr. MacRae, that our old days of carrying a large documentary strength are no longer the fact. If a reservist does not turn up within 30 days, his commanding officer makes it his business to see whether that young man is wishing to serve on or not. I have with me Major Kohler from Director of Reserve Personnel. I do not know whether he could add much to what I am saying in terms of specifics, but I would say to you that they are active people; although that is not to say they turn out for every single parade. But if they are not active

people we clean house of those we normally—not normally—those we used to carry in the system which were really merely names. One assist to this is that we have, I think, come up with more sensible instructions for the disposal of kit. We were carrying a great deal of equipment, again as a matter of pure ledger charge. We make every attempt to recover a kit but we have given the commanding officer a greater option where it is not practical to clear his books. I am making this point because the reason many of these people were carried on the nominal role when they ceased to be effective was, in fact, that the commanding officers were afraid that if they struck them off they would then be in trouble for the kits.

Mr. MacRae: Thank you. I have only one more question. Rather I have a great many questions but I know there are others who also wish to ask questions, so I will ask you this final one in relation to the cadets. What is the present status of the three cadet system, the army, naval and air groups? You would remember very well, of course, the three groups in Fredericton and the especially active Beaverbrook Wing there of the Air Cadets. Are they to be carried on separately and will they continue to wear their uniforms and so on? They were good smart youngsters and they put on quite a show. And they did quite a job. As a matter of fact, that particular group of air cadets were the best cadets. They won the National Shield a number of times. What is going to be the status of these youngsters? Where do they fit into this new system we have?

Maj. Gen. Dare: First, I want to support cadet activity as a youth training programme for the good of the nation as opposed to too narrow an approach, that they have to be potential recruits for the Regular or the Reserve Force. If, after a young man or boy sees the military life, Reserve or Regular, he decides of his own will that he wants to continue it, we are very gratefully enamoured with that thought. However, I do not want the cadet organization per se to be hoisted with the petard of militarism. What I want to do is to give it discipline, to give it citizenship and to give it certain basic skills which are of use throughout any career that that young man may choose.

• 1100

Now, turning to your point, am I going to, way down in the bottom of my black heart, create a single cadet movement? The short

answer is no. I have assured Major General Rodgers, who is, as you know, the Colonel Commandant of the Royal Canadian Army Cadet and the presidents of both the Sea Cadets and the Air Cadet Leagues of Canada that we are certainly not going to trespass on the specific environment. Why should we? If this young man wants to be maritime oriented or air oriented, that is what appeals to him in just the same way as not everybody would want to be an artillery man. One might want to be infantry and one might want to be armour. We are not going to try to create one single service. What we are trying to do, Mr. MacRae, is to economize in our over-all administration by the consolidating of common things.

Mr. MacRae: Thank you very much, General.

The Chairman: Mr. Harkness.

Mr. Harkness: On the first page of your presentation, you state that the Reserve Force is likely to be required to assume increasing responsibility for the operational commitments in Canada's defence. What do you mean by that exactly, General Dare?

Maj. Gen. Dare: Mr. Harkness, what I really mean here is that I think that unless there is a significant change in the portion of our resources, be they the gross national product or whatever, devoted to military defence, we will find some of the less likely areas of emergency facing the nation being met by reserves. In other words, I do not think we will be able to afford regular force for every contingency.

I do not need to tell you, with all your wide experience, that no nation, even our most wealthy, powerful neighbour to the South, can keep 100 per cent for every contingency. What I meant there was that I see a growing responsibility for the reserves in Canada's over-all defence posture.

This is, to be frank with you, something I am trying to foster because I believe, having had many years of association with these gentlemen, that if we give meaningful purpose to our citizen military people they will respond to Canada's needs without any reservations.

Mr. Harkness: I thoroughly agree with you and I am glad to hear that the reverse is going to be relatively, we will say, more important than has been the case in the last few years. But what type of operational commitments in particular would you have in

mind that the militia or the reserve forces as a whole would likely be called upon to carry out in the future.

Maj. Gen. Dare: First of all, as I think I reported to you last year and illustrated again earlier this morning, I think we have already taken on a large portion of the survival and emergency operations which, up until recently, were a demand on the regular force, and we intend at these emergency government locations to fit in the tradesmen from the reserves who would be the skeleton around which we could expand should the direct threat to the nation increase.

Mr. Harkness: That would be particularly at the provincial and local headquarters of emergency measures centres.

Maj. Gen. Dare: That is correct, sir. Concerning the other part of your question, I see, and I hope, that we will provide Lt. General Anderson, Commander of Mobile Command, with the increasing flexibility for his problems which, as you well know, are world-wide, to back him up should some emergency escalate; and this will permit him to earmark his regular people to hit the first responsibilities and then, if that emergency develops, be it another much increased United Nations operation, or whatever, he would have a meaningful, trained nucleus to support and round out his establishment.

• 1105

Mr. Harkness: In view of this, do you anticipate that there is going to be a need for an increased number of people in the reserves?

Maj. Gen. Dare: I cannot say that right now. What I am trying to do at this moment is to posture those reserves we do have in the most efficient method I can. I will know about one year from now, by which time the various operational commanders will have completed their own homework, what their deficiencies are. But at this moment, Mr. Harkness, I do not have that information from them. But the short answer is that I cannot see any less.

Mr. Harkness: Personally, I think that if the reserves are to have an increased number of operational roles, an increased number would almost inevitably follow.

Maj. Gen. Dare: Yes, I agree, except that I am making use of what was a general mobilization group to meet those commitments we have honoured so far.

Mr. Harkness: You state that there are 24,000 in the militia, reserves, which is something of the order of half or a little less than there were, say, six or seven years ago; and that there are 100 major units and 139 minor units. What do you mean by a major unit in this case? I am thinking particularly of the situation in my own city of Calgary where there has now been formed one composite battalion, I think it is called, which takes in the Calgary Highlanders and the Kings Own Calgary Regiment and I do not know how many other units. Is this what you call a major unit, this composite battalion? Or are the elements which make it up major units?

Maj. Gen. Dare: A major unit is a regimental group and a minor unit is the...

Mr. Harkness: A major unit is what?

Maj. Gen. Dare: A regimental structure; and a minor unit is the company, squadron, or battery level, be it signals or whatever. That particular instance that you are referring to is an experiment which, I should point out to the Committee, was instigated really by the reserve force members themselves as an experiment. We have some very progressive minds in Calgary and one of them, Brig. General Howard, is a leader in trying to establish new ways to meet the reserve's commitments. As you all know, he is my senior militia advisor for the West and he asked me if they could try this. We are protecting the interests of the formed units, such as the Calgary Highlanders and the Kings Own Calgary Regiment and so forth; but as a matter of economy of administration there is something to be said at these major centres concentrating one orderly room, one quartermaster stores, etc. That is all that is happening there. That is not what I am referring to here.

Mr. Harkness: How many major units have disappeared during the past year?

Maj. Gen. Dare: If you give me a moment I will have the answer.

Mr. Harkness: The reason I raise this is that I have heard complaints from various areas that the units which in many cases have been in existence there since well before the first world war have now been wiped out, have disappeared, and therefore the general impression I have got is that the move to reduce the number of reserves and the number of units has been going on fairly rapidly

during the past year or two; but in view of what you had to say a few minutes ago it seems that the reverse would be the case.

• 1110

Maj. Gen. Dare: Mr. Harkness, I will get you the specific answer about the number of units; I think off the top of my head it is three major units, but I want to confirm that figure.

What I am trying to do here is not "have at" anyone. We make these decisions only after very careful analysis of the record of that particular locality and the cost factor involved. I think I am right in saying this so-called dormitizing of units, et cetera, has achieved an economy so far of over a quarter of a million dollars. We are doing this only where we have an unproductive unit, and a unit is not unproductive in terms of six months. I have cases where it is costing us \$1000 a man. I cannot live with that, sir. And those are the only kinds of units that I am dormitizing or placing on the supplementary order of battle.

In answer to your question about major units, it is the 14th Hussars, 14th Field Regiment Royal Canadian Artillery and the 46th Field Regiment Royal Canadian Artillery. Those are the three major units which have been placed on the supplementary order of battle.

Mr. Harkness: How many of these minor units have been done away with, say in the last year?

Maj. Gen. Dare: I have placed three minor units on the supplementary order of battle, I have changed the status of three, I have relocated 17 and I have deleted or cancelled out 20 bands.

Mr. Harkness: Twenty which?

Maj. Gen. Dare: Twenty bands. The reason for this is simply, again, the amount of effort in pay and allowances that we were giving to this activity. In my judgment it was out of proportion. I, like yourself, am well aware of the morale factor of what a band means to a major unit; but when it gets out of proportion as to the national picture in terms of dollars and cents or man-days we are spending on bands, then I have to do something about it.

Mr. Harkness: In connection with the naval reserve, which now comprises approximately 3,000, what was the actual requirement of the

Maritime Commander for naval reserves in the event of any emergency's developing? As I recall, it was considerably in excess of this.

Maj. Gen. Dare: He, at this moment in time, is just about to surface, if that is the proper word, with his updated requirements. In the meantime, we have full tasks from him for those 3,000 officers and men.

Mr. Harkness: What was the actual requirement which he stated was necessary to augment naval forces?

Maj. Gen. Dare: Three thousand at the moment.

Mr. Harkness: A year or so ago it was considerably more than this. I recall the evidence we had in this Committee during the last year or two ago.

Maj. Gen. Dare: Well, that may be so. I will respond to whatever he tells me he needs; 3,000, 5,000, or whatever. What he has stated to me now is 3,000 subject to his review, which should be available to us within about two months' time.

Mr. Forrestall: Could I ask a brief supplementary question?

The Chairman: Yes, Mr. Forrestall.

Mr. Forrestall: General are these various units in connection with the naval element under a restricted complement now? Are they at a ceiling in terms of not only this unit but in other units?

Maj. Gen. Dare: Yes, they are, Mr. Forrestall. The naval component is at permissive strength.

Mr. Forrestall: Permissive strength?

Maj. Gen. Dare: Right. And if that changes because Admiral O'Brien states a fresh need, then it will be permitted to go to the new ceiling.

• 1115

Mr. Forrestall: And this would fluctuate as, for example, the Commander of Maritime Command dictates to you.

Maj. Gen. Dare: What I want to do—and I am sure Mr. Harkness would share this thought—is to try to get the reserves away from the philosophy of generating their own need. If we are going to give the reserves a meaningful purpose in life, it has to be that expressed to the real-life defence needs of the

nation, not some vague thing of which we are sponsoring the need. And when the operational commander sets the tone, then we respond to it.

Mr. Harkness: You have down at present 600 men in the militia as a ready reserve. I presume that all of these 3,000 naval reserves are ready reserve, are they?

Maj. Gen. Dare: Those 600 there, Mr. Harkness, are in fact the militia, individually.

Mr. Harkness: Yes, I know; but I say your slide shows that is entirely in connection with the militia. As far as the naval reserve is concerned, the whole 3,000 are ready reserve, are they?

Maj. Gen. Dare: They will be.

Mr. Harkness: So you have quite a different situation as far as the naval reserve is concerned in comparison with the militia reserve.

Maj. Gen. Dare: The Chief of Personnel, because the operational commanders have not yet been able to define their needs, has not been able to clarify to me what those needs are. I think I mentioned in my talk or introduction that this is the first cast and as I indicated to you last year. I simply took the existing structure in order to get the system going. In my judgment, this is going to be in the several thousands by the time the Chief of Personnel defines his mobilization needs.

Mr. Harkness: What is supposed to be the function particularly of these 600? Are these junior officers, are they NCO's, are they tradesmen or what are they?

Maj. Gen. Dare: They are principally officers, and some tradesmen—very few at the moment. What they will do is this. Instead of going through our old system where we said that they could only train during the summer months, they will have an opportunity to train to fill out those regular force vacancies at any time throughout the year. I thought it was rather silly to restrict ourselves to just the summer months because then one is in competition with the summer cottage and all the normal amenities of the summer program. And why should we not use them in February just as well as in August or July? These people will get up to two weeks in-job experience to a specific emergency slot that they are assigned to.

Mr. Harkness: I agree that this is highly desirable. My point at the moment, though

was just what slots these 600 would fill in the event of an emergency and you say it is chiefly officers.

Maj. Gen. Dare: Yes, at the moment.

Mr. Harkness: I suppose that is officers of various ranks.

Maj. Gen. Dare: That is correct, sir; at the moment. But as I say, that 600 is just a start Mr. Harkness, at what the problem will be.

Mr. Harkness: Now, on Page 7, you say:

I believe the success of this programme will go a long way towards increasing 4 CIBG's field training capability.

That is sending militia men over to the brigade in Germany. I do not really understand what you mean by the brigade's "field training capability". Do you mean that they do not have sufficient people there at the present time without an augmentation of this kind to carry on field training satisfactorily?

Maj. Gen. Dare: No, I do not. What I mean there is that, as you are well aware, when you command 4 Brigade in Germany, you not only meet the responsibilities of your operational role, but you are also responsible for—do not quote me too far on this figure—the total community, which is something of the order of 16,000 Canadians, in a foreign land. It involves a host of garrison duties to make that possible and it siphons off from the regular units people on a temporary basis for the administration of the community. In the event of an emergency, they would, of course, be available to meet their assignments; and it is to meet those circumstances that I say we are helping 4 Brigade.

• 1120

Mr. Harkness: Do you mean by that, then, that these militia men who go over take on these various garrison duties and so on?

Maj. Gen. Dare: No, sir. They replace the vacancies in the regular force field units, and unless I have not been correctly informed, I do not believe there was a single reservist used except for his own personal administration and I assure you they were not kitchen helpers.

Mr. Harkness: I am very glad to hear that because I think it would be a waste of money and of opportunities for training if these people were sent over only to do the odd jobs there.

I think perhaps I had better let somebody else go ahead now.

The Chairman: We have given you quite a bit of time.

Mr. Harkness: Later I will have some questions on the emergency and survival operations, Mr. Chairman.

The Chairman: Mr. Matheson.

Mr. Matheson: Mr. Chairman, mentioned in this report of the General's is the protection of Canada under various contingencies and dangers. On page 2, General Dare speaks of internal security and the requirement to man the Civil Emergency Operations Organization. I am familiar with the EMO complex as it was developed some years ago and the considerable success that was achieved within limits of strength in that respect. He refers to the discipline, the citizenship, the skills of the citizen soldier. He refers to civil emergency operations arising from nuclear fallout and then other national disasters and speaks of conducting a study to redefine roles, tasks and organizations. Finally the General speaks of the possibility of using the whole spectrum of government support. He speaks of the Transport Department, the RCMP. He did not mention media, but I presume that that would include the whole spectrum. He mentions the concept of making full use of whatever resources we have to meet dangers to Canada which, in the main, have to be provided, as he says, by civil authorities; and then it goes without saying that all members of the regular and reserve forces not committed to the defence of Canada will come into play. As to my question, if it is indelicate I will understand that and will not expect that it be answered in this place. But as I recall the NPAM, the reserves in the thirties—I am thinking of the RCNVR, the Rifles in Quebec with which I was familiar and the 13th Field Brigade of Artillery. One of the clear responsibilities of the Reserve, as citizen soldiers and as part of the community was also to help in the preservation of law and order, to meet every contingency and problem that may emerge. Now, we are fully aware of the kind of threat that our neighbours to the South have to face day by day even, in this coming period, of weeks and months.

We are also aware of the new danger that seems to be recognized by other allies and the NATO forces, and particularly our allies in Asia, with respect to preserving law and order

and preserving the law in a manner consistent with good citizenship and high democratic values.

I am wondering what the General can tell us about the real use that can be made of this highly elite force of militia of all services to protect Canada against any possible challenges that may be subversive in character, whatever the source.

Maj. Gen. Dare: Well I will attempt to Mr. Matheson. As you have put your finger on some aspects of this I will have to cut a little bit of a corner.

The first thing I think we can set aside which you have adequately covered is the emergency survival type of situation when the nation is at total nuclear war and every hand in the country will be turned to its salvation. I suspect your question concerns situations less serious than that.

I do not need to tell you that in terms of flood damage, and so forth, across the nation the militia and indeed the naval reserves and air have unblemished records of turning out to help in the local community.

Turning to the question of law and order, of course they are a discipline group that could be used.

I have a little difficulty in being totally frank in speaking about this particular point at the moment. I believe our Department of National Defence reaction to a requirement for aid to the civil authority would be met first by regular force.

These are the higher trained people. Regardless of what objectives we hoped for the Reserves, one still has the community attachment.

I think reserve preventing actuates looting as we did at the time of the Fraser floods in Cranbrook, Trail and so on in 1947 is the sort of thing we would clearly think of for the Reserves.

We would not think of the Reserves except as a secondary source, in my judgment, if it became a matter of assisting the civil authorities in time of riots. It does not mean they would not and could not perform a very meaningful task, but I would not want to give you the impression that the first response that National Defence would make to a request by the provincial civil authority would be to commit the Reserves; I think we would use Regulars first.

I do not need to expand that point; I think our observation of the problems that our great and friendly neighbour had in Detroit illustrates this very clearly. I believe they have now undertaken a program of training both their Federal Reserve and their National Guard in aid to the civil authority.

Thank God, if I may say so, their problem I suspect is greater than ours.

The Chairman: Have you finished, Mr. Matheson?

Maj. Gen. Dare: I am not sure whether I have answered Mr. Matheson properly.

Mr. Matheson: Perhaps the General has answered all that he can answer at the moment; is that right?

Maj. Gen. Dare: I think so.

Mr. Matheson: Thank you.

The Chairman: Mr. Langlois?

Mr. Langlois (Chicoutimi): Can you tell us, General, how the new task has been received by the Reserves?

Maj. Gen. Dare: Mr. Langlois, thank you very much for that question. Of course, you will realize that you are going to get the most optimistic answer from me, because it is my plan. I think I can say from the reactions expressed to me at the Conference of Defence Associations which met here in Ottawa last January, from my travels across the country and the reports from my regional commanders, that it is going extremely well, particularly in the case of those assigned to the Mobile Command Reserve. This is proving extremely popular. Units previously rather apathetic that have got this mission so far are meeting it.

Now we have not really had the full impact of this and will not for about another year until they join with Mobile Command during their operational training in the summer.

Mr. Langlois (Chicoutimi): But in general it has been well received?

Maj. Gen. Dare: Yes, sir.

Mr. Langlois (Chicoutimi): How was it received by the Regular Forces which this supports?

Maj. Gen. Dare: To be frank, I believe the Regular Force once upon a time got themselves a little bit oriented to the total force in being philosophy. They have now realized

that they will not have the resource, and I can say to you that General Anderson who, after all, is a key figure as the Commander Mobile Command has said to me in no uncertain terms as has his staff that this will have their full support.

I can promise you that across the country where we are using other instructional establishments such as those belonging to Training Command in Montreal and other places they are being given a warm welcome. I think this will grow, Mr. Langlois, as those needs of the operational commanders—Mr. Harkness' earlier point—are more clearly understood. I have no fears, and I can promise you there will be no contest between the Regular and the Reserve.

Mr. Langlois (Chicoutimi): Somewhere in your brief you mentioned that during Centennial Year there was an exchange of cadets to the number of 5,000 from Quebec to the different provinces, and from the other provinces to Quebec. Was that very successful?

• 1130

Maj. Gen. Dare: Very. It was popular with the youngsters.

Mr. Langlois (Chicoutimi): I think you say somewhere that no such program is planned for this year because of funds.

Maj. Gen. Dare: That is right, sir.

Mr. Langlois (Chicoutimi): When do you expect to resume those programs, or do you expect to?

Maj. Gen. Dare: Unfortunately I am not the master of my own cheque book. I would like to try to get this going again in another year. But right now, with the realities of the budgetary constraints. I just cannot see my way clear to giving you a better answer than that I hope to have a go at it again next year.

Mr. Watson: Could I ask a supplementary, Mr. Chairman?

The Chairman: There is one supplementary from Mr. Crossman, and one from you, Mr. Watson.

Mr. Crossman: You mentioned a few moments ago a Conference of Defence Associations. What is this composed of?

Maj. Gen. Dare: The Conference of Defence Associations, Mr. Crossman, is a conference of the presidents of the associations representing all the environments—sea, land, and

air. It comprises the Naval Advisory Group, the presidents of all the Corps Associations of the Army and the president of or an elected person representing the Air Force Reserve Association.

They meet formally on an annual basis here in Ottawa, usually about the middle of January, and consider all the individual recommendations and resolutions of the various associations. They boil these down—if that is a proper word; most of them are passed on to the Department by the Conference as a whole if they have a national import. The Department responds direct to the Conference.

If I may just use your question to pay a tribute, the effort these gentlemen put in at personal cost to attend these meetings and prepare for them, have my full and warmest support. Consider the calibre of those who have been president over the years: Brigadier George Robertson of Halifax, who is immediate past president; Group Captain Bill Draper, from Toronto, who has just retired; Commodore Jack Goodchild, the reigning president, and Bill Howard, from Calgary, who is the vice-president. These gentlemen drop tools in their own offices and come and spend three to four days, at no cost to the Crown, considering the problems of defence and putting forward their balanced judgment. As I say, I think they are deserving of the tremendous appreciation of all of us.

Mr. Crossman: And plans such as we have in this brief this morning would naturally be discussed at the conference?

Maj. Gen. Dare: That is right. Before I tabled this whole plan last year I presented it for comment to the Conference of Defence Associations.

This year I again brought them up to date on our progress, and indicated to them any changes we thought were in the offing. It is my intention always to consult this very well worth-while body.

• 1135

The Chairman: Mr. Watson, do you have a supplementary?

Mr. Watson (Chateauguay-Huntingdon-Laprairie): At how much do you estimate the cost of the cadet exchange program?

Maj. Gen. Dare: At today's costs, a quarter of a million dollars.

Mr. Watson (Chateauguay-Huntingdon-Laprairie): Would this come out of the total budget which you are given for the reserves?

Maj. Gen. Dare: That is right.

Mr. Legault: May I ask a supplementary? Are you going to continue with the sponsorship of cadets by local organizations?

Maj. Gen. Dare: Did you mean such organizations as the Air Cadet League and the Provincial Committees?

Mr. Legault: Yes.

Maj. Gen. Dare: No change.

Mr. Legault: Is it the ultimate intention under unification to supply them with uniforms similar to those of the regular forces?

Maj. Gen. Dare: Some day I suppose there will be one Canadian armed forces uniform. I would not hold my breath until it is issued. The last suggested forecast I saw was that we will be into the early seventies before the regulars have theirs. Quite clearly the reserves will follow on after that. I assure you that I have no intention of becoming involved, although my successor may, in trying to consolidate mess kit, and so on. These are things of colour, and so on, and are good and should remain. The short answer is that it may happen in the mid-seventies, or later, but not before.

Mr. Lambert: I put it to you that for anyone engaging in the thought of a common uniform at the cadet level, based upon the voluntary support of organizations such as people like the Cadet League and the Navy League and of local groups, is just being completely unrealistic in thinking they are going to support identical groups, with everybody merged into one sort of common organization. If you want to get this local support of, and participation in, air, naval and army cadet groups you are going to have to retain their distinguishing features.

Maj. Gen. Dare: Mr. Lambert, I thought I made clear earlier, both in my talk and in response to questions, that I have no intention of trying to pour the cadets into one mould. My response to this question was that some day would there be one single armed forces uniform. But these are matters outside my responsibility, as you well know. If that day comes in 1975, I suppose there will be a

single uniform, but it is going to take a long time. I think we will have other problems before that.

Mr. Langlois (Chicoutimi): You said that the cadet exchange program cost \$250,000 last year. If you divide that by 5,000 cadets it is \$50 per cadet. Could we not find a few extra \$50 here and there for this program? I am not too impressed with the 5,000 figure.

Maj. Gen. Dare: I know, and I understand your point. If I may say so, the Minister, as I am sure were all his predecessors, is a very enthusiastic supporter of cadets. He went down to see these young gentlemen in action and was most impressed with the blending and the brain and the whole business of youth getting together. He was very reluctant to accept this statement.

I am bound only by the hard fact of money. Indeed, I could probably raise the strength of the cadets if I were not so bound.

Mr. MacRae: May I ask a supplementary, Mr. Chairman? General Dare, the cadet camp at Banff has long since been discontinued, has it not?

Maj. Gen. Dare: No, sir.

Mr. MacRae: It is still going, is it?

Maj. Gen. Dare: Yes, sir; it will be going next year.

Mr. MacRae: How many do they take there?

Maj. Gen. Dare: Two hundred and fifty.

Mr. MacRae: And they come from all over Canada, of course? There would be cadets there from Quebec?

Maj. Gen. Dare: Yes. There are master cadets.

Mr. MacRae: Yes; so that there would be the melding that is the thing now.

Maj. Gen. Dare: Yes. But this is a bigger thing in terms of...

Mr. MacRae: But they are still running that, with 250 cadets a year?

Maj. Gen. Dare: Yes, sir.

Mr. MacRae: Thank you.

• 1140

Mr. Hopkins: General Dare, at page 9 of your brief, in the second paragraph, you say:

We are in the process of standardizing regulations and personnel policies and of providing a standard officer/cadet ratio.

What is the present officer/cadet ratio and what is your planned officer/cadet ratio?

Maj. Gen. Dare: One in ten.

Mr. Hopkins: At the present time?

Maj. Gen. Dare: Will be.

Mr. Hopkins: Do you know what it has been?

Maj. Gen. Dare: There has been a difference between each of the services. If I may, I will ask Colonel Banville to answer your specific point.

Col. A. F. Banville, Director of Cadets: One in 10 in the air and sea, and about 1 to 25 now in the army. We are going to bring it approximately into line with the air and the sea—1 to 10, or 1 to 12.

Mr. Hopkins: Thank you. You go on to say

These steps will remove many anomalies of the past individual system.

I think this has been answered. These are the anomalies?

Maj. Gen. Dare: That is illustrative of one. There are many others in the administration. For example, the navy never used to give their cadet instructors the same status as did the air and the land. We are erasing that difference.

There are many procedural matters that were dealt with slightly differently. We are hoping to adjust these so that they, will be the best of all three worlds.

Mr. Hopkins: My fourth question has been partially answered I believe by your answers to a couple of questions Mr. MacRae asked. What types of employment are open to members of the ready Reserve and how will they be trained? This has been touched on, but could you elaborate?

Maj. Gen. Dare: There is really no limitation. They will be earmarked to fill vacancies that exist in the event of a mobilization or of an increased emergency need in the regular force. It could cover the whole spectrum, an officer in a logistics staff appointment, an

operational staff appointment, or a training appointment—anything. Really the whole field is open. They will be trained by completing their normal unit training. The militia staff course is going to be changed. It was until recently, a prerequisite to command of a regiment. It is not really needed as such. I want the militia staff course, which is conducted annually at Kingston, to train staff officers who will be in the ready reserve portion, earmarked for specific vacancies. That will be its mission. These officers could fill any post in the full spectrum of the regular force organization.

Mr. Hopkins: Thank you, General.

Mr. Lambert: Could I ask a supplementary on that point? Do you mean, General Dare, that you are going to suppress the requirement of a senior staff course for commanding officers?

Maj. Gen. Dare: I am not going to suppress it, Mr. Lambert, I am going to put it to a better use. Instead of saying it has got to be for command, I will make my choice of a commander based on his suitability, not on the base that he has to have that formal qualification because, tactically, he does not need it. What we will do is where we have—there will be an increased number—reservists at the staff course, they will be the ones earmarked to fulfil staff appointments.

Mr. Lambert: Yes, I can see that purpose, but I am concerned that you are going to have command officers—regimental commanding officers—who do not have any staff experience and that is as far as they can go.

Maj. Gen. Dare: Not quite. It could be that an individual, as a major, has gone on the staff course, has been in the ready reserve and is selected, but it is not a criteria of command any longer.

Mr. Lambert: In other words, it is not the essential point?

Maj. Gen. Dare: No, sir.

The Chairman: Before I recognize Mr. Legault I wish to tell the Committee that I have three names on the first round—Mr. Legault, Mr. Lambert and Mr. Groos and on the second round, I have Mr. MacRae and Mr. Matheson. If there are members who want to ask questions on the first round, I wish they would so indicate to me.

• 1145

Mr. Legault: Mr. Chairman, I have only one question. General, under this new reorganization, could you tell us what is the future of the old Air Force auxiliary?

Maj. Gen. Dare: This has not yet been approved by the Chief of the Defence Staff and the Minister, hence I can only indicate to you where our study is aimed, but I want to give the Committee as much information as possible. I think at the moment it is tasked to Transport Command. The complexities of the Transport Command operation are such that in an emergency we think we can meet Transport Command's requirements with regular people. We are probably going to make the old Air Force auxiliary or the Air Force Reserve—which, incidentally, is the new title which they much prefer to their old one—a part of Mobile Command and they will be flying light tactical transport and reconnaissance vehicles in support of the land operation. As I said, this plan has yet to be approved by my superiors. We anticipate we will make this move sometime next fall, possibly sometime in October.

Mr. Lambert: There are two or three areas I would like to cover in my question. First of all, I assume with this program of reorganization of the reserves that the reorganization carried out as the result of the Suttie Commission Report and others has more or less gone by the boards except that a number of units find themselves on the Supplementary Order of Battle? I will not use the initials on that. Is that where it stands?

Maj. Gen. Dare: Yes. I am trying, Mr. Lambert, to benefit from all the work that the Suttie Commission did and we have adopted many of their proposals including strengthening the regular force instructional cadres that support the reserves.

Mr. Lambert: I would agree with that, but I was thinking of the composition of the reserves because at that time we had figures of 36,000 people who were going to be bone-lean and ready to step right into a job almost as a regular. I think you scotched that this morning by saying that we should have a realistic task.

I would like to move into another area dealing with equipment for the reserves. I seem to gather you feel that most of the equipment should be held in regional pools?

Maj. Gen. Dare: Right.

26986—3½

Mr. Lambert: I have the impression, though, that those in charge of the regional pools feel the equipment should remain in regional pools and the units have the devil's own time of prying that equipment loose for use.

Maj. Gen. Dare: I cannot live with that statement. It may be that a unit does not get what it wishes on a particular Saturday morning because somebody else was scheduled for the use of it. I do not have enough equipment, Mr. Lambert, to handle it on other than a common pool basis. Furthermore, I want to relieve the reserve commanders of the maintenance problem. I want to set up a system so that those instructional vehicles or whatever will be available for training as the reservist moves on at 0800, 0900 or 1000 hours on Saturday morning and if they are carrying around their neck a great host of maintenance before they can actually make use of the gear, in my judgment, we are not really making training progress. I just do not go with the statement that those who are in control of the regional pools are gazing at these things and not letting anybody use them. I suspect they are in pretty hot competition.

• 1150

Mr. Lambert: That was the impression I received from people who are pretty active militia men and who, I suppose, would like to put in a week's training on one Saturday or on one Sunday. I was not asserting this as a fact, but as an impression of, perhaps, some of the keener militia men. What do you anticipate, then, as the flow of more modern equipment or up-to-date equipment within the next year or two?

Maj. Gen. Dare: I have received General Anderson's agreement, both on weekends and naturally during the concentrated summer training program, to make full use of his current regular force, up-to-date equipment. I think we have made a pretty progressive step here.

There is one other point that maybe I should clarify. I have said to all my regional commanders that I am not interested in a training night, per se, but I am interested in training achievements. I really do not care whether the unit meets every Tuesday or whether the climatic conditions of the prairies are such that it is best to slow down during the dark winter months and concentrate in the spring and fall, as long as we are meeting

real life training standards because I think we have been a little bit too rigid in the past in this regard. We have said that there will be a training night every Tuesday. That is fine for recruit training, but from your point about usage of equipment, it does not make that much sense because what one fundamentally gets is 45 minutes of instruction and 45 minutes of instruction in increasingly sophisticated equipment is the proverbial drop in the proverbial bucket. Whereas if we can get these lads out for a good solid day on the equipment, on a weekend, I think we are far, far better off.

Mr. Lambert: What about the facilities of Training Command? I am thinking of my own particular area in Edmonton where we have a large training command base. Does that apply to them as well?

Maj. Gen. Dare: Sure, but most of the people you are talking about are for the field force, hence are more directed toward Mobile Command units.

Mr. Lambert: No, for instance, I am thinking of the depot and the training of the Princess Patricia Canadian Light Infantry. I am using them as a clear example.

Maj. Gen. Dare: Yes, but the Princess Patricia Canadian Light Infantry, of course, belong to the Mobile Command.

Mr. Lambert: But not the training base? Not the depot?

Maj. Gen. Dare: No, no. The depot does not. You are quite right. I may have misunderstood your question. I do not mean that we are going to use Training Command's recruit depot system. That work or that training level will be achieved in the local armouries. What I do mean is where we move on to the more sophisticated trade skills on the equipment, which are APC's and so forth, and that is why I say it is a mobile command commitment as opposed to a training one. Where we are using training command, there are schools for advanced trade skills.

Mr. Lambert: I am not too sure whether I am going to get into a subject that I think Mr. Harkness wants to get into, but I want to establish the chain of command that exists under the present functional command system with the requirement for aid to the civil power and how much authority is given to what officer, commanding officer, in any particular area. As we know, under the old

regional command system, for instance Western Command, there was one man, general officer commanding, to whom a request for assistance to the civil power was made, and then he worked it down through his system through the regulars and on to the militia or reserve force. How does that apply now? Perhaps you could illustrate for us the case of a requirement for, say the militia to assist the civil power in a city like Edmonton or Calgary. What would be the drill?

• 1155

Maj. Gen. Dare: The chain is fundamentally the regional commander. My regional commanders are provincially oriented but they are not provincially represented all across the nation. There is a designated senior regular force person in each of the provinces who would be the authoritative person that the provincial government would turn to.

Mr. Lambert: He is known as a district commander, is he not?

Maj. Gen. Dare: Well, a district commander is in fact a reservist, but he is supported by a senior staff officer in the rank of Lieutenant-Colonel. This gentleman would take that demand from the provincial attorney-general and he would respond to it in consultation with the senior officer who was in the area. Fundamentally, as I say, we try to meet this with a regular force commitment.

Mr. Lambert: That senior staff officer would be the man through whom such a call would be followed rather than, say in Calgary, the commander of the brigade who is there.

Maj. Gen. Dare: That is right. The reason for this, Mr. Lambert, is, of course, that these are at the provincial capital. We respond to the stated request normally from the attorney-general.

Mr. Lambert: But who makes the allocation of the forces then? Are they transmitted through that staff officer to the head of mobile command, or to you in the case where

Maj. Gen. Dare: To CFHQ, Canadian Forces Headquarters here if they are beyond the resource of that immediate command. For example, Colonel Deane-Freeman is the responsible person for the Province of British Columbia. He is in close liaison with the provincial government. Colonel Danny Osborne,

in your particular case, as you well know, is in close consultation with the provincial authorities. They would meet with such resources as they had. They would be authorized to deal direct with the mobile command brigade commander very quickly by Canadian Forces Headquarters here to meet those needs.

Mr. Lambert: Who makes the decision of the allocation? As an example, we will take Colonel Osborne in Edmonton. He gets a request for assistance. Does he get in touch with Brigadier Waters in Calgary, and is it between the two of them that they determine what unit in Brigadier Waters' command will be assigned, or what unit?

Maj. Gen. Dare: No. The Director of Operations here at CFHQ, who is knowledgeable about the availability of resources and keeps these facts available, would make the decision. Colonel Osborne would transmit the request to Ottawa.

Mr. Lambert: I see. Thank you.

The Chairman: Mr. Groos.

Mr. Groos: General Dare, we heard evidence the other day from the Chief of Personnel in which he touched on the organization of the retired list. I know you are in charge of the reserves but it seems to me that this perhaps is something which should come within the ambit of your duties in that since you are required to provide an immediately ready reserve for mobile command, there is an immediate pool which, if it were properly organized, would provide at fairly small expense an immediate reserve for the armed forces in the officers and men retired—not just on pension but people who retired at the conclusion of their fixed period of service. I do not think they are all elderly and decrepit, and it seems to me that at the moment all that is required of reserves of officers and men who retire from the regular forces is that they leave a list of addresses as to where they may be found, and that is about it. This seems to me to be somewhat haphazard; and that at the expense of only an organization and the provision of some arrangements for updating their knowledge, you could, for a period of time at any rate, have a very good pool of experienced and, as I say, immediately ready personnel. It also seems to me somewhat wasteful the way it is being arranged at the moment. Although as I have said at the outset this is outside your immediate orbit, would

you comment on these remarks I have just made and indicate whether any consideration has been given to a reorganization of the retired list?

• 1200

Maj. Gen. Dare: I am not entirely sure, Captain Groos, precisely what the CP's reply to you was, but I can say that I am counting on taking those people into the ready reserve. What I need, however, is their will to respond. It is our experience that ex-regular personnel, when they first go out, are not fascinated with rejoining. They want to go out and breathe a little democracy, or whatever is the word for the freedom of the civil life for a while, but the hopeful thing is that we find that after they have been away for about a year they then come back and say: "Look, I want to do something." You are quite correct that at the moment they are being principally funnelled into the operative units of the reserve—sea, land and air. It is my firm intention in future, Captain Groos, to pick up those people. Where I think we got a little off base over the years was, as you know, concerning the thing called the supplementary reserve list. This dear thing, over a period of time, became a great mountain of paper which really was not an effective categorization of what we had. So rather than keeping merely the last known place of residence, I reckon we have to have a more active program. I intend, when we get these operational commands' requirements clearly stated, to drop a small piece of paper in the hot hand of that gentleman as he leaves the service, and leaving a clear indication to him that we would like to hear from him again and that we would have a meaningful place for him. I could not agree with you more. We have a lot of talent here which we must make use of, but you will understand very clearly that the individual who has fulfilled 20, 25 or 30 years service—whatever it is—for that first 6 months may just want to get away from it all.

Mr. Groos: Could I...

Mr. Harkness: I just wanted to ask a supplementary question.

Mr. Groos: So did I.

Mr. Harkness: Go ahead, go ahead.

Mr. Groos: Could I suggest that instead of just dropping it into his hand as he leaves the service, at the cost of a 5-cent stamp—per-

haps soon to be 6 cents—a follow-up at regular intervals would be productive, just to ask him if he wishes to return but also to keep track of him.

Maj. Gen. Dare: This is what I intend to do, but I do not want to get a reincarnation of our mountains of paper which was the last known address; we never hear from the person. As you know, under the old system you are supposed to report once a year that you are alive and you are still in such and such a locality. This is really useless because it becomes a matter of a fascinating bookkeeping exercise for 4, 5, 6 or 60 people, and it is silly.

• 1205

I want that member to be part of the ready reserve and slotted to a mission and your thought of following it up in a more specific way than just giving him a piece of paper at the end indicates I gave you a poor illustration. I promise you that it is my clear intention to try to get these people to assume commitments consistent with their skills in the ready reserve.

The Chairman: Mr. Harkness?

Mr. Harkness: Do I understand from what you have said that the supplementary list now is wiped out?

Maj. Gen. Dare: Yes, sir.

Mr. Harkness: So you have no trace of these people at all.

Maj. Gen. Dare: We still have their documentation the way we used to have. We still have their documentation on release from the force.

Mr. Harkness: Back in your files?

Maj. Gen. Dare: Yes.

Mr. Harkness: But you have no definite supplementary reserve list?

Maj. Gen. Dare: It is in being at the moment, but shortly to be made more meaningful, I hope.

Mr. Harkness: In order to keep track of these people, apart from trying to get something from them at the time they leave as you have said, what do you envisage as a means of knowing where they are and how they can be got hold of, and so forth?

Maj. Gen. Dare: Mr. Harkness, I want to try to make this ready reserve just that, and I would expect my regional commanders or whoever was accounting for the person to see that man turn out for a period of in-job each year and if he ceases to do so, then I think we must have another look at him to see whether he is really going to be available at a time of emergency. To keep track of him I would hope to see him annually.

Mr. Harkness: And then you just forget about those people that do not enter into any scheme of this kind?

Maj. Gen. Dare: I think so, yes.

The Chairman: Mr. Groos?

Mr. Groos: I think you could form a fairly nice little platoon from some of the members of this Committee.

Maj. Gen. Dare: A very distinguished one.

Mr. Groos: Thank you.

The Chairman: Did that complete your questioning Mr. Groos?

Mr. Groos: Yes it did.

The Chairman: Mr. MacRae?

Mr. MacRae: I will be very brief Mr. Chairman. I just wanted to ask General Dare whether the command and staff courses still are being given in the militia as they have been for a number of years?

Maj. Gen. Dare: They are. They were this year and this is what I meant when I said I was going to change to a straight staff course next year.

Mr. MacRae: But in order to command a militia regiment, for example, did I understand you to suggest that, let us say, the second-in-command of the regiment would not need to pass the command and staff course; he could be promoted on just ordinary ...

Maj. Gen. Dare: By selection.

Mr. MacRae: Yes, by selection. Thank you, that is good. Do the reserve forces for the most part seem to be satisfied with the pay structure as it is today from what you can tell?

Maj. Gen. Dare: I do not think anybody is satisfied, Mr. MacRae, with any pay structure. I think the only thing I could contribute

at this stage would be to say that there is a proposal for adjustment to the pay upwards, I hope, which is about to be presented to the Minister of National Defence.

Mr. MacRae: For the reserve forces?

Maj. Gen. Dare: For the reserve forces, yes.

Mr. MacRae: For the most part do your militia units seem to be satisfied with the equipment they are getting and the state of it?

Maj. Gen. Dare: Yes. They are not as satisfied as I want to see them when I am finished with them. They will be when I am finished.

Mr. MacRae: Thank you, very much.

The Chairman: Mr. Matheson?

Mr. Matheson: I think it is clear that over the last two or three years the militia has tended to swing with a new emphasis towards youth. I think very much better training is available for junior officers and NCO's and this is all to the good, but the emphasis there appears to be generally in the area of operations and tactics.

On the other side of the coin, and this may not come within your purview at all but I think highly related to the concept of ready reserves, is the work being done by General Carpenter which I think is highly admirable. I am thinking of the National Defence College. Older men—and they are not old in terms of international comparisons because there are many American operational officers much younger than these people—military people, diplomatic people, Trade and Commerce employees at a high level, university professors, militia officers, industrialists, and some people in the professions have been attending the National Defence College and have been exposed in a rather short time to what appears to me to be broad international and strategic training with a new emphasis on economics and international politics.

I have the feeling that these products of the National Defence College have been rather unexploited; that is, we have not really gained nationally, at least to public attention, the advantages that these people have obtained from this quite sophisticated training and I fear there is a danger that our Defence Department has phased these people out. It seems to me that Canada, with its

wealth and its 20 million people, can well afford this kind of complementary training at this level and it should be continued.

Have you any observations with respect to the values obtained from the National Defence College and perhaps the possibility that some of these graduates who are some of the brightest people in Canada could be used either in militia training or more broadly in Canada?

Maj. Gen. Dare: Well, as you say Mr. Matheson, I think you are slightly outside my parish here because you are really talking about the use from a regular point of view. The backgrounds of these gentlemen are rather more national defence or Canada's defence interest in scope than the specifics of the training and organization of the reserves *per se*.

I think what you are really suggesting here is the form, the general public education of our international commitments and awareness. I certainly subscribe to the National Defence College as an institution; I am not a product of it, I am a product of that other thing in London called the Imperial Defence College and some unkind people may say that this was a sabbatical year. It certainly was not. I had a year of very useful study, so I share your thoughts of whether we are making enough use of it and my short answer is, I do not think we are.

What we are trying to do, and I will not pretend that we have yet achieved it, is to encourage that kind of consideration of the wider responsibilities of the nation, not to put a rubber stamp on what the Defence Department thinks it needs, but to get a consideration of the problem about the community as a whole we are trying to breathe a little bit of new life into the united services institutes.

The Chief of the Defence Staff, General Allard, has written a personal letter to all the presidents stating that he will make speakers available and saying that personally he will ensure that they are given all support possible. Now, are we running an accounting machine record of all those graduates? I think I would have to say to you at this moment of time, no, we are not. Many of these gentlemen, as you know, from the civil side were sent to the National Defence College as a student by reason of their appointment, be it in the Royal Canadian Mounted Police, in the Treasury, or in various other places. One would hope that the benefits of that year of

education would be brought to bear in the normal performance of their duty. I am not sure if I am quite answering what you have in mind but I would like to see more public forums. Again, not to try and ram anything down anybody's throat, we Canadians just cannot live in isolation.

Mr. Harkness: In connection with the emergency and survival operations, you state the national survival and attack warning system operates as a minimum response capability but can be augmented by regulars and militia in the event of an escalating emergency. Who does operate it on this minimum response basis?

• 1215

Maj. Gen. Dare: We have a regular component plus reserves who will move in over the next few months to man and practise their emergency role. I would ask Colonel McCoy to correct me if I am straying from fact at all, but at the moment there is a regular manning of all the warning centres.

Mr. Harkness: On a very minimum basis.

Maj. Gen. Dare: Twenty-four hours.

Mr. Harkness: Then you go on to say that the functions of the survival and attack warning system and the nuclear detonation and fallout reporting system have been combined into one system using the same personnel but with cheaper communications. Then what this means, in effect, is that the operations have been considerably downgraded.

Maj. Gen. Dare: I do not think so, sir. What we have done is to cut out our duplicating of a communication cost, and this is principally commercial. We are using the Armed Forces communication system across the nation plus other hired services. I think I can assure you that we have the means of notifying, and meeting our commitments.

May I just finish off with the other point. What we have done in respect of the NUDET reporting posts is to make use of other government resources such as DOT, the Royal Canadian Mounted Police and so on, not that that was not always part of the system. We have made greater use of the existing peacetime facilities and our whole theme here is to try and get away from having a dedicated thing for a contingency that is on the bottom of your scale and to have something that you can use twice, something that is in daily use,

and to try and seize on that resource. In the case of these old fallout reporting posts, we think we have come up with a flexible system of aerial monitoring which, I assure you, has saved us many hundreds of thousands of dollars.

Mr. Harkness: In place of the 2,000 fallout reporting posts, the 45 NUDET reporting posts, the 14 filter centres and so on and a communications network, principally commercial, what have you now?

Maj. Gen. Dare: I tried to illustrate it to you. Could I ask Colonel McCoy, the Director of Survival Emergency Operations, to answer that?

Colonel T. R. McCoy (Director, Survival Emergency Operations): These former posts were normally ringed around certain cities so they were inward looking. Now our concept is to cover the country as a whole. With the airborne monitoring equipment we can get this by tasking both air reserve and some air regular units. Also each regular force base will be given certain responsibilities for reporting and a quick entrance into the military communications system. So having established that pattern, we are filling in the gaps with DOT, RCMP and other government agencies, and this is done by negotiation with these particular departments.

Mr. Harkness: These departments of course were integrated into the system as it existed, and every RCMP post really was a NUDET reporting station. Is there any change in that regard?

Col. McCoy: There is no change in the concept, sir, but what happened before was that because of this orientation or concentration on certain cities rather than the country as a whole, you got an over-reporting in some places and an under-reporting in others, and now we are trying to spread it out so that it is across the country as a whole.

• 1220

Mr. Harkness: In what way do these airborne monitors monitor fallout? As far as actual detonations are concerned, I can see this quite readily but I was wondering how they can deal with fallout.

Col. McCoy: One method is that we keep constantly through the day, 365 days of the year, current predictions of the wind

strengths and so on at various levels, then if there is a nuclear detonation any place the airplanes can go up and with their instruments detect the actual cloud, confirm our predictions and give warning much in advance of what it would be if you had to wait until fallout became present on the ground, therefore increasing the time of warning to the people to take cover. These are not theoretical means and we do have the equipment for it.

The Chairman: If this completes our questioning, it being long after twelve o'clock, I wish to express our thanks to Major General Dare for his presentation and for making himself available for questioning, and I wish to thank his staff at the same time.

I personally have enjoyed your presentation, especially that part of it relating to cadets.

I am one of the promoters of military service in Canada for young Canadians and I wish I had been a member instead of the Chairman.

Gentlemen: The next meeting will be next Tuesday when our witness will be Colonel McLearn, the deputy Judge Advocate General. At that time, we will begin detailed consideration of the regulations and orders in Council which are before the Committee.

Could I have a motion to adjourn the meeting?

Mr. Langlois (Chicoutimi): I so move.

Mr. MacRae: I second the motion.

Motion agreed to.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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Translated by the General Bureau for Translation, Secretary of State.

ALISTAIR FRASER,
The Clerk of the House.

HOUSE OF COMMONS
Second Session—Twenty-seventh Parliament
1967-68

STANDING COMMITTEE
ON
NATIONAL DEFENCE

Chairman: Mr. GÉRALD LANIEL

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 4

TUESDAY, MARCH 19, 1968

RESPECTING
Regulations and Orders in Council relating to the unification
of the Canadian Armed Forces.

WITNESS:
Brigadier General W. J. Lawson, Judge Advocate General.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1968

STANDING COMMITTEE ON NATIONAL DEFENCE

Chairman: Mr. Gérald Laniel

Vice-Chairman: Mr. Leonard D. Hopkins

Mr. Boulanger,	Mr. Langlois	Mr. Matheson,
Mr. Brewin,	(Chicoutimi),	Mr. McIntosh,
Mr. Crossman,	Mr. Latulippe,	Mr. McNulty,
Mr. Fane,	Mr. Legault,	Mr. Nugent,
Mr. Forrestall,	Mr. Lessard,	Mr. Rochon,
Mr. Groos,	Mr. Lind,	Mr. Smith,
Mr. Harkness,	Mr. Loiselle,	Mr. Winch—(24).
Mr. Lambert,	Mr. MacRae,	

Hugh R. Stewart,
Clerk of the Committee.

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 4
Translated by the General Service for Translation
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WITNESSES:

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MINUTES OF PROCEEDINGS

TUESDAY, March 19, 1968

(6)

The Standing Committee on National Defence met at 10.15 a.m. this day with the Chairman, Mr. Laniel, presiding.

Members present: Messrs. Boulanger, Brewin, Crossman, Fane, Forrestall, Harkness, Hopkins, Lambert, Laniel, Legault, Lessard, Loiselle, Matheson, McNulty and Smith—(15).

Also present: Mr. Foy, M.P.

In attendance: Brigadier General W. J. Lawson, Judge Advocate General.

The Chairman declared the meeting open. He advised the Members of a request that he had received from the Department of National Defence. The Department asked the Committee to defray the cost of supplying the copies of the Queen's Regulations and Orders which the Committee had requested from the Department and which it supplied to the Members.

It was moved by Mr. Matheson, seconded by Mr. Boulanger,

That the Department of National Defence be instructed to forward to this Committee for payment, the Public Printing and Stationery invoice covering the cost of supplying bound copies of the Queen's Regulations and Orders which were supplied to the Members of the Committee.

Following discussion, it was agreed to defer this motion until later in the meeting, when the Chief of the Committees and Private Legislation Branch would provide additional information to be obtained from the Government Printing Bureau.

The Chairman introduced the Judge Advocate General. The Committee resumed its consideration of the Order of Reference dated February 7, 1968 (*Regulations and Orders in Council relating to the unification of the Canadian Armed Forces*). Brigadier General Lawson answered questions related to each of the Orders in Council and Regulations referred to the Committee.

It was agreed that the Judge Advocate General would provide the Clerk with a detailed statement showing the *Release Ages for Members of the Reserves* and that this would be printed as an Appendix. (*See Issue No. 5*).

At the close of the meeting, the Chairman read the following letter which he had just received from the Chief, Committees and Private Legislation Branch:

March 19, 1968.

I have just been in communication with the Chief of the Special Projects Research and Development Division (Publications), and I am advised as follows:

1. This order was placed by the Department of National Defence, on request by the Committee, with a view to providing the Members with the necessary documentation.

2. The invoice therefor has been prepared and forwarded to the Department in the usual way by the Financial Services Branch of the Public Printing and Stationery Department.
3. The Public Printing and Stationery Department is a selling agency. The Department of Defence Production is also involved.
4. The invoice having been processed, the Department will be charged for the amount of \$270.00 being the total cost of \$450.00 less 40% allowed on departmental orders. The amount would therefore be \$270.00 instead of \$450.00.
5. The Government Public Printing and Stationery Department, I am also advised, cannot provide free of charge documents required by the various Committees of the House unless the Treasury Board passes a Minute to the effect that all Parliamentary Committees be provided with the documentation they require to properly perform their study or enquiry of the matters referred.
6. With respect to item 3, I am further advised that the policy, in effect at the Printing Bureau, stems from one of the recommendations of the Glassco Commission.
7. In the present circumstances, this matter is one of accounting, but whatever charges are involved (namely \$270.00) must be paid by the Department or by the Standing Committee on National Defence following an appropriate resolution.
8. If the Committee passes such a resolution, this bill will be paid by the Committees and Private Legislation Branch of the House of Commons.

Notwithstanding the above-mentioned motion before the Committee, the Members agreed to postpone further consideration of this matter until the next meeting.

The Chairman, on behalf of the Committee, thanked Brigadier General Lawson for his assistance. At 12.30 p.m., on motion of Mr. Smith, seconded by Mr. Hopkins, the Committee adjourned to the call of the Chair.

Hugh R. Stewart,
Clerk of the Committee.

March 18, 1968

EVIDENCE

(Recorded by Electronic Apparatus)

Tuesday, March 19, 1968.

• 1015

The Chairman: Good morning, gentlemen. I will now call the meeting to order, although we do not have a full quorum. I have a motion to bring forward for discussion by the Committee, but I will wait until we have reached a quorum. We are nine members, which permits us to hear our witness. We will resume immediately our consideration of the Regulations and Orders in Council. I will invite Brigadier General Lawson to come to the front. We are very happy to see him back in Canada after two weeks in Florida; I hope he is in good shape this morning.

As you all know, General Lawson has already made a presentation to the Committee, so unless he has anything to add I would just call on the members to ask him questions.

I do not know how long this will take us, but if we have enough time we will also hear Vice Admiral Hennessy, the Comptroller General, who is available to make a presentation to us this morning after we have finished with the detailed consideration of the Regulations and Orders in Council.

We will proceed immediately if you do not mind. Mr. Harkness.

Mr. Harkness: On the first of these, 3.01, dealing with the ranks of officers and men, under (2)(b), it states that:

(2)(b) except where the Chief of the Defence Staff otherwise directs, an officer or man while

(i) posted to a unit or other element, or

(ii) at a location, or

(iii) serving in a capacity

designated by the Chief of the Defence Staff personally, shall, while on duty, use or be referred to by his rank set out in (1) of this article or, subject to (3) of this article, the appropriate designation of rank set out...

This is the first time, to my knowledge, that "by the Chief of the Defence Staff personally" or by anybody else "personally" has ever appeared in one of these orders. What is the purpose or reason for that?

Brigadier General W. J. Lawson (Judge Advocate General, Department of National Defence): I think the reason, Mr. Chairman, was that the CDS felt this should be kept within his personal control; that this power should not be exercised for him by another staff officer.

Mr. Harkness: The point is that in all cases up to date in the previous organization, when the Chief of the Air Staff, the Chief of the General Staff, or anybody else was on holiday or sick or out of the country or anything else, whoever was acting in his place exercised all the powers; and it was the same thing in a unit. It seems to me this is the only reasonable way that any of these things can be carried on. If you start laying down that one particular person only can exercise certain powers, you are likely to be at an impasse under certain circumstances.

Brig. Gen. Lawson: I think, Mr. Harkness, if the CDS was away and another officer had been appointed "acting CDS" he could exercise this power; only, though, if he had been officially appointed. If it simply said "CDS" without the word "personally" then a staff officer could exercise the power for the CDS.

Mr. Harkness: Yes.

Brig. Gen. Lawson: Now this is not possible, and it is only if another officer has been appointed "acting CDS" that he could exercise the power.

Mr. Harkness: Well, that is your interpretation of it. My interpretation would be that only the Chief of the Defence Staff, when you put in the word "personally" could exercise it; and this is why I wonder whether it is a wise thing to have in.

Brig. Gen. Lawson: Of course, it is not a power that is going to be exercised frequent-

ly. An order is issued and then that will be it until the order is amended. It is not the type of thing that you would be amending every day, or every week, or every month.

Mr. Harkness: The chief purpose of this, I presume, is to enable naval personnel to use their old ranks.

Brig. Gen. Lawson: Yes, that is really what it amounts to.

Mr. Harkness: That is really what it comes down to. I believe from your evidence when you appeared before that the present intention is to continue this indefinitely.

• 1020

Brig. Gen. Lawson: I would not like to express an opinion on that at the moment.

Mr. Harkness: This was the burden of the evidence you gave previously, I think.

Brig. Gen. Lawson: Yes, that is right.

The Chairman: That is what is in the book.

Brig. Gen. Lawson: Yes, that is what is in the book.

Mr. Forrestall: Was it not correct?

Brig. Gen. Lawson: Yes, it is correct, but I would not want to create the impression that this is something that could never possibly be changed; of course the regulation is flexible and subject to change.

Mr. Harkness: Another point I want to raise in regard to this particular order has to do with pay classifications. It seems to me the four pay classifications for privates are a very awkward set-up. What is the reason for the four sets of pay classifications?

Brig. Gen. Lawson: Mr. Chairman, we have always had these various pay levels. Formerly we had three; now we have four. I must say that I am not an expert on pay matters and I cannot give a really satisfactory explanation as to the reason for the various pay levels.

Mr. Harkness: Formerly they were really on a trade classification basis.

Brig. Gen. Lawson: Yes, the whole system was changed a few years ago, and this is a reflection of the new system.

Mr. Harkness: Are these designed to indicate different levels of trade classifications or

is this entirely apart from the trade classification set-up?

Brig. Gen. Lawson: This does not replace the trades pay; there are the various trade fields for which people get certain rates of pay. These levels reflect length of service more than anything.

Mr. Lambert: May I ask a supplementary question, Mr. Chairman? Does this mean that we are going to have introduced into the Canadian rank structure, unofficially or officially a terminology of private first class or class one, class two, class three and class four?

Brig. Gen. Lawson: That is not the case, Mr. Chairman. As far as I am aware there is no intention of introducing that system, such as they have in the American army.

Mr. Lambert: How is this going to be determined when a man's name appears on a record? Is he down as PTE, C-4, or how is this designated officially? Because what appears officially is going to become a sort of every day language, and the next thing you know it then becomes the popular designation.

Brig. Gen. Lawson: Mr. Chairman, this is not part of the rank designation; a man would still be a private, or whatever his rank designation is, with nothing else. There would not be private one, private two or anything like that; it would just be private, or gunner, or whatever his designation is.

Mr. Lambert: His documents will not reflect anything like private, class four and then go into orders that way?

Brig. Gen. Lawson: It will certainly be reflected in his documents, but it would not appear in an order unless it were an order relating to his pay. This is a matter of pay only; it is not a matter of rank.

Mr. Lambert: I will leave it at that but I am willing to put up a "plugged" nickel that within a couple of years we will see this in popular language.

Brig. Gen. Lawson: I might suggest to the Committee, Mr. Chairman, if they have Queens Regulations and Orders that they look at the table under 204.30 in Vol. III. It sets this whole matter out in detail; it is complicated and takes a lot of explanation.

Mr. Legault: May I ask a supplementary question? There would be no badges or anything like that which would identify any of the privates in certain classes?

Brig. Gen. Lawson: No, there are no badges or anything like that.

Mr. Legault: So we can deduce that everybody will call him private, period.

Brig. Gen. Lawson: As I say, it is not part of his rank.

Mr. Harkness: My only comment would be that the pay structure is becoming unnecessarily complicated. It is going to require a lot more paper work and as a result more expense and so forth. On the next page, Term of Service:

The term of service of a man upon enrolment or re-engagement shall be:

(ii) of that

when prescribed by the Chief of the Defence Staff, for a term of one, two, three, four, five, six or seven consecutive years as the Chief of the Defence Staff may direct; . . .

This is all right as far as re-engagement is concerned, but for enrolment, I think one and two, particularly one, is not a very realistic period of time.

Brig. Gen. Lawson: Mr. Chairman, this is designed to give some flexibility. Actually the decision is that the enrolment will be for five years, but we might want to change this and the regulation is designed to give flexibility so that you could enrol for a shorter or longer period.

Mr. Harkness: As I say, it does not seem very realistic to me to be providing for enrolment of a man for one year; for re-engagement, yes.

Brig. Gen. Lawson: I would agree, Mr. Chairman, I think this would be most unusual, but it is conceivable that you might need a certain class of people for a very limited period of time—most unlikely but conceivable. This provision has always been in the regulations, at least since 1951.

Mr. Harkness: What about the case of a man who does enrol for an indefinite period of time? What is the provision? I do not see anything here providing for when he wants to get out after three, four, five, six or seven

years. What is the provision in regard to that? What is he bound to, in other words, if he enrolls for an indefinite period?

Brig. Gen. Lawson: Actually he is bound to the same conditions as an officer; he is bound to serve until he reaches his retirement age, but of course if a man wants to resign he can do so. He may suffer certain pension penalties and other penalties, but it is just as for an officer; he certainly would be allowed to get out, but he is legally bound to serve—as in the case of an officer—really at Her Majesty's pleasure.

Mr. Harkness: There is no provision anywhere in the regulations as to the conditions under which he can get out if he wants to get out. It is only an indefinite period.

Brig. Gen. Lawson: No, there is no specific provision for him to get out, but perhaps very briefly I can explain the reason for this. The present plan, which this regulation is intended to implement, is that men will first be enrolled for a fixed period of five years; that is, when a man comes in off the street he enrolls for five years. During this time he receives the specialized training that he needs for his trade. At the end of the five-year period, he is assessed, and if he is considered satisfactory, he will be promoted to corporal and offered enrolment for an indefinite period. This is the new enrolment plan for men, which this regulation is designed to implement.

Mr. Harkness: That is all I have on that particular subject.

The Chairman: Before we continue, and now that we have a quorum of thirteen, I have been asked by the Department of National Defence if this Committee would pay the cost of the documentation that has been supplied to the members of the Committee. I do not know if this is part of an austerity program of any kind, but I have here a draft of a motion that I could read to you and on which I could open a discussion. Actually I have checked with the Committee and Private Legislation Branch and this Branch is not too anxious to pay it. They say they are also very short of money, but I think it is my duty to bring this before the Committee for discussion.

• 1030

Mr. Lambert: For the Queen's Regulations only?

The Chairman: Yes. Only for the Queen's Regulations. I will read this draft motion, Mr. Lambert.

Resolved—That the Department of National Defence be instructed to provide this Committee with the Public Printing and Stationery's invoice covering the cost to supplying bound copies of the Queen's Regulations and Orders which were supplied to the Members of the Committee.

To open this discussion, could I have a mover and a seconder on this?

Mr. Matheson: I so move.

Mr Boulanger: I second the motion.

The Chairman: Are there any comments, gentlemen?

Mr. Harkness: I am wondering whether there is any need for this, because every member is entitled to receive a copy of these from the Queen's Printer, is he not?

The Chairman: Mr. Grant has just mentioned to me that as far as the Department is concerned this is more an expense of the Committee than of the Department. Would the Committee prefer that I look into this matter and bring it up at another meeting?

Mr. Harkness: I think so, because in view of the fact that every member is entitled to a free copy of these from the Queen's Printer, I do not see any reason why the Committee should be charged for the copies we have received.

Mr. Smith: They should be charged to the government printing service; not to the Department of National Defence or to the Committee Branch but to the Queen's Printer, who is required by statute to supply the copies anyway. I am sure there is no need for the Committee to order a second copy from the check list since this was done. I think the Chairman might look into that aspect of it.

Mr. Crossman: Mr. Chairman, was there a special binding for the Committee members? Was the binding any different from what it would have been if sent to us as ordinary members from the Queen's Printer?

The Chairman: No. Actually, as far as I am concerned, I consider this an accounting problem more than anything else. I could look into it and perhaps find out if...

Mr. Lambert: Yes, you can if you are authorized to do so and if this Committee is

empowered to do this. But I think by inquiry you can stickhandle this thing through without having to go through all these blasted motions. I would therefore move that this matter be deferred pending investigation and report back. I hope it can be resolved at no cost to the Department of National Defence.

Mr. Smith: It is not their fault, but I think printing and stationery is the proper account that it should be charged to; and not to the Committee Branch either.

Mr. Matheson: Mr. Chairman, I think that the motion we have before us if passed would permit our Committee Branch to pay, but surely we do not want it to be charged against Defence. Heaven knows we have enough problems today making the dollars that we have for Defence go as far as they can. Now if, at the same time it is passed it were put to a vote and it was possible not to have it billed to the Committee Branch, I think that would be desirable.

The Chairman: Mr. McNulty.

Mr. McNulty: Mr. Chairman, I think I would have to agree with Mr. Lambert. It is a matter of finding out to whom they should be charged. We do not want to set a precedent where every time we need material for a Committee the Committee Branch is paying for it, or a special committee is paying for it. We would never be able to get a thing. I think it should be investigated and put in its proper niche.

The Chairman: Perhaps we might suspend this discussion for a few minutes. The Chief of the Committee Branch is here and he has just informed me that he will find out immediately and that we will know from him before this meeting is over the views of the printing branch. This might solve the problem. Is that agreed?

Some hon. Members: Agreed.

The Chairman: We will now come back to the questioning. I think Mr. Harkness had finished. Are there any further questions? Mr. Lambert.

• 1035

Mr. Lambert: I am primarily concerned with the question of retirement under Section 6 of the Act that was passed last year where there is a voluntary request. May I suggest that we go through this?

Mr. Harkness: I think it would make for a more orderly discussion if we went through the orders as they appear.

The Chairman: Are there any questions, then, on 3.01—Ranks, Designations of Rank and Classifications, the one you have covered so far?

Mr. Lambert: This may have been covered last year, and I apologize to Brigadier General Lawson for this, but with the greatest respect I thought that the rank of brigadier in the Canadian Army had achieved a position of eminence and honour and so on; so why did we have to adopt the American appellation of brigadier general?

Brig. Gen. Lawson: I am afraid I cannot answer that, Mr. Chairman. I had nothing to do with it.

Mr. Lambert: It is a real mouthful that becomes very awkward, if I may say so.

Brig. Gen. Lawson: As you know, Mr. Chairman, brigadier general was for many years the rank and designation in the British Army as well as in practically all the armies of the world. For some reason it was dropped by the U.K., but it is the designation in the American, French and most of the armies of the world.

Mr. Lambert: I will agree with it in France. It may be for the French reason, because the French word "Brigadier", of course, just has no bearing on this particular rank designation and is at the other end of the scale. It may be for that reason.

The Chairman: Have you finished your questions on 3.01, Mr. Lambert?

Mr. Lambert: Yes.

The Chairman: We will now turn to 6.22—Term of Service. Are there any questions on this? Mr. Harkness has already questioned on this. Do you have anything further? I do not want to press anyone. If I move along too quickly, just let me know and I will revert back to any number you may wish to question.

The next one is 15.17—Release of Officers—Age and Length of Service.

Mr. Harkness: The question I have is with regard to (3). Apparently the Chief of the Defence Staff has complete discretion as to what class an officer is in, whether he is a "general service officer", a "specialist officer",

or an "officer commissioned from the ranks". When we come to the table on the next page to which this refers, we see these three tables put down. What is a specialist officer and how is he defined?

Brig. Gen. Lawson: Mr. Chairman, he is not defined. It is officers of classes that are designated as specialist classes; for example, medical officers, dental officers, legal officers, officers whose work is perhaps of a more civilian nature—officers who are practising what are normally civilian professions, but practising them in the services.

Mr. Harkness: Are there any specialist officers other than those in these three classes of medical, dental and legal?

Brig. Gen. Lawson: Oh, yes, there are. I have a list here.

Mr. Harkness: I was wondering particularly about the director of music. Is he a specialist officer?

• 1040

Brig. Gen. Lawson: I rather think he is. I will have to get the list before I can answer the question. For the former Royal Canadian Navy, these are the categories that are special: bands, law, psychology, instructor, chaplains, medical, and nursing. That is for the former Royal Canadian Naval officers.

Former army officers special categories are: medical, dental, chaplains, legal and directors of music; and for the Air Force; medical, nursing, legal, education, special services and chaplains.

Mr. Harkness: What about engineering officers? None of them are specialists?

Brig. Gen. Lawson: No. None of them are specialists.

Mr. Forrestall: Why would that be so, Brigadier?

Brig. Gen. Lawson: The specialist officers are generally officers who will be confined to their own specialty. For example, a medical officer is not going to be Chief of the Defence Staff but an engineering officer may well be Chief of the Defence Staff. The engineers are a combat arm and the officers in that particular profession have the opportunity of serving in the higher ranks as staff officers, whereas these specialist officers are confined, generally speaking, to their own special careers.

Mr. Forrestall: Which means to say that a lawyer could never become Chief of the Defence Staff? He could become Prime Minister, but—

Brig. Gen. Lawson: Not if he wants to be a specialist lawyer. A lawyer can join the army as an officer and, of course, go to the top in the infantry or artillery or anything else.

Mr. Forrestall: The other way was all right. It is time the legal profession got put in their place!

The Chairman: Mr. McNulty, did you have a supplementary question?

Mr. McNulty: I believe, General, that the list of former naval officer specialists mentioned instructors but I did not hear it in regard to the army or air force. Is that right?

Brig. Gen. Lawson: They never had instructors in the army or the air force as far as I know.

Mr. McNulty: What is your definition of an instructor?

Mr. Harkness: Well, in the navy this was a schoolmaster, generally known as "Schooly so-and-so."

Mr. McNulty: They had this in the army.

Brig. Gen. Lawson: Not commissioned officers acting as teachers; most of them were NCOs.

Mr. McNulty: There were commissioned officers, sure, and the same in the air force.

Mr. Smith: Except that it was not a specified rank or position. These people in the navy, I understand, did nothing else. They were commissioned as instructors or as school teachers, as it were.

Mr. McNulty: They had commissioned ranks teaching mathematics and different subjects.

The Chairman: I think that if we keep on answering questions across the table we might get some confusion in the transcript.

Mr. McNulty: I was just wondering why there were no instructors in the army and the air force.

The Chairman: It is very interesting but it may be confusing in the end.

Brig. Gen. Lawson: As far as I am aware there was never a class of officers in the army

or air force known as instructors. This was not a specialist trade.

Mr. Boulanger: I remember the old days when I was in the air force at a school of English in Toronto. We used to call them instructors and then we would get heck because they told us our English was bad and that they were supposed to be called teachers.

Mr. Harkness: I take it that under 15.17 (3) the Chief of the Defence Staff has discretion as to what class an officer will be placed in. He can move an officer from one categorization to another.

Brig. Gen. Lawson: That is right, Mr. Chairman.

Mr. Harkness: However, you say the classes are laid down definitely some place else in the regulations.

Brig. Gen. Lawson: This is found in CFAO 15.3 and I think all the members have a copy of that CFAO in a book that was distributed to them.

Mr. Harkness: I am afraid we have not had time to go through all this in detail.

• 1045

The Chairman: Did you find the page, Mr. Harkness?

Mr. Harkness: Yes.

Mr. Lambert: I have it here. Actually, there is no particular page number to this so that it might be identified clearly.

The Chairman: There is a code.

Mr. Lambert: It is CFAO 15.3.

If I may ask a question about 15.17 (5). This is the request for transfer from one category to another for purposes of retirement. It is 15.17, paragraph 5. I wonder if General Lawson could explain precisely the result of this, perhaps by an example.

Brig. Gen. Lawson: The purpose of this particular paragraph, Mr. Chairman, is to allow people who are now in the forces or were in the forces on February 1, 1968, to retain the present retirement ages. We thought it would be improper to take this away from them. So they have the right to either retire under the present retirement ages or to elect to come under the new retirement ages.

Mr. Harkness: I think the point that is puzzling is the last sentence.

If, as a result of that election, such an officer will reach his retirement age prior to the first day of February, 1970, he will not, by reason only of that election, be eligible for his release prior to that day.

Brig. Gen. Lawson: It is simply for planning purposes. This whole thing is drafted in such a way that we will have two years in which we will go on largely under the present scheme. The personnel people say—and I can easily see—that it is essential in order for them to plan the maintenance of the force at a proper level during this period.

Mr. Forrestall: But it does, does it not, Brigadier, discriminate against those who fall into this category?

Brig. Gen. Lawson: In a sense, but nothing is being taken away from them.

Mr. Forrestall: They are being deprived of what was otherwise their normal term of service.

Brig. Gen. Lawson: They are only being required to serve the term of service they agreed to serve. When they joined, the retirement age was at such a point, and this is what they realized when they joined and it is not being changed. They are just not being given the right to take a benefit under the new retirement ages, of getting out earlier.

Mr. Forrestall: But others who serve a day beyond that are.

Brig. Gen. Lawson: Yes, but there has to be a cut-off somewhere, and this was the cut-off date selected.

Mr. Forrestall: Is it just not possible within the infrastructure to accommodate those men? Judging from my own mail, there are not just one or two of them; there are quite a few.

• 1050

Brig. Gen. Lawson: Well, as I say, Mr. Chairman, this is the plan. It is necessary; otherwise you would have a great disruption in this two-year period. Therefore it was felt necessary to make this provision so that we would not have a whole group of officers going out early. We had not planned on their having to go out.

Mr. Harkness: In other words, this was to prevent those officers who wished to get out as a result of unification from doing so without penalty?

Brig. Gen. Lawson: No, no. This was not the intention, Mr. Chairman; this had nothing to do with that. That is a different matter.

Mr. Harkness: But nevertheless that is the effect.

Brig. Gen. Lawson: No. Actually, if you look at paragraph 9, you will see that they are protected. People who come under subsection (3) of section 6 can elect and can go out early.

Mr. Lambert: That is the people who give notice within the two months prior to April 1, 1968.

Brig. Gen. Lawson: That is right, Mr. Chairman.

Mr. Forrestall: What about the man who wants to stay in?

Brig. Gen. Lawson: The reverse applies. The man who wants to stay in may have to go if he is within two years.

Mr. Harkness: Paragraph (6).

(6) subject to (7) and (8) of this article, an officer of the Reserve Force shall be released on reaching the age limit prescribed by the Chief of the Defence Staff. Have these age limits been prescribed?

Brig. Gen. Lawson: Yes, they have been prescribed. There is no change. This is what has always been the case. The CDS has always had the power to prescribe the ages at which the Reserves retire, and they are prescribed. There is no change in those ages.

Mr. Harkness: What section are they found in?

Brig. Gen. Lawson: They are not in Queen's Regulations, Mr. Chairman. They are in Service Orders.

Mr. Harkness: What are the ages? Are they the same as for the Regular Force, or are they longer, or less?

Brig. Gen. Lawson: I am afraid I do not have that information, Mr. Harkness, but I can easily get it. We will have it in a moment or two.

Mr. Harkness: Paragraph (7) of this particularly order:

(7) The retention of an officer beyond the age for his rank determined under (1)(a) of this article may be authorized:

(a) by the Minister; or

(b) if the officer is of or below substantive rank of colonel, by the Chief of the Defence Staff.

There seems here to be an overlap of authority. Do I understand by this that the Minister can prescribe the age for any officer being released, or does this limit him only to prescribing the age for an officer of the rank of colonel and above?

Brig. Gen. Lawson: Mr. Chairman, I would say that the Minister could extend any officer. The CDS can extend any officer of the rank of colonel or below.

Mr. Harkness: Then there is an overlap of authority.

Brig. Gen. Lawson: There is a dual authority in the case of officers of the rank of colonel and below. Again there is no change in this. This has always been the case.

The Chairman: Does this complete 15.17?

Mr. Harkness: No. In paragraph (8) you have "emergency" mentioned.

(8) When any part of the Canadian Forces is on active service by reason of an emergency, the retirement ages for officers of all components may be extended to such extent as the Minister may prescribe.

"Emergency" occurs again some place later, I noticed. What is the definition of "emergency"?

Brig. Gen. Lawson: War, invasion, riots or insurrection, real or apprehended; that is the definition in the Act of "emergency".

• 1055

Mr. Harkness: What is meant by "emergency" in this case? Is this defined in the Act?

Brig. Gen. Lawson: Oh yes, it is defined in the Act. The purpose of putting the words in there, sir, is that, as you know, the Canadian Forces are at the moment on active service.

Mr. Harkness: This is the very point I was going to bring up. Is this an emergency at the moment, then?

Brig. Gen. Lawson: No, it is not; so they are not on active service by reason of an emergency and therefore this paragraph would not apply at the present time.

Mr. Harkness: The only other comment I would make is that when you are actually in a war, the tendency always is to retire officers earlier rather than later. This seems to provide for keeping them on longer, whereas in practice it has always been the reverse. So it does not seem very reasonable.

Brig. Gen. Lawson: Well, again I think it gives the desirable flexibility, Mr. Chairman.

Mr. Harkness: Paragraph (10).

(10) The Minister may, subject to the concurrence of the Treasury Board, until the 31st day of January, 1970, authorize such exceptions to and adaptations and modifications of this article as he may consider appropriate having regard to the interests of the officer concerned and the requirements of the service.

What that really means, as far as I can see, is that these regulations mean nothing until January 31, 1970, and that during that period the personnel are really at the mercy of the Minister, you might say. He can do anything he likes in regard to personnel and pay no attention to these regulations.

Brig. Gen. Lawson: Mr. Chairman, as you know, you cannot possibly draft regulations relating to personnel that do not cause injustices in some individual cases. The sole purpose of this particular paragraph was to give some flexibility to enable us to deal with cases where the strict application of the regulations would cause a real injustice to the officer or man concerned.

Mr. Harkness: But the result of that is almost bound to be a lack of uniformity and equality of treatment for officers.

Brig. Gen. Lawson: It is hoped that it can be administered in such a way that there will be no unfairness to anyone. It is in there as a protection to the members of the forces; certainly not to give any additional powers to the Minister or the CDS. It is there for protection. We thought it desirable so that we would be able to deal with these unfortunate cases that inevitably arise when you change regulations in this way.

Mr. Harkness: While this may be the purpose of it, nevertheless the situation is, as I

say, that these regulations may mean nothing. People who are subject to them up until January 31, 1970, cannot depend on them.

Brig. Gen. Lawson: First of all, Mr. Chairman, this is all subject to the concurrence of the Treasury Board. I admit there are the objections Mr. Harkness makes to this, but I think on the whole it is a beneficial clause to have in for the men in the service.

Mr. Harkness: But as you are well aware, the only action the Treasury Board is going to take is to cut down pension benefits or such. In other words, their interest in the matter is going to be purely financial. So the concurrence of the Treasury Board does not, I think, provide any protection for anyone who might, shall we say, be treated in an arbitrary manner under this regulation.

Brig. Gen. Lawson: You will note, Mr. Chairman, that the regulation right in itself says that the Minister may make adaptations and modifications and so on as may be considered appropriate having regard to the interests of the officer concerned.

Mr. Harkness: And the requirements of the service. That is ministerial discretion.

Mr. Lambert: Mr. Chairman, if I may interrupt...

The Chairman: Certainly.

Mr. Lambert: In theory, though, this would allow a minister, who was so disposed, really to wheel and deal right through this provision until January, 1970, as Mr. Harkness has pointed out?

Brig. Gen. Lawson: With the concurrence of the Treasury Board, Mr. Chairman, yes.

Mr. Lambert: Yes. But if it was a determination of policy the Minister would just set aside all the provisions about retirement for, say, the requirements of the service. Suppose the people are not satisfied and are leaving. He can say that they are not going to leave. He just uses his authority under this particular subsection, and because it is a matter of government policy Treasury Board will go along with it.

• 1100

I am pointing out the extreme, theoretical case. We cannot ask you to give us a guarantee, but I hope that under no circumstances would this be used as one of these nice little

back doors that sometimes become front doors.

Brig. Gen. Lawson: All I can say, Mr. Chairman, is that this is not the intention in drafting the regulation.

Mr. Harkness: No; but it provides the opportunity for an officer, who for any reason has made himself unpopular, to be discriminated against, or, in the reverse, to be discriminated in favour of. What is basically objectionable here is that for the next three years the regulations do not really give to the personnel the protection which they are designed to give. It seems to me that this is an objectionable section.

Brig. Gen. Lawson: I can only say, Mr. Chairman, from my experience in administering new regulations, that in my opinion this section is very desirable in that it gives us the power to correct injustices. This is what it is intended to do.

Mr. Harkness: In addition to the power to correct injustices it also gives the power to impose injustices. This is the objection.

The Chairman: I guess that...

Mr. Lambert: Was it considered, Mr. Chairman, that there would be any particular form of periodic review of the number of officers handled under 15.17 paragraph 10.

Brig. Gen. Lawson: I do not think there is any intention of that, Mr. Chairman. These matters would come up by way of redress of grievance. Normally an officer who felt that he had suffered an injustice would put in a redress of grievance in the normal way. This would give the Minister the power to deal properly with that redress of grievance, which otherwise he would not have.

Mr. Lambert: No; but there is no redress of grievance from the Minister's act, or otherwise.

Brig. Gen. Lawson: Yes, there is. An officer always has the right to go to the Governor in Council.

Mr. Harkness: In practice, this does not amount to much, though, as you well know.

Mr. Lambert: Frankly, I am a little concerned here, General Lawson. You say we have got to have some sort of omnibus section that will take care of hard cases, but as Mr. Harkness has graciously pointed out we do

not want therein to provide the means whereby a greater number of harder cases could be created.

The Chairman: From this discussion I can see precisely the points that are being made; and from the answer by the General I gather that any implementation of this article 10 is meant to be initiated from the bottom, not from the top. This is perhaps what is causing the worry to some of the members of the Committee. We could cover this article in our report and perhaps recommend the deletion of the last part of it.

• 1105

Mr. Harkness: The requirements of the service?

The Chairman: The requirements of the service, yes. With that I think the members of the Forces would really be protected.

Mr. Forrestall: Would the same be true of article 10 of section 15.31 dealing with the men?

The Chairman: Yes, it would be the same, actually. The point has been well made here in the discussion. I think it would be very important for the Committee, in the preparation of its report, to pay particular attention to this article 10 in both 15.17 and 15.31. This is just a suggestion. It is not for me to decide. However, I think we could easily get a consensus on that, and the fact that we know the views of the members will save the time of the Committee on this point.

Mr. Forrestall: This, Mr. Chairman, with respect, is a very important section. My total mail in recent weeks—and it is not at all inconsiderable—has dealt with what is intended, or apparently intended, to be covered by this section. In that sense it is not unimportant at all. Although I agree with the amendment of certain aspects of it to correct what appears to be an arbitrary permissive section, the article should not be changed in such a way as to entail the closing of this one gap in the entire regulations through which men who feel that injustices has been worked upon them can have some recourse. It is the only one that I can find, and for some strange reason quite a number of men are involved in this two-year gap that remains.

The Chairman: Do you have anything to add on this or should we go to 15.31 now?

Mr. Harkness: I agree that the Committee should consider this at a later time when we are considering our recommendations.

Just a moment. Under 15.17 I have one question about the release ages for general service officers and officers commissioned from the ranks. There is a difference in the age for lieutenant-colonel and below in officers commissioned from the ranks. General service officers of the rank of lieutenant-colonel and below reach the age of retirement at 51, but if they are commissioned from the ranks, at age 50. What is the reason for that difference? In the other cases, of course, a major instead of retiring at age 47, or a lieutenant and captain at 45, go on to 50. It appears to me that you have two exactly opposite principles there. They should all be on the one basis.

I agree that an officer commissioned from the ranks should normally perhaps be permitted to serve as an officer longer than the ordinary general service officer because he probably has some specialized training which makes him very valuable, but in the one case he serves longer and in the other case he serves less, depending on the rank.

Brig. Gen. Lawson: Mr. Chairman, these provisions reflect what has always been the case. There have always been these differences between officers commissioned from the ranks and general service officers. As you can well imagine these ages were given a great deal of study by the personnel people, and they seemed to be the ages that gave us the best flow through these various categories.

• 1110

Mr. Harkness: On this specific question, why does a general service officer of the rank of lieutenant-colonel have retirement age of 51, whereas that of the officer commissioned from the ranks is 50? And contrary to that, the general service officer of the rank of major retires at 47, lieutenant and captain at 45, but commissioned from the ranks he goes on to 50.

An hon. Member: It is incongruous.

Mr. Harkness: It is incongruous, yes.

Brig. Gen. Lawson: Mr. Chairman, I am told these ages were worked out in great detail in consultation with the Treasury Board. It has a lot to do with the costs involved, and the ages chosen were the ones that seemed to fit best into the total over-all

scheme. I am afraid that is all I can say on that. The Chief of Personnel is really the officer who should answer that question. I am not an expert on costing or on age limits.

Mr. Smith: On casual observation, having regard to the wide difference in the other ranks as to a captain or major wanting to stay on an extra five years and then making a lieutenant-colonel who happened to be commissioned from the ranks get out a year younger than his permanent counterpart, some people might make an argument that we did not want too many commissioned officers of the rank of lieutenant-colonel. I know it is not the case, but that is what it would look like to a prejudiced person reading this section.

Mr. Matheson: Mr. Chairman, with great respect, just exactly what we have makes a good deal of sense. What I am suggesting is that it is a pretty difficult thing for a man to be commissioned in the service and to go on to a really important military career.

Mr. Smith: You have just confirmed what I have said.

Mr. Matheson: And the reason is, surely, that as a starting base he does not have the same formal opportunities. These men who do this surely—we have had a good many examples in our Canadian history—are people who have to be exceptional, and to be exceptional they are likely not going to be at that rank at that age. In other words, if they are truly exceptional, gifted people—and we have some striking examples at the present time in the Canadian army—these men go to higher ranks. On the other hand, if they do good, faithful work, if they do work that we might regard as stewardship, maybe in logistics, the technical field, it seems reasonable that these men might be protected just a little longer. And the other person who comes into the service under perhaps more favourable conditions initially can more conveniently, I think, retire and adjust to a professional career which can be easily assumed at that age. I think this makes very good sense.

Mr. Harkness: But the point is that you have got two exactly opposite principles embodied in this, and as my colleague said here a minute ago in an aside to me, it just does not seem to make any sense.

Mr. Matheson: I think that Colonel Harkness, with his wide experience at all levels of the military, would recognize that there are

some people who can do an excellent job, say up to field rank; an excellent job; a job that perhaps could not be bettered by any of their colleagues who come from the Royal Military College or perhaps some special school. But at the same time, while doing that job faithfully and well, they perhaps do not have the qualities which you would like to send through the more senior ranks.

• 1115

Mr. Harkness: The point is, Mr. Matheson, that if a man has done well and has been commissioned from the ranks and becomes a lieutenant-colonel, why do you then retire him a year earlier than his colleague who came through from the Royal Military College?

Mr. Legault: On a point of order, Mr. Chairman, it has been explained by General Lawson that this could very well be clarified for us by the Chief of Personnel, and I think we should first obtain the facts before just discussing this and assuming that some reason will be given. We could discuss this more appropriately with that explanation having been given by the Chief of Personnel.

Mr. Harkness: Yes, I agree.

The Chairman: Do you mean by this, Mr. Legault, that we could at some time ask general Reyno to come back before the Committee?

Mr. Legault: It could perhaps be a question directed to him and an answer provided through you, Mr. Chairman, on that specific question. We are just trying to find the reason, and I am sure there is a definite reason for this being in there.

The Chairman: I was just about to make the suggestion that we take advantage of the appearance of the Vice Chief of the Defence Staff to bring these questions up and at the same time inform the Vice Chief that it might be useful to have General Reyno here. Would that be agreeable to the Committee?

Some hon. Members: Agreed.

Mr. Forrestall: Might I just ask one general question not specifically concerned with this but with the generality of it. How is the intent of these regulations conveyed to the men who serve? How was it explained to them? Was each member of the service supplied with a set of these things?

Brig. Gen. Lawson: No. The Queen's Regulations are available to all men. Every unit holds in its orderly room a set of the Queen's Regulations which any man can go in and see if he wishes to do so.

Mr. Forrestall: General, with all due respect, if a man in the ranks could read them and understand them, he could very well be up here in Ottawa somewhere.

Brig. Gen. Lawson: Of course, he has the right to go to his platoon commander or whoever it happens to be and ask about it. He can easily find out, I think. There are so many regulations that it would be impossible to bring them all directly to the attention of individual men.

Mr. Forrestall: How are these things generally explained with any prospect of 100 officers explaining to men the impact, for example, of this particular section? I am sure if you were to sit down with the men that you would get a thousand different opinions. Is there no small condensation of this, or pamphlet or handbook or general literature that will be given because these are new?

Brig. Gen. Lawson: As you know, Mr. Chairman, very comprehensive messages were sent out with directions to the officers concerned to explain the changes in the regulations to the men. You have a copy of that message with your papers. I think everything reasonably possible was done to put this across to the men.

The Chairman: Does this complete 15.17? We will now go to 15.31—Release of Men—Age and Length of Service.

Mr. Forrestall: We are not dealing with all of the sections are we?

• 1120

The Chairman: We are dealing with those that have been referred to the Committee, but this does not preclude questions on the effect of these regulations on other sections, or the interpretation of other sections in the light of these changes.

We may not give the impression of going very fast this morning, but it is very important that we consider these orders thoroughly and ask all the necessary questions as we deal with them one by one.

Mr. Harkness: There seems to be some difference in the divisions as between men and officers. What is the reason for that?

Brig. Gen. Lawson: Basically, Mr. Chairman, they are very similar. The men have all of the rights that officers have. The ages, of course, are different, as they must be, but I know of no particular right that an officer has that a man does not have.

Mr. Forrestall: They have the same rights of election, and so on, as the officers, and the same points of concern under the other section also apply in terms of what further information they may seek?

Brig. Gen. Lawson: That is right.

Mr. Forrestall: To conclude, I would make the same type of argument relative to retirement age.

The Chairman: Does anyone wish to raise any point on this section? We can always come back to it, although that is not easy.

Brig. Gen. Lawson: Mr. Chairman, before we leave this question, I had promised to obtain the release ages for the Reserves. I now have those. Would the Committee like to have them?

I may say that they vary very greatly and that we are still using the old army, navy and air force ages. It is a long table.

Basically, of course, the important thing is the army. Men in the Reserves below the rank of warrant officer are released at age 50 and it goes up to 55 for a Chief warrant officer. Officers, brigadier and above, go at 55; lieutenants at 45; and the ranks in between vary by two years. In other words, a lieutenant at 45, a captain at 47, a major at 49, and so on up to 55.

In the air force men go at 50; corporal and below, about 50; and above corporal, at 55. Pilot officers and flying officers go at 45; flight lieutenants at 47; squadron leaders at 49; wing commanders at 51; and group captains at 53.

• 1125

The Chairman: Perhaps the Committee would agree to the attaching of this table to the record of today's proceedings. It could be prepared by the Department and sent to our clerk. We would then have it available.

Brig. Gen. Lawson: We could have it properly prepared, Mr. Chairman.

The Chairman: We will now go to the regulations made by the Minister of National Defence, regulation No. 2.034, reserve force Sub-

components. Are there any questions on this order?

Mr. Harkness: General Dare dealt with this the other day.

The Chairman: Yes. We will now go to 10.015, liability to serve. Have you any comments on this?

Brig. Gen. Lawson: On this particular article I have a brief statement which might be of assistance to the Committee.

The Chairman: Yes, please.

Brig. Gen. Lawson: This article is intended to implement section 7 of the Canadian Forces Reorganization Act. Members will recall that that section provides that:

Except in an emergency, no officer or man who was a member of the Royal Canadian Navy, the Canadian Army or the Royal Canadian Air Force immediately prior to the coming into force of this Part shall, without his consent, be required to perform any duty in the Canadian Forces that he could not have been required to perform as a member of such Service.

This article seeks to give effect to the obvious desires of the members of the former forces when they enrolled. That is, they made a choice whether they would serve at sea, in ground forces or in the air. It would be unconscionable to force persons who made these choices to serve, except in an emergency, in an environment that they did not select.

There are many questions of detail that the article does not resolve, nor could it resolve such problems. It is meant to provide a general guide to administrative authorities in effecting postings.

If an officer or man considers that his posting is contrary to the spirit of this article he has the right to object, and if his objection is not recognized he has the right to put in a redress of grievance which, if not satisfied, must go, in the case of a man, to the Minister and, in the case of an officer, to the Governor in Council.

You will appreciate that administrative authorities are not likely to persist in a course of action which is going to result in the filing of a redress of grievance.

I am trying to point out, Mr. Chairman, that it is impossible to cover every case in the

article. We did our best to make a general statement that we hoped would satisfy the intention of Parliament in enacting this section.

The Chairman: Has that statement been made available to members of the forces?

Brig. Gen. Lawson: No.

Mr. Forrestall: We would not want it to circulate.

• 1130

The Chairman: Are there any questions?

Mr. Legault: Mr. Chairman, in the case of the new recruits who have been trained especially in a particular environment would the same regulation apply? In the case of an emergency would they be requested to act?

Brig. Gen. Lawson: No; this applies only to those who were in the forces prior to February 1. A man joining now knows he is joining a unified force, and that is it. This section of the Act does not apply to him.

The Chairman: We will go to 10.074—Compulsory Transfer Between Lists, Sections of Lists and Branches of Lists. This is a very short order.

Mr. Harkness: What are these lists?

Brig. Gen. Lawson: I have a statement on this particular article, too, Mr. Chairman. It might be simpler if I were to read it to the Committee.

This article provides that the CDS may order an officer to be transferred from one list to another list or from one section or branch of a list to another section or branch of a list.

Under the former QRO articles, which differed for the three Services, it was prescribed that, in the case of the Navy, the CDS could order the transfer of an officer from one list to another list or from one section to another section of a list.

In the case of the Army, the CDS could order the transfer of an officer from one corps to another corps within the Regular Force.

In the case of the Air Force, an officer could not be transferred from one list to another list or from one branch of a list to another branch without his consent unless he was on active service.

You will appreciate that, on unification, it was essential that the same provision should apply to each of the three former Services, and it was decided that those provisions which applied to the Army and the Navy should be extended to the Air Force for purposes of uniformity of treatment, flexibility, and the best use of available officer resources. The persons who were serving in the Forces on February 1 will, of course, be protected by article 10.015, which we have just dealt with.

You may wonder why we did not speak of inter-corps transfers. I am sure most members appreciate that the Navy and Air Force have always carried their officers on various lists such as the flying list, the medical list, the personnel list, etc. The Army has also had lists. These lists, of course, coincided with the corps; in other words, everyone in the armoured Corps was carried on a special list.

Mr. Harkness: In effect, then, the lists that will now exist for the army are really the old corps lists; and for the navy and air force it is the list that existed relative to whether they were on the flying list, or whatever it happened to be?

Brig. Gen. Lawson: That is right, Mr. Chairman.

Mr. Harkness: It strikes me that there is a certain inconsistency between this and the preceding section. Under this section a man can be transferred more or less anywhere that the Chief of the Defence Staff wishes, but under the previous one his liability to serve is limited to the environment in which he served prior to the coming into effect of the Act.

Brig. Gen. Lawson: Yes; but 10.015, Mr. Chairman, overrides 10.074 in the case of those who were in the services on February 1. They are protected by 10.015. New section 10.074 really applies only to those who come in subsequent to February 1.

Mr. Harkness: It would apply to people who, for example, had been transferred from the Armoured Corps to the Artillery Corps?

Brig. Gen. Lawson: Yes; that is quite right, Mr. Chairman.

Mr. Harkness: If the Chief of the Defence Staff can transfer an officer why can he not transfer a man? This applies only to officers.

Brig. Gen. Lawson: This is provided for in Article 11.13 of QR, which was not changed.

• 1135

It is very brief. Perhaps I could read it to the Committee.

"11.13—Compulsory remustering of men. The Chief of the Defence Staff, or such officer as he may designate, may compulsorily remuster a man on such grounds as the Chief of the Defence Staff may prescribe:

(a) when the man is on active service; or

(b) while the man is undergoing a course of training or instruction in a trade; or

(c) at any other time when the exigencies of the service so require."

Mr. Harkness: Does 10.015 override that also?

Brig. Gen. Lawson: No, 10.015 applies only to officers. No; I am sorry. It does override that also.

Mr. Harkness: On what basis does one know whether or not it overrides it?

Brig. Gen. Lawson: Legally it is because the particular always overrides the general, as a matter of practice. Probably there will be—at least there should be—a note printed in the QR making it clear that 10.015 overrides 10.074 and 11.13.

Mr. Smith: Should there not be an indication in 10.074 that the rights referred to therein are "subject to" or "do not limit" those in the other section?

Brig. Gen. Lawson: Mr. Chairman, I do not think there is any legal necessity for having it in there, but I can certainly see the desirability of perhaps having a note to make it clear to the layman that this is the case. We will consider inserting a note in the QR to that effect.

Mr. Smith: Because 10.074 is pretty blunt.

Brig. Gen. Lawson: Yes.

Mr. Smith: There is not always the occasion to get the legal interpretation or explanation.

The Chairman: That could also be suggested by the Committee.

If there are no further questions on 10.074 we will move to 15.20: Retired List.

Mr. Harkness: Section 4 of this article is a complete reversal of past practice. A man may have been a brigadier and because of reduction in establishment as happened at the end of the last war, he has reverted to lieutenant-colonel, or colonel, and been retired at that rank. If he has ever held the rank of brigadier or brigadier-general, as it now is but at retirement is holding the rank of lieutenant-colonel he will be retired with the rank of lieutenant-colonel.

I do not think this is fair to those people who were retired under the previous system.

I mention this particularly because during the time I was Minister of Defence I had a considerable number of applications from people who wanted to have their names appear on the retired list and to make use of the title of, say, brigadier which they had held at one time, but who subsequently had been retired as lieutenant-colonel, or some other rank, which they held at one time, but were subsequently retired as lieutenant-colonel or something else.

Brig. Gen. Lawson: This is a changed policy, Mr. Chairman. There is no question about that.

• 1140

Mr. Matheson: Mr. Chairman, has it not been the practice in Britain and the United States for many years to have people retire at ranks considerably less than the last operative rank that they held? My impression is that General Eisenhower, without special provision, would have retired at a fairly modest rank. Am I correct?

Brig. Gen. Lawson: I am afraid I cannot answer that question authoritatively, Mr. Chairman. I believe the Americans, during the war for example, had a system of acting ranks and it may be that regular officers who retired at the end of the war retired with their regular rank and not their acting rank. I do not know; this may be the situation, however.

Mr. Matheson: Is this not really the continuation of precisely that same principle, that there is still the concept of acting ranks in active service?

Brig. Gen. Lawson: Mr. Chairman, I think this is rather the reverse. We are now permitting a man to retire with the highest rank he ever held, whereas formerly he retired only

with the rank he held at the time of his retirement, so we are really reversing the former system.

Mr. Harkness: It is a complete reversal of what the practice has been in the past, and the main reason I raised it is that I think it is inequitable to those people who were retired in the past at lesser ranks than they held at one time. I was wondering if there was any idea of now permitting these people to be changed on the retired list to the highest rank they held so that there would be uniformity in the matter.

Brig. Gen. Lawson: I suggest, Mr. Chairman, that this is a matter that really should be taken up with the Chief of Personnel; it is a matter of personnel policy.

Mr. Harkness: That is agreeable to me.

Mr. Smith: On 15.20(5)(a), the privilege of using the title of rank immediately following his name shall include the word "retired". Is anything done when a person uses his rank title after he is retired and leaves off the "retired"?

Brig. Gen. Lawson: I have never heard of anything being done, Mr. Chairman.

Mr. Smith: This applies particularly to your own Department, General Lawson, because I find it very confusing in dealing with the Department to have retired officers, who in some cases have been retired for quite a number of years and are employed in the Department of National Defence in a civilian capacity, signing their names Wing Commander, Group Captain, or whatever is appropriate without in any way indicating that they are retired. This, I think, is a bad practice. It is very misleading. If I retired from the armed services to a job as a civilian in the Department, I do not think that I should be allowed to parade as a serving officer.

Mr. Matheson: Mr. Chairman, how does Mr. Smith get this correspondence? It is supposed to be private to the Department.

Mr. Smith: Private to the Department! They are sending out letters all over using their military designations in their civilian capacities in the Department.

Mr. Matheson: That is a leadership campaign.

Mr. Smith: I could find examples other than the one you referred to.

Brig. Gen. Lawson: It may be, Mr. Chairman, that these officers are not on the retired list but are members of the Supplementary Reserve. If they are, they are still entitled to use their rank designation.

Mr. Smith: Within the Department of National Defence when they are employed as civilians?

Brig. Gen. Lawson: I can only say that as a matter of law they would be entitled to; as a matter of propriety, I have no comment.

Mr. Smith: As a matter of propriety, in practice I think it is very bad.

• 1145

Mr. Harkness: There is only one other small point. In (7)(c), why is a naval officer required to use the designation RCN or RCNR as applicable which does not seem to apply to anybody else? It is not a very important question, but I wondered why they were singled out for these different types of designation.

Brig. Gen. Lawson: Mr. Chairman, we are not changing the existing retired lists and, as I understand it, the present naval retired list does contain these designations and we are simply continuing that; we are not changing the existing retired lists in any way.

Mr. Harkness: Apparently if he uses the title of his rank when he is retired in any civilian capacity he is required to put in RCN or RCNR after it.

The Chairman: It is put as an obligation.

Brig. Gen. Lawson: All I can say is . . .

Mr. Harkness: I do not think it would make a bit of difference whether he appeared that way on the list or not. It might be quite useful, but why he has to do it whenever he uses the title, I do not know.

The Chairman: This seems to complete 15.20. We now have two Orders in Council, regulations to implement subsection (4) of section 6 of the Canadian Forces Reorganization Act, made by Order in Council P.C. 1967-2240, dated November 30, 1967, so we could perhaps look at that Order in Council. Do you have any comments on this?

Brig. Gen. Lawson: I do have a note that I could read to the Committee if it is desirable, Mr. Chairman.

These Regulations are designed to implement subsections (3) and (4) of section 6 of the CFRA, which provide in effect that a person who was a member of one of the former Services prior to the coming into force of the CFRA may, within two months of its coming into force, apply for his release and is entitled, if he does so, to be released on or before July 31st next. This right is subject to such conditions as may be prescribed by the Governor in Council if the officer or man concerned has received university, advanced technical, or aircrew training or education at public expense.

The Regulation sets out in an attached table, the various classes of officers who have received education or training at public expense and prescribes the minimum periods which they must serve following this training. These periods are the same as those that have been in effect for some time past. You will note that there is no reference to men in the table. No reference is required, as no minimum periods of service are prescribed for men who have received training or education at public expense.

The Regulations in effect go farther than does the Act in giving officers for whom a minimum period of service following education or training has been required a right to release. An officer might, on unification day, still have three years to serve following completion of this training. He clearly would have no right to release under section 6(3) of the Act, because the Regulation would preclude him from being released on the expiration of six months following unification date. However, the Regulation provides that such an officer would have the right to be released on the expiration of the three-year period mentioned.

People in this position might still be eligible for release under article 15.18. Releases may be approved under that article upon payment to the Crown of part of the expense incurred in providing the training or education.

• 1150

Mr. Harkness: Of course, this brings up the whole matter of conditions under which officers and men who ask for special release as a result of unification coming into effect are released. And I think the understanding of most of us in the Committee, when the Act was being dealt with, was that if these people applied for release within the two months, they would be released without penalty. But in effect their situation, as you outlined when you appeared before the Committee before—this I gather from reading the evidence as I was not at that meeting—is the same as that of any officer or man who asked for voluntary release at any time in the past.

Brig. Gen. Lawson: That is true, Mr. Chairman, except for the special right to elect to come under the new retirement age if it is of benefit to them.

Mr. Forrestall: That does not cover those who elect to go out. Just what are the penalties incurred by these men? I notice that there were a substantial number of them in the naval Maritime Command—

The Chairman: Would you please come closer to the microphone, Mr. Forrestall?

Mr. Forrestall: I notice that there were substantial numbers who chose to take this option and that they are being talked out of it left and right. I am curious to know why. Is it because of the stringency of the penalties that are imposed, and if so, what are these penalties? This is the meat of it. What is the man deprived of?

Brig. Gen. Lawson: The principal penalty, Mr. Chairman, is of course the pension penalty. This is quite complicated. Perhaps the simplest thing I can do is to read the section or subsection of the Canadian Forces Superannuation Act which applies to people who retire voluntarily. It reads as follows:

(6) A contributor who, not having reached retirement age, retires voluntarily from the forces is entitled to a benefit determined as follows:

(a) if, in the case of an officer, he has served in the forces for less than twenty-five years or, in the case of a contributor other than an officer, he has served in the forces for less than twenty years, he is entitled to

(i) a return of contributions, or

(ii) in the discretion of the Treasury Board, if he has served in the forces for ten or more years, an annuity, reduced by five per cent for each full year by which his age at the time of his retirement is less than the retirement age applicable to his rank;

(b) if, in the case of an officer he has served in the forces for twenty-five or more years, he is entitled to an annuity, reduced by five per cent for each full year by which his age at the time of his retirement is less than the retirement age applicable to his rank; and

(c) if, in the case of a contributor other than an officer, he has served in the forces for twenty or more years, he is entitled to an annuity, reduced, if he has served in the forces for less than twenty-five years, by five per cent for each full year by which the period of his service in the forces is less than twenty-five years.

An hon. Member: There are no changes?

Brig. Gen. Lawson: No. These are the provisions that apply to any officer or man who goes out voluntarily.

Mr. Forrestall: What other penalties are incurred by the man who chooses to take this special option? For example, is he denied relocation expenses?

Brig. Gen. Lawson: Yes. I can give you the various provisions if you would like me to do so, Mr. Chairman.

Mr. Forrestall: Could you?

• 1155

Brig. Gen. Lawson: There are the transportation and travelling entitlements on release. If an officer goes out voluntarily, he has no transportation or travelling entitlements on release if he is released before retirement age. For a man it is the same.

A man who requests his release will be required to refund that portion of his re-engagement bonus that is attributable to the period of his current re-engagement during which he does not serve. For example, a man who re-engaged two years ago for five years and received \$1,000 re-engagement bonus would be liable, if released on request now, to refund approximately \$600.

Then there is the question of leave. An officer or man who is released on a voluntary

basis is entitled to only 2½ days' annual leave for each completed month of service in the current leave year; whereas an officer or man who has completed the service for which he is required is entitled to 30 days' annual leave during the leave year in which he is released regardless of when he is released during that leave year.

Then there is rehabilitation leave. An officer or man who is released on a voluntary basis is not entitled to rehabilitation leave.

Mr. Forrestall: Then, General, what was the point of setting aside this particular period in which people chose not to stay on? What was the point of setting this up in their minds as being a concession, if you like, on the part of the Department?

Brig. Gen. Lawson: This section gives them the right to get out if they wish to do so; otherwise they would have no right to get out.

Mr. Lambert: But they did. The officers did. They could request it on penalty. They now can request it on penalty and additional penalties.

Brig. Gen. Lawson: They could request it, Mr. Chairman, but the service did not have to release them. Under this section the service must release them if they request it.

Mr. Lambert: Yes, with stringent penalties. I am not going to get into the question of policy here, General Lawson, but it certainly is contrary to the spirit of the discussion last year when these points were being discussed. And I must say that they make a farce of, shall we say, the equality of treatment under a mutual agreement between the Crown and an individual on a voluntary service basis.

Mr. Harkness: As a matter of fact, I think this is not only contrary to the spirit of the discussion that we had when we were dealing with the Act last year, but it is contrary to the understanding that we were given and I think the members of the forces were given. The general understanding was that people who did not want to continue in the unified force would be able to get out without penalty. But actually they have three types of penalty which are quite serious.

First of all, unless they are within three years of the normal retirement age, they get no pension and the lump sum that they are paid as a return of their contributions and so on will be taxed as income for that year. So that they have a very severe penalty, first in

the loss of pension, and another severe penalty in the fact that the lump sum they are repaid will be taxed as income in that year in which they receive it.

Secondly, they get no rehabilitation leave which I think men who retired voluntarily in the past did get.

And thirdly, there is no entitlement for the transportation of their dependants, furniture, and so on, to their home station. These are three very, very serious penalties. And certainly my understanding, and I think that of all other members of the Committee and of the members of the forces, was that they would be able to retire without penalty. In other words, this has not been done. This is a breach of faith.

Brig. Gen. Lawson: Mr. Chairman, the most important penalty is, of course, the pension penalty; and to do away with this would require an amendment to the Canadian Forces Superannuation Act.

Mr. Forrestall: Well, that is not impossible; that is not impossible at all.

This may be out of your realm, General, but with regard to the return of contributions made by members of the forces, what interest rate accrues? Is there a penalty there as well?

Brig. Gen. Lawson: Yes, there is no interest; it is just a straight return of his contributions.

Mr. Forrestall: There is no interest. But if he goes to his full term, then he does receive that benefit that the fund generally—

Brig. Gen. Lawson: If he goes to his full term he receives a pension.

Mr. Forrestall: So, indeed, this is another form of penalty?

• 1200

Brig. Gen. Lawson: There is one statement Mr. Harkness made, Mr. Chairman, which is incorrect. He said that formerly persons who retired voluntarily did get rehabilitation leave. This is not the case. We have never given rehabilitation leave to persons who retired voluntarily. There is no change.

Mr. Lambert: Did they get a transportation allowance?

Brig. Gen. Lawson: For voluntary retirement?

Mr. Lambert: Yes.

Brig. Gen. Lawson: No.

Mr. Forrestall: Is there any way for these men to retire through transfer from the active force to the reserve force, and complete their time?

Brig. Gen. Lawson: No, the pension act and the regulations apply only to the regular force. If an officer or man goes to the reserve force they no longer apply to him.

Mr. Forrestall: Well it is very obvious why so many of them who opted under this are being very "slippily" talked out of it, at least in the Halifax area.

Mr. Lambert: Mr. Chairman, I find it extremely distasteful, if I may say so, to discuss this particular matter because I think there has been a breach of faith in policy. These men who are serving in a voluntary force, a professional force, have obligations, and I say there are concomitant obligations by the Crown. The Crown changes the ground rules under that term of engagement and then says: well, if you do not like the ground rules you can get out, but we will throw these additional penalties at you. I would say that there is a complete breach of faith with a lot of these men, who are as good and dedicated professionals as anybody else but who do not happen to like the ground rules enough to continue. It is an entirely one-sided bargain. No, it is not a bargain, it is a one-sided imposition and not in keeping with, shall we say, the rather glowing phrases with which it was indicated, they would be able to withdraw if they did not like it. Now, this is not to be blamed on the witnesses. They have no responsibility in the setting of policy. I am making the statement because I feel that it is a downright shame the way this has been done.

Mr. Legault: Mr. Chairman, do I understand, perhaps Brigadier General Lawson could correct me, Mr. Lambert is suggesting that one of the men, if he voluntarily resigned, could take advantage of being rewarded for the time that he had completed, as well as being rewarded for the balance of his time. Or, is the application presently the same, in the sense of resigning and being penalized, as it was before.

Brig. Gen. Lawson: Mr. Chairman, we have made no change whatever in the Canadian Forces Superannuation Act nor in the Queen's

Regulations and Orders relating to rehabilitation leave, transportation at public expense and so on. The regulations have not been changed. These people are treated in just the same way as anyone who retired voluntarily a year ago, two years ago, or three years ago.

The Chairman: Although Mr. Lambert said that he was not blaming the witnesses, I just wanted to make the point that the Committee does not expect a witness to comment on policy.

Mr. Lambert: Oh no, I am putting them on the record, period.

Mr. Legault: Mr. Chairman, perhaps Mr. Lambert could clarify his point. Does he mean that under the new ground rules if anyone decides to retire he should obtain full benefits just as if he had completed the full length of his service. Is this the point? Or does he mean that if a man decides to retire voluntarily he should be subjected to the same condition as anyone else who had retired voluntarily under the old ground rules? The point that I am getting at, is that Mr. Lambert seems to be suggesting that a man should obtain full benefits just as if he had completed his whole service.

• 1205

An hon. Member: No, not a reward.

Mr. Lambert: No, there has never been any suggestion on the part of anyone that any serviceman whether commissioned or otherwise who had completed 20 out of 30 years service should be entitled to say: Well, I do not like the new unified force, please release me on full pension. Certainly not, but I find that there are too many other disabilities or hobbles, that are being imposed upon the men who object to the ground rules, in so far as the single unified service is concerned. This is one way of dragooning these men to stay in.

Mr. Smith: It would not have required any amendment to any act to provide that a man who has been in for ten years or so many years, with rehabilitation leave or with transportation back to his place of enlistment, would it?

Brig. Gen. Lawson: Oh no. That is a matter of amending the regulations.

Mr. Smith: Those two items are matters of internal management within the department.

Brig. Gen. Lawson: Well with Treasury Board.

• 1205

Mr. Smith: Within the Department and with the Treasury Board.

Brig. Gen. Lawson: Yes.

Mr. Smith: Thank you.

Mr. Forrestall: The point which Mr. Lambert made earlier, Mr. Chairman, was simply that it was a violation of an understood spirit or agreement that those who chose not to stay in could get out without undue penalty. The era of the golden handshake ended some time ago and there was no question of reverting to that at all.

Mr. Harkness: Of course, this is one of the reasons I think there is a good deal of discontent among people who do want to get out. They feel they are being discriminated against.

First of all, there were the people who were compulsory retired with the golden handshake or the golden bowler, and who were paid. They got their full pension rights, whatever they had earned up to that time, and in addition they were paid a bonus to get out.

Then, of course, there were the senior officers who disagreed with unification and as a result of that disagreement were compulsorily retired, or were allowed to retire. I think they were retired on a compulsory basis with full pension and everything else; there were no penalties on them at all.

Now some of these other officers in the ranks of major, lieutenant colonel and so on would like to get out but they find three types of severe penalties being imposed on them if they wish to leave the service because they do not agree, the same as some of these other people do not agree, with the unification process. They do not want to serve in the unified force, and I do not think there is any doubt that their feelings of being discriminated against are well justified.

Mr. Lambert: I want to pursue further the refunding of the re-engagement bonus. Surely to goodness the re-engagement bonus applied, Mr. Chairman, at the time of re-engagement for service under certain conditions. Then the Crown decided to change the conditions and said: Well, you are still going to stay or we are going to take away part of that re-engagement bonus. I just cannot understand this. It is the Crown that is changing the rules; it is not the serviceman. He was asked to remain

at the time of re-engagement, not under conditions that would apply three or four years hence, and I think this is just mere penance.

The Chairman: I do not think, at this stage, the Committee can make any progress except in expressing opinions on this point. It might be suggested that after we have covered our list of witnesses this point could be taken up with the Minister.

Mr. Harkness: Well, I was just going to suggest that myself, Mr. Chairman. I think we should discuss this with the Minister.

The Chairman: Are there any other questions?

Mr. Harkness: Yes, I have some questions of detail in regard to these tables.

The Chairman: Just a moment, Mr. Harkness. Should we not look at the two PC's at the same time? There is a relation with the Canadian Forces Reorganization Act and the Defence Services Pension Continuation Act, so we should open the discussion on both at the same time, because it does affect retirement.

• 1210

Mr. Harkness: Well, concerning these tables, then—it is all one and the same thing, really—I notice it says first:

(1) Undergraduate course at a Canadian Military College...

The term always used in the past was "Canadian Services Colleges". Is this now changed to, Canadian Military College?

Brig. Gen. Lawson: Yes, it has been changed, Mr. Chairman. It had to be changed because it read, "Services Colleges", which is plural. There is only the one service now, so it was necessary to change the title.

Mr. Harkness: Column 111, under (2) (b), reads:

... the period specified in paragraph (a) applicable thereto, extended by an additional period of 2 years for each academic year of post-graduate training received...

Then under Column 111, (2) for a Dental Officer it reads:

5 years' service including the period of post-graduate training for each year of post-graduate training.

Why is there a difference of three years between these two?

Brig. Gen. Lawson: I am afraid that is a question I cannot answer, Mr. Chairman. It is a matter of service policy and should be taken up with the Chief of Personnel.

Mr. Harkness: On the next page you have the same thing; so far as a Medical Officer is concerned the minimum period of service is:

3 years from the date of licence to practice.

But the dental one is five years. I wonder why they have made this difference of two years. Once more I presume we have to go the Chief of Personnel.

Brig. Gen. Lawson: Well, I cannot answer that.

Mr. Harkness: There are some other questions I have about the number of years people have to serve which appears to me to be very peculiar. This is under "6. Other Officers." But once more I presume you are not in a position to answer questions about that, General?

Brig. Gen. Lawson: I am afraid I am not, Mr. Chairman.

Mr. Harkness: Concerning this next Order in Council under the Schedule I cannot make any sense out of (ii); it just seems to me to be "gobbledygook". What is the meaning of it? It says:

"(ii) in the naval, army or air forces of Canada or the Canadian Forces, other than the forces, ...

Brig. Gen. Lawson: This is very difficult to explain, Mr. Chairman.

Mr. Harkness: It goes on to say:

...if during such period the officer or man receives the pay of his rank as though he were in the forces, and"

As I say, it just seems to be "gobbledygook." I cannot make any sense out of it at all.

Brig. Gen. Lawson: Mr. Chairman, to make any sense out of it you would have to go back to the old Militia Pension Act which, of course, was drafted many, many years ago and applied to the forces as they were constituted about 1900, and all the wording in it relates to the forces as they were then constituted. I have a brief statement here that

perhaps might clarify for the committee what this does, Mr. Chairman.

When the Canadian Forces Reorganization Act was being drafted, it was evident that some action would need to be taken to continue in full force and effect without any change in substance the Defence Service Pension Continuation Act.

This is the Act that kept in effect, really, the old Militia Pension Act.

This Act applies to persons who were serving in the Regular Force before the Canadian Forces Superannuation Act came into effect in 1946.

So this Act applies only to persons who were serving before 1946; that is, serving in the Regular Force.

• 1215

There are only some 108 serving persons in this category to whom the Act applies, and all of these will be retiring within the next few years.

These are people who were in the Permanent Force before the war, really.

The Act...

that is the Defence Services Pension Continuation Act

... is divided into four parts,...

one of which applies to the Navy, one of which applies to the Army, one of which applies to the Air Force, and the fourth which applies generally.

The terminology of the Act is quite unsuitable to the new unified Force and it would have been most difficult to revise it in the light of the changed circumstances.

Now,

The Order in Council...

the one we are looking at.

... is made pursuant to an amendment to the Defence Services Pension Continuation Act contained in Schedule B to the Canadian Forces Reorganization Act...

You will find that amendment on page 37.

It has the effect of authorizing adaptation of the provisions of the Act so that they will continue to apply in the same manner as they have in the past.

That is, to these 108 people who are still under that Act. This is what the regulations does. If you read it as it stands, it is practically meaningless. You would have to study it with the Act. But it perpetuates the rights these people have. It is designed to protect a small group of serving officers and men. It makes no changes in their rights in any way.

The Chairman: Are there any other questions?

• 1215

Mr. Lambert: I want to revert to the form of application that the service men had to sign during the period February 1 to April 1, 1968, under section 63 of the Canadian Forces Reorganization Act. This form appears under CFAO 15.3, annex (d).

Brig. Gen. Lawson: Is this the officer form?

Mr. Lambert: Yes. Now, first of all this is not open to those officers who have taken post-graduate university training or National Defence College Training or some other in-service training, I take it, nor to flight group?

Brig. Gen. Lawson: No, those officers who have had this special training are required to serve for the period specified in the regulations.

Mr. Lambert: I suppose Personnel would be the only ones who could tell us roughly what proportion of the officer strength of the Canadian forces this particular group represents.

Brig. Gen. Lawson: That figure could be obtained, Mr. Chairman.

Mr. Lambert: Is it 15 per cent or 20 per cent? I just want a rough figure with no specific detail. Therefore, those people are not covered by section 6(3) of the Act that was passed last year.

• 1220

Brig. Gen. Lawson: They are covered once they have served their period of service because of the way we have drafted the regulation. They are given the right to get out after, as soon as they complete this period. Nobody else has a right to get out, but they are given the right.

Mr. Lambert: No, but let us assume that we have a member of the medical services who has completed a period of three years of post-graduate training. His engagement conditions

are such that he has to serve so many years after the completion of his post-graduate training in order to discharge his obligation to the Crown. Suppose he completed this post-graduate training in 1966, would he have a period of two months on the completion of that obligatory service following his post-graduate training in which he may say, "I want out under the terms of sections 6(3) and 6(4) of the Canadian Forces Reorganization Act."

Brig. Gen. Lawson: He can elect now, Mr. Chairman, and has the right to release as soon as he has completed the obligatory period of service.

Mr. Lambert: This is what I want to clarify. He must make his election during this two-month period.

Brig. Gen. Lawson: Yes. He elects now and then retains that right to get out when he has completed the service required by the regulations.

Mr. Lambert: I understand. I know that post-graduate training may take as long as four to five years in the case of some very highly qualified specialists and that if they make their election now, as required, promotion over the next four or five years is out. I think this would likely be the result. Is that not right?

Brig. Gen. Lawson: I could not say, Mr. Chairman.

Mr. Lambert: I think you and I both agree that it would.

The second paragraph of this application says the reference to Section 10 of the Canadian Forces Superannuation Act in effect amounts to an acknowledgment by the applicant that he is subject to penalties or actuarial adjustments on his earned pension as if it were a voluntary retirement in normal circumstances. What I am concerned about is "in normal circumstances" and again I query, that the same conditions for voluntary retirement in normal circumstances are being put to the men in the services under these particular conditions which I suggest, Mr. Chairman, are far from normal. That is, there is no mention in the Canadian Forces Reorganization Act but certainly there was in debate, and I think that this is where the present regulations fail to live up to the implied undertaking with regard to absence of penalties because of voluntary retirement due to unification.

The Chairman: Mr. McNulty?

Mr. McNulty: When the Minister appears before us maybe he could give some specific examples of how the different ranks are affected and how the graduate and post-graduate people are affected under the old terms and under the new regulations.

The Chairman: Actually, this is a question of policy.

Did you finish your questioning, Mr. Lambert?

Mr. Lambert: Yes.

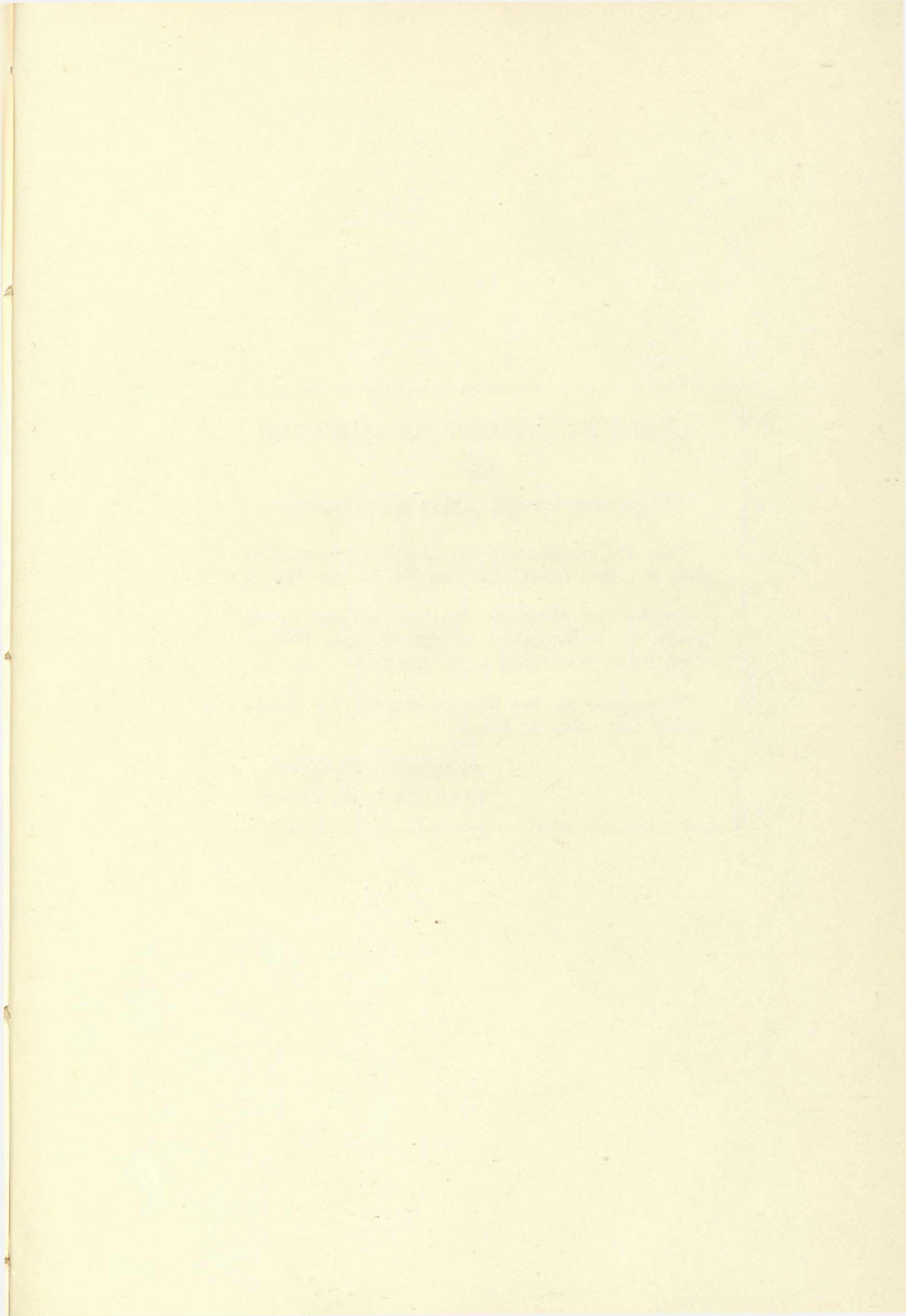
The Chairman: This completes our work for this morning. I wish to express the thanks of the members of the Committee and myself to you, General, and to you, Colonel, and all your staff appearing again.

Gentlemen, before I ask for a motion of adjournment would you permit me to read a letter that I received from the Chief of Committees Branch and Private Legislation on the question of printing and the paying of the cost of the Queen's Regulations which was distributed to the Committee. We cannot pass a motion at this stage but because of the fact that a decision will have to be made at our next meeting I would like to read this to you for your information:—(See *Minutes of Proceedings*). So it will be for us to decide at our next meeting.

Mr. Smith: I move we adjourn.

Mr. Hopkins: I second the motion.

Motion agreed to.



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