



The Defence Professional: Operationalizing the Concept

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DRDC CORA TM 2008-17
July 2008

Defence R&D Canada
Centre for Operational Research and Analysis

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Technical Memorandum

DRDC CORA TM 2008-17

July 2008

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Abstract

Today's international security environment poses increasingly complex asymmetrical challenges. To be effective in this pursuit, the Canadian Forces (CF) began a process of modernisation; one element of the transformation involved the greater integration of CF military personnel and civilian Department of National Defence (DND) employees. Essentially, military and civilian officials must work in a more collaborative fashion at the political-strategic level with greater cooperation and co-ordination of the human resources component. This report reviews the work completed by the CF/DND thus far and examines several policing and military models of the merger of human capital. Additionally, recommendations are offered to advance the greater incorporation of human capital within a CF context.

Résumé

Dans l'environnement de sécurité international actuel, les menaces asymétriques complexes sont de plus en plus nombreuses. Pour conserver leur efficacité dans un tel contexte, les Forces canadiennes (FC) ont entamé un processus de modernisation. Entre autres choses, la transformation entreprise comporte une plus grande intégration des membres des FC et des employés civils du Ministère de la Défense nationale (MDN). En gros, les chefs militaires et les hauts fonctionnaires doivent collaborer plus étroitement au niveau politico-stratégique et il faut accentuer la coopération et la coordination en ce qui concerne les ressources humaines. En plus de passer en revue le travail accompli par les FC/le MDN jusqu'à maintenant, le présent rapport se penche sur différents modèles de fusion des ressources humaines à l'intérieur de corps de police et de forces militaires. Enfin, on y trouve des recommandations destinées à faciliter l'intégration du capital humain dans le contexte des FC.

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Executive summary

Canada's International Policy Statement (IPS)(2005) provided policy goals to respond to the complex array of international and domestic security challenges for the 21st Century. About the same time, General Hillier was appointed Chief of the Defence Staff (CDS) and soon after, he announced the vision that would transform and modernise the Canadian Forces (CF). One element of the initiative involved the integration of CF and civilian Department of National Defence (DND) personnel into practically every CF structure to ensure the optimal exploitation of skills and experience.

This paper examines the operationalization of the civilian Defence Professional construct to create a fully integrated "single solution" envisioned with CF transformation. In other words, the "single solution" is essentially a defence team created through the merger of civilian public servants with members of the profession of arms. In order to reach this goal, this paper looks at the model of the United States Department of Defence (U. S. DoD) and two Canadian (paramilitary) policing organisations, the Royal Canadian Mounted Police (RCMP) and the Vancouver Police Department (VPD) which have adopted this workforce arrangement. The aim is to present a review of how these organizations went about or are currently determining the classification, selection, hiring and workforce shaping of the civilian component, defining roles and responsibilities for greater amalgamation of civilians into the workforce.

Approaches to the incorporation of civilians in military and para-military organizations are varied. The U. S., through legislation, was able to gain inclusive control over the civilian component of the U. S. DoD workforce transferring them to an entirely new pay and compensation system. The RCMP, however, took a different approach creating a special classification that was a fusion between duties traditionally performed by Regular Members and Public Servant Employees. Workforce pay and compensation was also a blend between the two former force components. The VPD has determined a methodology for determining whether a position should be occupied by a civilian or regular force member and is currently working out the details of the pay and compensation system for their civilian component.

For the CF, much theoretical work has been accomplished to date laying the groundwork for determining a methodology to realize the concept of the Defence Professional. Considerably more practical work must be accomplished in order to work out the fundamental elements of merging the two professional constructs and creating a fully integrated "single solution" envisioned with CF transformation.

It is recommended that a Strategic Concept Development Team with the required support functions be formed to determine the way forward for greater amalgamation of civilian and CF members into the integrated solution envisioned by the CDS and stated in the six principles of CF Transformation. Some functions of the group may include, but not be limited to:

- Understanding the legal implications and requirements, if any, that would be essential to wholly support the integration of the Defence Team;

- Conducting a comprehensive assessment of all positions in the CF. The results can then be used to determine the classification of positions specifically related to civilianization and for purposes related to the development of an employment framework to achieve “Employment of the Injured”;
- Determining a methodology (including definitions and decision trees) for classifying a position as military or civilian, by an external group to avoid bias;
- Preparing a financial cost analysis associated with the conversion of each position to demonstrate managerial reasons for civilianization;
- Determining future operational roles that could be accomplished by civilians;
- Examining pay, compensation, and career management implications associated with the amalgamation; and
- Creating explicit timelines, opportunities process feedback and other evaluative mechanisms (e.g., audits, cultural assessment), to ensure project completion and success.

Banko, K. M. The Defence Professional: Examining the Integration of Civilians into the Defence Team. Technical Memorandum 2008-17. DRDC CORA.

Sommaire

L'Énoncé de politique internationale du Canada (2005) présentait les grands objectifs à poursuivre pour relever les nombreux défis complexes posés par la sécurité internationale et nationale au 21^e siècle. Sa diffusion a presque coïncidé avec la nomination du Général Hillier au poste de Chef d'état-major de la Défense (CEMD) qui, peu après son entrée en fonction, a rendu publique la vision destinée à transformer et à moderniser les Forces canadiennes (FC). Entre autres choses, ce projet comportait l'intégration des membres des FC et du personnel civil du Ministère de la Défense nationale (MDN) dans presque toutes les structures des FC afin d'assurer une utilisation optimale des compétences et de l'expérience.

Le présent document traite de l'opérationnalisation de la notion de « professionnel civil de la Défense » afin d'arriver à une « solution unique » parfaitement intégrée, aboutissement de la transformation des FC. En d'autres termes, la « solution unique » consiste en gros à former une équipe de la Défense réunissant les fonctionnaires et les membres de la profession des armes. Dans cette optique, la présente étude s'est penchée sur trois organisations ayant opté pour une telle structuration de leurs effectifs, soit le Département de la défense (DoD) américain et deux corps de police canadiens, la Gendarmerie royale du Canada (GRC) et le service de police de Vancouver (SPV). L'analyse a principalement porté sur les méthodes de classification, de sélection, d'embauche et de structuration de la composante civile de l'effectif ainsi que sur la définition des rôles et des responsabilités afin de maximiser l'intégration des civils à l'effectif.

Les méthodes d'incorporation de civils dans des organisations militaires et paramilitaires varient. Aux États-Unis, il a été possible, par voie législative, d'obtenir le contrôle global de la composante civile de l'effectif du DoD et de créer à son intention un tout nouveau régime de rémunération. La GRC a, pour sa part, créé une classification spéciale qui regroupe des tâches traditionnellement confiées à des membres réguliers et à des fonctionnaires. Le régime de rémunération constitue également une synthèse des régimes propres à chacune des deux anciennes composantes. Enfin, le SPV a mis au point une méthode lui permettant de déterminer si un poste devrait être occupé par un civil ou par un membre régulier et travaille actuellement à l'élaboration du régime de rémunération de la composante civile.

En ce qui concerne les FC, une bonne partie du travail théorique est achevée, ce qui a permis de jeter les bases d'une méthode qui permettra de mettre en application le concept de professionnel de la Défense. Il reste beaucoup de travail à faire en pratique avant qu'il soit possible de fusionner les notions de professionnel militaire et de professionnel civil et de parvenir à la « solution unique » parfaitement intégrée visée par la transformation des FC.

Il est recommandé de mettre sur pied une équipe stratégique qui sera responsable de l'élaboration du concept et qui disposera de tout le soutien nécessaire. Son travail consistera à déterminer ce qu'il faut faire pour mieux amalgamer les employés civils et les membres des FC selon la solution intégrée projetée par le CEMD et sous-entendue dans les six principes du projet de transformation des FC. Parmi les tâches possibles du groupe, notons les suivantes :

- Déterminer les implications et exigences potentielles, sur le plan juridique, de l'intégration de l'équipe de la Défense;
- Procéder à une évaluation exhaustive de l'ensemble des postes des FC. Les résultats d'une telle évaluation serviront par la suite à classer les postes, principalement ceux qui seront confiés à des civils, et à élaborer un cadre pour « l'emploi des blessés »;
- Concevoir une méthode (comportant des définitions et des arbres de décision) qui permettra à un groupe externe de déterminer en toute objectivité si un poste doit être considéré comme un poste civil ou militaire;
- Faire une analyse des coûts de la conversion de chaque poste pour fournir à la direction des motifs de confier certains postes à des civils;
- Cerner des rôles opérationnels qui pourraient être confiés à des civils à l'avenir;
- Étudier les implications de l'intégration sur le plan de la rémunération et de l'avancement professionnel;
- Établir des délais, une méthode de rétroaction sur les perspectives offertes et d'autres mécanismes d'évaluation (p. ex. vérifications, évaluation culturelle) afin d'assurer que le projet est mené à bien avec succès.

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Table of contents

Abstract.....	i
Executive summary	iii
Sommaire.....	v
Table of contents	vii
1. Introduction	1
1.1 Background	1
1.2 Scope	1
2. Human Capital.....	3
2.1 Civilianisation of the Workforce	3
2.2 Drivers of Civilianisation	3
2.3 Civilianisation and the Canadian Forces	4
3. United States Department of Defense	8
3.1 Force Structure	8
3.2 The National Security Personnel System	9
3.2.1 Shaping the Workforce.....	9
4. Canadian Policing Organizations	11
4.1 Royal Canadian Mounted Police	11
4.1.1 Requirements and Compensation for Civilian Members	13
4.2 Vancouver Police Department.....	13
5. Conclusions and Recommendations.....	16
5.1 The Way Ahead.....	16
6. References	18
List of symbols/abbreviations/acronyms/initialisms	21

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1. Introduction

Today's international security environment poses complex challenges, whether in the form of failed or failing states, global terrorism, the spread of weapons of mass effects or ongoing regional tensions. To be effective in this pursuit, military and civilian officials must work collaboratively at the political-strategic level, each sharing a comprehensive understanding of the nature of conflict¹. The outward approach is increasingly evident in the Joint, Interagency, Multinational and Public (JIMP) movement towards a comprehensive approach to operations (Gizewski, 2007). Looking inward, part of this collaborative approach will involve the domestic co-ordination of the human resources component and the increasing movement toward a holistic approach to strategic operations at home.

1.1 Background

Canada's International Policy Statement (IPS)(2005), although not part of the approved statement of principles, objectives, and policy of the current government, provided policy goals to respond to the complex array of international and domestic security challenges for the 21st Century. The IPS envisioned a 'whole of government approach' to addressing complex issues, especially in the security environment. About the same time, in February 2005, General Hillier was appointed Chief of the Defence Staff (CDS) and soon after, he announced his vision that would transform and modernise the Canadian Forces (CF) to meet the asymmetrical threats following September 11 (Maple Leaf, 2005).

One element of his vision involved the incorporation of the defence team (CF and Department of National Defence (DND) personnel comprised of Regular Force members, reservists, and civilian workers) that would be more closely incorporated into practically every CF structure to ensure the optimal utilization of knowledge, skills and experience. Taking into consideration both the IPS and the CDS's vision, the Defence Team should not be merely a merger of military and civilian workers who will solve complicated problems. Rather, the defence team should be an amalgamated multi-disciplinary, multi-professional partnership that will bring diverse but complimentary perspectives to generate solutions to complex defence and security issues.

1.2 Scope

This paper examines the operationalization of the Defence Professional construct necessary to produce the fully incorporated "single solution" envisioned with CF transformation. This paper looks at the model of the United States Department of Defence (U. S. DoD) and two Canadian (paramilitary) policing organisations, the Royal Canadian Mounted Police (RCMP) and the Vancouver Police Department (VPD) which have adopted this workforce arrangement. The aim is to present a review of how these organizations went about or are currently determining the classification, selection, hiring and workforce shaping of the civilian component, defining roles, responsibilities and integrating civilians into the workforce. The end results will be to utilize the information gathered from a "lessons learned" perspective to continue working out the

¹ Department of National Defence, Canadian Forces Strategic Operating Concept. Draft 4.5A, 15 December 2004.

fundamental elements of merging civilian public servants and military personnel to create the fully integrated defence team envisioned with CF transformation.

2. Human Capital

Traditionally, strategic human capital planning has been a weak link in the management of federal departments, agencies and Crown corporations (Auditor General of Canada, 1997). Federal employees account for a large and visible share of operating costs of most Federal entities and, as a result, are often viewed through budgetary lenses and seen primarily as costs to be cut rather than as assets to be appreciated. However, to keep pace with the ever-changing and increasingly demanding workforce environment, the traditional view of employees as mere costs must also be supplanted by a strategic approach to managing people. As the value of people increases, so does the performance capacity of the organisation, and therefore its value to clients and stakeholders.

An organisation's human capital approach must be aligned to support its mission, vision for the future, core values, goals and strategies by which the organisation has defined its direction and its expectations for it and its people. Considering the transformational changes the CF and the DND have undergone and continue to undergo, taking a strategic view of all human capital becomes ever more crucial to organisational results.

2.1 Civilianisation of the Workforce

It is widely acknowledged in the civilianisation literature that having civilians in key positions in military organisations enhances the organisational environment, brings specialised expertise, and generates many benefits for members of the profession of arms (General Accounting Office, 1997). To describe the concept in terms of a Canadian military context, *civilianisation* can be defined as the practice of assigning work that does not require the authority, special training, or credibility of a member of the profession of arms. Importantly, civilianisation must focus on positions within the CF rather than on individual personnel who occupy positions.

2.2 Drivers of Civilianisation

Civilianisation has generally occurred as part of the movement toward professionalism (for a review of professionalism see *Duty with Honour: The Profession of Arms in Canada, 2005*). The civilianisation of any military or paramilitary force has numerous potential benefits. These may include:

- Reducing overall costs;
- Broadening the talent pool;
- Increasing diversity in the organisation; (minority group members can be further integrated in to the organisation)
- Leveraging the multi-disciplinary synergistic approach to resolving complex issues; (civilianisation increases the number of potential applicants for positions and provides an opportunity to access specialised skills and expertise); and

- Increasing the number of military members available for operations.

In a comprehensive review of civilianisation in policing (Parrett, 1992), agents driving civilianisation include:

- The increasing costs of police service delivery (sworn police officers are an expensive resource);
- The general pressures to control expenditures on public service;
- An emphasis on the requirement for effective and efficient management of resources;
- Pressure on police organisations to be sensitive to and responsive to community needs;
- Innovations in police technology;
- Increased functional specialisation within the police organisation; and
- Development of an ethos directed towards examining alternative service delivery systems.

Although many of these items are evidenced within policing organisations, these points can be extended to a military context. It is particularly important to note that civilianisation is much more than simply an economic measure; it is more than the simple transfer of military tasks to civilian staff. Civilianisation is a move toward the recognition and understanding of the increasing importance of the civilian element in the organisation (Hill, 2007). It can be viewed as both a managerial practice and as a strategy to remove barriers (Bentley, 2007; Fillion, 2007; Van-Vianen, 2007). Additionally, expansion in the number of civilians in the CF would provide more opportunity for civilian staff to transfer laterally or apply for higher-level positions in the Department. This would contribute to retaining civilian employees and ensuring that their expertise and skill sets would continue to be available.

Although there are many factors that push towards the civilianisation of military positions, there are also many challenges associated with the concept. For instance, impediments to civilisation may include such things as corporate culture (Hill, 2007), civilian unions and associations, the view that most positions require occupational experience², the concern that civilianisation will threaten the job security and promotion opportunities of military members and the provisions of collective agreements that limit the levels of civilians (Fodor, 2007; personal communication).

2.3 Civilianisation and the Canadian Forces

The current security environment calls for professional, highly trained armed forces capable of using new technologies effectively in joint, interagency and multinational operations. In line with this approach, two major forces co-occurred: a) the release of the International Policy Statement

² Critics of civilianization argue that persons with operational experience and training best perform the majority of inside positions within a military. However, there are many examples of military jobs within National Defence Headquarters that have been successfully filled by both civilian and military members. The recent Director General Military Personnel post will be a civilian position, for example.

(2005) articulating the policy goals for which missions, responsibilities and challenges of the 21st Century are based; and b) the generation of the CDS's vision calling for the transformation of the CF to meet asymmetrical threats following the attack on U.S. territory on 11 September 2001. Within this strategic context, the CDS identified six key principles applicable to the transformation efforts. One principle was the need for operations and operational support to take primacy over all other activities within the CF, especially at the strategic level where the priorities of the CF and DND intersect. The second principle was the integration of Regular Force members, reservists, and civilian personnel into virtually every CF structure to ensure the best utilisation of appropriate skills and experience at every level (Edwards, Bentley, & Walker, 2006). Due to the combination of these two guiding principles, the concept of the "defence professional" came to be. The Defence Professional has been described and thought of as a Public Servant working in DND with the understanding that their roles and responsibilities are aimed directly at supporting operations. This support is now extended to the actual deployment of civilians in theatres of operation. Future utilisation of civilians may include a broader spectrum from technicians upwards to senior level Public Servants (Bentley, 2007).

To date, much of the theoretical thinking and work on essential components of the "Defence Team" has been accomplished. LCol Bentley has articulated a sound conceptual model based on the concept of professionalism and professional ideology (Bentley, 2007). Several manuscripts detailing leadership doctrine have been compiled including:

- i. *Leadership in the Canadian Forces: Conceptual Foundations* (2005) which provides leaders at all levels in the CF with a broad conceptual understanding of military leadership and a systems overview of the requirements of leadership in the CF.
- ii. *Leadership in the Canadian Forces: Leading People* (2007) provides in-depth guidance upon which military professionals can build and shape their leader skills and techniques to direct, enable and motivate their people in the successful achievement of everything from day-to-day duty in domestic operations, providing humanitarian aid, and in combat missions.
- iii. *Leadership in the Canadian Forces: Leading the Institution* (2007) addresses the challenges and opportunities leadership that takes place predominantly at the strategic level of the CF with a major focus on indirect influence on organisational performance.

Additionally, Assistant Deputy Minister (HR Civilian) has been exploring the core body of knowledge, skills, and attributes required as a civilian leader/Executive within DND, specific to a Defence Institution for the Leadership development/training for the civilian Executive. In other words, the acquired body of knowledge derived from research, education, training, and experience known as "The Defence Leadership Curriculum" (Seigal, 2006).

In support of CF transformation efforts, the CDS Action Team (CAT) 4 was formed with a view to set the conditions that would enable a "whole of defence" (i.e. the Department including the CF) approach to meeting the CF vision. One particular recommendation from the review included investigating the extent to which 'integrated' military-civilian work force planning can both support transformation and increase the deployment capacity of the CF (CDS Action Team 4, 2005). This included identifying roles, such as administrative ones, currently conducted by CF members that could be filled by civilians.

To this end, in June 2006, a small working group (WG) was established to review and update criteria for determining whether positions should be established as military or civilian in DND. The WG consisted of representatives from groups within DND involved in personnel issues. The WG restricted its review to make recommendations on the employment of civilian personnel using the Canadian Forces Organisation and Establishment Policy criteria (AE 219-001/AG-001, CFP 219 version 2003 cited in Moffat, 2007). Near the end of its mandate, the WG discussed a methodology designed to address freeing military staff from strategic headquarters for immediate operational/training duties. The draft methodology was to be used to determine how to civilianise military positions during the strategic goal of force expansion over the next few years. However, no consensus was achieved on what the methodology should be. Despite this, the WG did agree on criteria for the determination of positions as military or civilian. Positions would be military where:

- The position is required by law and regulations;
- The organisation determines that current military knowledge, skills, abilities and other competencies are required which are only acquired through military professional development/military training;
- The position provides essential training and development for a military member (e.g., a Log officer gaining experience for next operational deployment);
- The position is required for essential rotational purposes: (e.g., Ship-to-shore ratio)
- The position is required to augment the operational force (e.g., Base Security Force);
- The position is required to support effective military career structures (e.g., maintaining a viable number of positions in a military occupation (MOC) to retain that MOC's health); and
- Credibility of the position must be considered. Maintaining the credibility of the CF to the Canadian Government, public and international allies must remain paramount (e.g., In cases where a military liaison function is required to maintain credibility among allies).

According to the WG, positions in DND should be civilian where these considerations do not apply [Memorandum 6004-1 (Director Defence Strategy Management)].

The WG briefly discussed a process that would support a National Defence Headquarters (NDHQ)-wide examination of military positions with the intent of identifying those that could be filled by civilians and decided that an essential step is the requirement for a specific WG who would define the scope of the review required, examine options and ultimately develop an appropriate methodology that would “get the job done”, in a transparent, efficient and effective manner. Further, the WG recommended that a full functional review of all positions in NDHQ should be conducted to determine what positions are absolutely required to carry out the roles that NDHQ are designated to carry out³.

³ To the best of the author's knowledge, little, if anything, has been done since the devolution of the WG (Moffat, personal communication, 29 October 2007)

In sum, the move towards a comprehensive approach to domestic and international operations requires a greater than ever reliance on civilian manpower. As such, the CF must continually strive to determine existing and future opportunities for civilian support in areas that do not require the power, special training, or requirements of a member of the profession of arms. There are many potential benefits associated with incorporating civilians in a greater capacity, such as reduced staffing costs and the development of a broader talent pool to name just a few. Much of the theoretical thinking involved in this endeavour has been accomplished. The next section of this paper examines, in some detail, how the US DoD went about operationalizing civilianisation.

3. United States Department of Defense

In the latter part of the 1990s, as efforts to downsize continued, the U.S. DoD examined ways for the military services to achieve operational efficiencies and budget savings. Using civilian personnel in support positions had been cited as the most cost effective way (General Accounting Office (GAO), 1994). The GAO examined DoD's guidance and decision-making process for determining whether to use civilians or military members in a position. Specifically, the GAO examined:

- DoD and the military services' efforts to replace military personnel in support positions with civilian employees; and
- The adequacy of planning for the future use of civilian employees and contractor personnel to support military operation in combat areas.

3.1 Force Structure

The structure of the US armed forces is based on the DoD Total Force Policy, which recognises that all parts of the structure (active military members, reservists, civilian employees, defence contractors, and host nation military and civilian personnel) play a role in national defence. In the history of the military establishment, civilians have been associated with the military and continue as a significant contributor to the DoD. As of 1994, civilian employees constituted approximately 1/3 of DoD's active personnel.

The individual services have assigned many military personnel to support functions, such as personnel management and data processing, that are typically performed by civilian personnel and do not require skills gained from military experience. The Army, Navy, Air Force and Marines use military personnel and civilian employees, in varying degrees, to perform similar functions, which suggests that more support positions could be filled by civilians. Using aggregate data for major job categories within each service, the GAO identified many positions that seemed to have the potential for civilian incumbency, but at that time were occupied by military personnel. Converting these position from military to civilian help had many potential advantages. Operationally, civilians provided more continuity in certain positions and released the military for more combat-specific functions. Financially, they were generally less costly than military personnel (Gates, Eibner & Keating, 2006).

In response to more than a decade of downsizing and restructuring, the DoD engaged in a Human Resource (HR) strategic planning effort to address the resulting imbalances in both skills and experience levels in many parts of DoD (U.S. DoD, 2003) referred to as the Civilian HR Strategic Plan 2002-2008. The strategic plan took into account the need to be able to move from a Department structured to support the Cold War to a Department structured to react quickly to evolving missions and to deploy to any location of armed conflict. The strategic plan imparts the DoD's direction, vision, values, principles, critical success goals and objectives essentially shifting the basis of defence planning from a threat based model to a capabilities based model. Implementation of the plan involved restructuring of the Department in terms of authorities and responsibilities. Importantly, restructuring the department was facilitated through legislation by which the DoD would have governance authority over the civilian cadre. The National Security

Personnel System (NSPS), then is the DoD's proposed model for civilian governance. The NSPS was intended to provide for wide-ranging changes in DoD's civilian personnel pay, performance management and collective bargaining (Walker, 2003).

3.2 The National Security Personnel System

The NSPS management system provides DoD with the tools necessary to compensate and reward employees. Three core concepts to the system include a) accountability (individuals are responsible for their own career and performance, contributions pay off through salary increases and bonuses), b) flexibility (right people in the right jobs at the right time), and c) results (individual performance and contribution link to achieving organisational goals).

Converting employees to the NSPS happened automatically without a loss of pay. Most employees received a one-time prorated buy-in that was based on the length of time (calendar days) of service and was added to employees' base salary when positions converted. Once employees' positions were converted, they were placed into a) a career group, b) a pay schedule, and c) a pay band. These terms are described in the following section on shaping the workforce.

The Office of Personnel Management (OPM) has the key leadership role in leading, and implementing the NSPS. As such, the OPM must have the capacity to successfully guide human capital transformations necessary to meet the governance challenges of the 21st Century. Given this role, the GAO conducted a review to make recommendation to the Director of the OPM to improve OPM's capacity for future reforms by re-examining agency wide skills and to address issues specific to the pay systems such as sharing best practices and tracking progress towards goals (General Accounting Office, 2007). The major recommendations centered on issues of collaboration (sharing best practices, soliciting and incorporating feedback) and measurement (developing clear and timely guidelines for implementation and tracking progress to ensure accountability).

3.2.1 Shaping the Workforce

Shaping the workforce defines working out the classification, selection, and hiring of the civilian cadre. The classification architecture of the NSPS is designed so that management officials can readily make classification decisions and employees and supervisors can understand the rationale. Positions are classified based on the following:

- The overall nature and purpose of the position's duties and responsibilities;
- The position's level of difficulty;
- The occupational qualifications;
- The competency requirements;
- The mission of the organisation; and
- The relationship to other positions or organisational levels.

The system was designed, in part, to allow greater movement both within and outside career groups and to develop and enhance employee skills and talents.

Based on a person's occupation, he or she is placed in one of four career groups (a broad grouping of occupations that perform similar types of work and have similar career progression patterns). The four career groups are: standard, scientific and engineering, investigative and protective services, and medical⁴. Employees are placed into "pay bands" based on the nature of their work and job skills. The use of pay bands is intended to make it easier for managers to assign new or different work to employees, and provide an opportunity for employees to broaden their skills and advance in their careers (Washington Post, 2005, p. B02). For example, Defence employees in the "standard career group" would fall into three pay schedules: professional/analytical; technician/support; and supervisor/manager. Each pay schedule has three salary bands. Pay raises have three parts—a nationwide increase that may vary by pay band, locality increases based on geographic or labour market conditions, and an increase based on job performance ratings. Employees rated as "fair—the lowest acceptable level of job performance—are eligible for pay band and locality raises. Employees rated as providing "valued performance" or higher are eligible for a performance-based raise. Employees at the top of their pay bands get a bonus in lieu of a performance raise.

To summarise, following more than a decade of downsizing in the 1990s, the US DoD engaged in strategic HR planning to incorporate civilians into the workforce in a greater capacity than has been previously the case. A strategic plan to restructure the DoD in terms of authorities and responsibilities was facilitated through legislation. A new personnel system detailed how civilian employees were to be compensated and rewarded. The next section of the paper examines the way in which two Canadian paramilitary organisations approached the issue.

⁴ The author found no information with respect to a methodology for the career grouping.

4. Canadian Policing Organizations

Apart from military cooperation and collaboration, civilians work in a variety of capacities in paramilitary organisations. Historically, police forces have filled a minimum number of positions with civilians for the following reasons:

- They want to keep positions open for uniformed members who are temporarily or permanently unable to carry out the full range of operational policing duties;
- These positions provide an avenue for career development for uniformed members aspiring to management positions;
- Uniformed members in these positions are available for policing duty in an emergency; and
- They perceive that uniformed officers will do a better job because they understand operational policing (Auditor General, 1992).

4.1 Royal Canadian Mounted Police

In 1988, the RCMP conducted an internal study of the use of uniformed members in non-police functions⁵. The study focused on over 1,300 positions mainly at national and divisional headquarters. Historically, the RCMP has always had civilian assistance⁶. They are most prevalent in clerical and administrative support positions. The RCMP has also used civilians in many line position areas such as forensic laboratories, identification and dispatchers in communication centres.

The study team initially determined that almost 500 positions did not require police-related qualifications. Of these, RCMP management reduced to 64, the number of positions recommended for civilianisation based on the criteria described later in this section. The study also included a financial analysis of the savings that would be generated by the civilianisation of positions (Auditor General, 1992).

In 1993, the RCMP Senior Executive Committee (SEC) decided that the organisation should retain its Regular Member (RM), Civilian Member (CM) and Public Service Employee (PSE) categories of employees and directed that the roles amongst the three categories be more clearly articulated, and staffed accordingly (RCMP, 2004, 330-44-28).

In 1995, the SEC approved definitions for each of the three employee categories and six definition exemptions. Re-categorisation of identified RM positions was directed to be achieved within three years (by January 1998) and monitored through the audit function.

⁵ The author was unable to obtain a copy of this report. Information presented in this review was gleaned from other sources.

⁶ http://www.rcmp-learning.org/history/history_mod4.htm

Currently, the classification architecture of the RCMP is comprised of three occupational categories:

Civilian Member: This category is composed of positions requiring specialised qualification of training, primarily engaged in the application of technical/scientific/law enforcement expertise, in direct support to law enforcement activities and to the development and interpretation of law enforcement policies. (Although civilian members are not delegated the powers of a police officer, they are professional partners within Canada's national police force. They represent approximately 14% of the total RCMP employee population, and are employed within RCMP establishments in most geographical areas of Canada).

Public Service Employee: This category is composed of positions that provide administrative/technical/professional support service to the RCMP, or are engaged in the development, interpretation or application of policies required for the administrative management of the RCMP.

Regular Member: This category is composed of positions requiring performance of duties described in Section 18 of the *RCMP Act* (1985), or application of peace office experience and expertise to operational matters, in the development and interpretation of law enforcement policy, or in the development and interpretation of policy affecting careers and benefits of members.

The exemptions of the definition require flexibility. Exceptions would permit deviation from the strict interpretation of the definitions to address situation such as the following:

- Positions where an awareness of service personnel conditions would significantly aid in the delivery of service (e.g., administrative/organisational services such as compensation, health, classification, training, human rights, among others, might be staffed with a combination of RMs, CMs, or PSEs to develop policies and/or deliver services for employees,);
- Positions in which a mix of RMs, CMs, and PSEs making contributions based on their expertise would be best to ensure law enforcement or corporate policy development benefited from diverse expertise, no matter how it is acquired;
- Temporary positions which need to be created as “classification-exempt” in order to permit the development (knowledge, skills, abilities, other) of members in areas usually staffed with personnel of another category;
- Where Management reserves the right to retain sufficient police personnel in a given location to ensure that all operational responsibilities are satisfied. The proportion of positions to accommodate the personnel would be determined locally;
- RM or CM positions not satisfying the category definition but which by default would revert to another government agency, should remain or convert to CM when no RM content exists; and
- Submissions for exceptions beyond those outlined above are evaluated centrally by Personnel Directorate and Public Service Personnel Directorate [now the Director of Organisation and Classification] and approved if agreement is found, or refereed to Chief Human Resource Officer for final determination.

In 2000, the SEC reviewed the progress that was being made with re-categorisation of member positions and observed that conversion had occurred primarily in the RM category and that few CM positions had been converted. To assess the progress that the RCMP had made in the past years since being directed by the SEC, in 1995, to commence re-categorisation of CM position to PSE position, the Director of Organisation and Classification was consulted and advised that only limited data reflecting position totals, commencing in 1998 was available from which to measure progress. In 2004, a strategic plan was created to determine that appropriated number of CM positions.

4.1.1 Requirements and Compensation for Civilian Members

To apply for a job as a civilian member of the RCMP one must:

- Be a Canadian citizen;
- Be of good character (possess integrity, honesty, professionalism, compassion, respect and accountability), which will be assessed through the suitability interview; and,
- Meet the positions education, experience, linguistic, physical and medical requirements of the particular employment category⁷.

Civilian member applicants are required to undergo security and personal suitability interviews/tests designed to assist in the selection of the most suitable candidates. A civilian member is subject to a probationary term. During this period there is a requirement to meet specific performance standards designed for each category of employment and there are sometimes requirements to qualifying specialised training programs.

The civilian member pay scale generally follows the Public Service Commission pay scale as set by the Treasury Board. A combination of employer and public service benefits comprise the compensation package⁸. These include a pre-determined amount of Annual Leave based on years of service, an RCMP Superannuation Act (pension plan), employer-sponsored dental plan, Public Service health care plan, long term disability coverage, maternity/parental allowances and life insurance.

4.2 Vancouver Police Department

The VPD is currently in the midst of an Operational Review that is examining key components of the organisation and delivery of policing services. One component of the review is a study of the opportunities for civilianising positions in the Department (Griffiths, Palmer, Weeks, Polydore, Lalonde, Chin, & Montgomery, 2006).

Although civilisation in the VPD is mainly viewed as a cost reduction strategy, there are other benefits such as increasing the number of police on the streets, broadening the talent pool, and increasing opportunities, diversity and productivity in the Department (Forst, 2000).

Civilianisation has been a contentious issue in policing and raises fundamental questions about

⁷ Retrieved from http://rcmp-grc.gc.ca/fls/careers_general_e.html

⁸ The specific compilation of benefits are arranged through the appropriate unions.

the nature of policing and police work. The activities that most appropriately carried out by sworn police officers, and the over all responsibility of the police service. These concerns are mirrored within military cultures (Bentley, 2007). Sources of resistance to civilianisation include senior police management, police unions and associations, the view that the majority of positions in a police department require sworn members, the concern that civilianisation will threaten the job security and promotion opportunities of sworn members and the provisions of collective agreements that limit the levels of civilians.

A project team was created to determine the number of positions occupied by sworn officers that could be filled by specially-trained civilians, provide data on the cost of implementation of civilianising those positions, and establish a framework for civilianisation that could be used to guide the assessment of future positions that may be developed within the VPD. This work followed from a review of the VPD staffing requirements (Griffiths, et al. 2006). The major components of the study included:

- A literature review of civilianisation in policing in North America determining the benefits to be found through civilianisation;
- The development of a decision making tree to be used in assessing sworn and civilian positions;
- Interviews with Inspectors, Deputy Chief Constables and civilian managers about positions under their span of control;
- A review of every sworn and civilian position in the Department by an independent assessor;
- The development of a policy on civilianisation to determine whether new/future positions are to be sworn or civilian; and
- An examination of the need to accommodate officers who, for whatever reason, cannot be deployed in a full-function capacity.

Currently, the VPD has civilians in key management positions, including Finance, Information Technology, Information Management, Public Affairs and Marketing, Fleet Management, and Police Stores. Many of these positions were historically filled by sworn police officers and have been civilianised. As well, the Department has an operational legal advisor who is a civilian lawyer. It is important to note that the Project Team had no preconceived notions of what positions, and how many positions, might be re-classified from sworn positions to civilian positions as a result of the study.

The literature review of selected police departments in Canada and the United States revealed that:

- Civilians fill a wide variety of positions in North American police departments that were traditionally occupied by sworn police officers;
- There are “mixed” units comprised of sworn and civilian members in many police departments;

- There are civilians in executive and senior management positions in North American police departments; and in terms of reporting structures; and
- Sworn members are in charge of mixed sworn/civilian units and sworn members also report to civilian managers in some police departments.

Based on the review of best practices, a decision tree was developed composed of three questions that were asked of every position in the Department (with the exception of patrol and clerical support):

1. Does the position require law enforcement powers (i.e., powers of arrest, use of force, statutory requirement, carrying a firearm)?
2. Is the training, experience, or credibility of a sworn police officer required to fulfill the duties of the position?
3. Can a specially trained civilian fulfill the requirements of the position?

Using the decision tree, an assessment of each position was performed via interviews with sworn and civilian managers about the positions under their spans of control. Following the assessments, recommendations for civilianisation were offered. In addition, a cost analysis was conducted for each position demonstrating the financial savings achieved by converting sworn position to civilian positions. The review committee recommended that a policy be written on civilianisation that included the three questions comprising the decision making tree.

Members of the VPD are accommodated when their assigned position requires duties that they are not able to effectively or safely perform. Accommodation occurs most frequently when members are assigned to operational duties. The employee is usually re-assigned to a non-operational position. The VPD must attempt to accommodate sworn officers who, for a wide variety of reasons, may be placed in a position that could be filled by a specially trained civilian. This raises the issue as to whether positions that would otherwise most appropriately be classified to be filled by a specially trained civilian should, nevertheless, be held open for sworn members on accommodated status. It was the view of the Project Team that civilianisation and accommodation, while potentially having an impact on one another, should be considered separately. As such, questions about accommodation were not included in the decision making tree. Currently, the VPD is working out the pay and compensation details of the merger.

Overall, civilians have historically held posts and will continue to occupy positions in several capacities within Canadian policing organisations. A selected team identified almost 500 positions within the RCMP that did not require police-related qualifications (e.g., use firearms to protect others from harm or death); however, the RCMP management reduced that number substantively by creating a list of exemptions to the original criteria. The VPD created a decision tree to determine which positions could be filled by civilians and are currently working out the details of the unification. These policing workforce arrangements and that of the US DoD are summarized in the next section of the paper. Suggestions for the way ahead in terms of the CF are offered for consideration.

5. Conclusions and Recommendations

Approaches to the integration of civilians in military and para-military organisations are varied. The U.S., through legislation, was able to gain managerial control over the civilian component of the U. S. DoD workforce transferring them to an entirely new pay and compensation system. The RCMP, however, took a different approach creating a special classification that was a fusion between duties traditionally performed by RMs and PSEs. Workforce pay and compensation was also a blend between the two former force components. The VPD is currently working out the details of their pay and compensation system.

For the CF, much theoretical work has been accomplished to date laying the groundwork for determining a methodology to realise the concept of the Defence Professional. Considerably, more practical work must be accomplished in order to work out the fundamental elements of merging the two professional constructs and creating a fully integrated “single solution” envisioned with CF transformation.

So far, much of the theoretical thinking and work on essential components of the “Defence Team” has been accomplished including: a) the articulation of a sound conceptual model based on the concept of professionalism and professional ideology (Bentley, 2007), b) the development of Leadership doctrine and several manuals and c) development of a curriculum to develop the core body of knowledge and expertise required of a Defence Professional. What remains to be completed is the determination of the legal requirements of such a transformation and the identification of roles, such as administrative ones, currently conducted by CF members that could be filled by civilians.

5.1 The Way Ahead

It is recommended that a Strategic Concept Development Team with the required support functions be formed to determine the way forward for greater integration of civilian and Canadian Force members into the integrated solution envisioned by the CDS and stated in the six principles of CF Transformation. Some functions of the group may include, but not be limited to:

- Review and integrate where possible the findings of the CF Transformation WG (CAT 4)
- Understanding the legal implications and requirements, if any, that would be essential to wholly support the integration of the Defence Team;
- Conducting a comprehensive assessment of all positions in the CF. The results can then be used to determine the classification of positions specifically related to civilianisation and for purposes related to the development of an employment framework to achieve “Employment of the Injured”;
- Determining a methodology (including definitions and decision trees) for classifying a position as military or civilian, by an external group to avoid bias;
- Preparing a financial cost analysis associated with the conversion of each position to demonstrate managerial reasons for civilianisation;

- Determining future operational roles that could be accomplished by civilians;
- Examining pay, compensation, and career management implications associated with the amalgamation; and
- Creating explicit timelines, opportunities process feedback and other evaluative mechanisms (e.g., audits, cultural assessment), to ensure project completion and success.

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List of symbols/abbreviations/acronyms/initialisms

CAT	Chief of the Defence Staff Action Team
CDS	Chief of the Defence Staff
CF	Canadian Forces
CM	Civilian Member
DND	Department of National Defence
GAO	Government Accounting Office
HR	Human Resources
IPS	International Policy Statement
MOC	Military Occupation
NDHQ	National Defence Headquarters
NSPS	National Security Personnel System
OPM	Office of Personnel Management
PSE	Public Service Employee
RCMP	Royal Canadian Mounted Police
RM	Regular Member
SEC	Senior Executive Committee
U.S. DoD	United States Department of Defense
VPD	Vancouver Police Department
WG	Working Group

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<p>1. ORIGINATOR (the name and address of the organization preparing the document. Organizations for whom the document was prepared e.g. Establishment Sponsoring a contractor's report, or tasking agency, are entered in Section 8). DGMPPRA Department of National Defence 101 Colonel By Drive Ottawa, ON K1A 0K2 CANADA</p>	<p>2. SECURITY CLASSIFICATION (overall security classification of the document, including special warning terms if applicable) Unclassified (NON-CONTROLLED GOODS) DMC: A REVIEW: GCEC JUNE 2010</p>	
<p>3. TITLE (the complete document title as indicated on the title page. Its classification should be indicated by the appropriate abbreviation (S, C or U) in parentheses after the title) The Defence Professional: Operationalizing the Concept</p>		
<p>4. AUTHORS (last name, first name, middle initial) Banko, Katherine</p>		
<p>5. DATE OF PUBLICATION (month Year of Publication of document) June 2008</p>	<p>6a. NO OF PAGES (total containing information. Include Annexes, Appendices, etc.) 22</p>	<p>6b. NO OF REFS (total cited in document) 30</p>
<p>7. DESCRIPTIVE NOTES (the category of document, e.g. technical report, technical note or memorandum. If appropriate, enter the type of report e.g. interim, progress, summary, annual or final. Give the inclusive dates when a specific reporting period is covered.) Technical Memorandum 2008-17</p>		
<p>8. SPONSORING ACTIVITY (the name of the department project office or laboratory sponsoring the research and development. Include the address). DGMPPRA</p>		
<p>9a. PROJECT OR GRANT NO. (if appropriate, the applicable research and development project or grant number under which the document was written. Please specify whether project or grant.)</p>	<p>9b. CONTRACT NO. (if appropriate, the applicable number under which the document was written.)</p>	
<p>10a. ORIGINATOR's document number (the official document number by which the document is identified by the originating activity. This number must be unique to this document.) DRDC CORA TM 2008-XX</p>	<p>10b. OTHER DOCUMENT NOS. (Any other numbers which may be assigned this document either by the originator or by the sponsor.)</p>	
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Today's international security environment poses increasingly complex asymmetrical challenges. To be effective in this pursuit, the Canadian Forces (CF) began a process of modernisation; one element of the transformation involved the greater integration of CF military personnel and civilian Department of National Defence (DND) employees. Essentially, military and civilian officials must work in a more collaborative fashion at the political-strategic level with greater cooperation and co-ordination of the human resources component. This report reviews the work completed by the CF/DND thus far and examines several policing and military models of the merger of human capital. Additionally, recommendations are offered to advance the greater incorporation of human capital within a CF context.

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- Civilianization
- Defence team
- Civilian HR management
- Workforce structure
- Single solution