

P o l i t i c y
OPTIONS
P o l i t i q u e s

NOVEMBER/NOVEMBRE 1987 \$2.25

VOLUME 8 NUMBER 9

**Winegard Stops Short:
McALLISTER**

PARRY: Accord for Aboriginal Rights

**FRYER & BROWN:
Start Again on the Accord**

KILGOUR: Diversifying the West

Pricing Oil: PAEHLKE

CARRIER: Quebec Abroad

BEALE: ACOA CARIBCAN: OODIT

TREMBLAY: Penalizing Surpluses

Demand and Jobs: OSBERG

**CANADIANS SAY WHAT
THEY THINK SHOULD BE DONE**

tries. A significant side effect of this development was the increased demand for French-speaking officers in External Affairs.

The numerous frictions, misunderstandings, blows, tricks and thrusts between Ottawa and Quebec have not prevented either government from developing their own policies towards "la Francophonie". (For a detailed account—and much more—of the sham fight between Quebec and Ottawa on this question, see "L'art de l'impossible", by Claude Morin, former Deputy-Minister, then Minister of Intergovernmental relations).

The diverging interests of the federal and Quebec governments finally came together in 1985 when Ottawa and Quebec agreed on a set of conditions for the participation of both governments to the first francophone summit held in Paris in February 1986. The basis for this agreement stems from a previous one reached in 1970 at the time of the creation of the "Agence de coopération

culturelle et technique", which acts as a secretariat for "la Francophonie": Quebec (and New Brunswick at the instigation of the federal government) were granted the status of participating governments in the Agence. In the meetings of francophone institutions, the two delegations became known as Canada-Quebec and Canada-Nouveau Brunswick.

The second francophone summit, held in Quebec City on 2, 3 and 4 September 1987, is the most recent proof that federal-provincial cooperation in foreign policy matters can be successful. Despite minor incidents and cumbersome coordination arrangements, Quebec and New Brunswick contributed their respective effort and interest in the organization of this event.

Quebec has now been active in international affairs for over 25 years. Therefore, the question is not whether the province should be involved in foreign policy but how it should participate in its formulation. The Canadian

federation can meet the challenge of innovative responses to changing needs: Quebec's interest in foreign policy calls for such an attitude on the part of the central government. There are positive signs to that effect at the policy-making level; concrete results in the realization of major events such as the francophone summits have proved that close cooperation can be fruitful. However, the present structures for federal-provincial cooperation in foreign policy are inadequate and need to be revised, taking into account an evolving federalism. □

Jean-Paul Carrier is a consultant in international affairs and has been Chief of Staff for the Minister of International Relations in the government of Quebec. He has served in the federal Department of External Affairs, with postings to Colombia, Romania, India, Haiti and the United Nations. A graduate of Séminaire de Rimouski and Laval, he has also been chief of the human rights section of External Affairs.

By Tony Prudori

Studentizing our Reserves

Canada's defence forces should be strengthened by attracting student recruits to the Reserves through various incentives and wider social recognition

One thing which occurs to me is that the Militia must attract the chap who is the high school football hero, not the chap who has nowhere else to go.

Behind this statement, made by an Australian government official about our Reserves, lies a key element essential to expanding Canada's Reserve Force: it has to be made attractive to a cross-section of students so that they will join and benefit from the training while helping Canada at the same time.

The significance of the Reserves needs to be understood in context.

The Canadian Forces are broken down into sub-components according to terms of commitment. First is the Regular Force, the full-time, professional soldiers, sailors and airmen who, in addition to their salary, get their housing, medical and pension needs supplemented as part of their terms of service; hence the high cost of maintain-

ing a large, strictly career-service military force. The Regular Force has at present 84,600 members divided into Mobile Command (the Army), Maritime Command (the Navy) and Air Command (the Air Force), with other supporting formations.

Next is the Reserves, or Primary Reserves, composed of the Militia, or land element, the Communications Reserve, the Naval Reserve and the Air Reserve. There are 21,000 such reservists who train one or two nights a week and one or two weekends a month during the school year, as well as taking trade and rank progression courses during the summer months. These forces are less expensive to maintain than Regular Forces because of medical, housing or pension benefits that need not be administered when the reservist is not on duty.

Finally there is the Supplementary

Reserve, or "Supp. List", numbering some 20,000, which is, in essence, a mailing list of persons with Regular or Reserve Force service who do not train, but can be called up by the government in the event of an emergency.

The role of the Reserve Forces, according to the Total Force Concept unveiled in 1983 by then Chief of Defence Staff General Ramsay Withers, is to work with and augment the Regular Force, taking on tasks for which they could train realistically and less expensively than the Regular Force can. This would free Regular Force troops for the defence of Central Europe as part of Canada's commitment to the collective defence of Europe through NATO. Tasks envisioned for the Reserves include training of reinforcements for replacing battle casualties in the event of war; protection of strategic vital points such as ports and transport

centres, oil, natural gas and electrical transmission systems; naval control of shipping; coastal defence, and mine-sweeping of Canada's numerous harbours and seaways.

In order to train for and, in time of war, to carry out all these tasks, Canada needs a larger Reserve Force than it now has. Among NATO allies, Canada has the lowest ratio of trained-reservists-to-population (one reservist in every 1,200 Canadians), with the exception of Iceland and Luxembourg, which maintain no reserve forces. By comparison, Norway can mobilize a reservist for every 20 persons; even neutralist Austria can mobilize a reservist out of every eight of its citizens. The latest White Paper on Canadian Defence, released in June of this year, has pledged to remedy this situation by increasing our Reserve Forces to 90,000 in order to provide the Regular Force with the support needed to accomplish all its tasks.

Why choose students to fill the Reserve gap? The first, most pragmatic reason is because they're there. What other target group of almost 1 1/2 million has guaranteed summers off and is generally in need of part-time employment during the school year? Even if only 5 percent, or one student in twenty, were drawn to the Reserves, we would still end up with almost 75,000 reservists. (This total doesn't include the older, civilian-employed non-students who are already members).

Students are a widely accessible group as well. Small Reserve units, given Regular Force Support Staff, could exist in any town whose Grade 11 through 13 population numbers around 200, assuming the 5 percent enrollment rate mentioned earlier. This would create many jobs for a group of job-seekers where the unemployed rate reaches almost 15 percent.

The Reserves would also be drawn from an increasingly technologically sophisticated group of Canadians, easing the problems of training troops to a high standard.

The students would benefit personally from this training. In addition to the usual weapons safety and field survival training, the Reserve soldier gains self-confidence from a high standard of physical fitness; self-discipline, mental toughness and maturity from following orders, oft-times ones she or he doesn't enjoy carrying out, as well as the self-esteem derived from having part-time work that is more challenging and adventurous than shelving books in a

library, filling gas tanks or flipping hamburgers in fast-food outlets. From the leadership training reservists get further on in their careers, they learn man and material management, public speaking and problem-solving skills they can use in their academic or civilian employment.

The possible incentives to attract and keep students can be grouped in three categories: financial rewards, academic credit and social recognition.

One financial incentive that is used in Australia is to make all money earned on Reserve service tax-exempt. Since students generally get almost all of their deducted tax back at the end of the tax year anyway, this would mean little loss of revenue. In Great Britain, Territorial Army soldiers, who serve as our reservists do, get a cash bounty or bonus every year they train regularly.

Another form of financial incentive could be scholarships and bursaries targeted specifically for Reserve soldiers, sailors and airmen who go to school full-time. While many government and privately-sponsored scholarships are available for students in a wide variety of situations, there are none available for reservists in school.

A fifty-or one-hundred dollar bursary from a unit fund or regimental senate given to a soldier in recognition of high academic and military achievement who is graduating from high school, college or university shows a commitment to the education of reservists. This also provides a valuable selling point during recruiting campaigns. At the national level, the Department of National Defence could reward academic excellence during Reserve service through similar disbursements.

Academic incentives would, of course, involve recognition of Reserve training by school systems. In high schools, students get honour points for participation in team sports, student councils, yearbook committees and glee clubs, but *not* for the 80 to 120 hours a month a typical Reservist spends training in addition to his or her school workload. The University of Manitoba has a program that other institutions could learn from. That university gives arts credits to military personnel, Regular or Reserve, who successfully complete the Officers' Professional Development Program (OPDP), a 400-hour home-study course co-ordinated by the Department of National Defence covering subjects such as general military knowledge, training, administra-

tion and logistics, military law, current events and military history. Community colleges and professional organizations could study the trade specifications of the technical trades in the Reserves with the possible goal of accreditation to equivalent civilian standards.

Social recognition should be more fully developed. Any organization, in order to attract members, must be perceived as beneficial to society as well as to participants. The federal government could play an important role in spreading the idea that Reserve service is more than just a part-time job, that it is also a good civic duty that gives people a chance to do something interesting, challenging, even patriotic, with their spare time. National advertising that stresses the positive aspects of Reserve service without the gloss or hype that can easily creep into military ads or commercials would be a start.

A higher public profile for the Reserves is needed at the community level as well. Apart from formal parades at Remembrance Day, Reserve units can increase their visibility through a variety of schemes. One annual event that easily lends itself to Reserve support is helping charitable organizations deliver Christmas hampers to needy families. This is a project already carried out regularly by a number of Reserve units.

Exposure through seminars and open houses, with local government officials, members of school boards, vocational counsellors, and chamber of commerce members invited as guests, can show the decision makers of the community the benefits of the Reserves as a source of employment for youth. The range of visibility programs is limited only by the imagination of the planners involved.

By using these methods to increase the student strength of Canada's Reserves, not only would we help students but we would also ensure that communities across the country had groups of trained and disciplined citizen-soldiers at their disposal for a variety of tasks in peacetime during emergencies or disasters. Our long-suffering defence forces would be strengthened in a less expensive manner than by maintaining a large standing army. We would all gain by "studentizing" the Reserves. □

Tony Prudori is a freelance writer living in Thunder Bay, who specializes in military, human rights and security issues. He is also a Warrant Officer with the Lake Superior Scottish Regiment, a militia infantry unit.