

## ABSTRACT FROM REPORT ON

# The Future Use of Home Guard Volunteers and Reserve Personnel by the Danish Defence

### **Background**

This is an abstract from the Report on the Future Use of Home Guard Volunteers and Reserve Personnel in the Danish Defence.

The analysis was carried out in pursuance of the Danish Defence Agreement 2013-2017, which states, among other things:

*"Reserve officers and other personnel of the reserve represent an important personnel reserve for the Danish Defence and the Home Guard – including in this connection the international commitments of the Danish Defence –as well as a valuable capacity that helps to strengthen ties between the Danish Defence and society in general. The use of officers of the reserve and other reserve personnel will continue for the term of the agreement."*

*"An analysis is to be conducted of the future use of reserve personnel in the Danish Defence. The analysis should include experience from international missions with the point of departure in the efficient utilisation of resources, and will be presented to the parties of the Defence Agreement in the spring of 2014."*

On the basis of the above, the Defence Command Denmark and the Home Guard Command carried out an analysis of the total Danish Defence personnel reserve in collaboration with the Central Organisation for Reserve Personnel in Denmark (HPRD).

The Danish Defence implemented the analysis by issuing terms of reference in April 2013<sup>1</sup>. In this connection, a steering committee was established headed by the Chief of Personnel Staff, Defence Command Denmark. In addition to the chiefs of the three operational commands, the Chief of Staff for the Home Guard Command was also a member of the committee. The work on the analysis additionally involved the Danish Defence and the Home Guard authorities and included the Central Organisation for Reserve Personnel in Denmark.

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<sup>1</sup> Defence Command Denmark, order 06-2013, Terms of reference for an analysis regarding the future utilisation of Home Guard volunteers and reserve personnel (*Kommissorium for analyse vedrørende Forsvarets fremtidige anvendelse af Hjemmeværnets frivillige og personel af reserven*).

## **The analysis covers the entire Danish Defence personnel reserve**

It became clear in connection with preparations for the analysis that it would be most appropriate to include an in-depth analysis of the total use of the Danish Defence reserves. In the context of this report, the total personnel reserve comprises reserve personnel and Home Guard volunteers, who are not permanently employed, but who on a part time basis contribute to the performance of the tasks of the Danish Defence and the Home Guard. This work is based on the principle of volunteering for both personnel categories, where reserve personnel receive payment corresponding to that of a permanent employee, whereas the Home Guard's volunteers are essentially not remunerated. It is a common feature of both personnel categories that they have acquired competences of a military and civilian nature, and are primarily employed outside the Danish Defence and the Home Guard.

Therefore, it was appropriate to include the Home Guard's volunteers as an integral part of the analysis.

The analysis did not deal with the organisation of the Home Guard's volunteers or the Home Guard's capacities as these areas are dealt with separately in the implementation of the Defence Agreement in the Home Guard and the ongoing budget analysis regarding the Home Guard.

## **The importance of the reserve**

The point of departure for the analysis is the fact that the reserve has been and is a significant element in the performance of tasks for the Danish Defence, including where international missions are concerned.

During the Cold War, military strength comprised approximately 65,000 soldiers, of whom approximately two-thirds were to be recalled conscripts and sergeants led by officers of the reserve. The reserve was also intensively utilised in international service, primarily to ensure that permanently employed military personnel could concentrate on the Danish Defence's principle task which was at the time, defence mobilisation.

The use of the reserve in Denmark during the 1990s was reduced due to the reorganisation of the Danish Defence after the end of the Cold War. As part of the Defence Agreement in 2004, consideration was given to phasing out the reserve in Denmark based, among other things, on a re-evaluation of its capacity to take part in more demanding operations, and with the aim of redirecting expenditure to international efforts. This also led to a temporary suspension of reserve officer training.

However, the workload for permanently employed personnel proved to be so heavy that it was necessary to continue to utilise reserve personnel to a major extent, both domestically and abroad, but not initially in the role of leaders. Reserve officer training was therefore resumed in 2009, although only to a limited extent compared with the Cold War period.

In 2014, approximately 1,900 reserve personnel were employed by the Danish Defence under on-call contracts. There are reserve units under all three armed services, the Home Guard and language officers under the Royal Danish Defence College, civilian and military health care professionals under the Danish Defence Health Service. Utilization of Reserve personnel account for slightly more than 20,000 work days, which corresponds to approximately 100 fulltime employee equivalents, ignoring the fact that the existing system uses many work days for administrative purposes and transport, which makes a comparison with full-time employee man-years difficult. Work days, however, are not evenly distributed in relation to reserve personnel on

on-call contracts. In fact, the majority of work days are accounted for by a group of less than 1,000 highly active reserve personnel, while a large number are exclusively activated for a few days a year in connection with refresher military training.

Over and above this, today's reserve can broadly speaking be divided into a group of reserve personnel who have maintained their attachment to the Danish Defence during the period 2004-2009, and a relatively small group of just under 200 personnel who have received training after the resumption of reserve officer training in 2009.

Although Denmark is not among the NATO countries that utilises its reserve most frequently, reserve personnel have made an important contribution during a period marked by intensive Danish participation in international operations.

### **The importance of volunteers**

The Home Guard is a Volunteer Military Readiness Organisation and at the same time an integral part of the military defence. As such it performs a number of the duties allocated to the Danish Defence Forces and contributes to the overall readiness of Denmark.

Like the reserve personnel, the Home Guard's volunteers have historically constituted an important personnel force during the Cold War and subsequently, both nationally and internationally.

Today, the Home Guard comprises approximately 16,000 active volunteers and approximately 31,000 volunteers in the Home Guard Reserve. In addition to providing support for a wide range of the Danish Defence's national tasks, in recent years the Home Guard has increasingly contributed to the Danish Defence's international tasks. As part of the Home Guard's performance of tasks, the volunteers support the police, civilian emergency management, SKAT (Danish Inland Revenue Authority) and other civilian authorities at short notice under the established readiness system.

The volunteers perform tasks on the basis of the military training they acquired in the Home Guard or the Danish Defence supplemented with competences from civilian education and through civilian employment experience in the public or private sector. Although the volunteers are not obliged to report for duty in peace time, the Home Guard provides military units ready for deployment 24 hours a day at a one-hour notice and for individuals sometimes at even shorter notice. This can be achieved thanks to the size of the organisation and not least to the contribution of the most active 6,000-7,000 volunteers, each of whom performs more than 200 hours' service annually.

### **The use of the reserve and volunteers in other countries**

Experience and inspiration were acquired from our neighbouring countries and relevant partners, primarily from NATO member countries, as part of the work on the analysis. However, the structures of the military systems in these countries differ considerably in many ways, and cultural, economic and legislative differences make reliable, direct comparison difficult.

The United States, Great Britain and Canada are among the countries who make the greatest use of their reserves. These countries have made great progress in establishing a more consistent,

conceptually sound incorporation of their reserve personnel in building up their armed forces' capacity and ability to perform tasks – under what is known as the *Total Force Concept*<sup>2</sup>. The reason for this more intensive use of reserves in other NATO member countries is first and foremost that their labour markets and legislation are organised in such a way as to make it flexible and economically attractive for their armed forces to utilise reserve personnel. It is particularly attractive to use reserve personnel in connection with deploying units and military capacities on standby with a lesser degree of preparedness and training where they are only occasionally on active service and therefore only receive payment in relation to this. This considerably improves the efficiency of resource consumption, and provides a basis for preparing the total military capacity at relatively short notice and thereby increases the ability to continually deploy capacities. Another reason for the use of reserves by other countries is, as is the case in Denmark, that the attachment of reserve personnel and volunteers offers a number of indirect advantages. Among other things, it ensures a wide range of competences acquired in both civilian and military contexts. Military lawyers and health care professionals, for instance, are valuable for a country's defence thanks to this combination of competences. Furthermore, reserve personnel can act as committed ambassadors who make a positive contribution to the defence's attachment to society. There appear to be four general, interacting factors that must be taken into consideration when deciding whether it would be appropriate to use reserve personnel and volunteers to perform a given task. They are *readiness time*, *frequency of activation*, *duration* and *military competences*. The greater the requirement for these factors, the less it will be relevant to use reserve personnel. Requirements and costs in connection with more binding employment must be compared to the desired effect. Experience from abroad, especially from Britain, indicates that a combination of structured cooperation with the rest of the labour market, the possibility of providing civilian employers with financial compensation for the use of reserve personnel and, not least, a focused HR strategy could motivate and release reserve personnel so that they would tend to report for duty more frequently. However, this is not exclusively a question of making things more attractive for reserve personnel and their civilian employers. Their use must still be seen in the light of their experience in relation to their ability to enter into demanding and dangerous international operations to the same extent as permanent employees.

### **HR strategy supports greater use of reserve personnel**

The Danish Defence's HR strategy also supports the objectives laid down in the Defence Agreement for sharper focus on the continued use of reserve personnel. One of the purposes of the HR strategy is to contribute to the performance of tasks and operational capacities of the Danish Defence and the Home Guard with the help of efficient resource consumption and the use of the Home Guard's volunteers and reserve personnel.

### **Conclusions and recommendations**

The following is a brief summary of the report's conclusions and recommendations:

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<sup>2</sup> The basic idea of the Total Force concept is to create the right and flexible balance between permanent employees, reserve personnel, civilian employees and external suppliers in connection with performing tasks for the armed forces.

*Reserve personnel are an important element in the performance of tasks for the Danish Defence*

The general conclusion of the report is that the total personnel reserve of the Danish Defence and the Home Guard continues to constitute an important contribution to the performance of tasks nationally and internationally. However, in relation to the existing use of reserve personnel, the conclusion of the report is that there is a need to improve integration between the reserve and the permanent structure and to create more equal and transparent conditions with regard to matters such as remuneration, training and use. But the report also acknowledges that there is a difference between the various groups of personnel and that administratively, the individual's competences and experience should be taken into consideration.

*Implementation of the Total Force Concept*

Based on inspiration derived from international partners, the report recommends that the Danish Defence and the Home Guard should implement a Total Force Concept by integrating the existing reserve structures into the permanent structure and replacing the existing on-call contracts with part time employment. Personnel in general would then be divided in the future into *full time personnel*, *part time reserve personnel* and Home Guard *volunteers*, with part time reserve personnel and Home Guard volunteers constituting the Danish Defence's and Home Guard's personnel reserve.

Based on the same source of inspiration, ongoing consideration should be given to any further measures that could be initiated with the aim of supporting a *Total Force Concept*, including measures that could contribute to increased integration between the three personnel categories: full time employees, part time reserve personnel and volunteers.

*Local execution with strategic central function*

According to the assessment in the report, there is a need for decentralized execution in order to support the implementation of a *Total Force Concept* and to pursue a principle of proximity in which the user units would be more closely linked to the reserve personnel. Reserve personnel would therefore be attached to the Danish Defence's authorities and units by employing them in specific part time positions. The Home Guard's volunteers are attached to their units in the Home Guard, and a close cooperation is created between the Danish Defence's units and the Home Guard authorities with the point of departure in the Danish Defence's directives for the operational use of the Home Guard.

The analysis suggests that the responsibility for the subsequent implementation of its recommendations should be combined in a strategic function with the Chief of Defence. This function would also include advice for the Chief of Defence, cooperation with civilian employers, including InterForce<sup>3</sup>, and providing the authorities with advice. The Commander of the Home Guard would continue to provide the Chief of Defence and others with advice regarding the use of the Home Guard's volunteers.

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<sup>3</sup> InterForce is a cooperation between civil companies - private as well as public – and the Danish Armed Forces on personnel Matters. InterForce develops and effects the cooperation between the Armed Forces and the civil sector on matters derived from the Armed Forces use of personnel employed within the civil sector..

### *Integrated use regarding the performance of tasks*

Part time reserve personnel and the Home Guard's volunteers constitute the total personnel reserve under the *Total Force Concept* and must be considered as potential contributors in the performance of all of the Danish Defence's tasks. This must be done with due regard to the nature of the task, including economy, readiness, duration of deployment, level of education/training and the way the task will be performed.

Part time reserve personnel could be used to advantage to cover personnel requirements that only arise occasionally and are of limited duration. However, many of the Danish Defence's tasks will still require the high level of military competences and experience that permanent employees in particular can provide, while other tasks could be performed with the extensive use of part time reserve personnel and volunteers. It can therefore be recommended that part time employment should be offered in the form of flexible and individually adapted duration of employment in line with the needs of the Danish Defence and the Home Guard and the conditions for the individual part time member of the reserve personnel.

The report recommends that opportunities for the Home Guard's volunteers to support the performance of tasks for the Danish Defence within the framework of the Total Force Concept should be strengthened through coordination between the Danish Defence and the Home Guard. With the point of departure in geographical proximity and military similarity, strengthening coordination between the Danish Defence's units and the Home Guard authorities that support the unit in question is recommended.

Part time reserve personnel and volunteers possess competences of a military and civilian nature that may be useful in relation to performing tasks across the range of tasks required by the Danish Defence and the Home Guard. The report therefore recommends that the registration of civilian competences under way for the Home Guard's volunteers that is already in progress should be extended to include similar competences acquired by full time and part time reserve personnel.

### *A common education/training system*

The Danish Defence's new officer training courses have been accredited at civilian diploma and Master's level with a more flexible, modular structure. As a point of departure, they will be completed on an in-service basis. This will create a foundation for part time officers of the reserve to use the same basic, further and continuing education system as full time employees, although on a reduced scale, and so that the Danish Defence can prioritise between the need to train the various personnel categories. It is therefore recommended in the long term that the existing special training courses for officers of the reserve should be phased out. However, the existing basic training course for officers of the reserve should be maintained for a period of time until the Danish Defence's new officer training courses are productively up and running.

The Danish Defence's and the Home Guard's general training should be adapted to a greater extent and its efficiency improved. This with the aim of heightening its relevance for full time and part time reserve personnel and volunteers in order to ensure that the Home Guard's training courses continues to be held on volunteers' terms and to qualify personnel and volunteers to serve in the Danish Defence.

The Danish Defence's HR strategy, including the discontinuation of long term civil servant employment, is expected to lead to an increase in personnel turnover in the future with more employees combining their careers in the Danish Defence with civilian employment and training rather than a lifelong career with the Danish Defence. On the basis of this, strengthening recruitment to the Danish Defence's and the Home Guard's total reserve personnel from among full time personnel who resign from full time employment with the Danish Defence can be recommended.

#### *Part time employment instead of on-call contracts*

Part time employment is recommended instead of the existing on-call contracts for reserve personnel. This will lead to a greater degree of mutual obligation and ensure at the same time that the Danish Defence has flexible, integrated and resource efficient access to reserve personnel's competences. This is thus a question of employment for special tasks and employment for the continual performance of tasks in which demands in relation to competences, training, degree of responsibility and the extent of service are not considered to warrant full time employment. Part time employment will be offered within the framework of the part time concept that has already been defined in the context of collective agreements. In addition, it is recommended that part time positions be filled by advertisement on an equal footing with full time positions.

Full time personnel and part time reserve personnel should therefore be grouped in a single structure that creates greater harmony between remuneration, services and other conditions of service. This will ensure a more integrated use of part time and full time employment. In accordance with the Danish Defence's new HR strategy, it would also be the individual authorities that established part time positions decentrally in the structure as required.

Volunteers will continue to be grouped in the Home Guard where they will provide support for performing tasks for the Danish Defence, among other things.

#### *Cooperation with civilian employers*

The introduction of part time employment characterised by a higher degree of responsibility and flexibility than is the case with the existing on-call contracts for reserve personnel, and a greater need for support from the Home Guard's volunteers are also expected to lead to a need for more support from civilian employers, Employer Support. In this connection, consideration should be given to whether the measures performed within the framework of InterForce at present should be strengthened in order to optimise conditions for the use of part time reserve personnel and Home Guard volunteers.

#### *The Arctic and cyber*

The Total Force Concept implies that total personnel reserve must be included in the performance of all of the Danish Defence's tasks, including tasks related to the Arctic and Cyber. The result of the ongoing analysis regarding the Danish Defence's future performance of tasks in the Arctic is not yet available. Therefore it has not yet been possible to determine the implications for reserve and Home Guard personnel in the context.

A number of tasks connected with the cyber domain to which the personnel reserve can contribute have already been acknowledged.

When the basis for it becomes available, it can be recommended that tasks related to the Arctic and cyber should be identified and included in the overall implementation plan for an efficient use of the Danish Defence's personnel reserve.

### **Further implementation after political approval**

The report recommends that the implementation of a Total Force Concept should be initiated as soon as possible under the leadership of the Chief of Defence and the Commander of the Home Guard.

The recommendations in the report can be included in the detailed plan for implementing a Danish *Total Force Concept*, which will be drawn up in cooperation between the Chief of Defence and the Commander of the Home Guard. The implementation plan will be evaluated and adjusted on an ongoing basis.

### **Communication**

It is a precondition for success that the implementation of a *Total Force Concept*, including the recommendation that part time employment should replace the existing on-call contracts for reserve personnel, must be supported by efficient communication targeted towards all existing personnel groups. It is therefore recommended to orient the Danish Defence's internal communication towards the aim of providing information about the Total Force Concept, including a strengthening of personnel's sense that they belong to one and the same organisation, irrespective of whether they are full time employees, part time reserve personnel or volunteers in the Home Guard. At the same time, communication must also express respect for the differences that exist between the individual personnel groups, including recognition of the value of full time employees' efforts.