

SPECIAL STAFF ASSISTANCE VISIT

REPORT

ON THE CLIMATE, TRAINING ENVIRONMENT, CULTURE

AND REGULAR OFFICER TRAINING PLAN (ROTP)

PROGRAMME

AT THE

ROYAL MILITARY COLLEGE OF CANADA - KINGSTON

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Declaration

The undersigned concur with the content and recommendations within this report.

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Prologue

The Royal Military College of Canada (RMC) is a unique national institution of considerable value to the country and its citizens. For over 140 years the graduates of the College have not only distinguished themselves as individuals, they have also made profound contributions in a wide range of endeavours that permeate throughout Canada and International society to this day.

These contributions result from being astronauts, academics, successful business and corporate leaders, and noteworthy elected officials to name a few - the vigorous and ethical leadership exhibited by graduates of RMC over the past century and a half have indeed been out of proportion to the size of the College and their achievements have been simply extraordinary.

It was this as background that all of the RMC Special Staff Assistance Visit (SSAV) Team members felt an overriding importance to uncover the legitimate and accurate foundation of reality of the existing culture experienced by the young Naval and Officer Cadets (N/OCdts) at RMC today. Specifically, the SSAV Team examined areas relating to Command and Control, the Selection and Responsibilities of Staff and N/OCdts, Stressors, Morale, Support available and the College Four Pillars of Academics, Physical Fitness, Bilingualism and Military Leadership.

To achieve this, the SSAV Team spent five weeks in Kingston, Ontario conducting extensive interviews with N/OCdts, RMC staff and other key stakeholders that included former N/OCdts, graduates and parents and members of the College's superior headquarters and other organizations. Interviews were subsequently conducted in other venues including Ottawa, Toronto and St-Jean, Quebec. The SSAV Team also received extensive input from graduates of RMC and others via e-mail submissions. In every case, the SSAV Team expressed its appreciation for the information and integrity of thought that went into these submissions and assured those providing information, most of which was deeply personal and reflective, that the information would be treated with respect and in accordance with the *Privacy Act*. Interviewees were also assured that this Report would be written such that their anonymity would be protected.

In doing so, the SSAV Team worked hard at establishing an environment of trust, confidence and anonymity so that people felt comfortable in communicating openly with the Team. This resulted in the SSAV Team interviewing 412 people including 209 N/OCdts, across all academic years and programmes; and being in receipt of over 70 e-mail submissions.

During this process, the SSAV Team encountered female and male N/OCdts who were simply outstanding individuals in how they carried and presented themselves, as well as the mature, thoughtful and articulate way in which they expressed their views and concerns. The SSAV Team took away from these encounters that the environment at RMC is indeed one that can produce and develop positive character traits including truth, duty, valour, integrity and honesty.

This was an uplifting experience as these young men and women will soon be commissioned officers and will have the responsibility, as junior leaders, for the success of any assigned mission and for the welfare of all those they will lead.

Nevertheless, the SSAV Team did discover and identify a number of issues that need immediate and focused attention to achieve important improvements to the RMC programme and structures. This is to ensure that the education and training experience continues to evolve so that the N/OCdts' experiences while at RMC remain both challenging and positive to the benefit of the individual and to the benefit of the Canadian Armed Forces (CAF) upon graduation.

On the single occasion on which allegations of service offences were brought to the attention of the SSAV Team in the course of an interview and had yet to be communicated to the appropriate authorities, the SSAV Team brought those allegations to the attention of the RMC Chain of Command for their action.

To enable us to determine an accurate picture of the RMC tapestry of N/OCdt life and training, the SSAV Team is grateful for the high quality of support and engagement the Team received from the various components resident in the RMC peninsula not the least of whom were the Cadet Wing Commander and the entire Cadet Wing, the Canadian Defence Academy, the Commandant and all his staff, the Training Wing, the Principal and the entire Academic Wing, all the Personnel Support Programme (PSP) staff including those in the Athletic Department, and all the Support Staff.

It is with this as a backdrop that the details of this report now follow.

Executive Summary

The Special Staff Assistance Visit (SSAV) Team was mandated to assess the overall climate, training environment, culture, and Regular Officer Training Plan (ROTP) programme construct at the Royal Military College of Canada (RMC), and how these factors impact the morale, welfare and success of the Naval and Officer Cadets (N/OCdts) at the College.

As the institution responsible for developing these future military leaders, RMC must provide a positive and healthy learning environment for N/OCdts to ensure they have a solid grounding, both academically and militarily. It was with growing concern over the climate at the College that the Chief of the Defence Staff (CDS) directed a SSAV, a unique tool used by the senior leadership of the Canadian Armed Forces (CAF) to obtain an understanding of the state of a unit or function. In that regard, the SSAV Team, supported by a civilian and academic advisor, Dr. Phil Bates, RMC Vice-Principal Academic, endeavoured to conduct a thorough assessment, the results of which form the basis of the analysis and recommendations contained in this report.

RMC is a unit of the CAF facing challenges similar to those faced by any other military unit across Canada, including aging infrastructure, resource pressures, lengthy and complex processes mandated throughout the Government of Canada relating to administration, financial expenditures, information technology, and ongoing challenges in staffing both civilian and military positions. However, with the mandate to deliver university level academic programmes in addition to military training and education, RMC is unique amongst other CAF units operating in this complex environment.

The SSAV Team interviewed and received input from more than 400 stakeholders including the leadership and staff from Canadian Defence Academy / Military Personnel Generation headquarters, RMC military, academic, and support staff and most importantly, more than 200 of the N/OCdts themselves. The Team's open and consultative approach allowed for valuable and frank insight into the challenges and constraints, the positive and negative views and opinions, and the strengths and weaknesses of the training and learning environment at RMC. This aided the SSAV Team in reaching a solid consensus regarding the assessments and recommendations that the Team believes are needed to address the challenges they observed.

In broad terms, the overall climate at RMC has been influenced by a decade of resource pressures and higher priorities at the strategic level, which has resulted in RMC operating in an environment that has generally placed a lower degree of priority on the College. In that regard, the SSAV Team noted uncertainty amongst stakeholders regarding RMC's mission and priorities, a significant level of tension between the Academic and Training Wings, N/OCdts who are cynical about their experience at RMC, and disconnects between how RMC employs more traditional learning and military training techniques, and the expectations of a new generation of tech-savvy and multi-tasking N/OCdts.

This report provides assessments and recommendations in five areas: (1) RMC's Command and Control and Governance Framework; (2) Stressors affecting the N/OCdts; (3) Morale at the College; (4) Selection process and training of the military staff; (5) Support programmes

available to the N/OCdts; and (6) The Four Pillars programme where N/Cdts are required to meet established standards in four key areas considered germane to service as an officer in the CAF: academics, military training, physical fitness, and bilingualism (French and English).

RMC's Command and Control and Governance Framework

This area concerned the various Regulations, Directives and Orders affecting RMC as a unit of the CAF, and the governance framework that supports the academic programme. The Team found that many of the governance framework instruments are out of date and in need of review. The Team observed that the Cadet Wing Instructions, which are orders applicable to the day-to-day activities of N/OCdts, are overly restrictive and limit N/OCdts in the Cadet Chain of Authority in learning how to exercise sound judgement as developing leaders. Accordingly, these instructions would also benefit from a review.

Stressors affecting the N/OCdts

Through interviews with N/OCdts, the SSAV Team gained a good understanding of the positive and negative stressors that affect their experience. Amongst the positive stressors is the satisfaction of surmounting the obstacles presented by the intellectual challenge of earning a degree while building the character and leadership skills that the military environment demands. As well, a positive experience is the sense of belonging and camaraderie developed during the First Year Orientation Programme and through various sports programmes and keeping physically fit. N/OCdts most often spoke of the high quality of education and support they receive from their professors, and many of the Training Wing staff.

The negative stressors centered on inconsistent leadership exercised within the Training and Cadet Wings, unintended negative consequences in the implementation of defined leadership progression levels, the questionable quality and utility of the Professional Military Training programme, the coordination and time management of the Four Pillars programme, and the state of repair of some of the College infrastructure.

An area that initially concerned the SSAV Team in terms of what observations might be expected is how female N/OCdts were being treated by their male colleagues. The message the Team received from the many female N/OCdts that were interviewed was that they felt safe day and night at the College; they knew what acceptable behaviour was and were able to communicate confidently and clearly to those few male colleagues who perhaps began to cross the line. The Team observed that Operation HONOUR direction was being effectively communicated at the College, and it encountered one situation where a potential service offence was raised that had not already been brought to the attention of the proper authorities.

Morale at the College

At the time of the SSAV Team's visit, the morale at RMC was assessed as between fair and good, but had been lower following the relatively recent deaths of some N/OCdts at the College. Many N/OCdts spoke highly of their experience and appeared to thrive in the environment at RMC; however, the SSAV Team noted that morale was particularly low amongst those N/OCdts who

struggle with the Four Pillars programme. The Team assessed that morale was similarly low within the Support Staff, who have generally faced significant resource and staffing pressures in recent years. Within the Training Wing, morale was assessed as fair as they feel the burden of responsibility for N/OCdts' success. Morale was assessed as relatively good within the Academic Wing. The SSAV Team spoke with a significant number of military and academic staff who are proud to work and teach at RMC, value the institution, and remain passionately committed to providing the best possible programmes and experiences for the N/OCdts.

Selection and training of military staff

The interaction between military staff and the N/OCdts is extremely important. Mentoring N/OCdts requires a specific set of human skills and leadership qualities to effectively engage with them in a positive and constructive way. In many respects, this human element of the military experience is the key to inspiring N/OCdts as they advance toward their future responsibilities as leaders in the CAF.

The SSAV Team assesses that with the exception of some key positions, no deliberate process is in place to ensure selection of Training Wing staff for RMC with the right balance of positive leadership attributes, military experience and diversity. Career Selection Boards across the CAF do not appear to have a consistent awareness of the role of Training Wing staff at RMC, the importance of their position or the necessary attributes when considering assignment of military personnel to these positions.

With respect to training, the SSAV Team determined that there was inadequate orientation and indoctrination for newly arrived military and academic staff. Such training is critical for ensuring new staff have a common awareness and appreciation of their role as part of a unified team and understand what is expected of them and the N/OCdts. Orientation and indoctrination for newly arrived military and academic staff to RMC should be more comprehensive to ensure their understanding of the College mission, programme and priorities.

Considering RMC's mission to develop future leaders of the CAF, the SSAV Team assesses that it is very important to assign the best possible officer and non-commissioned member role models to RMC.

Support services

The SSAV Team assesses that the breadth and depth of support services for RMC N/OCdts is good overall. Notwithstanding the challenges articulated in this report, support staff are highly committed to the success of the N/OCdts and work hard to offer high quality services. That being said, the accessibility of services in terms of their location or availability outside of the daily class schedule should be improved. The necessary information on where to find support services is readily available to N/OCdts. However, the SSAV Team noted that the state of the infrastructure at RMC is in need of attention. In particular, the College's Massey Library no longer meets the needs of the N/OCdts and this deficiency should be addressed as a priority to support RMC's learning environment.

The Four Pillar programme

The Four Pillar programme represents the core of the RMC experience in striving to impart important qualities for an officer in today's CAF through academic proficiency, leadership and military skills, physical fitness, and bilingualism. In order to ensure success in this regard, it is clear to the SSAV Team that RMC must achieve the right balance across the Four Pillars for the most effective development of well-educated and well-trained junior officers.

The SSAV Team has made various observations regarding the content and execution of the programme. First, the First Year Orientation Programme should be maintained and delivered using the most recent iteration of the associated training plan, which was assessed to be generally successful. It should incorporate improvements to supervision, and content, and reduce the impact on the academic programme for First Year N/OCdts. These measures will ensure a safe and challenging environment and a value-added experience for N/OCdts. Second, a complete review of the Professional Military Training programme is required to make the programme more interesting, challenging, and relevant to the development of N/OCdts as they prepare to be leaders at their first unit assignments after graduation and commissioning.

Third, the implementation of the Leadership Level Progression Model requires a critical review to ensure N/OCdts are provided with the leadership development opportunities each of them need and to avoid stigmatizing those who do not progress at the same rate as their peers. Finally, as the report explores in detail, the CAF must determine what the Four Pillar programme "AFAN" designation really means in the context of the broader CAF and what specific added value it seeks from an RMC graduate. This will go a long way toward finding the right balance, emphasis and prioritization of the demands that are placed on N/OCdts across the Four Pillars.

Ultimately, this report and its more than 70 recommendations support the SSAV Team's overall assessment that RMC continues to be viable in delivering on its mission of producing well-educated leaders for the CAF; however, there are significant challenges that need to be overcome to improve the execution of the Four Pillar programme, the standards that have been set in each pillar and their implementation, the selection of leadership role models for the N/OCdts, the academic governance framework and some of the infrastructure at RMC. The SSAV Team notes that the leadership, military, academic, and support staff at RMC have tried to address these issues, but have suffered from competing priorities and a degree of indifference on the part of the broader CAF. It is clear that RMC would benefit from greater engagement by the senior leadership of the CAF to ensure that this important national institution is enabled in its mission to prepare future leaders of the CAF who espouse modern leadership principles and the values of the Profession of Arms.

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Background

Mandate

- 1. The Royal Military College of Canada (RMC) Special Staff Assistance Visit Team (SSAV Team) was established by the Vice Chief of the Defence Staff (VCDS) on 19 October 2016 in response to an order by the Chief of the Defence Staff (CDS) to assess the situation at RMC as a result of growing concerns with the prevailing climate at the unit. A letter expressing the CDS concerns is attached as Annex A. The SSAV Team was organized by the VCDS, in cooperation with the Commander, Military Personnel Command, to assist in fulfilling the CDS' direction. The VCDS mandate letter for the SSAV Team is attached as Annex B to this report.
- 2. A SSAV is a tool used by the senior leadership of the CAF to obtain a full and accurate picture of the state of a unit or function. In that regard, the SSAV Team was asked to conduct an administrative, fact-finding investigation for the purpose of providing an objective assessment of the factors affecting the climate of RMC as a unit of the CAF. It was directed to identify issues and make recommendations to address all of the objectives set out in the VCDS mandate letter. The SSAV Team was not convened as a Board of Inquiry (BOI) and as such could not compel individuals to provide sworn testimony. The SSAV Team was not constrained by the procedural requirements of a BOI (including the recording of all testimony and production of transcripts), allowing it to proceed more quickly and to provide anonymity to the interviewees.
- 3. Specifically, the SSAV was directed to assess the climate, training environment, culture and programme construct at RMC in the following areas:
 - a. Command and Control;
 - b. Selection and Responsibilities of RMC Staff;
 - c. Stressors on N/OCdts;
 - d. Morale;
 - e. Support to N/OCdts; and
 - f. Training and Learning Four Pillars.
- 4. While the SSAV Team mandate included the higher level Headquarters above RMC, namely Military Personnel Generation/Canadian Defence Academy Headquarters (CDA/MILPERSGEN HQ), the Team focused primarily on the effects the command and control, governance and policy environment of CDA/MILPERSGEN HQ had on the situation at RMC. The SSAV Team also visited and considered input from Collège Militaire Royale de Saint-Jean (CMR SJ) as the other military college. The SSAV Team received input that ranged over a wide

timeframe of experiences at RMC - in fact over decades. However, in order to fulfill the VCDS mandate, it was necessary for the SSAV Team to place priority on assessing the <u>current</u> climate and environment at RMC. The SSAV Team therefore considered all the input it received, but emphasized in its observations, assessments and recommendations on the climate, training environment, culture and programme at RMC at the time of the SSAV Team's engagement.

- 5. The SSAV Team was cognizant of the expectations that may exist with regards to the content of this report. Shortly after the Team arrived at RMC and commenced its work, there was a period of scepticism and uncertainty amongst many stakeholders as to what the effort would be able to accomplish. The Team was grateful for the open, professional and supportive environment that the RMC chain of command, Academic Wing leadership and support staff provided for this effort. The Team was also impressed by the manner in which the Cadet Chain of Authority communicated the intent of the SSAV and solicited the support of the Naval/Officer Cadets (N/OCdts) to participate in the investigation. The SSAV Team would not have been able to execute its responsibilities without the supportive and collaborative environment that all members of RMC worked to achieve.
- 6. This report contains the SSAV Team's analysis of the Areas of Assessment described in the VCDS mandate letter. The report is not an academic thesis but is based on the substantial volume of data that has been collected and analysed. The report is a reflection of the honest, frank and open discussions and written input from the individuals and groups that the SSAV Team interviewed, as well as analysis of documentation that was available. Interest and response from all stakeholders was high. The report is the result of the combined efforts of the eight members of the SSAV Team. A civilian academic advisor, Dr. Phil Bates, Vice Principal Academic at RMC was asked by the VCDS to support the Team while at RMC in response to feedback received from College stakeholders when the SSAV was launched. His role was to assist the SSAV Team in understanding academic aspects of the RMC environment and providing a civilian employee perspective. It should also be noted that the SSAV Team heard civilian perspectives from many other sources as well, including civilian staff at the College and external stakeholders including parents of N/OCdts. The SSAV Team achieved consensus and this report represents the combined views of all Team members.
- 7. The report contains descriptions of any relevant law, policy, direction or guidance, followed by the observations of the SSAV Team (i.e. what Team members heard through the interviews, received in writing, or gleaned from analysis of the pertinent documentation). Each question or issue is then the subject of an assessment by the SSAV Team, in effect providing the "so what" of the observations. Where it was believed that recommendations could be provided to address issues that were identified in the assessments, they have been included. The main body of the report summarizes the key issues and recommendations in each of the VCDS mandated Areas of Assessment. The Team's full responses to the specific questions raised in the Areas of Assessment are contained in the respective annexes.
- 8. The SSAV Team's recommendations have also been summarized in Annex L at the end of the report. This annex could be used as a basis to guide any follow on action plans. Recommendations are categorized as "Key" or "Supporting." Key Recommendations are those that the SSAV Team believes are fundamental to achieving improvements to the RMC climate,

training environment, culture and ROTP programme. Supporting Recommendations are those that the SSAV Team believes will achieve specific and positive outcomes for RMC, but are not considered as fundamental to the overall ROTP programme. Where the SSAV Team believed that a specific recommendation could be made, this has been stated. Where the SSAV Team believed that they did not necessarily have the depth, clarity or certainty to provide a specific recommendation, a follow on review or assessment has been recommended. The SSAV Team has attempted to characterize recommendations so as not to impose artificial constraints or limitations on any follow on action that is decided.

Team Composition

The RMC SSAV was composed of an eight person, multi-disciplinary Team of officers, former officers and Senior Non-Commissioned Members (NCMs). It was made up of four female and four male members. The Team was led by retired Vice-Admiral (VAdm (Ret'd)) Greg Maddison and retired Major-General (MGen (Ret'd)) David Neasmith assigned as the Deputy Team Leader. As retired flag/general officers, they benefitted the Team not only by their leadership experience in both operational and institutional settings, but through their knowledge and understanding of the strategic environment of both the Department of National Defence (DND) and the Canadian Armed Forces (CAF). The Team included members who also brought specific expertise that included medical (Colonel (Col) Annie Bouchard), legal (Lieutenant-Colonel (LCol) Marla Dow), and Chaplain (Lieutenant-Colonel (LCol) André Gauthier). Two Senior Non-Commissioned Officers (Command Chief Warrant Officers Colleen Halpin and Chris Thibault) provided the SSAV Team invaluable perspectives on leadership, training and administration. Finally, in addition to being a member of the SSAV Team, the Chief of Staff (Brigadier-General (BGen) Virginia Tattersall) enabled the work of the SSAV Team assisted by the Team Logistics Officer (Major Andrew Vandor) and an Information Management Officer (Lieutenant Anthony Raymond). Of the SSAV Team members, four are graduates of the military college programme.

Methodology

- 10. Initiation of the SSAV Team began in mid-October. A preliminary reading package was assembled based on the Areas of Assessment assigned to the SSAV Team and reviewed by the Team members. This included policy documents such as Queen's Regulations and Orders for the Canadian Military Colleges (QR Canmilcols) and Cadet Wing Instructions (CADWINS); Commander CDA Training Directives; Commandant RMC Priorities; and general background reading on RMC and the ROTP programme.
- 11. The SSAV Team deployed to Kingston on 1 November 2016 and began its work immediately. The Team was provided with an orientation to RMC's mission and history shortly after arrival. The VCDS introduced the SSAV Team to the N/OCdts, the military, professors and civilian staff of both RMC and CDA/MILPERSGEN HQ, explaining its mandate and asking for their support in enabling the SSAV Team to accomplish its task.
- 12. The SSAV Team gathered information through a combination of in-person interviews, briefings, and a review of the available documentation. Interviews were arranged in person and

via email requests. The SSAV Team made themselves available evenings and weekends in order to adjust to the busy schedules of the N/OCdts. An email was sent out to all CAF members in Canada and abroad via the office of the VCDS soliciting written input to the SSAV Team from recent graduates of the RMC programme. The SSAV Team received more than 70 e-mails in response. As well, an open letter was published for the families of N/OCdts at RMC explaining the purpose of the SSAV.

- 13. While at RMC, the SSAV Team endeavoured to create an environment conducive to open and frank feedback from the various stakeholders. Key to this was ensuring that anonymity was maintained for all the interviewees. Interview areas were set up to ensure individuals were put at ease as much as possible. The SSAV Team normally conducted interviews through a 'two on one' approach that allowed for the SSAV Team to have mixed gender teams, adding subject matter expertise such as in the medical or spiritual areas when conducting the interviews, and to conduct interviews in either English or French. It also assisted in ensuring that the perspectives of both Team members were included in the observations from the interviews. In several cases, members of the SSAV Team met with groups, such as a given class of N/OCdts, a leadership cadre of N/OCdts, members of the Academic Wing, Athletic Department, or a group of support staff.
- 14. Over the span of five weeks, the SSAV Team interviewed 412 people in total, representing 209 N/OCdts across all programmes and academic years, 43 members of the Training Wing, 65 members of the Academic Wing and 95 others (representing headquarters staff, other military members and various support and external staffs). The interviews took many forms, with some arriving with a list of concerns or observations in hand, while others were simply curious to learn what the SSAV Team wanted to know. In all instances, questions that the members of the SSAV Team posed were consistent with the mandated Areas of Assessment, but were open-ended and intended to allow the interviewees the freedom to say whatever they wanted on a particular topic. In addition, the SSAV Team attended various RMC events (i.e. Varsity sports, a Drill Competition, the Remembrance Day Ceremony, and the Fall Convocation) and participated in elements of the N/OCdt experience (i.e. eating in the dining hall, attending physical education classes, an aeronautical engineering class project presentation, etc.). The interviews served as the basis for the SSAV Team observations. During the course of the five weeks in Kingston, the Team met on a daily and weekly basis to review key points gleaned from interviews and events and to document impressions and themes to begin to assemble the initial assessments of the climate, training environment, culture and ROTP programme at RMC.
- 15. The SSAV Team returned to Ottawa in early December to begin the analysis of the information collected and conduct follow on interviews with other groups pertinent to the investigation, such as a video conference with the Canadian Forces Recruiting Group. Although not directly part of the SSAV Team's mandate, Team members visited Collège Militaire Royal de Saint-Jean (CMR SJ) in order to gain an understanding of the similarities and differences between approaches to the ROTP programme. The SSAV Team then began to identify common themes and recommendations based on their own observations, the information collected from interviews, and the resulting assessment of policies and programmes. The SSAV Team Leaders provided a briefing on the SSAV Team's initial observations to the CDS and VCDS in mid-December.

RMC Context

An Institution for the Military Profession

- 16. <u>History</u>. Since 1876, RMC has produced leaders who have made significant and lasting contributions not only in the service of Canada's military, but in both the public and private sectors of the nation. "Of the first 170 N/OCdts who entered RMC from 1876-1883 eight received knight ships for feats of leadership in many fields of endeavor on at least four continents." Graduates of RMC have gone on to be awarded Victoria Crosses, and become Olympians, astronauts, RCMP Commissioners, scientists, historians, lawyers, doctors, industry tycoons, and Senators. A few of the more notable ex-N/OCdts include General, the Honourable Harry Crerar, PC, CH, CB, DS, KStJ, CD; Hartland Molson, OC, OBE, DCL; Air Commodore Leonard Birchall, CM, OBE. DFC, CD (Saviour of Ceylon); General John de Chastelain, OC, CMM, CD, CH; Transport Minister the Honourable Marc Garneau, PC, MP, CC, CD, FCASI; and, Colonel Chris Hadfield, CD. RMC has also produced a number of Rhodes Scholars.
- 17. Similar to the already established military colleges in the United States, Great Britain and France, RMC was premised on the idea that the "conduct of war had become a recognized 'profession' and that all officers could benefit by education and training" RMC was critical to the development of Canada by creating the basis for a professionalized Canadian officer corps. Established on Point Frederick in Kingston, the former site of a Royal Navy Dockyard pre-dating the War of 1812, the original entry class numbered just eighteen (the Old Eighteen) when RMC opened on 1 June 1876.⁴

In 1881 A House of Commons report describes "Kingston Military College and other Educational Experiments...The Government of the Dominion have also established, at Kingston, an institution where young men may receive a training to fit them for the military profession--an institution something on the model of West Point--the practical benefits of which, however, are not as yet appreciable in a country like this, which has no regular army, and cannot afford employment suitable for the peculiar studies necessarily followed in the Academy.⁵

18. From the original eighteen, RMC continued to grow, producing the nucleus of the Canadian Expeditionary Force officer corps in World War I.⁶ Although RMC closed its doors during World War II, 1427 graduates served with distinction in that conflict, and 114 were

¹ Richard A. Preston, *Canada's RMC: A History of the Royal Military College* (Toronto, University of Toronto Press, 1969).

² H24263 Dr. John S. Cowan, "Convocation Address to Class of 2008," Wikipedia Website, https://en.wikipedia.org/wiki/List of Royal Military College of Canada people#Notable graduates

³ Richard A. Preston, *Canada's RMC: A History of the Royal Military College* (Toronto, University of Toronto Press, 1969), 4.

⁴ ibid, p 26-50

⁵ National Defence and the Canadian Armed Forces, "History," *RMC Website*, http://www.royalmilitarycollege.ca (accessed March 2, 2017).

⁶ Richard A. Preston, *Canada's RMC: A History of the Royal Military College* (Toronto, University of Toronto Press, 1969), flyleaf.

killed.⁷ Post World War II, RMC re-opened and expanded in size. It became officially triservice in 1948, and in 1959 RMC gained the power to grant degrees in arts, science and engineering.⁸ Two other Canadian Military Colleges were created in this period; Royal Roads Military College (RRMC) in 1940, and Collège Militaire Royale Saint-Jean (CMR SJ) in 1952. Women were first admitted to the RMC and CMR SJ in 1980. Cutbacks in defence spending in the 1990s resulted in the closure of both RRMC and CMR SJ in 1995.

- 19. CMR SJ was re-opened in 2008 offering a CEGEP preparatory programme/first year for N/OCdts with RMC remaining the CAF's only degree-granting institution. Today, the Canadian Military Colleges exist to meet a key component of the officer development needs for the CAF and are an important part of the strategic capability to educate, train, shape and define the professional officer corps.
- RMC Today. Although RMC is primarily known for the Regular Officer Training Plan (ROTP) programme and the scarlet coated N/OCdts, the ROTP programme makes up only a portion of the overall RMC programme. In addition to the well-known ROTP programme, RMC delivers numerous Post-Graduate studies, Continuing Studies, the NCM Executive Professional Development Programme (NEPDP), Aboriginal Leadership Orientation Year (ALOY), Applied Military Science courses and shortly will also take on the Executive Development Programme for General/Flag Officers. RMC offers an academic programme that provides education, research and operational support that caters to CAF requirements. Some of the notable programmes that support the CAF directly include: materials sciences, cyber defence and security, aerospace engineering, nuclear sciences and Canadian military history.
- According to its website, the RMC's mission is stated as follows: 21.

The mission of the Royal Military College of Canada (RMC) is to produce officers with the mental, physical and linguistic capabilities and the ethical foundation required to lead with distinction in the Canadian Armed Forces (CAF). To accomplish this mission, RMC delivers undergraduate academic programmes, together with a range of complementary programmes. These programmes are offered in both official languages. As Canada's military university, RMC also provides undergraduate and post-graduate programmes, and professional development education, both on campus and at a distance, to meet the needs of other members of the CAF and the Department of National Defence (DND). As a national institution, RMC endeavours to share its knowledge with civilians with interest in defence issues. RMC encourages research appropriate to a modern university and seeks out research opportunities that support the profession of arms.⁹

RMC is organized as a unit of the CAF, under the command of a Commanding Officer who holds the appointment of Commandant, with the Principal of RMC taking precedence next

⁷ Richard A. Preston, Canada's RMC: A History of the Royal Military College (Toronto, University of Toronto Press, 1969), p298

⁸ ibid, p.333

⁹ National Defence and the Canadian Armed Forces, "Commandant-Office-RMCC-Mission," RMC Website, https://www.rmcc-cmrc.ca/en/college-commandants-office/rmcc-mission (accessed March 9, 2017).

to the Commandant in all aspects other than command. RMC includes a number of Wings and other components. Details of RMC's organization and academic governance bodies are contained in Annex F – Command and Control. In brief, the current organization of RMC is as follows:

- a. Academic Wing. The Academic Wing is headed by the Principal, the senior academic appointed to DND and the academic head of the university. The Academic Wing is organized into faculties (Arts, Engineering, Science, Continuing Studies, Graduate Studies) each headed by a Dean with a Vice Principal for Research and one for Academics as well as a Registrar. The Academic Wing delivers the academic programme and includes full time faculty (193), Military Faculty (40), Sessional Instructors (134), Contract Researchers (150) and other staff (192).
- b. <u>Training Wing</u>. The Training Wing is commanded by the Director of N/OCdts who is responsible to the Commandant for the day to day exercise of command and control over the staff and students assigned to the Training Wing. The Training Wing is made up of officers, Non Commissioned Members (NCMs) and civilian staff. The Division Commanders, Squadron Commanders and Senior NCMs counsel and evaluate the N/OCdts in the Cadet Wing. The Cadet Wing falls under the command of the Director of Cadets. Details on the Cadet Wing are as follows:
 - (1) <u>Cadet Wing</u>. The Cadet Wing is led by the Cadet Wing Commander (CWC), a fourth year Cadet, and is comprised of Cadet Wing Headquarters and four divisions, each led by a fourth year Cadet Divisional Leader (CDL). Each division is comprised of three squadrons, each led by a fourth year Cadet Squadron Leader (CSL). Squadrons are comprised of a number of flights, each of which is led by a fourth year Cadet Flight Leader (CFL). Flights are comprised of a number of sections, each of which is led by a third year Cadet Section Commander (CSC). These leadership appointments are referred to as "bar positions" and form the Cadet Chain of Authority (CCoA). One of the squadrons (Otter Squadron) is a separate squadron comprised solely of individuals participating in the University Training Plan NCM (UTPNCM). In addition, the Cadet Wing includes the Aboriginal Leadership Orientation Year (ALOY) candidates;
- Corporate Wing. The Corporate Wing is headed by the RMC Chief of Staff, a
 Lieutenant-Colonel and is responsible for security, chaplain support, Official
 Languages and Public Affairs;
- d. <u>Support Services</u>. RMC Support Services is headed by the Director of Support Services and is responsible for administration, logistics, information technology, infrastructure and Non-Public Funds;

¹⁰ Queen's Regulations and Orders for the Canadian Military Colleges (QR Canmilcols), article 2.89

- e. <u>Athletic Department</u>. The Athletic Department is headed by the Director of Athletics and is responsible for the fitness programme, health education, varsity and intramural teams and clubs;
- f. <u>Plans and Strategy</u>. There is a small cell headed by a Lieutenant-Colonel that has recently been stood up to provide RMC a long range planning capability and support for major initiatives;
- g. <u>Commanding Officer Post-Graduate/Military Faculty</u>. Responsible to the Commandant for the command, control and administration of attending Post-Graduate and Military Faculty officers and NCMs; and
- h. Comptroller. Responsible to the Commandant for comptroller services.
- 23. Regular Officer Training Plan (ROTP) Programme. The Regular Officer Training Plan (ROTP) programme grew out of changes in recruiting and selection following World War II. The Reserve Entry Training Plan (RETP) programme is another entry plan for N/OCdts who pay their own way to follow the RMC programme of studies, but does not include obligatory service following graduation. In recent years, participation in the RETP programme has been dwindling and was zero-loaded in 2016. ROTP involves enrolment into the CAF under different programmes, RMC being one of them. ROTP offers the opportunity of combining academic and career goals with obligatory service in the CAF following graduation and commissioning. To be selected for the ROTP programme, candidates must first meet enrolment requirements that demonstrate their military and academic potential. A Selection Committee considers the candidates in determining the institution to which they will be given an offer. For the purposes of this report, the programme that the N/OCdts are following at RMC will be termed as the ROTP-RMC programme.
- 24. The ROTP-RMC programme is comprised of four components: Academic, Bilingualism, Military, and Athletic. The undergraduate programmeoffers Bachelor Degrees in Arts, Science and Engineering. All N/OCdts complete a core curriculum, which is designed to provide a balanced liberal arts, science, and military education. The Core Curriculum consists of Economics, Psychology, Mathematics, English, Calculus, Military History of Canada, Chemistry, Canadian History, Physics and Civics. All Core Curriculum courses are offered in both official languages. All N/OCdts partake in a Physical Education programme designed to underscore the importance of fitness in addition to playing either intramural sports, competing in varsity sports as part of the Ontario University Athletic Association, or participating in various competitive sports/clubs. N/OCdts must take second language training in one of the two official languages with the aim of attaining a functional level of proficiency before graduation. N/OCdts are organized within a Cadet Chain of Authority (CCoA) as described above. Senior N/OCdts are appointed to leadership appointments within the Cadet Wing to gain experience as leaders within the RMC environment and to help prepare them for their role as commissioned officers in the CAF.

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¹¹ Briefing to Special Staff Assistance Visit Team on the Royal Military College, November 1, 2016

- 25. The ROTP-RMC programme is fully residential for N/OCdts who are required to take part in a demanding routine aimed to raise them to a high standard of academic achievement, military knowledge and skill, ethics, physical fitness and bilingualism. The military training environment aims to produce officers with a strong sense of duty, integrity, loyalty, courage, self-discipline, self-confidence, and esprit de corps. All N/OCdts entering the College must pass a number of milestones before being accepted as a full-fledged member of the Cadet Wing. The most visible milestone, the obstacle course, is normally run at the end of the First Year Orientation Period (FYOP) in late September. It is designed to prove to the First Year N/OCdts that while obstacles may seem insurmountable they can in fact be overcome through a combination of teamwork, fitness, stamina and determination.
- 26. Aboriginal Leadership Opportunity Year (ALOY). The 10-month ALOY programmeadmits an average of 18 to 20 young aboriginal students each year (24 in 2016). Applications from across the country are chosen by a selection committee consisting of representatives of the Canadian Defence Academy, the Canadian Forces Recruiting Group, academic leaders from RMC, and Aboriginal advisors. Selection is based on academics and culture. ALOY gives participants a highly positive, productive, one-year educational and leadership experience. The programme includes sports, field trips, leadership development, military training, cultural support activities and individual learning plans. Through these learning plans, students take part in individual and small group tutorials for pre-university (noncredit) and first-year university courses (credit). Although not a recruiting programme, some ALOY participants choose to transition to the ROTP programme.
- 27. <u>University Training Plan Non-Commissioned Members (UTPNCM)</u>. The UTPNCM is a CAF officer production programme designed to develop selected Non-Commissioned Members (NCM), who have demonstrated excellent leadership attributes and who meet the academic credentials to succeed at RMC and other Canadian Universities, as officers in selected occupations.¹³

Strategic Context

28. The SSAV Team found that RMC has not been immune to the effects that broader strategic decisions and initiatives have had on the DND/CAF. It has shared many of the same challenges that universities across Canada have faced including issues such as mental health fitness, sexual misconduct and suicides. N/OCdts as students at RMC are also in many ways no different from their civilian counterparts in the transition they must make both as undergraduate students and as young adults during what is a critical formative period. However, N/OCdts are members of the CAF and the expectations and demands of the RMC programme, in terms of the combination of

¹² National Defence and the Canadian Armed Forces, "Aboriginal Leadership Opportunity Year," *Canadian Army Website*, <a href="http://www.army-armee.forces.gc.ca/en/news-publications/national-news-details-no-menu.page?doc=aboriginal-leadership-opportunity-year-the-strength-of-the-forces-is-its-diversity%2Fi7g9ccbe (accessed March 2, 2017).

¹³ National Defence and the Canadian Armed Forces, "University Training Plan Non-Commissioned Members – UTPNCM," *RMC Website*, https://www.rmcc-cmrc.ca/en/registrars-office/university-training-plan-non-commissioned-members-utpncm (accessed March 2, 2017).

academics and military training are unique and can require significant adjustment during this phase of the students' lives.

- 29. <u>Closures</u>. In 1995 RRMC and CMR SJ were closed as part of Defence cutbacks. The closures resulted in the transfer of students, staff and programmes to RMC. In the short term the challenges included assimilation into RMC of the students/staff from the other colleges and accommodation of a much larger number of N/OCdts. In the medium term, the challenges became how to manage the broader programmatic impacts on RMC beyond the growth of the student body. The College experienced significant disruption arising from the construction of new dormitories and limited refurbishment of the existing infrastructure. In the longer term the increased overall size benefited the College by concentrating limited resources, but also exacerbated challenges in other areas such as its aging, albeit historic, infrastructure.
- 30. <u>Reductions</u>. The DND Strategic Review and Deficit Reduction Action Plan (SR/DRAP) RMC identified seventy-three (73) indeterminate Public Service positions for elimination through Workforce Adjustment. These reductions came at the expense of RMC programme delivery in the areas of second-language training, cleaning services, Project Management Support for the Division of Continuing Studies, technical and clerical support in the Departments of Mechanical and Aeronautical Engineering, Business Administration, Politics and Economics, and Electrical and Computer Engineering. ¹⁴ In 2014 a review of Personnel Support Programs resulted in a directed reduction to personnel in the Athletic Department. ¹⁵
- 31. <u>Centralization</u>. Some key services and support that was previously provided or delivered locally have been centralized. These include the centralization of all federal government information technology infrastructure under Shared Services Canada, the consolidation of DND/CAF real property management under the Assistant Deputy Minister (Infrastructure and Environment), provision of civilian human resource support via Regionally-based Civilian Human Resource Service Centres and closure/relocation of on-site Medical and Dental Clinics at RMC to a Care Delivery Unit based out of the Medical Centre at CFB Kingston.
- 32. <u>Programme Growth</u>. The ROTP-RMC programme today makes up only a portion of the RMC programmes. ¹⁶ As detailed in paragraph 21, the various RMC programmes are subscribed to by an average of 2,200 to 2,300 personnel, surging up to some 2,500 during peak periods. ¹⁷ This is supported by a military staff of 161 personnel and approximately 745 Full Time Employees (FTE) or equivalents. This growth range in programme offerings has increased the workload on both academic and military staff at the College at the same time as there have been reductions in the personnel resources available to deliver them.
- 33. <u>Busy and High Profile</u>. The demands on RMC as an institution are many. In addition to a demanding in-house programme, RMC participates in numerous academic and varsity/competitive sports, is active in the community and routinely provides representation at

¹⁷ Ibid.

¹⁴ Letter 1920-2 (CO PG & Mil Fac) Royal Military College of Canada. "Supplementary Strategic Review Work Force Reductions," dated 31 January 2013.

¹⁵ Email Director of Athletic/COS RMC SSAV, no subject, dated 01 December 2016.

¹⁶ Briefing to Special Staff Assistance Visit Team on the Royal Military College, November 1, 2016.

major military/commemorative events. RMC is actively engaged in recruiting along with its higher headquarters and the Canadian Forces Recruiting Group. The alumni (ex-N/OCdts) take an active interest in ensuring that the traditions and history of the College are maintained in particular during Ex-Cadet Reunion Weekend and under the auspices of the RMC Foundation that fund a variety of activities at the College that could otherwise not be delivered. Many Staff and N/OCdts feel the pressures of such a high profile both in the myriad of taskings/events requiring support and by a media spotlight that at times seems focused on negative subject matter rather than positive aspects of the people and programmes at RMC. The SSAV Team learned that RMC typically organizes and manages N/OCdts participation in some 50 major events and activities each year.

- 34. <u>Generational Challenges</u>. Each new generation of N/OCdts is characterized by a broad set of attributes based on the views and events that shaped them as they grew up. Those characteristics may, or may not, prove adaptable to the unique nature of a university learning environment, the structure/traditions of RMC or the military culture and as such require adjustments or wholesale changes in instructional approach, programme delivery and leadership style. The current cohort of N/OCdts at RMC is generally considered to be in the "Generation Z" age range. Some common characteristics generally associated with this generation include the following:
 - a. Having a digital persona defined through technology;
 - b. More prepared to challenge rationale for rules;
 - c. Rarely experienced failure, rewarded for participation;
 - d. Often significant parental involvement and oversight;
 - e. More accepting of differences in ethnicity and sexual orientation; and
 - f. Witnessed influence of illicit drugs, alcohol and sexualisation at an earlier age.
- 35. Recent Events. Recent events at the College have focused a spotlight on issues of Harmful and Inappropriate Sexual Behaviour, potential suicides, Mental Health, fitness, alcohol and drug abuse. While these are issues that all Canadian universities are struggling to address, the unique nature of the Royal Military College as both a military and a federal institution has drawn greater media and public commentary. These are summarized as follows:
 - a. <u>Harmful and Inappropriate Sexual Behaviour</u>. RMC leadership has been proactive in communicating and providing direction to address issues of sexual misconduct. The College was taking action to address this significant issue prior to the direction issued by the Chief of the Defence Staff under Operation HONOUR. The SSAV Team heard of a small number of allegations of harmful and inappropriate sexual behaviour. Of these, one incident had not been previously reported and occurred several years earlier at a location other than RMC. In accordance with the VCDS

mandate letter, the SSAV Team reported the incident to the appropriate authority at RMC;

- b. <u>Deaths</u>. The SSAV was not mandated to look into the recent deaths at RMC as these are the subject of ongoing Boards of Inquiry that will make specific recommendations on action required of both RMC and the CAF. It was apparent to the SSAV Team that on a campus as small as that of the RMC, the death of a N/OCdt or recent graduate has a significant emotional impact across the whole institution. From discussion of the subject of the deaths during interviews, it was evident that most N/OCdts, even if they did not know the individual well, felt the loss deeply. It was paramount to all of them that any significant event be communicated immediately in person by RMC leadership while respecting the constraints imposed by ongoing investigations and the *Privacy Act*;
- c. Mental Health. Mental Health and issues associated with it have gained greater attention in the past few years particularly on campuses across the country. The RMC is no different in this regard. The CAF continues to focus more resources to provide support to members with mental health issues and to break down the stigma traditionally associated with mental health. During the SSAV Team interviews students and staff spoke openly about the issue and were asked to comment on how these issues were being addressed and supported by RMC. Further details and analysis is contained in the Support Services section of the Areas of Assessment within this report, as well as in Annex H; and
- d. <u>Unauthorized Drug Use</u>. Amongst the issues that concern CAF leadership was whether there was unauthorized drug use among the N/OCdts. A Blind Drug Test was conducted at RMC and CMR SJ in November 2016 that returned results that indicated that while there were a small percentage of positive tests, there appears to be very limited use of unauthorized drugs at either RMC or CMR SJ. When questioned, N/OCdts did not feel that drug use was a widespread problem at the College.

A Dynamic Tension

Culture

36. <u>General</u>. The SSAV Team's assessment of culture is a broad description of what the Team members observed as the prevailing culture surrounding the RMC N/OCdts. These observations attempt to frame the attitudes, behaviours and beliefs that distinguish the culture of RMC. From the interviews conducted, the SSAV Team identified some sub-cultures that exist in the four key groups at RMC, consisting of the N/OCdts, the Training Wing, the Academic Wing and the Support Staff. The SSAV Team concluded that each of these four groups bore characteristic "attitudes, behaviours, values and beliefs". ¹⁸

¹⁸ The Concise Oxford Dictionary of Current English

- 37. "The RMC Image". To the general public the image of RMC can occasionally be that of the scarlet dress tunics worn by the N/OCdts on parade and ceremonial occasions. The culture is one of 'Truth, Duty, Valour", the College Motto, and is representative of the fit, hardworking young men and women from across Canada who complete their undergraduate degree in exchange for military service upon graduation. There is a clear sense of history and tradition bound up in this image of RMC. There is also a sense of elitism fostered in this culture which can be viewed either as positive for the sense of pride that accompanies it or as negative if it is perceived that N/OCdts or ex-N/OCdts manifest a sense of entitlement or behave in an arrogant manner.
- 38. Support Staff. RMC support staff consists of the Personnel Support Programme (PSP) staff such as coaches and fitness instructors; and, general support staff, such as those directly involved in providing logistics support including personnel administration, food preparation, cleaning, maintenance, access control, etc. Although a diverse group, the SSAV Team observed that they appeared to have a distinct sub-culture that reflected a strong belief that the RMC experience is special for the N/OCdts and that they, the support staff, are most proud to be part of the College tapestry and dedicated to providing a constant and empathetic level of support to enhance every N/OCdt's experience. Nevertheless, this group appeared frustrated by resource constraints and institutional inertia to address the issues that some believed directly impact on their ability to execute their responsibilities to an optimal level and at a level they used to be able to do so in the past. To their credit, they did not appear to allow these frustrations to be passed on to the N/OCdts or to any other group at RMC.
- 39. Academic Wing Staff. The SSAV Team observed that the Academic Wing Staff seemed to have a sub-culture that included pride in the academic achievements of the professors, staff and N/OCdts, the challenging and ground-breaking programmes being offered by RMC (i.e. Cyber, Materials Science, Military History, Aerospace Engineering, etc.), and the critical research being conducted at the College. The Staff demonstrated a very high level of dedication to and empathy for the N/OCdts whether through efforts to enrich their experience, or in their availability to those N/OCdts requiring academic assistance. However, the SSAV Team also observed a sub-culture where some educators and professors were of the belief that RMC is first and foremost a university and not a unique national institution. As such, some viewed that other elements of the programme, specifically the Military Pillar, were carried out at the expense of study time and academic preparation for the N/OCdts. The Training Wing, in particular, was often identified as being responsible for over-programming N/OCdts and impinging on their study time. This was not a universal belief but it does have an impact where the authority of the Training Wing, military discipline, and ethos is eroded through those attitudes being transmitted to the N/OCdts.
- 40. <u>Training Wing.</u> The SSAV Team observed that there are many facets to the sub-culture of the members of the Training Wing. Most members of the Training Wing appeared to have an overwhelming sense of responsibility for the welfare and care of the N/OCdts to the point of some being clearly physically and mentally exhausted. Some others appeared to be unwilling or unable to engage with or mentor N/OCdts indeed, the SSAV Team learned of a few individuals whose engagement with N/OCdts was described in terms of a "Closed Door Policy" apparently

due to heavy workloads. Another attitude the Team observed was aversion to risk – that is to say some Training Wing staff did not appear to want to deal with N/OCdts who were not succeeding at one or more aspects of the ROTP-RMC programme, and to make appropriate decisions which, in a few cases, could include removing them from RMC or releasing them from the CAF. Nevertheless, there were many Training Wing staff, both officers and Senior NCMs, whom the SSAV Team saw as clearly outstanding leaders and role models to the great benefit of the N/OCdts for whom they were responsible.

- 41. N/OCdts. By far the most distinct of the four sub-cultures the SSAV Team observed was that of the N/OCdts. Within the Cadet Wing there appeared to be a number of sub-groups or cliques (i.e. varsity, band, Franco/Anglo, academics, etc.) that influence a N/OCdt's view of their experience at RMC as being either positive or negative. This appears to be dependent to a certain extent on the prevailing attitudes, external perception and degrees of success in the ROTP-RMC programme of the sub-group or clique with which they associate. Notwithstanding the existence of these sub-groups or cliques, the SSAV Team observed common characteristics amongst all groups of N/OCdts. It should be acknowledged that the SSAV Team heard both from N/OCdts who had positive views and experiences, as well as those who had negative ones.
- 42. N/OCdt culture demonstrated many positive traits, including pride in the RMC experience, appreciation for the opportunity to be challenged on all aspects of the ROTP-RMC programme particularly the academic aspect and, the acknowledgement that someone was always there for them if they needed assistance, guidance or advice. Many N/OCdts who were interviewed were highly articulate, poised, thoughtful and confident. In perspective, RMC has, and continues to achieve success in fulfilling its mission and generating well educated, ethical and successful officers for the CAF.
- 43. The negative traits were generally as a result of the issues discussed in this report and include the following:
 - a. <u>Cynicism about RMC rules and practices</u>. Some N/OCdts question why they must follow certain rules (i.e. dress, parking, etc.) or are expected to conduct themselves in ways they feel are contrary to how things are done in what they perceive to be the 'real world of the CAF.' They tend to disregard those rules whose purpose is not obvious to them, resulting in chronic rule breaking because some in the Cadet Chain of Authority ignore the faults and do not provide the needed level of leadership;
 - b. Resentment for the lack of trust and freedom. Some N/OCdts feel they are infantilized. They perceive themselves to be under constant surveillance and not afforded any time or place to decompress in their home resulting in frustration, cynicism and negativity towards Training Wing staff and the RMC experience;
 - c. <u>An attitude of mediocrity</u>. Some N/OCdts apparently lack either the motivation to do better or perceive that mediocrity is all that RMC expects of them; and
 - d. <u>Living Conditions</u>. There were some negative views of pay, living conditions, kitchen, support services, leadership and the overall RMC experience.

- 44. <u>Dynamic amongst Sub-cultures</u>. The interplay amongst the sub-cultures not surprisingly includes clashes amongst them, partly based on generational attitudes, partly on a lack of understanding of the goals of the institution and their respective roles within it and always exasperated by a frequent lack of communication at various levels within and external to the College. Such clashes only serve to reinforce disrespect and cynicism amongst groups. This was evident in the SSAV Team's perception that some within the Academic Wing and some N/OCdts targeted the Training Wing as a "scapegoat" for issues ranging from fatigued N/OCdts to failure rates within the Four Pillars. This in turn added to the isolation and pressures on the Training Wing staff and seemed to contribute to their exhaustion. The SSAV Team also noted that RMC leadership has put in place mechanisms to address this tension through combined faculty meetings and by combining academic and military personnel in meetings.
- As one of our interviewees said: "The Cadet culture is generally impervious to standard military leader influence. At one level, the collective Cadet Body and memory spans at least seven years (4th Years passing on to 1st Years what they were told when they were 1st Years). The net result is that the Cadet Body effectively transmits lessons learned over the years on how to keep the operant culture opaque from the Chain of Command (CoC); how to assess which rules to follow, which ones to bend and which ones to ignore; and how to band together to protect their buddy when somebody stumbles and gets caught. Their narratives to justify breaking the rules and insistence that this behaviour is specific to RMC (I wouldn't do this in the real CAF) are illustrative of the confused identity and poor professional socialization. Part of the confused identity surrounding RMC is that CAF leaders struggle with being both supervisors of junior (adult) military members who are just learning the profession and being de facto in loco parentis raising experienced older teenagers who are just learning how to be adults. A key challenge (especially for the Squadron Commanders) is that they tend to rely on standard military leader influence and, in particular, the use of rules-based position power. This usually results in minimal compliance (until the N/OCdts can figure out how to evade the new rule set or Chain of Command supervision). 19

Climate

46. The overall climate observed by the SSAV Team was one of intensity to achieve success as demonstrated by all groups at RMC. This is a positive trait as most N/OCdts, professors and military staff are all diligently striving for outstanding outcomes. Since the Cadet Wing is dominated in numbers by males, an alpha male approach by N/OCdts to the various elements within the Four Pillar construct exists. This does pressure those N/OCdts who are in the minority whether by gender, diversity or orientation to follow and accept the norms of the majority. For those who are reluctant to follow those norms or are unable to do so can be ostracized as they are seen to be unable to fit in. Whilst there are some leaders who recognize these challenges and who are dedicated in trying to mentor N/OCdts to ensure the needs of the non-dominant groups are recognized, considered, and met to the benefit of every individual, there are others who do not

¹⁹ Dr. Alan Okros, "Views on Cadet Culture," undated.

recognize this. This takes a degree of mature and subtle leadership skills at all levels to build the relationships necessary to prepare and educate successful N/OCdts for when they graduate.

- 47. Another observation was that the N/OCdts schedule was so full that many N/OCdts are unable to find the time to relax and have some fun. For example, those who are undergoing an engineering degree have very little flexibility in their academic schedule given the classroom and laboratory requirements and demands on their time. This adds to the stress of trying to manage and balance their time in an effective and healthy manner.
- 48. One of the real challenges for everyone at RMC particularly to the N/OCdts is finding the strength and emotional maturity to deal with crises surrounding issues of sexual misconduct and death. The SSAV found that there is a real focus on ensuring that the N/OCdts are well aware of the Medical and Counselling Services available to them. It is to the credit of the College leadership that these services are strongly supported and communicated to the N/OCdts. The SSAV Team heard from the College leadership of the steps that were taken, on many levels, to communicate and engage with the N/OCdts and staff on these occasions. This included the use of 'directed cascades' whereby every person at RMC is personally engaged by either their supervisor or a trusted friend to check on their wellbeing. However, the SSAV Team also heard that there was a perception, in particular amongst the N/OCdts, that these steps did not meet their needs or expectations. Communications is the key whenever an incident occurs and it is the SSAV's view that communicating immediately in an open and empathetic manner to all RMC components when a significant incident occurs needs to be refined even more so than currently exists.
- 49. An area that initially concerned the SSAV in terms of what we might expect is how female N/OCdts were being treated by their male peers. The message the Team received from those female N/OCdts interviewed was that they felt safe day and night at the College; they knew what acceptable behaviour was and were able to communicate quite emphatically and clearly to those few male peers who perhaps began to act as if they were ignoring the appropriate line of behaviour. Those who spoke to us all acknowledged to having high levels of self-esteem, to having confidence in themselves and their abilities and to having a strong ethos to succeed. They also stated that there were those who arrived at RMC not yet sure of themselves and with lower levels of self-esteem and were unsure how to cope with aggressive male colleagues some struggle with this and do get subjected to varying degrees of inappropriate behaviour. It is the SSAV Team's observation that those who come forward for assistance and counselling receive the help they need and disciplinary action is initiated to deal with alleged perpetrators.

Areas of Assessment

50. General. This part of the report summarizes the key assessments and associated recommendations that have been made by the SSAV Team pertinent to the Areas of Assessment in the VCDS mandate letter. The sections that follow and the content within are derived from the corresponding annexes to this report. Each of the annexes contains the full details of the definitions, applicable law or policy, observations, assessments and recommendations that pertain to the questions in the mandate letter. In order to provide a summary and maintain

consistency and accuracy within the report, it is recognized that there is a degree of necessary duplication between the annexes and this part of the report. Where recommendations are provided, only those considered as key recommendations have been included in this part of the report. Additional supporting recommendations are contained within the respective annexes. As well, all recommendations are contained in the summary of recommendations at Annex L. It was determined that stressor and morale issues that the Team observed were symptomatic of underlying issues in the areas of command and control and governance, selection and responsibilities of RMC staff, support services and the "Four Pillar" programme, and have therefore been addressed first before addressing these areas.

Stressors

- 51. General. When assessing the stressors affecting N/OCdts at RMC, the only suitable way to glean a good understanding of the stressors felt by the N/OCdts was to study the actual comments and observations of the N/OCdts themselves, as well as the perspectives from other groups who work closely with the N/OCdts. The interviews conducted by the SSAV Team were therefore key to understanding the stressors (real or perceived) affecting them. The assessment deals with the overall "feel" and perception of the stressors experienced by N/OCdts, Staff and supporters of RMC and contribute to the underlying culture and sub-cultures at RMC. Annex D contains the detailed observations on the various stressors affecting the groups within the College. It also includes a series of tables that list, in order of prevalence, those issues which were described as either positive or negative stressors. The SSAV Team's observations and assessments of stressors are primarily based on what was conveyed during interviews. Many of the measures to mitigate negative stressors are found in the observations, assessments and recommendations in other components of the report as both stressors and morale are seen to be in part, symptomatic of issues that exist at RMC.
- 52. It is well known that stress can be positive or negative.²⁰ When individuals experience the right amount of pressure, they often do their best work. However, if there's too much or too little pressure, then performance can decline. This relationship is explained by the Inverted-U Model (also known as the Yerkes-Dodson Law) which shows the relationship between pressure and performance and according to the model, there's a "perfect medium" of pressure where people perform at their best. In the case of RMC, there is a concerted effort to include productive stress in the lives of the N/OCdts to ensure that they overcome adversity and strive to reach their potential. This is a balancing act, however, and when the stress is not monitored adequately or effectively understood, it can lead to negative consequences. The SSAV Team is of the view that if the assessments and recommendations in the areas of Command and Control and Governance, Selection and Responsibilities of Training Wing staff, Support and the Four Pillar programme are addressed, this would mitigate the most negative stressors. It is understood that in order to develop as effective leaders, N/OCdts need to face stress, learn how to mitigate it and prioritize their time properly in order to be ready for their first assignments as junior officers.

²⁰ National Defence and the Canadian Armed Forces, "The Senior Leadership Guide to Mental Health", September 2011, http://cmp-cpm.mil.ca/assets/CMP Intranet/docs/en/health/reports-pubs/senior-leadership-guide-mh.pdf (accessed March 2, 2017).

- 53. The significant stressors affecting the N/OCdts. The SSAV Team assesses that the most significant stressors affecting the N/OCdts are categorized as leadership execution and role models at RMC, the Leadership Level Progression Model or incentivized system, dress standards and time management by the College and the N/OCdts. Positive leadership examples and well executed elements of the programme at RMC can have a significant impact on the N/OCdts and boost their sense of belonging and morale. Conversely, poor leadership or role models, training or elements of the programme that come across as irrelevant, can have a very negative effect. The following summarizes the most prominent positive and negative stressors that the SSAV Team heard comments about from interviewees:
 - a. <u>Positive stressors</u>. Many N/OCdts responded positively to stressors and identified the following as the most positive: A well planned and executed First Year Orientation Programme (FYOP) led to tremendous team and morale building; positive leadership role models at RMC who use positive reinforcement coupled with solid leadership and mentoring practices; fitness when used as a stress reliever, foster team building and the foundation of healthy living; the ROTP-RMC programme overall as a goal to strive for; and, the intellectual challenges involved in obtaining a degree; and
 - b. <u>Negative Stressors</u>. The top negative stressor, not just indicated by the N/OCdts, but also by the Training Wing, was how some leadership was being executed and the associated negative role models. ROTP-RMC programme related issues including the Leadership Level Progression Model (LLPM), Professional Military Training (PMT), over programming of time and lack of decompression, too many rules that are not uniformly enforced, and impractical walking out (or off duty) dress standards were the top negative stressors for the N/OCdts.
- 54. The effect of stressors on the N/OCdts. The SSAV Team assesses that stressors affect the N/OCdts in various ways. When programmes are executed well, the N/OCdts respond positively, increasing pride and motivation levels. When they are executed poorly, the adverse is true and the N/OCdts can turn to addictive behaviors; or worse they can develop poor ethical standards that are in direct contravention of what RMC is trying to produce. The SSAV Team assesses that there is a risk that if not addressed, there is potential for the inadvertent formation of cynical and self-interested young officers; instead of the desired ethical, self-sacrificing and well-motivated leaders that RMC aims to produce for the CAF.
- 55. The effect of stressors on different groups of N/OCdts. The SSAV Team assesses that First and Second Year N/OCdts are affected by the "shock" and adjustment of RMC life while the Third and Fourth Year N/OCdts are affected by the cumulative effect of the various stressors (sometimes leading to cynical or apathetic views).
- 56. Ability and willingness of N/OCdts to identify and seek assistance to deal with stressors. The SSAV Team assesses that overwhelmingly, the N/OCdts can identify the many resources available to them to deal with stressors. Unfortunately, there is still a stigma attached to those that seek or want to seek assistance, as many are concerned about being perceived as being weak or having a problem if they do solicit help. If they have good self-confidence, they are more

likely to reach out. If they have self-esteem, self-confidence or simple time management issues (which many do), then they are less likely to do so.

Morale

- 57. General. Morale is defined as the amount of confidence, enthusiasm, determination, etc. that a person or group has at a particular time. Morale is a mental phenomenon, and as such is very difficult to measure its degree. To add to this dilemma, morale can fluctuate through time and circumstances, thus leaving the act of morale building as the only real tangible way in which leadership can assess it and perform its fundamental responsibility in looking after its people. One final difficulty encountered is that different groups and sub-groups face different challenges and have varying resources to cope.
- 58. The SSAV Team assessment benefitted from receiving and reviewing the results of the unit morale profile which was conducted in a similar time period, although it did not include the N/OCdts. The information from the unit morale profile allowed the SSAV Team to compare the different approaches (interviews and survey) and provided support for its conclusions on the state of morale at RMC.
- 59. The state of morale within the Military Wing, the Cadet Wing, the Academic Wing, and the Support Staff. The overall state of morale at RMC was assessed by the SSAV Team to be between fair and good. There were a number of personnel who seemed to demonstrate high morale, while others demonstrated and stated the opposite. The N/OCdts seemed to be the most varied as the morale state fluctuated between Squadrons and N/OCdts Years (First Years tended to be overwhelmed and insecure while Fourth Years showed some cynicism and a less than optimistic outlook for their futures in the CAF). Some viewed the stressors in front of them as positive challenges and achievements, while others were clearly struggling. The Training Wing also showed morale indicators ranging from one end of the spectrum to the other and were assessed as fair. The Academic Wing was assessed as having between fair and good morale, while the Support staff was assessed as low. Of note, it is particularly low amongst those N/OCdts who struggle with the Four Pillars. Morale is fair amongst the Training Wing while it is relatively good within the Academic Wing. Nevertheless many N/OCdts speak highly of their overall experience at RMC.
- 60. The factors leading to the state of morale. There were many factors that led to each group's state of morale but the following factors were identified by N/OCdts as their main factors leading to their state of morale: varied leadership styles, Leadership Level Progression Model (LLPM), relevancy of Professional Military Training, Four Pillars achievement, time management skills, walking out dress standards, understanding and application of Cadet Wing Instructions (CADWINS) and the pervasive nature of cynicism amongst their colleagues. Factors leading to Training Wing's state of morale were: the pressure of being under scrutiny for every negative circumstance, uneven strength in leadership and experience within their ranks, the unequal application of disciplinary and administrative actions, the level of bureaucracy in their day to day work which often took them away from face-to-face engagements with the N/OCdts, Chain of Command support for them in the conduct of their duties, and the lack of effective

communications. The Academic Wing cited the following as factors leading to their state of morale: RMC Academic credibility and reputation, the resource and administrative constraints, the tension and mistrust between military and academia, and on a positive side, the exchanges between the Academic Wing and the N/OCdts. Many in the Support Wing were profoundly affected by the recent deaths and many are experiencing mental distress, cumulative fatigue and are at high risk for burn-out and exhaustion.

61. How does the morale of any of these groups affect the morale of any of the other groups and to what extent: Clearly in such a small and tight-knit community like RMC, the morale of any one group will greatly and quickly affect the others. Each group has a part to play in the development of officers at RMC, and they must continue to work together to ensure the best possible outcome for the young leaders' development. The dynamic tension between military and academic imperatives must remain a positive give and take. If the morale of the Training, Academic or Support Wings fluctuates upwards or downwards it will have significant impact on the N/OCdts.

Command and Control and Governance

- 62. General. The SSAV Team observed that the governance structure of RMC is probably more complex than that of other CAF units. It includes the usual chain of command, and a parallel chain of command (the Cadet Chain of Authority, discussed further below) operating in conjunction with the Training Wing, the Academic Wing, and the various academic governance bodies established by the Minister of National Defence (MND). The SSAV Team's full analysis describing the command and control and governance mechanisms at RMC, and responding to the assigned Areas of Assessment from the VCDS mandate letter, is included in Annex F to this report. This section provides a summary of that analysis as well as the associated key recommendations for consideration.
- 63. <u>Command and Control of RMC</u>. The Minister has organized RMC as a unit.²¹ The officer appointed to command RMC is a Commanding Officer (CO), and holds the appointment of "Commandant" (Cmdt).²² The Commandant exercises command over all officers and non-commissioned members at RMC.²³ The Commandant is also responsible, as a CO, for the whole of the organization and safety of the CO's unit,²⁴ and must issue standing orders regarding matters that are specific to the CO's unit.²⁵ The Commandant of RMC is directly responsible to

²¹ Ministerial Organization Order 2007070 (Royal Military College of Canada)

²² Canadian Forces Message C PROG 0046 241200Z SEP 07, CANADIAN FORCES ORGANIZATION ORDER 0046 – ROYAL MILITARY COLLEGE OF CANADA (RMC)).

²³ Queen's Regulations and Orders for the Canadian Forces, article 3.23; Queen's Regulations and Orders for the Canadian Military Colleges, article 2.05(2)

²⁴ QR&O 4.20. A CO may allocate to officers who are his direct subordinates all matters of routine or of minor administration, but must retain responsibility for matters of general organization and policy; important matters requiring the CO's personal attention and decision; and the general control and supervision of the various duties that the CO has allocated to others.

²⁵ Queen's Regulations and Orders for the Canadian Forces, Art 4.21

the Commander Canadian Defence Academy (CDA).²⁶ CDA is a formation allocated by the Minister to Military Personnel Command (MILPERSCOM).²⁷ SSAV Team noted that Military Personnel Generation (MILPERSGEN) is apparently a grouping of CDA and the Canadian Forces Recruiting Group (another formation allocated by the MND to MILPERSCOM),²⁸ but has not yet been organized in accordance with the *National Defence Act*, and therefore has no formal existence within the Canadian Armed Forces.²⁹

- 64. Governance of the RMC academic programme. The *Queen's Regulations and Orders for the Canadian Military Colleges* (QR(Canmilcols)) establish the governance structure for RMC, including:
 - Setting out the roles and objectives of the Canadian Military Colleges (identified as RMC, the Royal Roads Military College (RRMC), and the Collège militaire royal de Saint-Jean (CMR SJ), although both CMR SJ and RRMC were closed in 1995; CMR SJ subsequently re-opened in 2008);
 - b. Identifying the MND as the Chancellor and President of each of the colleges;
 - c. Stating that the officer in the Department of National Defence (DND) holding the appointment of Assistant Deputy Minister (Personnel) (now Chief of Military Personnel (CMP)) shall exercise command and control over the colleges, with command at each being exercised by its Commandant;³⁰ and
 - d. Creating an Advisory Board, General Council; Academic Council, Faculty Review Council, Faculty Council, and Faculty Board, specifying the function and composition of each.³¹

²⁶ QR&O 4.01; C PROG 0046 241200Z SEP 07, Canadian Forces Organization Order 0046 – Royal Military College of Canada (RMC)

²⁷ Ministerial Organization Order 2006026 (Military Personnel Command)

²⁸ Ministerial Organization Order 2006068 (Military Personnel Command); C PROG 9971 111200Z AUG 09, Canadian Forces Organization Order 9971 – Canadian Forces Recruiting Group (CFRG). According to a MILPERSGEN BN (Governance of the Royal Military College) dated 8 July 2016, "RMC is a unit within the Military Personnel Generation Formation (MILPERSGEN), and is a part of the re-focused Canadian Defence Academy (CDA), which continues to exist now as an 'education group' composed of RMCC, the Royal Military College Saint-Jean (RMC Saint-Jean), and the Canadian Forces College (CFC).

²⁹ Commander MILPERSGEN likewise does not benefit from the authority provided by QR&O to the commander of a command or formation.

³⁰ The successor to the appointment of Assistant Deputy Minister (Personnel), in relation to military personnel matters, is the Chief of Military Personnel (CMP), who is also Commander MILPERSCOM, the command to which CDA and RMC are allocated. However, the chain of command established by the MND for RMC now includes Commander CDA.

Materials provided by MILPERSGEN suggest that the first four of these bodies do not currently function (QR (Canmilcols)) drafting instructions dated 2013; MILPERSGEN BN (Governance of the Royal Military College) dated 8 July 2016. However, the General Council (consisting of ADM (Per) and the Commandants) was responsible to the MND for the overall operation of the military colleges, while the Academic Council (consisting of ADM (Per) and the Principal) was responsible to the MND for the courses of study to be followed at the military colleges, including the broad outline of the courses needed to meet the requirements of the CF in regard to the educational qualifications of future officers).

- 65. While a few of the provisions contained in the QR(Canmilcols) are orders issued by the CDS, the majority are Governor in Council or Ministerial regulations, and therefore have the force of law. The QR(Canmilcols) are supplemented by the *Queen's Regulations and Orders for the Canadian Forces* (QR&O).³²
- 66. The QR(Canmilcols) also refer to the RMC Senate, empowered in *The Royal Military College of Canada Degrees Act, 1959*, to grant degrees and honorary degrees in arts, science, and engineering. According to that Act, the Senate consists of the President, the Commandant, the Director of Studies [Principal of RMC], the Chairmen of the Academic Divisions [Deans], and the Registrar as Secretary; the QR(Canmilcols) identify the Senate as being composed of the President, the Commandant, the Principal, the Deans, and the Registrar. Descriptions of the other governance mechanisms for RMC's academic programmes are provided in Annex F.
- 67. The MND has also established an RMC Board of Governors (BoG) to which the QR(Canmilcols) make no reference.³⁴ According to the Terms of Reference (ToR) issued by the MND, the role of the BoG is to:
 - a. Provide advice and recommendations to the MND, as chancellor and president of RMC, on matters relating to RMC;
 - b. Approve the academic programme on behalf of the MND; and
 - c. Review and assist in the strategic direction of RMC, and assist Commander CDA and the Commandant on matters relating to RMC.
- 68. While the duties of the Commandant are set out in the QR(Canmilcols), ³⁵ the MND has issued Ministerial Directives with respect to the Principal (appointed by the Governor in Council). ³⁶ These, like the QR(Canmilcols), state that the Principal takes precedence next to the Commandant in all aspects other than command. ³⁷ The Ministerial Directives assign the Principal a number of key responsibilities which are listed in Annex F. Fundamentally, the Principal is responsible to the Commandant for:
 - a. The control and direction of the Academic Wing;
 - b. The proper and efficient teaching of the academic subjects prescribed by the courses of study approved by National Defence Headquarters; and
 - c. The proper and efficient conduct of Second Language Training prescribed by the instructions approved by National Defence Headquarters.

³² *Queen's Regulations and Orders for the Canadian Forces*, Art 1.03(2)

³³ Queen's Regulations and Orders for the Canadian Military Colleges (QR Canmilcols), Art 2.50

³⁴ Royal Military College Board of Governors Terms of Reference, undated.

³⁵ QR(Canmilcols) 2.83

³⁶ Ministerial Directives Respecting the Principal of the Royal Military College of Canada, November 23, 2006.

³⁷ QR(Canmilcols) 2.89

- 69. RMC, as one of several measures taken to enhance recognition of the quality of its academic programmes and degrees, is a member of "Universities Canada," and an associate member of the Council of Ontario Universities. RMC also participates in the Quality Assurance Framework developed on behalf of the Ontario Universities Council on Quality Assurance, a body established by the Council of Ontario Universities, and operating at arms' length from both Ontario's publicly assisted universities and the Ontario government. In addition, RMC seeks accreditation of its various engineering programs by Engineers Canada, the national organization of the provincial and territorial associations that regulate the practice of engineering in Canada and licence members of the engineering profession. Notwithstanding its participation in these associations and programmes, RMC in contrast to other Ontario universities is subject to federal law.
- 70. The SSAV Team observed that the various instruments that govern RMC have been issued or amended at different times. This has created a complex and at times confusing situation. Some aspects of these instruments now conflict, while in other areas there are gaps; as a result, there is less than clear authority for some academic bodies, actions and decisions. The SSAV Team heard that several of the academic bodies established by the QR(Canmilcols) have ceased to function. Others have taken on functions for which they lack explicit authority, or have been added without any obvious source of authority. The SSAV Team understands that the BoG may initiate a review of its ToR, given an assessed lack of clarity regarding its role, authority and composition. This concern is discussed in the RMC Four Pillars programme section and in Annex I.
- 71. The SSAV Team assesses that outdated and sometimes conflicting direction within the governance framework for RMC's academic programme including QR(Canmilcols), Ministerial Directives for the Principal, and the BoG ToR may make it challenging to manage the programme, so that RMC would benefit from a review and update of this framework.
- 72. <u>Interaction with CDA/MILPERSGEN headquarters</u>. The SSAV Team received a number of documents describing the interaction between CDA/MILPERSGEN HQ, RMC and CMR SJ. For example, Commander CDA/MILPERSGEN issued a CDA Directive in July 2015, emphasizing that the Canadian Military Colleges (Canmilcols) are a key component of the CAF's capability to produce educated officers, and providing guidance for N/OCdt training across the Four Pillars ROTP-RMC/CMR SJ programme. It noted that the Programme Review Board (PRB) had been established to ensure that the programmes were consistent with CAF objectives and employment requirements, and gave direction to the Commandants with respect to achieving the effects of Officership 2020.

³⁸ Ontario Universities Council on Quality Assurance, "Welcome to the Quality Council," *OUCQA Website*, http://oucqa.ca/ (accessed February 24, 2017).

³⁹ Engineers Canada, "About Engineers Canada," *Engineers Canada Website*, https://engineerscanada.ca/about/about-engineers-canada (accessed February 24, 2017).

- 73. The PRB is intended to meet in early fall and late spring, with its results being briefed to the Professional Development Council and the BoG. 41 The SSAV Team was provided with the Records of Decision from PRB meetings in late 2014 and early 2016. 42 These touch upon several of the issues identified by the SSAV Team, 43 suggesting that CDA/MILPERSGEN HQ, although aware of issues of concern, may lack the capacity to address them in a sufficiently timely fashion. This was corroborated by some of those interviewed by the SSAV Team, who considered that CDA/MILPERSGEN HQ is "overloaded": it is able to deal with professional development, or training, but not both. The SSAV Team understands that the possibility of CMR SJ returning to degree-granting status has been raised, which if it proceeds could increase the requirement for CDA/MILPERSGEN coordination.
- 74. The SSAV Team shares the concern that CDA/MILPERSGEN HQ may not have sufficient capacity to address issues arising at the Canmilcols in a timely fashion, and accordingly considers that its role, structure, and chain of command would benefit from review. The SSAV Team notes, however, that initiating simultaneous change in multiple areas can be disruptive for organizations, so that it may be preferable for such a review to follow any review of the governance of RMC's academic program, with both taking into account (if appropriate) the possibility of a CMR SJ return to degree-granting status.
- 75. The SSAV Team offers the following key recommendations with regards to Command, Control and Governance at RMC:
 - a. Review of RMC Academic Governance Framework. It is recommended that a comprehensive review be conducted of the QR(Canmilcols), Ministerial Directives for the Principal, and the BoG ToR in order to ensure to the extent possible within the CAF's legal and policy framework that RMC's academic programme is governed in a manner similar to other Canadian universities, while RMC continues to function as a CAF unit and in accordance with the law, orders and directives applicable to the members of such units; and
 - b. Review of CDA/MILPERSGEN Structure. It is recommended that subsequent to the review of the RMC governance framework a review of the CDA/MILPERSGEN role, structure, and chain of command be conducted, with both reviews taking into account (if appropriate) the possibility of a CMR SJ return to degree-granting status.
- 76. Command and leadership of the Cadet Wing. The Director of Cadets (DCdts) is responsible to the Commandant for the day-to-day exercise of command and control over the staff and students assigned to the Military Wing (now referred to as the Training Wing). The

⁴¹ Military Personnel Generation Deck, "Governance / Gouvernance" (undated); see also Military Personnel Generation (MILPERSGEN) Canadian Military Colleges (CMC) Programme Review Board (PRB) Terms of Reference, 10 Feb 16

⁴² 1151-1 (SO OPD 1&2) 8 Dec 14; 1180-1; 1151-1 (SO OPD 1&2) 22 Feb 2016; 4500-1 (SO OPD 1&2) 2 November 2016

⁴³ 1151-1 (SO OPD 1&2) 22 Feb 2016, p. 3; Director Professional Development staff were also directed to work towards a plan for meaningful OJE for post BMOQ 2 ROTP MilCol cadets for the summer of 2016. Ibid., p. 6

QR(Canmilcols) authorize the Commandant to organize the N/OCdts, and to have seniority and hold such appointments within RMC as may be determined by the Commandant. ⁴⁴ The Commandant has done so by way of the Cadet Wing Instructions (CADWINS), which describe the Cadet Wing and the Cadet Chain of Authority (CCoA).

- 77. The Cadet Wing consists of the Cadet Wing Headquarters and four Divisions, with each Division consisting of three Squadrons. Seniority is created amongst the N/OCdts by appointments within the CCoA (referred to as "bar positions") which allow those N/OCdts to exercise leadership over their subordinates within the Cadet Wing under the supervision and mentorship of the Training Wing. This ensures the efficient functioning of the Cadet Wing, and provides an opportunity to practice leadership in a training environment. 46
- 78. The QR(Canmilcols) require the Commandant to make rules (known as the Code of College Conduct) to govern the N/OCdts. The Code of College Conduct complements the CCoA, and is unique in that while sanctions may be imposed by the Commandant or a member of the Training Wing, they may also be imposed by senior N/OCdts.⁴⁷
- 79. As CAF members, N/OCdts are also subject to the *National Defence Act*, QR&O, QR(Canmilcols), Canadian Forces Administrative Orders (CFAOs), Defence Administrative Orders and Directives (DAODs), Canadian Forces Base (CFB) Kingston Standing Orders, and College Standing Orders (CSO). ⁴⁸ As a result, action may be taken under the Code of Service Discipline (Part III of the *National Defence Act*) if a breach of any of the rules contained in the Code of College Conduct constitutes a service offence. ⁴⁹
- 80. In relation to the selection of N/OCdts to leadership appointments, the SSAV Team heard that an appointment to the most senior of bar positions involves review by the Training Wing staff and approval by the DCdts and/or Commandant. Conversely the SSAV Team heard that more junior appointments were not reviewed as thoroughly with concerns being expressed that this part of the process lacked transparency and potentially allowed N/OCdts in senior positions to give preference to friends. While some N/OCdts commented on examples of poor leadership by the CCoA, or unease with applying corrective measures, many expressed a desire for the Training Wing to be less directive in its interaction with the CCoA.
- 81. The SSAV Team heard from many N/OCdts that they were dismayed by the number of rules at RMC, particularly in relation to dress and parking.⁵⁰ A second N/OCdt concern was inconsistent enforcement of those rules. With respect to dress, N/OCdts noted that they were always required to be in uniform or to wear the required walking out dress, even when in quarters or in the mess, and pointed out that this requirement has no equivalent in any other CAF

⁴⁴ Queen's Regulations and Orders for the Canadian Military Colleges (QR Canmilcols), Art 3.05 and 3.06

⁴⁵ CADWINS Chapter 2, Annex A

⁴⁶ CADWINS Chapter 2, para. 6

⁴⁷ QR(Canmilcols) 3.10., However, according to CADWINS Chapter 6, while the CCoA may issue corrective training, the Squadron Commander must approve any sanctions

⁴⁸ QR(Canmilcols) 1.03(2)

⁴⁹ QR(Canmilcols) 3.10

⁵⁰ N/OCdts noted that parking violations were punished by tickets (resulting in fines) and sanctions ("4s and Gs")

unit, including CMR SJ and CAF training units. In addition to details in Annex F, these particular issues are further explored within the Stressors and Morale parts of this report and at Annexes D and E.

- 82. The SSAV Team also heard concerns from N/OCdts over the recent introduction of a "sanctions matrix" within the CADWINS which is a table identifying a number of conduct deficiencies and the appropriate sanction (denial of a privilege) to be applied in response to each, depending upon the N/OCdt's Leadership Level.⁵¹ While introduction of a sanctions matrix has standardized punishment across the Squadrons, some N/OCdts noted that it has also removed leadership flexibility in terms of choosing the measure best to address the deficiency.
- 83. The SSAV Team assesses that while the application process for senior bar positions includes significant Training Wing involvement and approval, the selection for subordinate bar positions appears to be heavily influenced by N/OCdt recommendations to the Squadron Commander. This raises concerns about the lack of transparency, and the potential that friends will be favoured in the process. The SSAV Team also assesses that N/OCdts' skepticism about the relevance of the rules contained in the CADWINS may be significantly reducing the training benefit of being required to follow and (when participating in the CCoA) enforcing rules. This may impact the extent to which their RMC experience prepares them to serve as CAF officers.
- 84. The SSAV Team offers the following key recommendation with regards to the exercise of command and control within the Training and Cadet Wing of RMC:
 - a. <u>Comprehensive review of CADWINS</u>. It is recommended that a review of CADWINS be initiated, involving participation by representatives of the Cadet Wing as well as the Training Wing, to identify any rules which could be replaced by desired outcomes, and that a similar outcome-based approach be adopted by the Training Wing in giving direction to the Cadet Wing.
- 85. N/OCdt confidence in the leadership at RMC. The SSAV Team assesses that as with morale (discussed in detail in Annex E) N/OCdt confidence in RMC leadership is variable, and influenced by a range of factors, many of which have been discussed in this report and its annexes, and not all of which are within RMC's control. The SSAV Team notes that leadership in a CAF unit is nonetheless a shared responsibility, with all those closest to the N/OCdts whether military or civilian being uniquely placed to enhance their confidence by modelling positive leadership traits and styles on a daily basis. The SSAV Team considers it unnecessary to make a specific recommendation in relation to this issue, as it is addressed by many of the recommendations contained elsewhere in this report.

Selection and Responsibilities of Training Wing Staff

86. <u>General</u>. The SSAV Team observed that the proper selection, professional development, task definition, and indoctrination of all staff involved in the development of the N/OCdts

⁵¹ CADWINS, Appendix 1 to Annex B to Chapter 6.

throughout their attendance at RMC is paramount to achieving the mission of the college. In particular, the impact of the quality of leadership exercised by the military chain of command at RMC on the quality of junior officers produced under the ROTP-RMC programme cannot be overstated. The SSAV Team assesses that it is paramount that N/OCdts be exposed to the highest quality leadership possible and that those leaders are focused on instructing, coaching and mentoring the N/OCdts throughout their stay at RMC. Additionally, all members of RMC, including professors, coaches, Personnel Support Programme (PSP) and support staff have direct influence on the N/OCdts and can serve as both positive and negative role models. Through the course of interviews and review of the input from former staff and students, the SSAV Team has made observations, assessments and recommendations on the current staff selection, training and task assignments at RMC. Those details are found in Annex G to this report. The following paragraphs to this section summarize the SSAV Team assessments and recommendations in response to the questions posed in the VCDS mandate letter.

- 87. Selection and Training of personnel for positions within the Training Wing of RMC. Over the course of interviews and with input from former staff and recently graduated officers, the SSAV Team received indications that the selection process for Training Wing personnel was an area of concern. The RMC leadership confirmed that the screening process for positions other than the Commandant and Director of Cadets was generally deficient although steps were being taken locally and with CDA/MILPERSGEN headquarters to address this. The SSAV Team assesses that the selection processes for military staff that, while able to produce some good results, requires some significant work to tighten it up. Assessments and recommendations by position are included in Annex G, but in general there is a need for more clearly identified selection criteria, an upgraded rank structure in some positions in order to provide the necessary level of knowledge and experience, better defined terms of accountabilities and job descriptions. Finally, the SSAV Team assesses that in order to attract the best possible officers and Senior NCMs into the key leadership positions at RMC, there should be appropriate and quantifiable recognition of the unique and important roles and responsibilities they have in these positions, by both the CAF environments (Navy, Army and Air Force) and CAF level Selection (merit) Boards.
- 88. The SSAV Team assesses that during their four year stay at RMC, N/OCdts should, as much as possible, learn and experience how the CAF leadership, including leadership or command teams, operate. This must include role models of how officer/NCM relationships develop based on mutual trust and complementary knowledge and experience. Additionally, in order to afford N/OCdts the level of coaching and mentoring necessary for the fulfillment of their potential, it is essential that NCMs entrusted with their development possess the right competencies, qualifications, and experience. If the incumbents are expected to coach and mentor the N/OCdts rather than simply provide instruction on dress, discipline and deportment over the four years of the RMC programme, the SSAV Team assesses that these positions should be upgraded as it is only at the Warrant Officer/Petty Officer 1st Class rank that formal training is provided on these skills. Similarly, Divisions at RMC comprise approximately 250 personnel each in a complex training and education environment. Presently, Senior NCMs at the Division level are Warrant Officer/Petty Officer 1st Class rank. The SSAV Team assesses that these positions should be at the rank of Master Warrant Officer/Chief Petty Officer 2nd Class for the Divisions. Consideration should be given for a CWO to work alongside the Director of Cadets,

in particular if that position is upgraded to the rank of Colonel. Furthermore these NCMs should be properly prepared before coming to RMC to understand the environment in which they are going to work in with particular attention to mentoring and coaching skills as NCMs within the Training Wing are not just disciplinarians.

- 89. As the CAF endeavours to increase representation of women, visible minorities, and Aboriginal peoples, it will become increasingly important for RMC to provide role models with whom N/OCdts will be able to identify, particularly as the Cadet Wing is already more diverse than the remainder of the CAF. As such Training Wing staff should be selected based on their suitability for the unique roles inherent for their positions and mindful of the need to project a diverse and inclusive cadre. These observations also extended to the Academic Wing, in particular a lack of diversity in the more senior academic appointments.
- 90. Although not part of the Training Wing, the SSAV Team also heard several concerns regarding the transient nature of military staff, including the frequent changes of Commandants. To that end, the SSAV Team assesses that the term of any future Commandant should be for a minimum of three years but ideally extended to as long as four or five years to ensure strategic continuity of the leadership and programmes at RMC. As well, both key leadership positions and front line leaders at RMC should remain in place for the complete two to three year posting cycle in order to provide the level of continuity that is required to supervise, coach and mentor the N/OCdts and become proficient in working within the unique and complex nature of RMC as an institution.
- 91. The SSAV Team offer the following key recommendations on selection and training of personnel within the Training Wing:
 - a. <u>Director of Cadets</u>. The SSAV Team acknowledges the intent to upgrade this position to the rank of Colonel/Captain (Navy). It is recommended that the Director of Cadets position be designated a key position and be succession managed;
 - b. <u>Training Wing Sergeant Major</u>. In recognition of the significant responsibilities giving rise to the change in rank of the Director of Cadets position to Colonel/Captain (Navy), it is recommended that the Training Wing Sergeant Major position be changed to Chief Warrant Officer/Chief Petty Officer 1st Class. The position should be designated as a unit level appointment;
 - c. <u>Division/Squadron Commanders</u>. It is recommended that detailed selection criteria be provided to Career Managers for future incumbents and a screening process be established to allow for RMC leadership to have input on the selection of officers in direct contact with N/OCdts. Officers should have at least one full tour of duty as junior leaders in a tactical unit prior to being assigned as a Squadron Commander. The Squadron Commander and Division Commander positions should be recognized as command positions and those selected should be functionally bilingual, or as a minimum, the leadership teams comprising the officer and Senior NCM should together provide a functionally bilingual combination;

- d. <u>Division Senior NCMs</u>. It is recommended that the four Division Senior NCM positions be upgraded to the rank of Master Warrant Officer/Chief Petty Officer 2nd Class in order to align experience, training and maturity with the important mentorship roles for these positions. It is also recommended that detailed selection criteria be provided to Career Managers for future incumbents and a screening process be established to allow for RMC leadership to have input on the selection of NCMs in direct contact with N/OCdts;
- e. <u>Squadron Training NCMs</u>. It is recommended that all Squadron Sr NCM positions be upgraded to Warrant Officer/Petty Officer 1st Class. It is also recommended that detailed selection criteria be provided to Career Managers for future incumbents and a screening process be established to allow for RMC leadership to have input on the selection of NCMs in direct contact with N/OCdts;
- f. <u>Diversity Considerations</u>. It is recommended that as part of the selection process for RMC military staff positions, the CAF should ensure a more proportional representation of Employment Equity groups, in particular women, to ensure N/OCdts have leaders and mentors that they can identify with; and
- g. <u>Recognition</u>. It is recommended that personnel posted to the Training Wing at RMC receive appropriate recognition at Environmental (Navy, Army, and Air Force) and CAF Selection Boards for the role, responsibilities and complexities inherent in providing leadership, supervision, coaching and mentoring at RMC.
- 92. <u>Selection of Military Faculty</u>. Military Faculty and officers completing Post Graduate studies act as both professors and military role models for the N/OCdts. The SSAV Team heard that while a number of Military Faculty were viewed in the most positive light, not all were considered to be exemplary role models for the N/OCdts. Some had not been posted away from the RMC environment in many years and they, and others, lacked credible experience in the CAF overall. It was noted in some cases that while officers in the Military Psychology and Leadership (MPL) Department were hard working and conscientious, many lacked the operational or leadership experience to support the theoretical body of knowledge being conveyed to the N/OCdts. There is no defined tour length for Military Faculty at RMC.
- 93. The SSAV Team offer the following key recommendation on selection of Military Faculty at RMC:
 - a. <u>Military Faculty</u>. It is recommended that RMC determine the optimal tour length of its Military Faculty personnel in order to ensure a balance between academic credentials and recent military experience.
- 94. In the area of training, the SSAV Team assess that the members of the Training Wing need the development and implementation of a tailored training programme that includes formal CAF and Environmental courses in a similar manner to Canadian Forces Leadership and Recruit

School (CFLRS) instructors and Combat Training Centre (CTC) Gagetown instructors who must attend this kind of mandatory training before they can be employed. ⁵²

- 95. The SSAV Team offers the following key recommendation on the training of Training Wing staff:
 - a. <u>Formal Training</u>. It is recommended that all Training Wing personnel undergo a training programme commensurate with the expectations of their unique role at RMC (e.g. coaching and mentoring, cultural intelligence, Harmful and Inappropriate Sexual Behaviour (HISB), The Road to Mental Readiness (R2MR), Mental Fitness and Suicide Awareness, etc.).

Support Services

- 96. General. A key underlying concern with respect to the climate, training environment, culture and the ROTP programme at RMC is the support available to the N/OCdts. RMC has a combined staff, faculty and student complement of close to 3,000 personnel. As described in the Command and Control section of this report and amplified in Annex F, RMC is a complex organization and unlike other units in the CAF. The College is simultaneously a military unit, a fully accredited university, a UNESCO Heritage Site and a Research Centre of Excellence. All of which put demands on the support mechanisms available to and at the College.
- 97. Support Services and Infrastructure at RMC. This section outlines the support services and infrastructure that are available to the N/OCdts at RMC. The full description of the available services and infrastructure at RMC, as well as the SSAV Team's analysis are contained at Annex H to this report. There is a wide variety of support services available to the N/OCdts at RMC. Health services are assessed to be of high quality and meet the Surgeon General's standards of care. Within the College, in addition to the chain of command and Cadet Chain of Authority, a Duty Officer is available 24/7 on the RMC grounds. RMC has three padres who provide 24/7 duty support, two social workers who provide part time support at RMC, a Harassment Advisor, and a Peer Assistance Group (PAG) made up of N/OCdt volunteers who offer advice and refer other N/OCdts to the appropriate services.
- 98. Canadian Forces Base (CFB) Kingston provides medical support through 33 Canadian Forces Health Services Centre and there is a Dental detachment that belongs to 1 Dental Unit. After hours, all CAF members in Kingston receive medical care through the Kingston General Hospital or other health care facilities in the area and there is a 24/7 on call service through the dental clinic. In the greater Kingston area there is a Sexual Assault Centre of Kingston and 9-1-1 emergency services. Like other CAF members, N/OCdts also have access to the Sexual Misconduct Response Centre in Ottawa and the Canadian Forces Member Assistance Programme (CFMAP).

⁵² All CFLRS instructors must pass a General Military Training Instructor course prior to being allowed to work with recruits. Similarly, all CTC Gagetown NCM instructors must complete the Instructor Standardization Training before being allowed to teach, coach and mentor junior officers during their BMOQ-A, Phase 3, and Phase 4 training.

- 99. The RMC information technology environment includes a number of information systems and services that support the day to day running of the College, including academic research and library services, but support for these systems has been centralized and is not readily available outside normal working hours. RMC houses a Language Centre that includes a Writing Centre and provides library services through the Massey Library; however, the Massey Library is in very poor condition and is at 240% over capacity. The Athletic Department supports the fitness component of the ROTP-RMC programme as well as providing coaches for varsity teams, and Personnel Support Programme (PSP) staff for various testing requirements and Supplementary Physical Training (SPT). Logistic services that support the N/OCdts are limited and have been negatively affected by numerous cuts in staff and services over the past five years, in addition to the impact of centralization initiatives.
- 100. <u>Infrastructure</u>: The RMC infrastructure is generally worn. It comprises a mix of heritage buildings, older dormitories and academic facilities, and newer construction that was put in place to accommodate the significant increase in the Cadet Wing following the closure of RRMC and CMR SJ in 1995. There is limited office space, which is generally considered to be utilized at capacity to accommodate the Academic Wing. The poor condition of some of the dormitories, the state of the Massey Library, issues with the N/OCdt Dining Hall and apparent lack of resources to maintain the infrastructure, was striking to the SSAV Team, especially when considering that N/OCdts must live there over the four year programme.
- 101. N/OCdt awareness of support services at RMC. The SSAV Team heard that N/OCdts were aware of the various support services at RMC. The SSAV Team observed that RMC leadership have been proactive in communicating and providing direction to address issues of sexual misconduct. Information on support services, to include emergency services, was displayed prominently in dormitories, and common areas, as well as through electronic media throughout the College.
- 102. <u>Analysis</u>. The SSAV Team assesses that while a good variety of support services are available to RMC N/OCdts and they seem to be aware of their existence, there are a number of issues that should be addressed to improve the overall training and education environment at RMC. These issues are detailed in Annex H and the key issues that are part of that analysis are summarized as follows:
 - a. Occupational and medical readiness. Every N/OCdt undergoes medical screening at a Canadian Forces Recruiting Center before enrolment. However, as it is not a true occupational medical assessment, it will typically be considered valid only for a period of 24 months. At RMC, N/OCdts will only undergo a health assessment toward the end of their fourth year (unless they are injured, or develop a medical condition), to confirm eligibility for commissioning. The SSAV Team assesses that with a periodic health assessment only conducted prior to graduation, the medical system could be unaware of individual medical issues, in particular during four stressful years of university and an intensive military training schedule;

- b. <u>Mental health services</u>. Mental health services (Social Workers) are offered at RMC. While these services are very accessible, the location is in a busy dormitory and is not conducive to privacy or countering the stigma that remains in relation to mental health issues amongst staff and N/OCdts. The SSAV Team assesses that N/OCdts are benefitting from having mental health services on site, but a more suitable location should be found that is more private, yet still accessible;
- c. Access to health services. Some individuals noted that access to health services at CFB Kingston was difficult and time consuming, in particular for N/OCdts with a full academic load. RMC has recognized this and has been working on resolving this issue with medical staff at CFB Kingston. The SSAV Team assesses that the hours of operation for the clinic at CFB Kingston may not be well-suited to serve the N/OCdts and may compound the distance limitations for physical access. Ongoing efforts by 33 Canadian Forces Health Services Centre to complete an options analysis for RMC should be fully supported;
- d. Peer Assistance Group (PAG). The SSAV Team heard a variety of feedback about the PAG. Although peer support groups can potentially add another layer of social support and create mutual bonding within the N/OCdts, some feedback dealt with confidentiality issues, and the uneven quality of service, and some challenges to trust and confidence in the programme. Some raised concerns over how the responsibilities of being a PAG member added to an already challenging programme at RMC. The SSAV Team notes that confidentiality and boundary issues can have serious consequences. Medical professionals and chaplains are bound to confidentiality, whereas N/OCdts are not. Confidentiality is only based on N/OCdts willingness to keep personal information confidential, which can vary for each individual. It was noted that the training necessary to be a PAG member requires a significant amount of time, as do the periodic demands on PAG members;
- e. <u>Massey Library</u>. It was abundantly clear to the SSAV Team that the state of the Massey Library at the College is of critical concern to all at RMC. This was as unanimous a consensus amongst Academic Wing, Training Wing, N/OCdts and other elements of RMC as there could be. The SSAV Team assesses that the Massey Library is in a state of disrepair, is not adequately supporting the needs of N/OCdts, or any of the programmes at RMC, and lacks the information systems and storage capacity to cater to the needs of the College now, and certainly in the future;
- f. Student Services. The SSAV Team observed that there is no student services centre at RMC. N/OCdts can experience difficulty in knowing where to access learning resources to improve study habits or time management, receive counselling for their undergraduate programmes, get information for their future careers in the CAF, or receive tutoring. The Language Centre is not properly staffed, and the SSAV Team heard that on a regular basis, second language training is stopped for indefinite periods of time due to insufficient numbers of staff. The SSAV Team assesses that N/OCdts would be much better served if there was a Student Services Hub or Portal to enable them to access the services they need for academic and potentially military

information purposes. Further it is assessed that the Language Centre needs to be better resourced;

- g. <u>Human Resources</u>. The SSAV Team heard and observed that RMC has some deficiencies in human resources both military and civilian. Some of these are due to directed reductions and others are due to increases in the programme and activity load at RMC. Considerable pressure is in the area of the Personnel Support Programme (PSP) staff of the Athletic Department to include the staff involved with conducting the Supplementary Physical Training (SPT) programme. There seems to be insufficient administrative support, specifically for the holding platoon members' administration, and at the College Orderly Room which has a particularly negative impact on the administration of travel and claims during the summer training period for the N/OCdts. Finally, it was apparent that RMC lacks sufficient capacity in the operations and planning cell of the Training Wing and unit headquarters to deal with the volume and magnitude of demands on a very busy unit, particularly if a significant event occurs;
- h. Financial Resources and Authority. The SSAV Team heard many comments about how the centralization of services and processes within the CAF has resulted in significant limitations to RMC's responsiveness in dealing with infrastructure renovations and repairs, buying electronic documents for the library, hiring staff, etc. and that the financial authority available to the Commandant and Principal is insufficient. The SSAV Team assesses that several elements of the RMC programme should be considered for designation as Core Business Activities. In addition, the SSAV Team assesses that the Delegation of Financial Authorities for Financial Administration for DND and the CAF should be reviewed, in view of concerns that the financial authority available to the Commandant and Principal does not reflect RMC's size and complexity. The SSAV Team heard frequently that as a result, delivery of the programmes at the College have suffered from the ability to obtain books for the N/OCdts, to conducting research in support of the academic programme;
- i. Resiliency Centre Initiative. The SSAV Team noted the initiative by RMC to establish a Resiliency Centre which is planned to reach an Interim Operational Capability (IOC) level in the spring of 2017 and Final Operational Capability in spring of 2018. The SSAV Team assesses that this is a question of establishing a program rather than a Centre and that while this initiative is based upon good intentions, there are concerns amongst health care and mental health specialists over whether this particular approach is appropriate to the aim. The SSAV Team assesses that RMC leadership should re-engage with stakeholders at Health Services as soon as practical to conduct a Needs Assessment before proceeding with this initiative;
- j. <u>Infrastructure</u>. The SSAV team assesses that there are significant issues with the infrastructure at RMC. Concerns were raised over some potential health and safety concerns within the dormitories, usability and noise levels in the dining hall, water leaks, and faulty roofing. It is evident that a significant capital investment is required

to address the overcapacity and generally poor condition of the Massey Library. These particular issues should be addressed as a priority by the Assistant Deputy Minister (Infrastructure and Environment) and the Canadian Forces Real Property Operations Group; and

- k. <u>RMC staff well-being</u>. RMC has a Health and Wellness Working Group that was reactivated at the same time the SSAV Team arrived at RMC. The SSAV Team also noted that there are cases of compassion fatigue in the RMC staff and the Team was concerned about their well-being because of the high level of stress to which they were exposed. Compassion fatigue, also known as secondary traumatic stress, is a condition characterized by a gradual lessening of compassion over time.
- 103. In support of the above assessment of the support services at RMC, the SSAV Team offers the following key recommendations:
 - a. <u>Health Readiness</u>. It is recommended that Canadian Forces Health Services Group review the periodic health assessment policy (4000-21) to determine the appropriate period of validity for the enrolment medical assessments of N/OCdts attending military colleges. The Surgeon General should study the feasibility of changing the policy for periodic health assessments for such N/OCdts, ensuring that the enrolment medical assessment is not the only one conducted during those first four years of service. It may be appropriate to mirror the process used for aircrew personnel, allowing a yearly medical questionnaire to be filled out by the N/OCdts and reviewed by a clinician, with a full medical assessment being conducted at the end of the N/OCdts' second year;
 - b. <u>Peer Assistance Group (PAG).</u> It is recommended that the delivery of peer support through the PAG be re-evaluated by RMC with the aim of addressing concerns over confidentiality, early engagement of the existing chain of command, amount of training, and to align with the validated CAF Sentinel programme;
 - c. <u>Massey Library</u>. It is recommended that the CAF re-examine the priority and capital investment phasing associated with the replacement of the Massey Library with a view to completing this project much sooner than the current 2035 timeframe. Potential options to integrate a Learning Commons / Student Services Centre should be considered. In the interim, the Canadian Forces Real Property Operations Group should support RMC in finding solutions to the College's immediate needs with respect to library services;
 - d. <u>Student Services Centre</u>. It is recommended that in line with the re-capitalization reassessment for the Massey Library, RMC together with staff from Assistant Deputy Minister (Infrastructure and Environment), assess whether a Student Services Centre is required at RMC and if so, what form it should take;

- e. <u>Language Centre</u>. It is recommended that the existing RMC Language Centre be resourced at levels that will allow for uninterrupted instruction for the N/OCdts at RMC;
- f. <u>Human Resources</u>. It is recommended that CDA/MILPERSGEN headquarters and RMC address military and civilian human resources gaps in the areas of the Personnel Support Programme (PSP) staff in the Athletic Department to include the Supplemental Physical Training staff, the establishment of military positions and manning for the Training Wing/RMC Operations and Plans cell, the capacity, establishment and manning of the College Orderly Room, and that a review of the capacity of the maintenance and cleaning staff be conducted;
- g. <u>Financial Authority and Core Functions</u>. It is recommended that CDA/MILPERSGEN headquarters and RMC review which elements of the RMC programme should be designated as Core Business Functions, in accordance with Treasury Board guidelines. In addition it is recommended that CMP/Commander MILPERSCOM consider approaching ADM(Fin) to request an amendment to the Delegation of Authorities for Financial Administration for the DND and the CAF in order to increase the level of financial authority available to the Commandant and Principal;
- h. Resiliency Centre. It is recommended that RMC engage with medical stakeholders at Health Services as soon as possible to perform a RMC needs assessment for resiliency training and mental health support as a programme before continuing with the Resiliency Centre initiative. It is recommended that RMC halt ongoing 'Assist' training and replace it with the ACE (Assist-Control-Escort) training that is recommended by the specialists for suicide prevention; and
- i. <u>Infrastructure</u>. It is recommended that RMC, the Canadian Forces Real Property Operations Group and CFB Kingston evaluate the overall state of infrastructure at RMC, identify potential health and safety issues, address long standing repair issues and establish priorities for near term operations and maintenance of RMC infrastructure.

RMC Four Pillar Programme

104. <u>General</u>. RMC provides a unique learning and operational environment through a programme that combines education and professional development for N/OCdts that is based on four areas of concentration, which are described in RMC directives as the "Four Pillars." The Four Pillars are made up of academics, military training, personal fitness and bilingualism. Naval and Officer Cadets (N/OCdts) are expected to achieve the minimum standards in all parts of the Four Pillars in order to graduate from RMC with the ROTP-RMC designation, often colloquially

⁵³ 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer / Reserve Entry Training Plans, 26 July 2016, pp 6/15

referred to as the "AFAN qualification" (which is a human resource administration code for the qualification granted to an officer who has successfully completed the ROTP-RMC programme). The full details of the SSAV Team description, observations, assessments and key and supporting recommendations with regards to the RMC Four Pillar programme are found at Annex I. In short, each of the Four Pillars are described as follows:

- a. <u>Academics</u>. N/OCdts must successfully complete an undergraduate level university degree within the RMC programme of studies.⁵⁴ The degree must be compatible for employment within their assigned Military Occupation as commissioned officers;
- b. <u>Military</u>. N/OCdts are expected to demonstrate appropriate conduct and behaviour; complete a junior and senior leadership appointment within the Cadet Chain of Authority (CCoA); and, complete the critical elements of leadership training;
- c. <u>Fitness</u>. N/OCdts must meet both CAF and RMC standards. They are required to pass the Canadian Armed Forces FORCE test and the Basic Military Swim Standard (BMSS). They are also required to pass the RMC Physical Performance Test (PPT) test, be considered in 'good standing' with regards to their PPT results; and, complete the RMC Physical Education syllabus;⁵⁵ and
- d. <u>Bilingualism</u>. N/OCdts are expected to achieve the Public Service Commission standards for functional (BBB) in their second official language.⁵⁶

105. The Four Pillars programme also applies to N/OCdts who attend CMR SJ in Quebec during their Preparatory and First Years of study. Although CMR SJ does not provide an undergraduate level degree programme, N/OCdts must follow an academic programme that is coordinated with RMC. N/OCdts at CMR SJ are required to achieve the same standards as those at RMC in military training, physical fitness and bilingualism and that are applicable to their year and progression level.⁵⁷

106. The operational environment at RMC is 'designed' to be demanding to encourage N/OCdts to learn and change in striving to achieve excellence in the Four Pillars. It is meant to promote the personal attributes of self-discipline and self-sacrifice in order for N/OCdts to succeed both at RMC and in their future careers as commissioned officers. This ideal is characterized through the RMC motto: "Truth, Duty, Valour." This operational environment incorporates a unique Cadet Chain of Authority (CCoA) structure that is separate from, but accountable to, the CAF Chain of Command at RMC. The CCoA is designed to provide opportunities for more senior

⁵⁴ 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer / Reserve Entry Training Plans, 26 July 2016, Table 2, pp. 8/15

⁵⁵ Ibid, Table 2, pp. 7/15

⁵⁶ ibid, Table 2, pp. 7/15

⁵⁷ Ibid, pp 9-10

⁵⁸ This motto applies to both military colleges (RMCC and RMC SJ) as per 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer/Reserve Entry Training Plans, 26 July 2016, pp5

N/OCdts to take on leadership roles within their Squadrons, Divisions or at the Cadet Wing level overall. The CCoA is described in more detail in Annex F (Command and Control and Governance). To be successful at RMC, N/OCdts are expected to be able to:⁵⁹

- a. Exhibit a very high level of devotion and commitment to both the unit and individual professional development;
- b. Sustain extraordinary efforts over a prolonged period of training to support continued growth in pursuit of excellence; and
- c. Demonstrate a high level of self-discipline and considerable self-sacrifice.

107. As part of the operational environment at RMC and CMR SJ, CDA/MILPERSGEN HQ implemented a training progression model that consists of four leadership levels (LL) designed to frame and coordinate the development of N/OCdts within the military college education and training system. Progression through these leadership levels is based on meeting prescribed standards within each component of the Four Pillars. This model began being implemented in 2014 and was put in place in part to address an issue of a dual standard of officers who graduated from RMC – those having met the standards set for the Four Pillars, thereby given the RMC graduate designation (AFAN) – and those still graduating from RMC with a degree and having met the CAF standard for fitness but not having met one or more of the RMC-specific standards in the military, fitness, or bilingualism pillars. At the time of implementation of the LLPM, statistics for graduating N/OCdts who met the ROTP-RMC (AFAN) standard versus those who did not, yet still graduated with a degree and were commissioned, indicated that just under 20% of graduates between 2011 and 2013 did not achieve the ROTP-RMC programme standard.

108. Selection Criteria for ROTP-RMC N/OCdts. The process for enrolment of ROTP-RMC N/OCdts through the Canadian Forces Recruiting Group (CFRG) is described in Annex I. In fall 2016, CDA/MILPERSGEN headquarters, CFRG and RMC established a selection board process to grant early conditional offers into the ROTP-RMC programme. The SSAV Team assesses that the 146 early conditional offers that were sent out as of December 2016 was a very positive step to addressing some enrolment challenges for both RMC and CMR SJ. Additional Selection Boards were scheduled for January, February and March of 2017 to process the best suited files as promptly as possible in order to meet the Strategic Intake Plan's requirements but also taking into considerations Employment Equity targets for women, visible minorities and aboriginal representation. The SSAV Team assesses that this practice of early offers should continue and be accelerated if possible.

109. The SSAV Team offers the following key recommendation on the selection of N/OCdts for the ROTP-RMC programme:

⁵⁹ 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer/Reserve Entry Training Plans, 26 July 2016, pp5

⁶⁰ RMCC Training Policy for ROTP/RETP Version 0 – 12 Aug 2014, pp2-3/12

⁶¹ Annex J, Briefing Note for the Armed Forces Council – "Royal Military College of Canada's Leadership Level Model," 15 April 2014, ppJ1-2

⁶² Briefing to RMCC Board of Governors, The RMCC Progression Model, September 2014, Slide 3

- a. <u>Early Selection Process</u>. It is recommended that the selection process put in place by CDA/MILPERSGEN headquarters, RMC, CMR SJ and the Canadian Forces Recruiting Group in 2016, including the early offers, should be retained, accelerated if possible, and an annual review of the quality of N/OCdts recruiting process be conducted to identify potential areas for improvement.
- 110. Selection Criteria and N/OCdt success rates in Four Pillar programme. The recruiting process can only assess the potential of a ROTP-RMC candidate there is no guarantee that the N/OCdts will possess the necessary drive or attitude to realize that potential. The SSAV Team assesses that given the limitations of what can be expected through the recruiting process as it exists, it may be more realistic to accept and plan on a certain degree of attrition as N/OCdts progress through these phases of training and development. The SSAV Team also assesses that what does need to occur is an environment where there are clear and relevant standards that are applied evenly, and for those individuals who cannot meet the requirements of the ROTP-RMC programme, provide them with honourable, supported and timely options to exit RMC.
- 111. <u>Basis for the "Four Pillar" programme</u>. The SSAV Team assesses that overall, the RMC Four Pillar programme generally has a basis in law having been prescribed by the MND in regulations. The overall objectives of the RMC Four Pillar programme are consistent with the strategic vision for the CAF officer corps, as described in *Duty with Honour: The Profession of Arms in Canada*. Arms in Canada.
- 112. While the operational environment at RMC is designed to motivate N/OCdts to strive for excellence in pursing their academic and leadership potential, the lack of formal recognition outside of RMC of what the ROTP-RMC programme delivers imposes a challenge in motivating N/OCdts to achieve excellence across the components. The SSAV Team assesses that this challenge comes in the form of a lack of sense of legitimate purpose and identity for both members of the Training Wing staff and many of the N/OCdts themselves, who are expected to follow a programme and achieve standards that are not reflected in the CAF Qualification Standards for Development Period 1. Upon commissioning, some N/OCdts perceive that there is little tangible benefit in having achieved the components of the Four Pillars. The SSAV Team assesses that the CAF needs to identify the reasons why those N/OCdts who are part of the ROTP-RMC (and CMR SJ) programme are subject to additional requirements and what the expectations or benefits to the CAF and those individuals may be. The SSAV Team noted that an analysis on behalf of CMP/Commander MILPERSCOM indicated that although ROTP-RMC graduates typically made up approximately one quarter of commissioned officer intake, they account for approximately half of General and Flag Officers ranks. This indicates a degree of correlation between completion of the ROTP-RMC programme and successful service as a senior leader in the CAF.

⁶³ Queen's Regulations and Orders for the Canadian Military Colleges (QR Canmilcols), AL 1-03, Articles 2.02, 2.03, 4.02

⁶⁴ Department of National Defence, Duty with Honour: The Profession of Arms in Canada, 2009 ed, (CDA Press), 14-23

- 113. The SSAV Team assesses that the lack of clarity in the value of the 'AFAN' designation is fundamental to some of the systemic issues observed at RMC and needs to be addressed in order to optimize the learning and training environment. The End-To-End Review (E2ER) of the CAF PDS has been directed by the CDS and is being conducted by CDA/MILPERSGEN HQ. The SSAV Team understands that the scope of the E2ER could be broadened to include a review of the ROTP-RMC programme in relation to the officer Qualification Standard and subsequent Needs Analysis. Once decisions have been made on the approach, it should be integrated into the RMC governance framework.
- 114. The SSAV Team offers the following key recommendation with respect to the basis of the RMC "Four Pillar" programme:

End-to-End Review (E2ER) of ROTP-RMC programme. It is recommended that CMP direct that as part of the End-To-End Review (E2ER), of the CAF PDS, an assessment of the ROTP-RMC Four Pillar programme be conducted in terms of its relationship to the CAF OGS and QS for officer Development Period 1 (DP1) and to identify solutions that will formalize its role within the CAF PDS. Once this is completed, the QR (Canmilcols) should be amended to reflect the results of that review in terms of the course of study prescribed by the MND.

- 115. Authority to set the standards for each of the Four Pillars. The authorities to set standards overall, and within each component of the Four Pillar programme are detailed in Annex I. The SSAV Team assesses that while the authorities to set the standards for each of the Four Pillars have some basis either in law, policy or approved directives, the nature of the standards setting process is made fairly complex by virtue of the unique combination of academic and military standards for the RMC programme. The Commander CDA/MILPERSGEN and the Commandant of RMC have exercised the authority to set the standards to be achieved by N/OCdts undergoing the ROTP-RMC programme. Other than the Academic programme, there appears to be limited input by external CAF stakeholders (i.e. Commanders of Commands, Canadian Joint Operations Command) on what standards are set for the other three pillars of the ROTP-RMC programme.
- 116. Military (Leadership) standards. A concerted effort was made by CDA/MILPERSGEN and RMC from 2012 to 2016 to create a policy basis for the standards. While this has clarified what standards apply and how, the degree of oversight and review of those standards by CAF stakeholders external to CDA/MILPERSGEN and RMC is unclear. This has contributed to feedback the SSAV Team received that pointed to perceptions of 'disconnects' between the Military Pillar standards applied at RMC, and those of the CAF in general. A review of the authorities and process to set the standards in the Military Pillar would be of benefit.
- 117. <u>Academic standards</u>. The high level authorities to set the academic standards at RMC are set out through a combination of legal and policy documents and through university programme review and accreditation mechanisms. The SSAV Team assesses that the authority to approve

⁶⁵ 4500-1 (Commander MILPERSGEN) Chief of the Defence Staff Directive to Implement Changes to the Canadian Armed Forces Professional Development System, 21 September 2016

the Academic Programme at RMC has been delegated by the MND through the Directives for the Principal and the BoG ToR. However, while the ToR for the RMC Board of Governors indicates it is responsible to approve the RMC academic programme, it does not appear to do so. In practice, the Principal of RMC, through various internal and external mechanisms, exercises the *de facto* authority over RMC academic standards. For clarity purposes, this discrepancy should be addressed as part of the proposed review of the BoG ToR and this issue has been explored in more detail in Annex F – Command and Control and Governance.

- 118. Physical fitness standards. All N/OCdts must meet the Basic Military Swim Test standard and the Minimum Physical Fitness Standard (MPFS) or FORCE Test in accordance with CAF standards as defined in A-PD—055-002/PP-003 Officer General Standards. The RMC Physical Performance Test (PPT) and Physical Education syllabus however are specific to RMC and conducted in accordance with RMC standards. The RMC PPT is denoted as exceeding the MPFS under the DAOD 5023-1.
- 119. The SSAV Team assesses that the authority to set the fitness standards within the Four Pillars was exercised by Commander CDA/MILPERSGEN in issuing the CDA directive. The PPT is part of the published college standards. The CAF policy basis to support the standards requirement of the RMC PPT is unclear. As well, the RMC Athletic programme does not appear to be supported by DFit under the CAF Fitness and Sports Programme. DFit is responsible to fund the centralized staff and RMC does deliver components of the FORCE programme (i.e. conducting FORCE Fitness testing). The PPT should ideally be based on essential tasks or occupation/operational requirements and validated. These should be supported by the Commandant of RMC and approved by Commanders CDA/MILPERSGEN and Military Personnel Command.
- 120. <u>Bilingualism standards</u>. The authority to set the standards for bilingualism at RMC currently rests with Commander CDA/MILPERSGEN and is exercised through the current ROTP/RETP Training Policy directive. Further, the requirement to achieve a BBB is clearly laid out in the Officer General Specifications and in A-P3-050-SLT/PH-H01 *Training Plan Military Second Language Training Program (MSLTP) Canadian Armed Forces French Curriculum (CAFFC)*. It is based on the number of hours of instruction provided. Other than the fact that achieving the functional (BBB) standard for N/OCdts on commissioning is above the requirements cited in the CAF bilingualism progression guidelines, the basis is clear.
- 121. The SSAV Team offers the following key recommendations on the authorities to set the standards in each of the Four Pillars of the RMC programme:
 - a. <u>Military (Leadership) Pillar and Standards</u>. It is recommended that a review of the authorities and process to set the standards in the Military Pillar of the ROTP-RMC programme be conducted. If possible, this should be done as part of the overall ROTP-RMC Programme review and formalization within the End-to-End Review (E2ER) that has been recommended as part of this report; and
 - b. <u>Fitness Pillar and Standards</u>. It is recommended that the RMCC Fitness Pillar programme be reviewed with the aim of formalizing the authorities for setting the

fitness standards at RMC and the methodology for enforcing those standards. Further, it is recommended that a Project Management Team, led by DFit with RMCC Athletic Department participation, validate the requirement and construct of the PPT conducted at RMC. This should be done as part of the overall ROTP-RMC programme review and formalization within the End-to-End Review (E2ER) that has been recommended as part of this report.

- 122. Communication of Four Pillar standards to the N/OCdts. Communication of the standards expected of N/OCdts is provided through a number of documents, including the QR (Canmilcols), CFAO 9-12 (ROTP), the CADWINS and RMC College Standing Orders. In addition, Commander CDA has provided direction on the Leadership Level standards to be achieved by N/OCdts and the associated expectations in terms of academic, military, fitness and second language performance standards. For N/OCdt, the CADWINs are the primary means of communicating standards and expectations. These are available on the RMC internal network. Standards are known by the staff members of the Training Wing, PSP and Second Language instructors. The Academic Wing communicates the standards and with respect to academic performance through the annually published RMC Undergraduate Calendar. The SSAV Team assesses that the standards associated with each of the Four Pillars are communicated well within the orders, directives and instructions at RMC. Furthermore, most of the staff appeared to be cognisant of those standards.
- 123. N/OCdts understanding of standards and priorities of the Four Pillars. The SSAV Team observed that the majority of the 209 N/OCdts that were interviewed generally demonstrated a good understanding of the standards expected to be achieved in each of the Pillars. Feedback was less about what the standards were, but more about the achievability, purpose or relevance. This was particularly so for the Professional Military Training (PMT) portion of the military pillar, and the PPT standards for the fitness pillar.
- 124. The SSAV Team assesses that cohesion and mutual support amongst the elements of the college responsible for each component of the Four Pillars appears to be less than optimal. This is particularly true between the Academic and Training Wings. While the Commandant has articulated the intent that the college should operate as a unified whole, the reality appears to be that there is noticeable negative tension amongst parts of the college charged with delivering the Four Pillars programme for the N/OCdts. This lessens the quality of the RMC experience for the N/OCdts, and creates difficult working conditions for the staff of RMC themselves. Steps should be taken as a priority to address the level of cohesion and mutual support amongst the Wings of the college, in particular the Academic and Training Wings.
- 125. While the ROTP/RETP Training Policy emphasizes that all pillars of the RMC programme carry equal weight; in practical terms, the demands of the academic programme are such that the majority of N/OCdts must place their priority of effort on achieving academic requirements for

⁶⁶ 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer/Reserve Entry Training Plans, 26 July 2016, pp2 and Table 2

⁶⁷ National Defence and the Canadian Armed Forces, "Registrars-Office-Undergraduate-Calendar," *RMC Website*, https://www.rmcc-cmrc.ca/en/registrars-office/undergraduate-calendar-2016-2017 (accessed March 2, 2017).

their undergraduate degree. The SSAV Team found that there was a consistent undertone that the RMC Four Pillar programme was actually more like "One pillar and three good ideas" in terms of their relative importance. This was a prevalent view point from the Academic and Training Wings, and from the N/OCdts themselves. Ultimately, the majority of N/OCdts who do not graduate from RMC are those who are unable to meet academic standards; not meeting the standard in the other three pillars does not prevent graduation from the College or commissioning. This is well known and results in a privileging of the academic pillar above the others in terms of *de facto* priorities.

- 126. With regards to coordination of effort across the Four Pillar programme, the preponderance of feedback from stakeholders at RMC indicated that there is a lack of proactive, systematic college-wide coordination capacity of the requirements and activities across the Four Pillars. The Commandant is considered the 'final arbiter' of the time and priority demands at the College, but there lacks a dedicated staff function to manage and synchronize actively the programme demands across the Four Pillars on a continuing basis. The SSAV Team observed that while learning how to prioritization conflicting demands is a valuable skill, N/OCdts are often left to deconflict activities across the Four Pillars on their own due to a lack of synchronization.
- 127. The SSAV Team assesses that a synchronization function would likely require engagement with, and direction to, key leadership across the College thus the position charged with this responsibility should be senior enough to ensure a degree of emphasis on the requirement for coordination in this regard. Although there is an appointed Deputy Commandant of RMC, the position is in fact the Director Advanced Military Studies and is in a dual role.⁶⁸ There is potential in formalizing the Deputy Commandant position and assigning the programme synchronization and corporate management of the College to that position.
- 128. The SSAV Team assesses that consideration could be given to re-aligning the components of the Four Pillar programme in order to re-focus on academics and leadership development and potentially improve the synchronization of the delivery of the programme for the N/OCdts. Leadership development could be comprised of an integration of existing elements of PMT, fitness and bilingualism, as well as the leadership practicum within the Cadet Chain of Authority. These are thought to be the skills, attributes and knowledge that contribute towards the development of N/OCdts into effective leaders as officers. In this model, the RMC programme could be communicated as a Two Pillar programme: Leadership Development and Academics but still retain the essential components that make up the existing programme. The alignment of the responsibility to for these components would need to be assessed by RMC to determine the optimal way to deliver the programme.
- 129. The SSAV Team offers the following key recommendations on N/OCdts understanding of the standards and relevant priorities of the Four Pillar programme at RMC:

⁶⁸ The Deputy Commandant function is presently performed by the Director of Advanced Military Studies (AMS) at RMC. A colonel has been double-hatted in this role in order to address a recognized gap in corporate leadership capacity of the RMC HQ

- a. <u>Unity of Purpose</u>. It is recommended that, as a priority, the Commandant and Principal work deliberately to build a stronger working environment amongst the elements of RMC, in particular the Academic and Training Wings. The intent of the *One College Team* approach, based in the 2016 Commandant's Priorities, needs to be internalized by all staff at RMC and an environment of mutual respect, support and cooperation established to ensure that all members of RMC are focused on achieving the unit mission;
- b. Synchronization and management of the Four Pillar programme. It is recommended that RMC create the capacity to synchronize and manage the execution of the Four Pillar programme on a continuous basis. The Commandant and Principal of RMC should consider assigning this role to an existing position, or consider formally establishing the Deputy Commandant position at RMC and assigning this role; and
- c. <u>Alternative ROTP-RMC Programme Delivery Model</u>. It is recommended that consideration could be given to re-aligning the components of the Four Pillar programme in order to re-focus on the fundamentals of achieving academic and leadership development outcomes. Leadership development could be consolidated under the Director of Cadets and could comprise integrated military training and education, physical fitness and bilingualism.
- 130. The extent to which standards in the Four Pillars are met by the N/OCdts. The details on the specific standards to which the N/OCdts are held are listed as part of Annex I. Through a review of available documentation and interviews, the SSAV Team observed that the percentage of N/OCdts who have been successful in achieving the required standards of the ROTP-RMC programme on graduation averaged to 78% over the period 2011 to 2016 inclusive. The majority of the programme failures were caused by not meeting one or both of the physical fitness and/or bilingualism requirements. 69 70
- 131. The SSAV Team observed that when N/OCdts do not achieve the standards in one or more of the Four Pillars, RMC procedures require that each case be reviewed at a Progress Review Board (PRB). The SSAV Team heard significant concern from the Training Wing and the Academic Wing staffs, that although files were reviewed for decisions, removals of N/OCdts from the ROTP-RMC programme are rare. The SSAV Team observed that this causes concern and frustration not only within the Training Wing, but amongst the N/OCdts due to the perception that other than academics, the implications of not meeting the standards in three of the four pillars are largely inconsequential. This situation creates the perception of a double standard at RMC between those N/OCdts who achieve the requirements of the Four Pillars, and those who do not.
- 132. The SSAV Team assesses that the CAF needs to confirm the requirement for ROTP-RMC commissioning plan officers (i.e. those that go through the RMC (and CMR SJ) programme) to

⁶⁹ HQ CDA Presentation: The RMCC Progression Model – AFAN Failures 2011-2013, slide 2

⁷⁰ HQ CDA/MILPERSGEN Presentation: The RMCC Leadership Level Progression Model – AFAN Failures 2013-2016, slide 5

achieve the higher standards that are part of the programme as compared to the remainder of the CAF Officers. Generally, standards as stipulated in CDA/MILPERSGEN directives are being enforced at RMC; however, not meeting those standards does not preclude graduation and commissioning, as long as N/OCdts successfully complete their degree programme, pass the FORCE Test and adhere to expected military conduct and deportment.

- 133. Approved standards for the ROTP-RMC programme need to be applied evenly. At present the disparity between graduates who have achieved the standards of the Four Pillars and those who have not creates a negative undercurrent within the Cadet Wing and amongst the Training Wing staff who are charged with implementing the programme. The SSAV Team assesses that this has an impact on the morale of RMC, at several levels, and has led to an erosion of pride in the institution and meaning behind the achievement of the standards within some components of the Four Pillar model.
- 134. The SSAV Team offers the following key recommendations on the extent to which standards in the Four Pillar programme are being met by N/OCdts:
 - a. <u>Rationale for the ROTP-RMC standards</u>. It is recommended that CMP/Commander MILPERSCOM, as part of the End-to-End Review (E2ER) process, identify the rationale for the higher standards expected of N/OCdts in the ROTP-RMC programme. When established, this rationale should be clearly captured in policy;
 - b. <u>Validation of ROTP-RMC standards</u>. It is recommended that CDA/MILPERSGEN conduct regular validation of the ROTP-RMC standards with graduates and their superiors;
 - c. <u>Enforcement of ROTP-RMC standards</u>. It is recommended that should a legal or policy basis for the required standards in the military, fitness and bilingual components of the ROTP-RMC programme (Four Pillars) be established (see recommendation above), CDA/MILPERSGEN and RMC should ensure that there is a clear and enforceable basis for removal of N/OCdts from the ROTP-RMC programme; and
 - d. Transition out of ROTP-RMC programme. It is recommended that CDA/MILPERSGEN and RMC work with CMP/Commander MILPERSCOM on establishing respectful transition options for N/OCdts who do not meet ROTP-RMC programme requirements with the aim to ensure that individuals who are not able to meet the required standards at RMC, are given clear options, treated with dignity and given the support they require to transition in a timely manner from the ROTP-RMC programme. The Commandant RMC should liaise directly with key CMP/Commander MILPERSCOM staff to ensure transition options are provided to N/OCdts in a timely manner.
- 135. RMC training and learning environment support towards achieving standards. The general description of the operational environment that supports the training and education of N/OCdts at RMC is outlined at the beginning of the Four Pillars programme section. Outside of the

academic component of the programme, the vast majority of observations and comments provided to the SSAV Team were about the other three components of the Four Pillars. The focus of the following paragraphs will be the summary of observations, assessments and key recommendations that the SSAV Team assess have the greatest influence over the training and learning environments for the N/OCdts at RMC.

- 136. The Leadership Level Progression Model (LLPM). The Leadership Level Progression Model (LLPM) was implemented to address the problem of N/OCdts not meeting the standard in one, or more, of the Four Pillars of the RMC programme, yet still graduating from and being commissioned through RMC. This was seen as diminishing the credibility of the ROTP-RMC programme. The SSAV Team noted that the implementation of the LLPM has not resulted in improvements to the numbers of graduates who have met the standards of the ROTP-RMC programme. The success rate of N/OCdts achieving the requirements of the Four Pillars on graduation has gone from approximately 80% overall for the years 2012 2014 prior to implementation, down to 65% in 2015 and 75% in 2016 following implementation.
- 137. The SSAV Team assesses that while the intent behind the LLPM may be sound, in implementation it has led to unintended consequences that have had a disproportionately negative impact on those N/OCdts who struggle to progress at the same rate as their peers in one or more of the Four Pillars. This can result in loss of leadership opportunities in the Cadet Chain of Authority part of the *raison d'être* for attending RMC and stigmatization of those who are unable to achieve the standards at the same rate as their peers.
- 138. The result is disruption to the cohesion of the N/OCdts within their respective academic years, and the inadvertent creation of two classes of N/OCdts at the College. N/OCdts who, for one reason or another, do not achieve the prescribed standards for their given leadership progression level, do not advance to roles of higher responsibility within the Cadet Chain of Authority, which along with their Leadership Level, can clearly be recognized by those around them given the insignia on their uniforms. This can have devastating effects on self-esteem and can ironically become a de-motivator as the progression levels are viewed more as a punishment regime than a developmental opportunity by some of the N/OCdts.
- 139. Some N/OCdts find the Leadership Level model confusing and it is not evenly applied across the Squadrons, so some are held to their designated Leadership Level, while others are not. The SSAV Team assesses that it may have also become a contributing factor to a culture of cynicism the SSAV Team observed at the College. In the end, the implementation of the LLPM has not solved the problems it was supposed to have solved at RMC. It has introduced unintended negative consequences to the RMC experience for a significant percentage of the N/OCdts.
- 140. The four or five years that N/OCdts spend at RMC should be considered as a 'golden opportunity' to inculcate them into the profession of arms and build them into self-confident and capable junior officers who will provide value at their first unit. While the LLPM is intended to

⁷¹ Annex J, Briefing Note to Armed Forced Council - Royal Military College of Canada's Leadership Level Model, 15 April 2014, pp J-1/2, para 2

accomplish this, it is assessed that there are some issues with its implementation that may impede achieving this outcome for some of the N/OCdts.

- 141. The SSAV Team assesses that the implementation of the Leadership Level Progression Model should be critically re-examined as a priority and a decision made to either modify this approach, such that it removes the potential for stigmatization and negative associations towards the development and progression of some N/OCdts, or withdraw it completely and return the RMC programme to an academic-year based progression, as it was prior to 2014.
- 142. The SSAV Team offers the following key recommendation with respect to the Leadership Level Progression Model (LLPM) Implementation:
 - a. <u>Leadership Level Progression Model (LLPM)</u>. It is recommended that the Leadership Level Progression Model be critically re-examined as a priority and a decision made to either modify the approach, such that it removes the potential for stigmatization and negative associations towards the development and progression of some N/OCdts; or, withdraw it completely from the college programme and return to an academic-year based progression, as was the case prior to 2014. This review should be convened under the authority of Commander, Military Personnel Command.
- 143. Programming of N/OCdt Time. Descriptions of the various concerns that were received by the SSAV Team are detailed in Annex I. While surmounting challenges can be a significant positive stressor and contribute to the development of character and coping strategies, these challenges should be designed into the programme and not introduced haphazardly through inadvertent conflict and competition between the components of the RMC Four Pillar programme and other activities introduced into the N/OCdt timetable. The SSAV Team assesses that the learning environment at RMC would benefit from a more deliberate approach to programming the time of the N/OCdts.
- 144. The SSAV Team recognizes that a key objective of the RMC programme and operational environment is to teach individuals how to manage conflicting priorities, time constraints and multiple demands on their energy and mental focus, in order to prepare them for the prevailing and challenging conditions of service as leaders in the CAF. Notwithstanding this intent, the RMC Four Pillar programme demands on the time of the N/OCdts should be applied deliberately and be well coordinated amongst the various components of the Four Pillars at the College.
- 145. The SSAV Team notes that particular attention should be given to ensuring that the scheduled study time for N/OCdts is protected from interruptions by activities imposed by the Cadet Chain of Authority, Training Wing, Athletic Wing, and by the behaviour of N/OCdts themselves in the dormitories. The SSAV Team assesses that as part of the deliberate approach to programming N/OCdts' time, there should be opportunities for decompression, as is consistent with the practice in most CAF units.
- 146. The SSAV Team assesses that a key to success in this area would be assigning one office responsible for the detailed coordination of the Four Pillar programme between the components.

This could be a role for the Deputy Commandant of RMC, should that position be formally established. Adopting a common, college-wide calendar or timetable would be an essential tool to accomplishing this. Internalizing the "One College Team" philosophy across all elements of RMC to foster cooperation in delivering the best possible programme for the N/OCdts would be very important.

- 147. The SSAV Team offers the following key recommendations with regard to the programming of N/OCdt time at RMC:
 - a. <u>Programming of N/OCdt time</u>. It is recommended that RMC create the capacity to do day to day integration, de-confliction and coordination of the delivery of the component activities within the Four Pillar programme. As part of this, the Commandant and Principal RMC should consider implementing the following:
 - (1) Adopting a single, common, college-wide calendar or timetable;
 - (2) Reinforcing and internalizing the "One College Team" philosophy across all elements of RMC, including during staff and N/OCdt orientations;
 - (3) Incorporating opportunities for decompression within the N/OCdt schedules that allow for personal down time and low stress activities that foster group cohesion and build informal support networks within the N/OCdt body;
 - (4) Ensuring that the scheduled evening study time for N/OCdts is protected from interruptions or disruptions; and
 - (5) Adding instruction on time management and good study tools and habits.

148. <u>Professional Military Training (PMT)</u>. The Professional Military Training syllabus has been created in house at RMC based on defined Officer Development Period 2 objectives. The SSAV Team observed a very consistent view, in particular from N/OCdts, that the conduct of Professional Military Training at RMC was considered low value, irrelevant and not a good use of time. There were some aspects of Professional Military Training that were viewed as positive and value added, such as: Environmental or Military Occupation Code (MOC) Weekends; presentations by ex-cadets on leadership and personal perspectives as a junior commissioned officer; and, practical hands on types of experiences, such as the Professional Military Training activities conducted at CMR SJ. It was noted that the Training Wing has put considerable effort into revising the delivery of Professional Military Training and incremental improvements have been made over time. Resolution on exactly what the CAF expects from the ROTP-RMC programme would be greatly beneficial to that end.

⁷² RMC Briefing Note: RMC Leadership Training and Training Wing Professional Military Training, undated. The skill and knowledge levels associated with Officer Development Period 2 (DP2) is described in the Officer General Specifications (OGS) as being the level that CAF officers are expected to attain by the time they reach the rank of Captain/Lieutenant (Navy).

- 149. The SSAV Team assesses that while the aim to provide military training for N/OCdts to achieve Development Period 2 (DP2) objectives is laudable, in execution, Professional Military Training at RMC is falling short of providing meaningful and relevant training for N/OCdts. It can be repetitive and contributes to over-programming of N/OCdts' time while providing them with an abundance of theory, yet few practical skills. A revised approach to Professional Military Training should be considered and the curriculum should be focused on content relevant for their initial unit postings such that a newly graduated officer from RMC can 'hit the ground running' with common military skills and knowledge that provide value and depth to the slate of junior officers available to Commanding Officers.
- 150. The SSAV Team assesses that a review, conducted by a team of key stakeholders, should be stood up to rationalize the existing Professional Military Training syllabus. The review should aim at synchronizing and Professional Military Training to the Basic Military Officer Qualification, First Year Orientation Programme, and Development Period 1 objectives. A number of 'value added' skills or qualifications as explained in the paragraph above and detailed in Annex I should be considered to be added. This should result in a formalized ROTP-RMC Training Plan. Part of this review should include looking at the scheduling of Professional Military Training at RMC with a view to concentrating effort into longer, and more meaningful, training and education sessions. Once approved, it should be recognized in the Officer General Specifications, perhaps as a "Basic Military Officer Qualification (BMOQ) (with additions)" and could re-use the 'AFAN' designator to denote it. This would also serve to instill practical meaning to the ROTP-RMC designation and likely go a long way to addressing perceptions within the CAF of the value of officer graduates from RMC.
- 151. The SSAV Team offer the following key recommendations with regards to the Professional Military Training syllabus at RMC:
 - a. Content of Professional Military Training (PMT). It is recommended that a Commander, Military Personnel Command, convene a working group comprising key stakeholders from CDA/MILPERSGEN, RMC, CMR SJ, Canadian Joint Operations Command and training representatives from the three Environmental Commands (Navy, Army and Air Forces) to review and streamline the existing Professional Military Training syllabus, map it to Basic Military Officer Qualification, First Year Orientation Programme and Development Period 1 objectives. The aim would be to create a progressive, relevant and value-added Professional Military Training Plan that would include input from the Environmental Commands and CDA/MILPERSGEN on a set of common qualifications, practical skills or knowledge that would be considered value-added for junior officers arriving at their first units. Details of area that could be considered are listed in Annex I; and
 - b. <u>Delivery of Professional Military Training (PMT)</u>. It is recommended that delivery of the revised Professional Military Training syllabus be reviewed by the Commandant and Principal of RMC with the aim to determining the best way to schedule it within the restraints of the RMC programme. Consideration should be given to combining instruction periods into larger blocks, potentially on a monthly/semester basis in order to concentrate effort and optimize the learning

opportunities for N/OCdts. Creating hands-on training through a multi-day field exercise environment, at least once a year, should also be considered.

- 152. <u>Integration of Leadership Development</u>. The SSAV Team heard that the delivery of leadership development for the N/OCdts is not systematically coordinated between the theory given through Military Psychology and Leadership courses, Professional Military training, interaction with the Academic Wing delivering elements of the Core Curriculum; and the experiential practicum of the N/OCdts' Cadet Chain of Authority leadership appointments. While it was evident to the SSAV Team that members of the Academic and Training Wings responsible for these aspects of leadership development were highly dedicated to the objectives of their respective elements, there were few signs of a deliberate approach to integrate these elements into a more effective overall leadership development experience for the N/OCdts. The SSAV Team heard that this lack of a coherent and integrated approach represented a 'missed opportunity' for RMC and the CAF to "professionalize" the N/OCdts for a career as commissioned officers.
- 153. The SSAV Team assesses that the leadership development of N/OCdts prior to graduation from RMC would benefit from a more systemic integration of the academic, theoretical, practical and experiential opportunities that exist at the college. In alignment with the above recommendations on the delivery of Professional Military Training, a coordinated and complementary approach to combining the study of military history and technology, the moral, ethical and philosophical foundations of leadership and applying all of these to the practicum of leadership within the RMC environment, would contribute significantly to the 'professionalization' of N/OCdts during their time at RMC.
- 154. Further, if the focus of front line Squadron and Division Commanders and Senior Non-Commissioned Members was placed on coaching and mentoring the N/OCdts, in line with the theoretical and practical knowledge provided through such an integrated leadership development programme, in cooperation with the Academic Wing professors, the result could be a valued and effective programme to inculcate N/OCdts into the profession of arms, and reinforce the attributes of Identity, Responsibility, Expertise and the Military Ethos.⁷³
- 155. The SSAV Team assesses that a review should be conducted by a team of key stakeholders charged with restructuring the delivery of leadership development at RMC with the aim to integrate the components of the Core Curriculum, Military Psychology and Leadership studies with a revised Professional Military Training Plan towards a systematic and deliberate approach to inculcate N/OCdts into the CAF profession of arms. This restructuring would need to include the application of theory and knowledge into the practicum of the leadership opportunities resident with the Cadet Chain of Authority, mentored and coached by Division and Squadron Commanders and Senior Non-Commissioned Members. Division and Squadron Commanders could develop leadership development progression plans for each N/OCdt under their command that would document and allow for tracking of each individual's learning and development over the entire RMC programme period. The SSAV Team assesses that done successfully, an

⁷³ Department of National Defence, Duty with Honour: The Profession of Arms in Canada, 2009 ed, (CDA Press), 14-23

integrated, progressive leadership development programme would likely go a long way to improving the sense of purpose in the leadership learning environment at RMC.

- 156. The SSAV Team offers the following key recommendations with regard to the integration of leadership development at RMC:
 - a. <u>Integration of Leadership Development</u>. It is recommended that Commander, CDA/MILPERSGEN convene a working group charged with restructuring the delivery of leadership development at RMC with the aim to integrate components of the Core Curriculum and Military Psychology and Leadership studies with the revised Professional Military Training Plan. This integrated leadership development approach should focus towards a progressive and systematic inculcation of N/OCdts into the CAF profession of arms. It should be aligned with the practicum of leadership that is part of the Cadet Chain of Authority. It should build in active mentoring and coaching by Division and Squadron Commanders and Senior Non-Commissioned Members; and
 - b. <u>Leadership Development Progression Plans</u>. Is it recommended that in line with the outcome of the above recommendation, Commandant RMC consider creating leadership development progression plans that are customized to each individual N/OCdt. The plans would detail development objectives to meet or exceed the standards for the Four Pillars. The development plans would be agreed between each N/OCdt and their respective Squadron Commander, and Division and Squadron Commanders and Senior NCMs would actively coach and mentor N/OCdts towards the attainment of their goals.
- 157. First Year Orientation Programme (FYOP). The SSAV Team heard that the execution of FYOP has varied in quality over the years. The Team heard of non-specific incidents of harassment and abuse of authority by N/OCdts conducting the programme, a lack of supervision by RMC staff, and physical training being conducted such that a significant number of N/OCdts ended up getting injured. Most of these accounts related to events that occurred two to five years in the past. The SSAV Team heard that for the most part, the FYOP conducted in 2015 and 2016 were significantly improved and appeared to address the issues raised in previous years.
- 158. The SSAV Team assesses that past deficiencies in the conduct of the FYOP have been, in large part, recognized and addressed by the leadership at RMC over the past two years. While N/OCdts should still be given the responsibility to run the programme due to the leadership opportunities it provides, the SSAV Team assesses that this must be supervised, including after hours, by the Training Wing and Athletic Department staff at RMC. Priority should be given to training and instruction in RMC-specific knowledge, skills and traditions and avoiding duplication with Basic Military Officer Qualification content.
- 159. The SSAV Team offers the following key recommendation with regard to the execution of the First Year Orientation Programme (FYOP) at RMC:

- a. <u>First Year Orientation Programme (FYOP)</u>. It is recommended that RMC continue to improve the execution of the FYOP using the 2016 Training Plan as a start point, while implementing the following measures:
 - (1) Third and Fourth Year N/OCdts should continue to conduct the programme as this provides good leadership opportunities. They must continue to be given the one-week preparation period;
 - (2) The programme must be supervised, including after normal working hours, by RMC military and Athletic Department staff;
 - (3) The content of the FYOP should be rationalized against the content of Part 1 of the Basic Military Officer Qualification course, with a view to eliminating unnecessary duplication and focusing the RMC programme on RMC-specific knowledge, skills and traditions as well as team-building; and
 - (4) The length of the FYOP should be reduced, commensurate with the preceding steps, in order to minimize the impact on academic classes.
- 160. Athletic programme delivery. It was evident from the SSAV Team's interviews that the members of the Athletic Department are very dedicated to their work and have the welfare of the N/OCdts at heart. The majority of N/OCdts had very favourable views of the coaches and physical trainers and educators at RMC. Trust levels between N/OCdts and their coaches were reported as high. There were however, some issues that the SSAV Team observed with regards to elements of the Athletic programme delivery and its impact on the learning and training environment at RMC. Specifically, the Supplemental Physical Training (SPT) programme is only offered at 0545 hrs in the morning. It is seen as punitive and conducting it early in the morning impacts on N/OCdt preparation time before classes and reduces the time for sleep in particular for N/OCdts pursing engineering or science degrees. The program is to achieve its intent then it needs to be resourced (discussed in the Support Services section of this report) and delivered during a less disruptive time period.
- 161. Bilingualism programme delivery. The SSAV Team observed that overall, the bilingualism component of the RMC Four Pillar programme was considered to be generally successful with close to 90% of the N/OCdts achieving the required functional (BBB) standard by the time they graduate. The SSAV Team noted that notwithstanding the intent of the Language of the Week, it falls short of what it is intended to accomplish. It may be that given that because the majority of cadets are Anglophone and not sufficiently proficient in French they cannot meet the intent of communicating orally and in writing in their second language. Similarly, not all of the staff are sufficiently proficient in both French and English to enforce the Language of the Week.

Conclusion

- 162. In conclusion, the SSAV Team assesses that overall RMC is delivering on its mission of producing well educated officers to serve as leaders in the CAF. There are however, issues with the delivery of the ROTP-RMC programme to include the associated standards and how they are enforced, the selection process and rank levels for the Training Wing leadership positions that are in direct contact with the N/OCdts, the governance framework that supports RMC, and some of the infrastructure and facilities that need attention. These issues inhibit creating the optimal training and learning environment for N/OCdts at RMC and should be addressed as a priority.
- 163. The conduct of the RMC SSAV has truly been an intense, demanding and enlightening journey for the entire Team. The highlight has been the people the Team was privileged to encounter: hundreds of impressive and promising young N/OCdts, Training Wing Officers and Non-Commissioned Members, academic staff, and support staff serving RMC, as well as the dedicated Officers and Non-Commissioned Members at CDA/MILPERSGEN headquarters.
- 164. The SSAV Team would not have been able to fulfill its mandate without the outstanding support, cooperation and conviviality of the entire RMC community, and in particular the College's most important constituents the N/OCdts. The SSAV Team expresses sincere appreciation to the Commandant, Brigadier-General Sean Friday; Principal, Dr. Harry Kowal; the Team's civilian and academic advisor, Dr. Phil Bates; the Deputy Commandant, Colonel Stephen Hall; the Director of Cadets, Lieutenant-Colonel Chris Renahan; the RMCC Board of Governors; CDA/MILPERSGEN staff; the Canadian Forces Recruiting Group; and many others, for their commitment, collaboration, and intellectual integrity.
- 165. The work of the SSAV Team was greatly enabled by the support of the Commander, Military Personnel Command/Chief of Military Personnel, Lieutenant-General Christine Whitecross, as well as that of the Acting Commander, CDA/MILPERSGEN, Brigadier-General Steve Whelan. The Team would like to recognize the hospitality, open discussion and insight afforded by the leadership and staff of CMR SJ during the Team's visit in January.
- 166. Finally, the SSAV Team must acknowledge the tremendous feedback received from members of the CAF and external stakeholders including former RMC staff, ex-cadets and parents who have all provided insightful and important views and opinions and who clearly care deeply about the institution.
- 167. It is assessed that the environment exists for the contents of this report to generate positive change, contribute to optimizing the training and learning environment at RMC and ensure this important national institution continues to produce the highest quality of well-educated and well-trained junior officers for the benefit of the CAF, the Profession of Arms and Canada for generations to come.

Annex A - CDS Letter to MND

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Chef d'état-major de la Défense

National Defence Headquarters Ottawa, Ontario K1A 0K2 Quartier général de la Défense nationale Ottawa (Ontario) K1A 0K2

3 August 2016

Chief of the Defence Staff

The Minister

STAFF ASSISTANCE VISIT TO ROYAL MILITARY COLLEGE OF CANADA

Reference our earlier discussion, I continue to have growing concerns about the Royal Military College of Canada (RMCC). As the Chief of the Defence Staff I must be assured that the climate at RMCC is contributing to the healthy development of our future officers and leaders.

While there are a number of investigations ongoing at RMCC that include boards of inquiry (BOI) into the deaths of the officer-cadets, and an OAG performance audit into the viability of RMCC, I do not believe they will provide me with the answers to the questions I have. Therefore I have ordered the VCDS to initiate a Staff Assistance Visit (SAV) to RMCC. The SAV will be responsive to the VCDS with a remit due to me in December 2016.

They will look at many aspects of RMCC life to include the chain of command, the staff and tensions between the military and academic wings of RMCC. Once I received the SAV response I will be in a better position to issue direction and quidance.

I will keep you updated throughout on this very important and sensitive issue.

cc:

DM

J.H. Vance General

National Défense
Defence nationale
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Annex B - VCDS Mandate Letter

PROTECTED A

Vice Chief of the Defence Staff



Vice Chef d'état-major de la Défense

National Defence Headquarters Ottawa, Ontario K1A OK2 Quartier général de la Détense nationale Ottawa (Ontario) K1A DK2

1080-2 (VCDS)



Distribution List

MANDATE LETTER – VCDS SPECIAL STAFF ASSISTANCE VISIT ROYAL MILITARY COLLEGE OF CANADA

Reference: A. CDS letter "Staff Assistance Visit to Royal Military College of Canada" dated 31 August 2016

- 1. The Chief of the Defence Staff has expressed growing concerns with the climate at the Royal Military College of Canada (RMCC) and has ordered the Vice Chief of Defence Staff (VCDS) to assess the situation and provide initial recommendations to him by December 2016. The VCDS in cooperation with Command Military Personnel Command (Comd MILPERSCOM) has convened a Special Staff Assistance Visit (SSAV), composed of the retired and serving senior Canadian Armed Forces (CAF) members identified below. The mandate of the SSAV is to investigate the climate, training environment, culture and program construct at RMCC and the Canadian Defence Academy (CDA) and provide their assessment and recommendations by 31 December 2016. The SSAV will be composed of:
 - Team Leader Vice Admiral (retired) Greg L. Maddison;
 - b. Team Deputy-Leader Major-General (retired) David.G. Neasmith;
 - Member Colonel Virginia C. Tattersall (Chief of Staff);
 - d. Member Chief Warrant Officer Colleen A. Halpin;
 - e. Member Chief Warrant Officer J. Christian Thibault;
 - Medical Advisor Colonel Annie M.C. Bouchard;
 - g. Legal Advisor Lieutenant Colonel Marla J. Dow;

1/6 PROTECTED A



Défense nationale



- h. Chaplain Advisor TBD; and
- Information Management Advisor TBD.
- 2. Purpose and Conduct of the SSAV. This SSAV is an administrative, fact-finding investigation being conducted for the purpose of providing an objective assessment of the factors affecting the overall climate of RMCC. The SSAV will submit a report to the CDS (through the VCDS) that will identify issues and make recommendations. The SSAV will conduct its investigation through a review of applicable policy/process/ guidance and extensive interviews with those key or representative members of the chain of command, military and civilian staff, and officer cadets at MILPERSCOM, CDA and RMCC who are willing/prepared to participate. The SSAV is required to provide its assessment and recommendations to address all of the objectives set out in the CDS direction to the VCDS.
- 3. Should the SSAV encounter an issue that is considered significant but falls outside the scope of the SSAV mandate, the Team Leader will consult the VCDS in order to determine the way ahead. Moreover, the Team Leader may consult with the VCDS at any time to clarify any matter related to this mandate. If an SSAV member receives evidence that permits the member to reasonably believe that an offence has been committed, the matter shall be referred by the SSAV COS to the RMCC Director of Cadets (DCdts), who shall obtain any necessary legal advice from the Deputy Judge Advocate (DJA) Kingston.
- 4. Individuals shall not be interviewed by SSAV members in relation to the subject matter of the investigation, charge, arrest or detention under any of the following circumstances:
 - a. they are currently the subject of a related military police investigation;
 - they have been charged with, or is under consideration for possible charges related to, any offence under the National Defence Act or other Canadian law; or
 - they have been arrested or detained in respect of an alleged act or omission, which could constitute such an offence,

However, where the gathering of such information is considered critical to the successful completion of this investigation, the RMCC DCdts shall be notified and legal advice sought.

If during the course of an investigation, a matter arises which raises issues involving the requirement for a military police investigation or other military

police-related conduct, COS SSAV shall forward the matter to the DComd CF MP Gp for disposition.

- 6. If during the drafting of the report, the SSAV team leader conclude that the report – in answering the questions asked at paragraph 6 below – could adversely affect a person by suggesting professional misconduct, incompetence, or malfeasance, or otherwise harm the person's reputation, the COS SAV will consult the legal advisor to the SSAV to determine whether a notice of adverse evidence should be issued.
- Areas of Assessment. The SSAV will assess the climate, training environment, culture and program construct at RMCC as follows:
 - a. <u>Command and Control</u>. How does the current command and control (C2) structure and management authority effect governance of RMCC? This includes the C2 structure of the Military Wing, the leadership practices within the Cadet Wing, and governance in relation to the Academic Wing. Also, what is the effect and impact, if any, of the current C2 structure at CMP/MILPERSGEN/CDA on the C2 of RMCC? What is the level of confidence that the officer cadets have in the leadership of RMCC;
 - Selection and Responsibilities of RMCC Staff. How are personnel selected and trained for positions within the Military Wing of RMCC? How are the roles and responsibilities of these positions defined and communicated to the personnel filling them? Does this selection and training process support the mission of RMCC;
 - c. <u>Stressors on Cadets</u>. What are the significant stressors affecting the Officer Cadets? How do the stressors affect the Officer Cadets? Do the stressors affect any groups of Officer Cadets to a greater or lesser degree? Are Officer Cadets willing and able to identify and seek assistance to deal with the stressors;
 - d. Morale. What is the state of morale within the Military Wing, the Cadet Wing and the Academic Wing/Support Staff? Does the morale of any of these groups affect the morale of any of the other groups and, if so, how and to what extent. What are the factors leading to this state of morale;
 - e. <u>Support to Cadets</u>. What are the support mechanisms available to the Officer Cadets? Including but not limited to: mental health support, physical fitness resources, chain of command and peer-based counselling and support. How are Officer Cadets made aware of these support mechanisms?

- f. Training and Learning Four Pillars. What are the selection criteria for RMCC Officer Cadets? Do the selection criteria ensure that an officer cadet can succeed in the context of the Four Pillars? What is the basis for these pillars? Who has the authority to set the standards for each? How are the standards communicated to the Cadets? What is their understanding of the standards and the relevant priorities? To what extent are these standards met? Does the training and learning environment at RMCC support the accomplishment of these standards? If not, which pillar or pillars are not satisfied and why not? If not, in which pillar or pillars are the standards not met and why not?
- Additional Areas of Assessment. Should the SSAV encounter information
 pertinent to the intent of the investigation suggesting that additional findings
 should be presented, the Team Leader must consult with the VCDS to seek an
 amendment to this mandate letter.
- Recommendations. Recommendations may be made to address any
 concerns identified in the areas of assessment. Such recommendations must be
 directly related to the SSAV assessment, and submitted in written form as part of
 the SSAV report.
- Continuity of Participation. To ensure the credibility and rigour of the process, SSAV members may not be replaced and shall continue with their duties until completion of the SSAV.
- Information Management. Information management will be key to the SSAV's success. A subject matter expert will be provided to assist the SSAV in the management of that information. All information will be safeguarded in compliance with the applicable security policy.
- Security. The SSAV final report will be designated PROTECTED B.
- Public Affairs. The VCDS is the only authorized spokesman for the SSAV.
 Media inquiries will be referred to the CDS PAO.
- Requests for Information. All requests by the public for information concerning the SSAV must be referred to the Directorate of Access to Information and Privacy at NDHQ.

Logistics Support:

 a. <u>Finance</u>. All authorized expenditures shall be cost captured to the financial account Fund: L101 Fund Centre: 0150CV Cost Centre:

015CV GL: 2106 Commitment #: C015) CV710. This is inclusive of all travel as per CFTDTIs, procurement and general O&M activities. This instruction constitutes expenditure initiation authority for this activity. Existing internal functional signing authority shall be used to ensure controlled and effective expenditure management processes:

- Contracted Services. Directed Contracts will be established for the hiring of two retired General/Flag Officers to lead the SSAV.
- c. <u>Travel</u>. Temporary Duty Travel within Canada for the members and the advisors assigned to the SSAV as determined necessary by the Team Leaders for the purpose of SSAV business must be authorized by the VCDS. Individual Travel Authorization forms will be sent to the COS for furtherance to the VCDS for approval;
- Accommodation. All SSAV members will be quartered in commercial accommodation to facilitate team routine, discussion, cohesion and confidentiality.
- Workspace. The SSAV will be provided furnished offices and interview rooms within RMCC lines.
 - Logistics Point of Contact. Any logistical requirements will be coordinated through the Team Logistics Officer, Major Vandor, (613) 541-5010 ext 2087.
- 16. <u>Timings</u>. Key timings are as follows:
 - a. SSAV commences NLT 2 November;
 - SSAV is clear of RMCC prior to commencement of exams;
 - c. Information Brief to CDS and VCDS NLT 31 December; and
 - Final Report Submitted (TBC).

M.A.G. Norman Vice-Admiral

Distribution List

Action

SSAV Team Leaders SSAV Team Members

Information

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Annex C – SSAV Team Biographies

Vice-Admiral (Retired) Gregory Maddison, CMM, MSC, CD, D Sc Mil (Hon)

Vice-Admiral Maddison joined the Canadian Armed Forces in 1968 and graduated from the Royal Military College with a Bachelor of Engineering Degree (Engineering and Management). His career included command of HMCS Athabaskan, the First Canadian Destroyer Squadron, NATO's Standing Naval Force Atlantic where he was responsible for enforcing a maritime embargo in the Adriatic Sea, Maritime Forces Atlantic and Commander of Canada's Navy. Vice-Admiral Maddison concluded his career as the Deputy Chief of Defence Staff (2001-2005) responsible for operations both domestically and abroad. Since his retirement in 2005, Vice-Admiral Maddison has been involved in a number of Boards both in the corporate and volunteer sectors. He mentors senior officers and public servants attending the year long National Security Programme. Vice-Admiral Maddison is a graduate of the Canadian Forces Command and Staff College in Toronto and the National Defence College in Kingston. He was also the first Honorary Commandant for Canada's Special Forces Command and has received an Honorary Doctorate of Military Science from the Royal Military College of Canada.

Major-General (Retired) David Neasmith, OMM, MSC, CD, M Sc

Major General Neasmith joined the Canadian Armed Forces in 1980, began at Collège Militaire Royale in Saint-Jean and graduated from the Royal Military College with a Bachelor of Science Degree (Math and Physics). An Army Signals Officer, his career included command of the Canadian Forces Joint Signal Regiment, the Canadian Forces Information Operations Group and Land Force Atlantic Area. Overseas he has served as the SFOR Chief of Military Communications in Bosnia-Herzegovina; and as the Assistant Commanding General responsible for overseeing the development of the Afghanistan Ministry of Defence and the Afghanistan National Army. Major General Neasmith's last appointment in uniform was as the CAF J6, Chief of Staff (Information Management), and Branch Leader of the Communications and Electronics Branch. He retired from the CAF in 2015. Major General Neasmith is a Distinguished Graduate of the United States National War College at National Defense University, in Washington, D.C. where he earned a Masters of Science in National Security Strategy.

Brigadier-General Virginia Tattersall, CD, M Sc

Brigadier- General Tattersall joined the Canadian Armed Forces in 1985 and graduated from the Royal Military College with a Bachelor of Arts (Political Science and History). An Army Logistics Officer she commanded the Mission Closure Unit/Op ATHENA Mission Transition Task Force and is currently Commander Canadian Materiel Support Group, and will soon be appointed Deputy Commander of CDA/MILPERSGEN, RMC's superior headquarters. Staff appointments have included J3 CANOSCOM HQ and J-34 Strategic Joint Staff. Brigadier-General Tattersall has served overseas with the United Nations Transitional Authority Cambodia, United Nations Disengagement Observer Force Golan Heights and Op ATHENA Afghanistan. Brigadier-General Tattersall is a Distinguished Graduate of the Dwight D. Eisenhower School for National Security and Resource Strategy in Washington D.C where she earned a Masters of Science in National Resource Strategy.

Colonel A.M.C. Bouchard, MSM, CD, CCFP, MD

Colonel Annie Bouchard joined the Canadian Armed Forces in 1990 under the Medical Officer Training Plan obtaining her Doctorate in Medicine from the Université de Montréal in 1993. Highlights of her career include serving as the Canadian medical officer in the American-led International clinic as SHAPE HQ, Commanding Officer 5 Field Ambulance and as a senior staff officer in the Directorate of Medical Policy. Colonel Bouchard's overseas tours include service with the United Nations Stabilization Mission in Haïti, Officer Commanding the Role 1 health services support for OP ATHENA, Commanding Officer of the Medical Platoon with the Disaster Assistance Relief Team in Haïti in 2010. Currently she holds the appointment of Army Command Surgeon. Colonel Bouchard is a graduate of the Canadian Forces College in Toronto.

Lieutenant-Colonel M.J. Dow, CD, MA, LLB

Lieutenant-Colonel Marla Dow joined the Canadian Forces in 1988. A graduate of Royal Roads Military College, the Royal Military College, and the University of Ottawa, she served an Intelligence Officer before becoming a Legal Officer. As a member of the Office of the Judge Advocate General, she has provided legal advice on issues ranging from Defence governance to military personnel policy, the release and disclosure of information to cyber policy. Lieutenant-Colonel Dow completed a tour as an exchange officer to the US Army JAG's Legal Center and School, deploying briefly to the Multi-National Force-Iraq HQ in Baghdad, and also served with the International Security Assistance Force HQ in Afghanistan. She is currently the legal advisor to the office of the Chief of the Defence Staff.

Lieutenant-Colonel Andre Gauthier, CD, MAPScS

Lieutenant-Colonel Andre Gauthier joined the Canadian Armed Forces in July 2000 as a Roman Catholic Chaplain. He holds a BA in Education from the University of Laval and an MA in Pastoral Sc Counselling from the University of Ottawa. He was a high-school teacher and served as pastoral associate in the Quebec Diocese prior his service in the Canadian Armed Forces. His postings include 3rd Battalion Princess Patricia Canadian Light Infantry, Chapel Life Coordinator, Senior Base and Brigade Chaplain and as a Clinician Chaplain working in the Operational Trauma and Stress Support Center (OTSSC). He has served two tours in Afghanistan (Op APOLLO, Senior Chaplain JTF-A HQ 6-09 Op ATHENA), and as the Chaplain supporting the Third Location Decompression Program in Guam and Cyprus. Lieutenant Colonel Gauthier recently served as Command Chaplain for Canadian Joint Operational Command and Canadian Special Operations Force Command. He is currently the Royal Canadian Navy Command Chaplain and the Senior Mental Health Clinician Chaplain Advisor for the Royal Canadian Chaplain Service.

Chief Warrant Officer Colleen Halpin, MMM, CD

Chief Warrant Officer Colleen Halpin joined the Canadian Forces in 1986. A Traffic Technician by trade she has been posted to Chatham N.B., National Defence Headquarters, 2 Service Battalion, 2 Air Movements Squadron, and 3 Canadian Support Group. Key positions held include Cadre Sergeant Major for Traffic Training Cadre at the Canadian Forces School of Administration and Logistics, Unit Master Warrant Officer for 4 Canadian Forces Movement Control Unit, Squadron Chief Warrant Officer 2 Air Movements Squadron and most recently Wing Chief Warrant Officer 22 Wing North Bay. Her overseas deployments include UNPROFOR, Macedonia/Kosovo, SFOR Bosnia-Herzegovina, Ethiopia, Lebanon; and Kyrgyzstan. In 2016, Chief Warrant Officer Halpin was appointed Vice Chief of Defence Staff Chief Warrant Officer

Chief Warrant Officer Christian Thibault, MMM, CD

Chief Warrant Officer Christian Thibault joined the Canadian Armed Forces as an Administrative Clerk in November 1982. He has served with 440 Transport and Rescue Squadron, Lord Strathcona's Horse (Royal Canadians), and at CFBs Edmonton, Calgary and Kingston. Key positions held include Fort Sergeant Major at the Canadian Land Force Command and Staff College Fort Frontenac, 4 Wing Cold Lake Administration Chief Warrant Officer, Canadian Forces Support Training Group/CFB Borden Chief Warrant Officer and Formation Chief Warrant Officer at the Canadian Defence Academy. Chief Warrant Officer Thibault's overseas tours include Croatia and Bosnia. Chief Warrant Officer Thibault is a graduate of the Non-Commissioned Member Executive Professional Development Program at RMC Kingston. Currently he is the Military Personnel Command Chief Warrant Officer, and will soon be commissioned as an Officer through the Special Requirements Commissioning Plan, promoted to the rank of Major, and assume a new role at RMC as a senior mentor to the College's Naval and Officer Cadets.

Annex D - Stressors

Definitions

Stress: Taber's Cyclopedic Medical Dictionary defines stress as "the result produced when a structure, system or organism is acted upon by forces that disrupt equilibrium or produce strain". In simpler terms, stress is the result of any emotional, physical, social, economic, or other factors that require a response or change. It is generally believed that some stress is okay (sometimes referred to as "challenge" or "positive stress") but when stress occurs in amounts that you cannot handle, both mental and physical changes may occur. Stress can be external and related to the environment, but may also be created by internal perceptions that cause an individual to experience anxiety or other negative emotions surrounding a situation, such as pressure, discomfort, etc., which they then deem stressful.

Stressor: A stressor is defined as a physical, psychological, or social force that puts real or perceived demands on the body, emotions, mind, or spirit of an individual.⁷⁶

Areas of Assessment

- 1. As per the VCDS mandate letter, the Royal Military College (RMC) Special Staff Assistance Visit (SSAV) Team was tasked to assess the climate, training environment, culture and program construct at RMC. In the specific area of Stressors, the SSAV Team had to answer the following questions:
 - a. What are the significant stressors affecting the N/OCdts?
 - b. How do the stressors affect the N/OCdts?
 - c. Do the stressors affect any groups of N/OCdts to a greater or lesser degree?
 - d. Are N/OCdts willing and able to identify and seek assistance to deal with the stressors?
- 2. When assessing the stressors affecting N/OCdts at RMC, the only suitable way to glean a good understanding of the stressors felt by the N/OCdts was to study the actual comments and observations of the N/OCdts themselves. The interviews conducted by the SSAV Team were therefore key to understanding the stressors (real or perceived) affecting them. In addition, comments received from others who directly influence the culture and climate at RMC (Training Wing, Academic Wing, and miscellaneous (which includes civilians, military (other than Training Wing) and Athletics)) were also taken into account and they often supplemented or validated the overall stressors voiced by N/OCdts at RMC. This particular annex deals with

⁷⁴ Taber's Cyclopedic Medical Dictionary

⁷⁵ Fiona Jones, et al. *Stress: Myth, Research and Theory*, (Longon: Pearson Education, 2001), 4.

⁷⁶ Stressor. BusinessDictionary.com. WebFinance, Inc. http://www.businessdictionary.com/definition/stressor.html (accessed: March 05, 2017).

overall "feel" and perception of the stressors experienced by N/OCdts, Staff and supporters of RMC. It lends itself to the culture of RMC but does not necessarily deal with the accuracy of their statements nor is it a determination of the root causes. If the perceptions are erroneous, this report will try to illuminate the facts whenever possible. Many of the recommendations to relieve or mitigate the negative stressors will be found throughout the report (mainly within the main body).

Analysis

- 3. In the definition of stress (at the beginning of this annex), it was noted that stress can be positive or negative. The Senior Leadership Guide to Mental Health September 2011⁷⁷, was produced as a mechanism to deal with mental health. It was produced to inform leaders (within the Canadian Army) on how to understand and deal with Mental Health issues, including their own. It also highlighted information on stress as it relates to performance. It goes on to say that there's a subtle relationship between pressure and performance. When your people experience the right amount of pressure, they do their best work. However, if there's too much or too little pressure, then performance can suffer. This relationship is explained by the Inverted-U Model (also known as the Yerkes-Dodson Law) which shows the relationship between pressure and performance and according to the model, there's a "perfect medium" of pressure where people perform at their best. In the case of RMC, there is a concerted effort to include productive stress in the lives of the N/OCdts to ensure that they overcome adversity and strive to reach their potential. This is a balancing act, however, and when the stress is not monitored adequately or effectively understood, it can lead to negative stressors as detailed below.
- 4. <u>Observations</u>: The RMC SSAV Team interviewed 412 people in total, representing 209 N/OCdts across all programs and academic years, 43 Training Wing Staff, 65 Academic Wing Personnel and 95 others (representing HQ, other military personnel external to RMC, and various support staff). The following list of stressors were identified by the N/OCdts themselves. They are in order of frequency of mention and are detailed with actual comments at Appendix 1. It should be noted that this actual number of mentions could be even higher as an interview with multiple persons will only be counted once for each interview.

5. N/OCdt Stressors:

- a. <u>Positive Stressors</u>: Many N/OCdts have responded positively to stressors and identified the following as the most positive:
 - (1) First Year Orientation Period (FYOP), if well planned and executed, led to tremendous team and morale building;

⁷⁷ National Defence and the Canadian Armed Forces, "The Senior Leadership Guide to Mental Health," September 2011, http://cmp-cpm.mil.ca/assets/CMP_Intranet/docs/en/health/reports-pubs/senior-leadership-guide-mh.pdf (accessed March 2, 2017).

⁷⁸ The Yerkes-Dodson law is an empirical relationship between arousal and performance, originally developed by

⁷⁸ The Yerkes-Dodson law is an empirical relationship between arousal and performance, originally developed by psychologists Robert M. Yerkes and John Dillingham Dodson in 1908. The law dictates that performance increases with physiological or mental arousal, but only up to a point.

- (2) The leadership role models who used positive reinforcement coupled with solid leadership and mentoring practices;
- (3) When the fitness programme is used as a stress reliever and the foundation of healthy living; and
- (4) The Regular Officer Training Plan (ROTP)-RMC programme as a goal to strive for and succeed in particularly when a N/OCdt's overall goal is getting a degree;
- b. <u>Leadership Issues</u>: The top stressor affecting many N/OCdts dealt with leadership. More than half of the N/OCdts interviewed commented on difficulties they encountered with their leadership in the Training Wing. They cited inexperience, ineffectiveness, inaccessibility, disrespect and generally poor attitudes. It should be noted that good role models within the Training Wing was the second most positive stressor so these comments obviously do not apply to all within the Training Wing;
- c. <u>Leadership Level Progression Model (LLPM)</u>: The Leadership Level Progression Model is one of the biggest stressors amongst the N/OCdts. While most understand the intent to push and motivate the N/OCdts toward their maximum potential, it has actually had the opposite effect. Many are confused or demoralised. If one falls behind in one pillar, it is very difficult to catch up and at some point, most simply give up and concentrate on the one pillar that they cannot fail; academics;
- d. <u>Professional Military Training</u>: PMT is seen as a time-waster for the N/OCdts. To them, it does not have relevance or training merit, and is not well designed nor well implemented. It is often repetitive and with its current scheduling format it does not allow for much beyond PowerPoint briefings;
- e. <u>Four Pillars/AFAN Qualification</u>: There is a fundamental conflict between the four pillars (for time and focus). The AFAN Designation is not seen as holding any value beyond personal pride;
- f. <u>Time Management/Lack of Coordination</u>: Time related complaints ranged from a lack of time, or a lack of coordination which led to conflicting schedules and last minute stress. N/OCdts felt they have to sacrifice one important thing for another. There were concerns over an overloaded work schedule, unprotected study time and lack of effective time management skills;
- g. <u>Dress Standards</u>: The Dress Standards at RMC are a major bone of contention for the N/OCdts. The two main factors are "walking out dress" and the use of dress as a punishment. Enforcing these standards are causing some to stay within the confines of RMC in order to avoid being verbally harassed by people downtown;
- h. <u>Cadet Wing Instructions (CADWINS)</u>: The N/OCdts consider that the rules in the CADWINS, while necessary, are too numerous and too prescriptive. Because of this,

in some cases the Cadet Chain of Authority (CCoA) does not enforce them, or does not do so in a standardized way. The sanctions matrix, as one example, does not allow N/OCdts to use their judgement or exercise their leadership;

- i. <u>Cadet Chain of Authority (CCoA)</u>: According to many N/OCdts, there is a lack of supervision of the CCoA by the Training Wing, which allows some to use their power/authority inappropriately and does not lend itself to a standardized application of rules and regulations;
- j. <u>Lack of Autonomy / Authority / Trust in N/OCdts</u>: Many N/OCdts feel like they are not given enough responsibility or trust. They would like more leadership opportunities so they can learn how to be an Officer, and make their mistakes in a training environment before they arrive at their first unit where the consequences are all too real;
- k. <u>Bilingualism</u>: According to the N/OCdts, RMC is not a practicing bilingual unit. Bilingualism does not seem to be a priority in the selection of Training Wing staff, nor in the execution and positive encouragement of using both Official Languages;
- 1. <u>Relaxation</u>: N/OCdts have indicated that the walking out (off-duty) dress standards, coupled with infrastructure problems and poor time management have all contributed to a feeling of being isolated at RMC. The N/OCdts work and live at RMC, and they have expressed a desire for healthy separation of the two otherwise they are constantly "on duty" without respite;
- m. <u>Punitive/Negative Culture</u>: The N/OCdts spoke of a punitive culture at RMC. By their perception, the CADWINS seems to highlight the negative things as opposed to helping the N/OCdts strive for positive goals;
- n. <u>Reluctance to Release</u>: Many of the N/OCdts feel that mediocrity is acceptable because RMC does not seem able to remove those N/OCdts that have been identified as being poor candidates to lead effectively within the officer corps;
- o. <u>Physical Performance Test (PPT)</u>: As evidenced by comments from the N/OCdts, the PPT is a real source of stress for many. They know that it is not a CAF standard and are questioning its validity and purpose. The push up portion of the test was the single most commented upon stressor when discussing the PPT;
- p. <u>Infrastructure</u>: RMC's aging infrastructure is evident in the affect it has on N/OCdts. It requires better maintenance and attention. The lack of a suitable library or study hall is a huge dissatisfier for many;
- q. <u>First Year Orientation Period (FYOP)</u>: Many N/OCdts understood the purpose and design of the FYOP, but took exception to how it was executed. Many did not like the fact that their peers were running it with little or no supervision from Training Wing. This seemed to lead to leadership practices where verbal abuse was evident;

- r. <u>Alcohol/Drugs</u>: Although there were not many comments related to drugs and alcohol, it appeared to the SSAV Team that alcohol was an area of concern to the N/OCdts themselves;
- s. <u>Stigma on Mental Health</u>: Most N/OCdts are well aware of the mental health and medical support options but some are still shying away from seeking help due to a perceived stigma attached to a mental health issue; and
- t. <u>Miscellaneous others</u>: Other stressors include the understaffed College Orderly room, inadequate messing facilities, the quality and quantity of food, quality control measures for recruiting of ROTP candidates, and concerns regarding how RMC is sometimes portrayed in the public eye.
- 6. <u>Training Wing view on N/OCdt Stressors:</u> The RMC SSAV Team conducted 43 interviews with members of the Training Wing. Training Wing personnel interact with the N/OCdts to varying degrees of success and many would base their responses to the SSAV Team questions on the observations and conversations they have had with the N/OCdts themselves. Their views do support the list of real and perceived stressors voiced by the N/OCdts in their interviews as follows:
 - a. <u>Leadership Issues</u>: The training wing made comments about the selection and employment of their own staff. They were very candid about the fact that there was not an effective selection process to be posted to RMC or that their respective Career Managers did not have a good understanding of the requirements to be posted there. Non-Commissioned Members (NCMs) have not been employed to their fullest capabilities and have been given the impression they were not to mentor the N/OCdts;
 - b. <u>4 Pillars/AFAN Qualification</u>: Many of the Training Wing staff questioned the validity and value of the 4 Pillars and AFAN qualification;
 - c. <u>Reluctance to Release</u>: Many of the Training Wing staff are frustrated by the reluctance to release N/OCdts who are failing in multiple pillars. In their opinion, this devalues the College and its graduates. The extra time spent on this small percentage could be used to better advantage for the rest of the N/OCdts;
 - d. <u>CADWINS</u>: According to some members of the Training Wing, there are too many rules in CADWINS and they are too prescriptive. It is not conducive for the CCoA to exercise its leadership;
 - e. <u>CCoA</u>: Many in the Training Wing are at odds with the CCoA and do not feel that the leadership positions have enough experience to be able to enforce standards over their peers. This can lead to an uneven application of rules amongst the Squadrons;

- f. <u>Time Management/Lack of Coordination</u>: The lack of coordination between the Wings has led to many last minute changes which affect the N/OCdts' morale;
- g. <u>Wing Conflict (Academic vs Training)</u>: There are natural tensions between the Academic Wing and the Training Wing based on different emphasis within the ROTP-RMC programme. If these do not get resolved internally and that tension spills over to the N/OCdts, this becomes a negative stressor;
- h. <u>Leadership Level Progression Model (LLPM)</u>: The LLPM is confusing to the Training Wing and is not achieving its aim in motivating the N/OCdts to achieve the Four Pillars:
- i. <u>Dress Standard</u>: Training Wing staff expressed concerns over having to enforce the walking out dress for the N/OCdts and the impact it has on their morale;
- j. <u>Lack of Autonomy / Authority / Trust in N/OCdts</u>: Some of the Training Wing staff stated that the N/OCdts were not treated like adults:
- k. <u>Base Support Services</u>: Access to base support services is sometimes limited and time-consuming; and
- 1. Others: The stressors that received five or less remarks were: bilingualism, resiliency, generational differences, alcohol and other addictive behaviours, infrastructure, PPT, FYOP, lack of escape and/or relaxation, recruiting, and the negative media portrayal of RMC.
- 7. <u>Academic Wing view on N/OCdt Stressors</u>: 65 academics staff were interviewed by the SSAV Team (42 interviews). It was noted overwhelmingly (by academic staff and N/OCdts alike) that the N/OCdts often used the members of the Academic Wing for mentoring and advice. As such, many of the professors felt that they had the N/OCdts' ear and could confidently assess the main stressors affecting them.
 - a. <u>Time Management/Lack of Coordination</u>: Lack of time for adequate learning is the number one stressor facing N/OCdts, according to the academic wing. Too many conflicting priorities and senseless use of time does not make for a conducive learning environment;
 - b. <u>Leadership Issues</u>: Many in the Academic Wing cited problems with the selection and quality of candidates for Squadron Commander positions. They felt they should be selected carefully as the role models that they need to be;
 - c. <u>Wing Conflict (Academic vs Training)</u>: The negative tension between Training and Academic Wings is noticeable to all, including N/OCdts. This has caused some distrust and conflicts in achieving the overall goal of RMC;

- d. <u>Infrastructure</u>: Infrastructure and the Massey Library in particular are in significant need of attention and funding. The N/OCdts do not have a place to study together or do adequate research and often use the facilities of other academic institutions instead;
- e. <u>PMT</u>: Many academic staff questioned the validity and scheduling of military training while at RMC. They felt it was not relevant to what Officers ought to be learning;
- f. Resource Pressures and Administrative Challenges: Resource pressures and administrative approval processes have made it difficult for academic staff to organize academic programming and visits. Approval processes are cumbersome and have actually resulted in some events not being pursued;
- g. <u>Reluctance to Release</u>: Many academic staff also questioned the "no fail" mentality that seems to emanate when everyone is retained even if they are unable to achieve the required standard; and
- h. <u>Miscellaneous</u>: Academic staff made mention of a myriad of other topics that were raised in the other target groups. They included: lack of autonomy for N/OCdts, lack of opportunity for relaxation, PPT and fitness, CADWINS, Four Pillars and AFAN qualification, CCoA, FYOP, dress standard, bilingualism, pressures of social media, resiliency, Millennials (and Gen Z) and LLPM.
- 8. The view of others on N/OCdt Stressors: The remainder of the data collected came from interviews with many of the military (who were external to RMC), civilians (contractors working on base and parents of N/OCdts), and former N/OCdts themselves. Although the latter don't provide the specific and current stressors felt by the N/OCdts today, they did provide the SSAV Team with an historical perspective as well as confirming the lists of stressors provided by the N/OCdts, Training Wing and Academic Wings respectively.

Overall Assessment:

- 9. In answer to the four questions from the mandate letter posed specifically regarding stressors:
 - a. What are the significant stressors affecting the N/OCdts? The significant stressors affecting the N/OCdts can be categorized as poor leadership execution, an unsuccessful Leadership Model, dress standards that are perceived as too restrictive and ineffective or lack of time management by the College and the N/OCdts;
 - b. <u>How do the stressors affect the N/OCdts?</u> The stressors affect the N/OCdts in various ways. When programmes are executed well, the N/OCdts respond positively, increasing pride and motivation levels. When they are executed poorly, the converse is true and the N/OCdts can turn to addictive substances or behaviours; or worse they can develop poor ethical standards that are in direct contravention of what RMC is

- trying to produce, which risks developing cynical and self-interested young officers instead of altruistically motivated leaders;
- c. <u>Do the stressors affect any groups of N/OCdts to a greater or lesser degree?</u> The First and Second Year N/OCdts are affected by the "shock" and adjustment of RMC life while the Third and Fourth Year N/OCdts are affected by the cumulative effect of the various stressors (leading many to cynical or apathetic views); and
- d. Are N/OCdts willing and able to identify and seek assistance to deal with the stressors? Overwhelmingly the N/OCdts can identify the many resources available to them to deal with stressors. Unfortunately, there is still a stigma attached to those who seek or want to seek assistance, as many are concerned about being perceived as being weak or having a problem if they do so. If they have good self-confidence, they are more likely to reach out. If they have self-esteem, self-confidence or simple time management issues, then they are much less likely to do so.

Conclusion

10. Although there may seem to be an exhaustive list of stressors identified for the N/OCdts, the list of recommendations in the main body of this report, if actioned, would greatly mitigate negative stressors affecting N/OCdts. The N/OCdts need to learn how to mitigate stress while carefully prioritizing their time in order to be ready for their first assignments as junior officers.

Appendix 1 to Annex D – Summary of Stressors

Table 1: N/OCdt Positive Stressors

N/OCdts - 116 interviews (comprising 209 N/OCdts):

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	N/OCdt Positive Stressors	
Stressor: First Year Orientation Programme	Overall Assessment : Some N/OCdts found that a well planned and executed FYOP led to tremendous team and morale building.	
(FYOP)	- "Well run FYOP as a team building exercise FYOP - does good things and made us work together and become closer but	
Ranking: 1	needs to be supervised"	
Number of Comments: 18	- "FYOP was difficult and although we were "dead tired" after it was over we all had a real sense of accomplishment".	
Stressor: Positive Leadership	Overall Assessment: There are some great examples of leadership with members of the Training Wing who used positive	
Ranking: 2	reinforcement coupled with solid leadership and mentoring practices when dealing with the N/OCdts. They all had "an open door	
Number of Comments: 13	policy" which was well received.	
	- "Very caring and present - squadron commander and [Non Commissioned Officer(NCO)]"	
	"Squadron Commander has open door policy; Training NCM was initially focused just on [discipline, dress and deportment] but	
	is now mentoring us.	
Stressor: Fitness	Overall Assessment: Fitness is an important stress reliever and the foundation of healthy living.	
Ranking: 3	- "Physical Training is a stress reliever."	
Number of Comments: 9	- "Foundation of fitness in first year."	
Stressor: AFAN	Overall Assessment: These N/OCdts felt that the Four pillars and AFAN designation were important and worthy of attaining.	
Ranking: 4	- "Four Pillars - System is not perfect but has excellent value. The standards are achievable with the right level of effort and	
Number of Comments : 6	motivation. AFAN has to mean something."	
Stressor: Academics	Overall Assessment: Academics can be a positive stressor as well.	
Ranking: 5	- "Academics is excellent (ratio of teachers to N/OCdts) - with exception of the library, excellent facilities	
Number of Comments: 4		

Table 2: N/OCdt Negative Stressors

N/OCdts - 116 interviews (comprising 209 N/OCdts):

	N/OCdt – Negative Stressors	
Stressor: Leadership Issues Ranking: 1 Number of Comments: 61	 N/OCdt – Negative Stressors Overall Assessment (specific comments are in italics): The top stressor affecting many N/OCdts was leadership. They commented 61 times out of 116 overall interviews (comprising 209 N/OCdts) on difficulties with their leadership in the Training Wing. As per example quotes below, they cited inexperience, ineffectiveness, inaccessibility, disrespect and generally poor attitudes. It should be noted that good role models within the Training Wing was the second most positive stressor so these comments do not apply to the whole cadre within Training Wing. "Interaction with Squadron Commanders is rarely positive - they do paperwork and you see them when you are in trouble. Role of NCOs here is disciplinary - in St-Jean they were more involved as mentors." "Squadron Commander has a "closed door" policy. Must go through hoops to access. This is a bad example of how leadership 	
	should work. - "A proper selection for Training Wing Officers needs to be done, and they need prior training before taking the position (conduct, mentoring N/OCdts, Mental Health, Career concerns, etc.)." - "Because of classes, we have little time to interact with Squadron Commander and Training NCO. Suggestion - maybe they work scattered shifts so they are on site before beginning of classes and afterwards into the early evening." - "RMC NCOs have a limited role and interaction with N/OCdts - not allowed to mentor us." - "We should select Training Staff who want to be here, who are professional, and are the best of the best."	

N/OCdt – Negative Stressors

Stressor: Leadership Level Progression

Model (LLPM) **Ranking**: 2

Number of Comments: 48

Overall Assessment (specific comments are in italics): The Leadership Level Progression Model (LLPM, or LL, or LLM in comments below) is one of the biggest stressors amongst the N/OCdts. While most understand the intent to push and motivate the N/OCdts toward their maximum potential, it has actually produced the opposite result. Many are confused or demoralised. For a N/OCdt who falls behind in one pillar, it is very difficult to catch up and at some point, most simply give up and concentrate on the one pillar that they must not fail, their academics.

- "LL model does not work. Understand rationale, but way it has played out for Fourth Years is that it removed privileges by placing everyone at 1st year standard and then gradually returning them to higher standards. LL model results in OCdts being held back in one pillar, even though succeeding in others. Has effect of shaming, creating perception that not succeeding in program as a whole."
- "This real issue is the LL model. If you succeed all pillars at First Year, you don't have problem with LL Model. If you miss a push up and fail PPT, the LL Model becomes a huge demoraliser."
- "Practical/hands on is the best way to develop leadership (meaning Bar positions). Those held back don't get the opportunities and are often those that need it the most. Maybe there is a reason: motivation or effort so we should either give them the opportunity to lead or weed them out through proper [Progress Review Boards (PRB)] leading to release where appropriate."
- "LLM not an effective motivator at some point people quit trying and those who are doing well wonder why they are working so hard. RMC must weed out the bottom 10% who lack the effort. The LLM must also allow those not passing PPT for valid reasons (illness or injury) to get their leadership opportunities."
- "RMC is supposed to be about learning how to be a good leader. The LLPM acts as a significant limiter to that objective for those who are otherwise meeting CAF standards, but are challenged in meeting the RMC-specific standards."
- "LL I sort of agree with the original intent but it holds students back. I am held back because of an injury (short 1 push up) and I won't be able to be tested until next spring (two tests per year with one re-test). So I will do my whole year as an LL1."

	N/OCdt – Negative Stressors	
Stressor : Professional Military Training	Overall Assessment (specific comments are in italics): PMT is seen by the N/OCdts as a 'time-waster.' To them, it does not have	
(PMT)	relevance or training merit, and is not well designed nor implemented. It is often repetitive and being scheduled as it is does not allow	
Ranking: 3	for anything beyond PowerPoint briefings.	
Number of Comments: 43	 "The relevance of PMT is questionable, nothing like the video of RMC on YouTube. There is no real military training, more like administration training. Feels that PMT is like a four year-long basic training course." "PMT briefings can be repetitive (e.g. briefing about how RMC was standardizing its requirements; memo writing). Always tension between trying to add more military training (e.g., ruck "march) and academic requirements." "PMT needs to be more engaging, relevant and fun. In St-Jean we had full mornings every two weeks which gave more time for practical activities." "I did not expect PMT to be this dry - PowerPoint presentations." 	
	 "PMT is not relevant. It's more like, "what can we do to fill this time"? There is no formal critiquing process like you would normally see on a course. This is needed to validate training." "PMT should include more Military Occupation Code (MOC) or environmental opportunities and should be conducted in smaller groups to get more interaction." 	
Stressor: 4 Pillars/AFAN Qualification	Overall Assessment (specific comments are in italics): There is a fundamental conflict between the four pillars (for time and focus).	
Ranking: 4	The perception is that the AFAN Designation doesn't hold any value beyond personal pride.	
Number of Comments: 37	 "A ton of pressure to meet all pillars. There is conflict between the pillars with no real balance. Military training often clashes with (or steps on) other pillars (e.g. during mid-terms, Academic Wing asked for time for OCdts to study - Military Wing gave two weeks but that was not enough to accommodate all the midterms schedule." "AFAN designation - doesn't really mean anything - we all graduate regardless." 	
Stressor: Time Management/Lack of	Overall Assessment (specific comments are in italics): Time related complaints ranged from, lack of time, lack of coordination	
Coordination	leading to conflicting schedules and last minute stress associated, having to sacrifice one important thing for another, overloaded work	
Ranking: 5	schedule, unprotected study time and lack of effective time management skills.	
Number of Comments: 36	 "Lack of Study Time: General complaint by ROTP N/OCdts that their "study time" is compromised by their need to fulfill the military mandate." "Number of requirements leads to lack of sleep, which can then create anxiety." 	

N/OCdt – Negative Stressors	
Stressor: Dress Standard	Overall Assessment (specific comments are in italics): The Dress Standards at RMC are a major bone of contention for the N/OCdts.
Ranking: 6 Number of Comments: 34	The two main factors are "walking out dress" and the use of dress as a punishment (4's and G's: uniform dress order Number 4, with gaiters). Enforcing these standards are causing some to stay locked in their rooms or to be harassed from people downtown. - Wearing of uniform to the Mess and Mess Hall (some N/OCdts prefer to skip breakfast instead of wearing their uniform) - "Having to follow dress standards has some military value, but the value of wearing 4s or a suit to go off campus or buy groceries is unclear, and the anonymity of more casual dress is more relaxing (no longer under the microscope)." - "Dress not an issue because doesn't get followed." - "Wearing of 4s and Gs is also a shaming device: serves as the "RMC dunce cap." These systems isolate N/OCdts from their peer group."
Stressor: CADWINS	Overall Assessment (specific comments are in italics): The CADWINS according to the N/OCdts are too numerous and prescriptive.
Ranking: 7	There are so many, that the CCoA does not enforce them all, or do not do it in a unified or standardized way. The sanctions matrix, in
Number of Comments: 31	contrast, does not allow them to use their judgement or exercise their leadership.
	- "If too many regulations then no-one applies them. Too often put in more regulations."
	- "Discipline: implementation of matrix equates insubordination with parking infractions."
	- "Disciplinary Matrix takes the "leadership" out of the punishment. We can't tailor our disciplinary measures based on the individual's values or morals in order to correct the behaviour."
	- "Need to enforce the sanctions evenly, but for the right kinds of rules. Is a parking violation or dress infraction as severe a crime as insubordination? We need to enforce the rules that really matter (i.e. missing Professional Military Training or academic classes should be corrected)."
	- "Matrix takes away from leadership responsibilities because there is no discretion to adjust the punishment to fit the crime. It would be better to provide some flexibility/options. CADWINS also don't contain a system of rewards within N/OCdt authority (e.g., can't tell II year that he has IV-year privileges)."
Stressor: Cadet Chain of Authority (CCoA)	Overall Assessment (specific comments are in italics): According to many N/OCdts, there is a lack of supervision of the CCoA by
Ranking: 8	Training Wing, which allows some to abuse their power/authority and does not let itself to a standardized application of the rules.
Number of Comments: 27	- "The 3rd and 4th year N/OCdts run our lives at RMC. How are they qualified to do this? Some are very good but some are very bad. They are only two years older than us, so do they have the proper leadership? The line between superior and peer is
	blurred."
	- "There is not enough training or supervision of the Bar Cadets."
	 "CCoA works on the "Don't blade your friends" philosophy (e.g. Senior N/OCdts may not enforce the walking out dress policy)." "CCoA - there is disparity between Squadrons with reference to the application of discipline. It is very hard to discipline your own friends."
	- "CCoA - works well if N/OCdts are allowed to lead and make mistakes - too much micro-management takes place right now."

	N/OCdt – Negative Stressors	
Stressor: Lack of Autonomy / Authority /	Overall Assessment (specific comments are in italics): Many N/OCdts feel like they are not given enough responsibility or trust.	
Trust in N/OCdts	They would like more leadership opportunities so they can learn how to be an Officer (and make mistakes) in a training environment	
Ranking: 9	before they arrive at their first unit where the consequences are all too real.	
Number of Comments: 24	- "Explanations on the reasons for doing things would help N/OCdts understand the importance of things and put the proper	
	priority on those activities (e.g. socializing, building esprit de corps, etc.)."	
	- "There is too much micro-management now (e.g., sanctions matrix). Would like to have it more like a unit. Should be able to	
	make mistakes here, where consequences of doing so are not as serious. Having a matrix does not require you to demonstrate	
	leadership by identifying what is required to deal with a deficiency. Understand that matrix was brought in to address inequities in	
	how sanctions were being dealt with throughout wing, and that its removal would require more coordination with other bar positions to ensure consistency."	
Stressor: Bilingualism	Overall Assessment : According to the N/OCdts, RMC is not a practicing bilingual unit. Bilingualism does not seem to be a priority	
Ranking: 10	in the selection of Training Wing staff, nor the execution and positive encouragement of alternating both Official Languages.	
Number of Comments: 24		
Stressor: No Escape/Relaxation	Overall Assessment (specific comments are in italics): The walking out (off-duty) dress standards, coupled with infrastructure	
Ranking: 11	problems and poor time management have all contributed to a feeling of being trapped at RMC. The N/OCdts work and live at RMC,	
Number of Comments: 23	and have expressed a desire to be able to separate the two.	
	- "There is very little personal time to relax. Always under the gun/microscope."	
	- "Many forget that RMC is not just N/OCdt workplace, but also their home. Can't go home at end of day. No way of getting away."	
Stressor: Punitive/Negative Culture	Overall Assessment (specific comments are in italics): The N/OCdts spoke of a punitive culture at RMC. By their perception,	
Ranking: 12	CADWINS seem to highlight the negative things as opposed to helping the N/OCdts strive for positive goals.	
Number of Comments: 21	- "Many of the aspects of RMC "M" pillar are oriented as punishment regimes. There is a lack of positive reinforcement other than	
	end year/semester prizes. Need to be made more accessible and allow leaders (Chain of Command and Cadet Chain of Authority)	
	to be able to reward positive behaviour and conduct quickly."	
Stressor: Reluctance to Release	Overall Assessment (specific comments are in italics): Many of the N/OCdts are feeling that mediocrity is acceptable because RMC	
Ranking: 13	does not seem able to remove N/OCdts who are unable to meet the standards of the ROTP-RMC programme.	
Number of Comments: 16	- "Everyone deserves a chance but not everyone necessarily belongs here. To pass everyone is a discredit to the College and those who succeed."	
	- There is a general acceptance of mediocrity. There were rumours that Progress Review Boards would be ordered for those that	
	missed two or more pillars but then we never heard of it again. Nothing changed, people are still here. Why?"	

N/OCdt – Negative Stressors	
Stressor: Physical Performance Test (PPT)	Overall Assessment (specific comments are in italics): As evidenced by the N/OCdts' comments, the PPT is a real source of stress
Ranking: 15	for many. They know that it is not a CAF standard and are questioning its validity and purpose.
Number of Comments: 14	"Are PPT Standards defendable? PT Classes with PT Staff only once a week. No formal time to practice the PPT."
Stressor: Infrastructure	Overall Assessment : RMC's infrastructure requires better maintenance and attention. The lack of a suitable library or study hall is
Ranking: 16	also of concern to many.
Number of Comments: 12	- "Facilities at RMC are awful. We have buildings falling apart, black mold, no heating or air conditions at times. Not conducive
	to learning environment or good morale. Not fair to staff or students alike."
Stressor: First Year Orientation	Overall Assessment: Many N/OCdts understood the purpose and design of the FYOP, but took exception to how it was run. Many
Programme (FYOP)	did not like the fact that their peers were running it with little or no supervision from Training Wing. This seemed to lead to some
Ranking: 17	power-tripping, bullying and injuries (mental and physical).
Number of Comments: 11	
Stressor: Alcohol/Drugs	Overall Assessment: Although there were not a lot of comments related to drugs and alcohol, it appeared to the RMC SSAV Team
Ranking: 18	that alcohol was an area of concern to the N/OCdts themselves.
Number of Comments: 9	- "A lot of N/OCdts see alcohol as a release."
Stressor: Stigma on Mental Health	Overall Assessment: Most N/OCdts are well aware of the mental health and medical support options but are still shying away from
Ranking: 19	seeking help due to the stigma attached. This is probably not unlike other CAF units, except that these members work and live
Number of Comments: 9	together so the perception is probably enhanced.
	"Stigma is still present: 'you are weak if you consult.' "
Stressor: Other	Overall Assessment: Other stressors identified here include understaffed College Orderly room, inadequate messing facilities, quality
Ranking: 20	and quantity of food (no evening snack), quality control measures for recruiting of ROTP-RMC candidates, and concerns regarding
Number of Comments: 13	negative media portrayal of RMC.

Table 3: Training Wing View of N/OCdt Stressors

Total Number of Interviews: 42

	Training Wing View of Cadet Stressors
Stressor: Leadership Issues	Overall Assessment: The Training Wing made comments about the selection and employment of their own staff. They were very candid
Ranking: 1	in the fact that there was not a selection process to be posted to RMC or that their respective Career Managers did not have a good
Number of Comments: 26	understanding of the requirements to be posted there. Non-Commissioned Members have not been employed to their fullest capabilities and were actually told not to mentor the N/OCdts.
	- "RMC does not have a high enough priority to get the quality staff it needs. Need better defined Terms of Reference for NCMs. NCM employment should be centrally directed by Training Wing Sergeant Major."
	- "Squadron Commanders are young and inexperienced. They need empathy and self-discipline. Senior NCOs not used to the extent of their capacity at the College. Roles are confusing."
	- "Observed that CMR St Jean employs their NCOs differently. They are more involved in coaching and supervising the N/OCdts and the latter or more switched on."
	"We need to empower our NCMs and ensure we have internal [Terms of Reference (TORs)] to provide guidance so they can mentor the N/OCdts. Need to [review] the rank level of the NCMs in the Squadrons – [they] should all be Warrant Officers (ILP qualified) to ensure proper level of experience and maturity to mentor Jr Officers."
Stressor: 4 Pillars/AFAN Qualification	Overall Assessment: Many of the Training Wing staff questioned the validity and value of the Four Pillars and AFAN qualification.
Ranking: 2	- "There is one pillar and three good ideas."
Number of Comments: 25	- "AFAN; N/OCdts can only progress one level per semester, and thus if they run out of time to complete, they give up. No way to catch up with "remarkable" work. All N/OCdts now wear scarlets on grad parade and all "walk through the arch". This used to be a real incentive to sustaining effort and trying to achieve all four pillars. Need to reinforce the Four pillars as all they really need to concentrate on is academics pillar to graduate."
	 "RMC is in a middle ground. Either enforce the Four pillars, or don't bother." "OCdts can get away with not succeeding all four pillars. This has a negative effect on the morale of N/OCdts."

	Training Wing View of Cadet Stressors	
Stressor: Reluctance to Release	Overall Assessment: Many of the Training Wing staff were frustrated by the apparent reluctance to remove N/OCdts from the ROTP-	
Ranking: 3	RMC programme who are failing in multiple pillars. In their opinion, this devalues the college and its graduates. The extra time spent	
Number of Comments : 19	on this small percentage could be used to better advantage for coaching and mentoring the rest of the N/OCdts.	
	- "RMC graduates N/OCdts at all costs (i.e., passes anyone who can be passed). There are OCdts who should not be retained, because	
	academic success alone will not necessarily allow them to be effective officers. Retention of OCdts subject to Progress Review Boards is a concern."	
	- "Staff are frustrated at having to do "useless" Progress Review Board paperwork as it doesn't lead to any concrete actions or removals from training. Progress Review Boards are extra work for nothing. No value."	
Stressor: CADWINS	Overall Assessment: According to these members of Training Wing, there are too many rules in the CADWINS and they are too	
Ranking: 4	prescriptive. It is not conducive for the CCoA to exercise its leadership.	
Number of Comments : 15	- "Many Squadron Commanders are disillusioned: why do I bother? The sanctions matrix in CADWINS is viewed as micro-	
	management. Put in place to ensure consistency across the Wings, but remedial measures are not intended to be uniform. Imposed	
	requirement to go out in appropriate dress. Need discretion to adopt measure tailored to situation (e.g., remedial measures vs.	
	sanctions.)"	
	- "Code of Service Discipline vs CADWINS - CADWINS are now very prescriptive for discipline without flexibility for judgement."	
Stressor: Cadet Chain of Authority	Overall Assessment: Many in the Training Wing are at odds with the CCoA and do not feel that the leadership positions have enough	
(CCoA)	experience to supervise their peers. This can lead to an uneven application of rules amongst the Squadrons.	
Ranking: 5	- "Cadet Chain of Authority does not work, because N/OCdts can't separate friendship from work and they are not mature enough."	
Number of Comments: 13	- "Chain of Authority: feels it's too difficult for young N/OCdts to be "policing" their friends. Sometimes they can't do the "right thing" without repercussions (group; social dynamics)."	
Stressor: Time Management/Lack of	Overall Assessment: The lack of coordination between the Wings has led to many last minute changes, affecting the N/OCdts' morale.	
Coordination	- "Communication can be bad. Some of the info is last minute (e.g. drill competition this weekend)"	
Ranking: 6	- "All N/OCdts at RMC have a full plate and there are lots of events that take away their time - perhaps a better balance is required."	
Number of Comments : 12	- "Lack of Planning at RMC. Too much last minute stuff."	
Stressor: Wing Conflict (Academic vs	Overall Assessment: The tensions with Academic Wing are of major concern to Training Wing. They have very different philosophies	
Training)	and without effective communication on both sides, the N/OCdts suffer.	
Ranking: 7	- "Relationship between the Academic Wing and Training Wing having a negative impact on the N/OCdts"	
Number of Comments: 12	- "Tension between Academic and military aspects: both believe that they are in charge. In some cases, one issues direction and then the	
	other does. In order to fix this place, necessary to establish who is in charge."	

Training Wing View of Cadet Stressors	
Stressor: LLPM	Overall Assessment: The LLPM is confusing to the Training Wing and is not achieving its aim in motivating the N/OCdts to achieve the
Ranking: 8	four pillars.
Number of Comments: 10	- ""Leadership Levels model is awful"! N/OCdts see it as unfair and feel it is not being applied across the Four Pillars."
	- "The LLPM model is the biggest single stressor, e.g., doing extra PT because [they] don't want to be LL2 while buddy is LL3.
	OCdts may also run out of time to achieve standards (e.g., junior and senior bar positions). At same time, OCdts know that they won't be kicked out."
Stressor: Dress Standard	Overall Assessment: Training Wing staff expressed safety and morale concerns for the N/OCdts regarding walking out dress.
Ranking: 9	- "Dress Number 4 is a "'beautiful uniform" but when it is used as punishment, the OCdts start to hate their uniform. This is not right."
Number of Comments: 8	
Stressor: Lack of Autonomy /	Overall Assessment: Some of the Training Wing staff stated that the N/OCdts were not treated like adults.
Authority / Trust in N/OCdts	- "Lack of responsiveness by the CoC (see approvals in C2) impacts on confidence N/OCdts have in CoC and on their morale. Moved
Ranking: 10	from "frustration to acceptance."
Number of Comments : 6	- "There are a lot of stressors on the N/OCdts. Maybe too much." Feels that there are too many distractions and that they aren't being treated as much like adults.
Stressor: Base Support Services	Overall Assessment: Access to Canadian Forces Base Kingston support services is sometimes limited and time-consuming.
Ranking: 11	- "Base services (including hospital, dental, and mental health) are very hard to access. Lose a lot of time and the Engineering students
Number of Comments : 6	as an example do not have the time."
Stressor: Others	Overall Assessment: The stressors that received five or less mentions were: bilingualism, resiliency, generation gaps, alcohol,
Ranking: 12	infrastructure, PPT, FYOP, lack of escape and/or relaxation, infrastructure, recruiting, and the negative media portrayal of RMC.
Number of Comments : 5 or less each	

Table 4: Academic Wing View of N/OCdt Stressors

Academic Wing (42 interviews representing 65 Academic Wing personnel):

Academic wing (42 interviews representing 63 Academic wing personner):		
	Academic Wing View of Cadet Stressors – Top 7 Stressors	
Stressor: Time	Overall Assessment: Lack of time for learning is the number one stressor facing N/OCdts, according to the academic wing.	
Management/Lack of	- "The Academic pillar is a full time job; period. When you start to add inspections, PPT, varsity, drill, parade practices, second language	
Coordination	classes, etc.; something will suffer and that is usually study time."	
Ranking: 1	- "Largest stressor on N/OCdts is the lack of study time. Period from 1900 - 2200 should be protected each night, but it is quickly eaten up by	
Number of Comments: 24	demands from other 3 pillars and college events."	
	- "There is time to teach, but no time to learn" at RMC. Worse than it has been before."	
	- "Time is not necessarily a unique stressor for RMC. Other universities have students with multiple jobs and studybut there is discourse."	
Stressor: Leadership Issues	Overall Assessment: Many in the Academic Wing cited problems within the selection and quality of candidates for Squadron Commander's	
Ranking: 2	positions.	
Number of Comments : 18	- "Military Wing - Those are not valued positions in the CAF and we don't necessarily have the best people. Not sure all of them make good	
	role models."	
	- "RMC Staff. Individual noted that the college needs good role models for the OCdts in terms of leadership. They need some 'superstars' but	
	not all have to be. There is value in having a range of capacities as examples for the OCdts - they learn as much from good leaders as they do	
	from poorer leaders."	
Stressor: Wing Conflict	Overall Assessment: The negative tension between Training and Academic Wing is noticeable to all, including N/OCdts. This has caused	
(Academic vs Training)	mutual distrust and misunderstanding of the overall goal of RMC.	
Ranking: 3	- "Students feel the tension between Training and Academic Wings."	
Number of Comments : 16	- "Relationship with academic and military wings is always characterized by a healthy tension. Works reasonably well as long as there's	
	mutual respect (has not always been the case)."	
	- "There is lots of governance at RMC, but no one knows what is going on"	
	- "Communications and mutual understanding between Training Wing (usually here for two years) and Academic Wing (here for a much longer	
	period) is poor. Training Wing don't really have the pulse of what RMC is and what the N/OCdts' life is like."	

	Academic Wing View of Cadet Stressors – Top 7 Stressors
Stressor: Infrastructure	Overall Assessment: Infrastructure and the Massey Library in particular are in dire need of attention and funding. The N/OCdts do not have a
Ranking: 4	place to study together or do adequate research and are often forced to use Queens' facilities instead.
Number of Comments : 9	- "Buildings and library are in poor condition, they are dirty. They are a shame. Library is deficient; RMC is dirty, not clean."
	- "Library – There is no space for books, we are no longer able to buy periodicals/magazines, poor ventilation, etc"
	- "The Massey building is unliveable from early Jul until late Sep. There is ductwork for 1st and 2nd floor (which don't really work) and no
	ductwork for the 3rd and 4th floors. The elevator has been out of service since Jul, meaning that students and staff with injuries must use the
	stairs. The library space is very limited, and any replacement plans are in the 2037 timeframe."
Stressor: Professional Military	Overall Assessment: Many academic staff questioned the validity and scheduling of military training while at RMC.
Training (PMT)	- "PMT: opinion is that a lot on policy but not taught 'officership' or 'what commission means'. Has PMT been validated? Execution appears
Ranking: 5	haphazard. N/OCdts not sure what about."
Number of Comments: 9	- "PMT is frequently done at last minute. Repetitive, not thought through. Recommended that PMT be concentrated into one weekend a month
	and make it worth the OCdts time."
	- "There is a need to re-assess the added value of some of the Military Training provided."
Stressor: Budgetary Restraints	Overall Assessment: Budgetary restraints and bureaucratic red tape have made it difficult for academic staff to organize academic programming
and Event Requests	and visits. The Event requests approval is cumbersome and has actually made some give up.
Ranking: 6	- "Lack of financial resources impacts ability to attend conferences. Event policy restricts opportunities for N/OCdts to attend events."
Number of Comments: 7	- "The level of bureaucracy in order to participate to an International Forum or Symposium is demoralising and complicated. (Due to event
	requests and travel authorities)."
	- "Amount of time required to get students to conferences and battlefield tours is significant, and the nature of what is required changes every
	two weeks. Those asked to organize model UNs, etc., for which the Foundation provides money are now throwing up their hands because it is
	difficult to do the paperwork, and it sits in Ottawa for weeks, or is returned to be done in a different way. In some cases, this has led to
	cancellation. Profs are now unwilling to organize. No one seems willing to get those roadblocks out of the way."
Stressor: Reluctance to Release	Overall Assessment: Some academic staff questioned an apparent "no fail" mentality that is implied when N/OCdts are not removed.
Ranking: 7	- "In some cases, RMC bends over backwards to ensure that OCdt has every possible means of graduating. This has unintended consequence
Number of Comments: 7	of allowing the OCdt to struggle in the program for years at a time, imposing higher and higher stress on "high risk" OCdts. Need honourable
	off-ramps, where assist someone to depart when it is appropriate to do so."
	- "Do we fail N/OCdts by holding them back or do we fail them by pushing them through?"
C4	- "Maybe need to recruit 10% more OCdts in order to be able to weed out the bottom 10% in the first couple of years."
Stressor: Miscellaneous	Overall Assessment: The academic staff made mention of a myriad of other topics that were found in the other target groups. They included:
Ranking: 8	lack of autonomy for N/OCdts, lack of escape or relaxation, PPT and fitness, CADWINS, Four Pillars and AFAN qualification, CCoA, FYOP,
Number of Comments: 6, less	dress standard, bilingualism, social media, resiliency, generation gaps and LLPM.

Annex E – Morale

Definitions

Morale: The amount of confidence, enthusiasm, determination, etc. that a person or group has at a particular time.⁷⁹

Employee Morale: Description of the emotions, attitude, satisfaction, and overall outlook of employees during their time in a workplace environment. Part of effective productivity is thought to be directly related to the morale of the employees. Employees that are happy and positive at work are said to have positive or high employee morale. Companies that maintain employees who are dissatisfied and negative about their work environment are said to have negative or low employee morale. 80

Cohesion: The degree to which group members feel a sense of attachment and loyalty to their group. Peer cohesion, or mutual loyalty among peers, is sometimes distinguished from hierarchical cohesion, mutual loyalty between superiors and subordinates.⁸¹

Unit climate: In a unit, members' perceptions of their work environment. Major climate dimensions include: role stress and clarity, job challenge and autonomy, supportive and facilitative leader behaviour, and work-group co-operation and friendliness.⁸²

Resiliency: Process of coping with or overcoming adversity and stress. 83

Areas of Assessment

- 1. As directed in the VCDS mandate letter, the Special Staff Assistance Visit (SSAV) Team was tasked to assess the climate, training environment, culture and program construct at RMC in the area of Morale. In order to be more concise, the questions have been re-ordered as follows:
 - a. What is the state of morale within the Military Wing, the Cadet Wing, the Academic Wing, and the Support Staff?
 - b. What are the factors leading to this state of morale?
 - c. Does the morale of any of these groups affect the morale of any of the other groups?

⁷⁹ The Concise Oxford Dictionary of Current English

⁸⁰ Employee morale. BusinessDictionary.com. WebFinance, Inc.

http://www.businessdictionary.com/definition/employee-morale.html (accessed: February 20, 2017).

⁸¹ Leadership in the Canadian Forces, Leading the institution, A-PA-005-000/AP-006, Glossary, 2007

⁸² ibid

⁸³ National Defence and the Canadian Armed Forces, "Road to Mental Readiness (R2MR)," *CAF Community Health Services Website*, http://www.forces.gc.ca/en/caf-community-health-services-r2mr/index.page (accessed March 2, 2017).

- d. If so, how and to what extent?
- 2. <u>How to measure morale</u>: Given a definition of morale as the amount of confidence, enthusiasm, and determination that a person or group has at a particular time; how can this be accurately measured? When given the task to assess the state of morale at RMC, the SSAV Team reviewed numerous organization and business models to see if anything could be gleaned from them as to how to proceed in order to answer the mandate questions. Although RMC is a unique military and academic institution, there were some parallels that could be drawn from the business context, where the top six ways⁸⁴ to measure morale are as follows:
 - a. <u>Observation</u>: Leaders can measure the morale of subordinates by observing their actions and behaviour. Usually they try to measure morale by checking the extent to which the organization is getting results in respect of productivity. This cannot be the only method to assess morale, because many organizations can have high morale and low productivity and vice versa;
 - b. Attitude of Morale Survey: It should be noted that the very act of asking people about their morale is in itself a morale builder. At RMC, there have been many surveys conducted concerning morale, including the Athletic Department Staff survey, the RMC 4th Year Exit Survey 2015, the 2015 CMRSJ/RMC 1st year Critique and most recently, the Royal Military College of Canada (RMC) Staff & Faculty Unit Morale Profile (Workplace Well-Being Version)⁸⁵ which was conducted from October to November 2016, although it did not include the Naval and Officer Cadets (N/OCdts). All of these surveys have been thoroughly reviewed by the SSAV Team and have helped the Team to produce an overall appreciation;
 - c. <u>Morale Indicator</u>: Morale indicators are the factors which tend to show the opinions of employees towards the organization and its management. These factors include absenteeism, labour turnover, fluctuations in production, quality records, excessive waste and scrap, training records, accident rate and number of grievances. These factors are a sound indicator of any major variation in morale, but they are not as precise as validated morale surveys;
 - d. <u>Relation between Morale and Productivity</u>: Generally, there is some positive correlation between morale and productivity. However, many studies have proven that the relationship between morale and productivity is not so direct because morale is only one of the factors influencing productivity. Productivity in the RMC context is geared more toward N/OCdts's success in the Four Pillars and RMC's success in producing quality officers for the Canadian Armed Forces (CAF);

⁸⁴ http://www.yourarticlelibrary.com/employee-management/top-6-ways-to-measure-the-morale-of-employees-explained/34684/

⁸⁵ Scientific Letter - Results Summary: Royal Military College of Canada (RMCC) Staff & Faculty Unit Morale Profile (Workplace Well-Being Version) DRDC-RDDC-2017-L034 – dated 6 Feb 2017

- e. <u>Building High Morale</u>: Morale is a mental phenomenon (often based on personal values, beliefs, self-reflections, inner strength and resilience). That is why it is very difficult to create high morale. It is like going ahead without knowing the end of the journey. Morale is not a tangible thing, so it is difficult to measure the degree of morale. Morale building is a continuous process which cannot be stopped even for a moment. Morale building may be done either on an individual or group basis. Morale building on a group basis is usually considered better. Group morale can be affected by understanding the group dynamics and usually impacts on individual morale. In order to attain high morale, the following measures may be employed: two-way communication, incentive system, welfare measures, social activities, training and participation; and
- f. Relationship of Morale and Job Satisfaction: Job satisfaction is closely related to morale and has often been called a key cause of morale. High morale can only be present if there is high job satisfaction. Those who are dissatisfied with their job have low morale. Those who are satisfied with their job tend to be fully engaged in achieving the objectives of the group. This holds true in the context of RMC, whether a N/OCdt, a member of the academic, military, or support staffs.

Analysis

- 3. With some of the above measures of morale in mind, the SSAV Team was able to interview, observe, and review e-mails and a plethora of documents, surveys and rules in order to attempt to ascertain the state of morale at RMC. It was through careful analysis of all this data and daily coordination meetings for full team discussions that the SSAV Team was able to make general assessments of the morale at RMC.
- 4. Observations: Morale is influenced by many factors including time; and the SSAV Team acknowledges that over the period the interviews were conducted, the N/OCdts were between mid-term and end-semester exams, a period that can be very stressful. The SSAV Team visit also followed the relatively recent deaths of N/OCdts which affected the entire RMC community. The N/OCdts lost colleagues and friends, the Academic Wing lost students, and the Training Wing lost military members. Many commented on the negative public commentary about RMC, particularly the negative media coverage, and expressed how disheartened this made them feel. Nevertheless, a large number of RMC personnel spoke very positively of their RMC experiences and were content in their role or function. This reflected individuals' pre-disposition, resilience level, self-discipline and range of healthy relationships. The level of cohesion and support they experience in their immediate organisation is an important factor. Many individuals consider RMC a unique national institution with an awesome responsibility and role in generating high quality officers for the CAF. On the other end of the spectrum, the SSAV Team also heard from many who struggled with their level of morale for a number of reasons, which are articulated in the following paragraphs. These will be broken down by group; N/OCdts, Training Wing, Academic Wing, and Support Staff.

Analysis – State of Morale and Factors Leading to the State of Morale at RMC

- 5. N/OCdts (Cadet Wing): The SSAV Team interviewed 209 N/OCdts who represented a very diverse group of young men and women. Coming from many different backgrounds all across Canada, the N/OCdts represent a wide range of life and work experiences. Many come from military families and have a sense of military life. Others have none. Some are away from home for the very first time in their lives while others have prior work experience or even some prior military service. Some are already fit and bilingual while others are new to physical fitness and learning a second official language.
 - a. <u>Observations</u>: There are many positive and negative stressors that can influence the state of morale for the N/OCdts. Those that were identified during interviews are summarized at Annex D. These observations taken into consideration with the many surveys, gave the SSAV Team a wide-ranging and varied response from the N/OCdts when asked about their state of morale. Some view the stressors in front of them as positive challenges and achievements, while others are clearly struggling;
 - b. Factors Leading to N/OCdts' State of Morale: The morale of the N/OCdts depends upon numerous external factors that mix with each individual's pre-disposition, personal strengths and weaknesses, resilience level and personal discipline. As such, the morale level is bound to vary from one Squadron to another or from one N/Ocdt to another. There were a number of specific factors cited by N/OCdts that serve as key contributors to their state of morale (either positively or negatively). The top eight were:
 - (1) <u>Leadership/Staff Selection</u>: N/OCdts interact first with their Squadron Commander and Squadron Non-Commissioned Member. Their leadership proficiencies and engagement with the N/OCdts can have a profound effect on their morale. Positive reinforcement and engaged mentorship influence morale positively, while negative reinforcement or lack of engagement and mentorship provide the opposite effect;
 - (2) <u>Leadership Level Progression Model (LLPM)</u>: N/OCdts who struggle with achievement of their Leadership Levels exhibit lower morale, while the morale of those who are achieving their levels is higher. The wearing of the Leadership Level insignia on their uniforms also serves as a constant reminder of their success or failure in the Four Pillars;
 - (3) <u>Professional Military Training (PMT)</u>: PMT is predominantly seen by the N/OCdts as a time-waster and morale-buster. Many of those interviewed indicated that it does not have relevance or training merit, and is neither well-designed nor well-implemented. It is often repetitive and with its current scheduling format it does not allow for much beyond PowerPoint briefings;

- (4) <u>Four Pillars/AFAN Qualification</u>: The AFAN Designation is perceived as not having any value within the CAF beyond personal pride. The conflict between the competing demands of the various pillars (time and focus) often erodes many N/OCdts' morale;
- (5) <u>Time Management</u>: Time related complaints ranged from, lack of time, lack of coordination leading to conflicting schedules and last minute stress associated with having to sacrifice one important thing for another, overloaded work schedule, unprotected study time and lack of effective time management skills;
- (6) <u>Dress Standards</u>: The standard of "walking out dress" while off-duty for First and Second Years, in particular, is a real factor in N/OCdt morale. Many N/OCdts would rather stay on campus than face ridicule or become the targets for harassment. The use of dress as a punishment (4's and G's) is also a morale buster in that it directly associates a uniform with punishment;
- (7) <u>Cadet Wing Instructions (CADWINS)</u>: The rules in the CADWINS are too numerous and prescriptive according to many N/OCdts. There are so many in fact, that the CCoA does not enforce them all, nor despite the sanctions matrix does it assign sanctions or punishment for breaking those rules in a unified or standardized way; and
- (8) <u>Cynicism</u>: Some N/OCdts commented that "failure appeared to be the only thing that gets attention at RMC". Many also commented on the lack of recognition for achievement or progression towards success. With negativity and a feeling of not being engaged by the leadership, many Third and Four Year N/OCdts self-identified as becoming cynical and using cynicism as a coping mechanism for their daily frustrations. They did not see their future as CAF leaders as a positive one.
- c. Overall Assessment of N/OCdts' State of Morale: All of the factors listed above; if addressed effectively, can improve the N/OCdts' morale. If they are not carefully addressed, they will remain as negative factors and lead to lower morale levels. Despite this pressure-filled environment, the SSAV Team assesses that the morale of the N/OCdts is generally fair to good. Many are thriving but conversely some are clearly struggling to various degrees with military and academic requirements. The vast majority of N/OCdts find themselves somewhere in between and fluctuating between the two. There are some who see the stress and stressors as a positive challenge to overcome. Others see them as obstacles and quickly get bogged down because their own coping mechanisms or leadership engagement are insufficient.

6. Training Wing:

a. <u>Observations</u>: Many of the staff arrived at RMC without a sound understanding of what RMC is about, or the necessary experience and skills for their position. It is a steep learning curve for those who have not experienced RMC before. Many

members of Training Wing feel the constant pressure for RMC to succeed and the weight of having their actions examined at the first sign of trouble to see what else they could have done. The SSAV Team heard that the Training Wing has been challenged with growing numbers of mental health issues, learning to work with the uniqueness and particularities of the Generations "Y" and 'Z", significant administrative bureaucracy (N/OCdts files, various administrative processes, Performance Review Boards (PRBs), leave passes, On-the-Job-Experience (OJE) planning, other staff work) and the challenges of effectively enforcing CADWINS and applying administrative or disciplinary measures, all the while being expected to supervise and mentor the Cadet Chain of Authority (CCoA);

- b. <u>Factors Leading to Training Wing's State of Morale</u>: The following are the SSAV Team's assessment of the main factors affecting the state of morale in the Training Wing:
 - (1) <u>Training Wing under fire</u>: The recent Boards of Inquiry and various reviews have resulted in a significant level of anxiety within the Training Wing and headquarters of RMC because many feel the CAF and the public are looking for someone to blame;
 - (2) <u>Selection for Training Wing</u>: Uneven strength in leadership: The SSAV Team heard that the level of military experience, maturity, and leadership capabilities within the Training Wing varied significantly from one Squadron and Division to the other. In some cases it impeded the establishment of positive relationships with the N/OCdts that would be conducive to coaching and mentoring them. This is explored in more detail in Annex G of the report;
 - (3) Appling rules (CADWINS), discipline and administrative action: The SSAV Team heard from many stakeholders that the CADWINS are very specific, prescriptive and complex, making it difficult to apply all the rules from both the CCoA or Training Wing staff's perspective. It came to the Team's attention many times that N/OCdts go around the rules instead of following them. For example, the dress code for First Year N/OCdts requires them to wear Order of Dress Number 4, but many N/OCdts do not follow that rule and their peers and superiors within the CCoA will not enforce the rule either because they do not believe in its legitimacy;
 - (4) <u>Administrative requirements</u>: Several Training Wing staff told the SSAV Team that they had spent a significant amount of time administering a small percentage of N/OCdts who experienced difficulties. This was particularly evident with Squadron Commanders, many of whom reported having little time to mentor or coach the N/OCdts as a result;
 - (5) <u>Chain of command support</u>: The SSAV Team heard from many members of the Training Wing who expressed concerns over their degree of empowerment. Several voiced frustration that some of their recommendations regarding

enforcement of rules and administrative action were not supported. Members of Training Wing related stories of situations whereby Training Wing staff recommended that a N/OCdt be removed from the ROTP-RMC programme or released from the CAF but have not been supported by those with the authority to make the decision. Sometimes direction is provided to instead ensure that the N/OCdts in question succeed. Some Training Wing staff felt that they were restricted from exercising their judgement as leaders. They expressed frustration with the level of effort to go through the PRB process and diligently record concerns, but with no action being taken; and

- (6) <u>Lack of effective communication and distrust</u>: The SSAV Team heard comments from all stakeholders of poor communications between Wings leading to conflicts over the management of the N/OCdts' time, and frustration on the part of the Training Wing staff. The preferred means of communication between the N/OCdts appeared to be largely by e-mail or text messages versus direct face-to-face communication. This SSAV Team heard that this situation can lead to coordination issues that would otherwise be resolved through direct face-to-face interaction.
- c. Overall Assessment of Training Wing's State of Morale: The SSAV Team assesses the morale of the Training Wing as fair, with some Squadron Commanders and Non-Commissioned Members showing higher morale than others. The perceived low level of Training Wing autonomy in exercising leadership, the lack of clarity in their roles, and the high demands, responsibility and accountability all contribute to their burden and serve to reduce their morale.
- 7. Academic Wing: The SSAV Team encountered a very significant number of the Academic Wing (professors, Deans, Heads of Department) who are passionate about what they do, believe in RMC, and strive for excellence in education. The academic staff connect well with the N/OCdts, have a professional relationship with their students, and provide them with outstanding support and all the necessary accommodation and flexibility. They appear to be highly engaged and involved with the wellbeing of the N/OCdts. A number of points brought forward by the Academic Wing were directly related to N/OCdts and their academic challenges, including those N/OCdts who may experience learning disabilities and the Academic Wing's strong effort to accommodate them. They also expressed concerns about the N/OCdts' mental health, the way they are treated, and their overall level of stress which was often linked to their busy schedule and quality of life issues overall.
 - a. <u>Observations</u>: Although the Academic Wing's focus is clearly on RMC's academic programme, many academic staff shared their concerns for the N/OCdts (time pressure, well-being and stressors). They are invested and highly committed to RMC and the success of the N/OCdts. Other concerns raised by members of the Academic Wing related to resource and administrative constraints: the state of the library, and the concrete impact of the Strategic Review (SR) and the Deficit Reduction Action Plan (DRAP) on RMC. Academic staff mentioned multiple times the increased complexity of event requests, sometimes leading to missed academic and research

- opportunities. Some felt these measures put in question the integrity of RMC as an academic institution, and curtailed academic freedom;
- b. <u>Factors Leading to the Academic Wing's State of Morale</u>: The following are the SSAV Team assessments of the factors affecting the state of morale in the Academic Wing:
 - (1) <u>RMC academic credibility and reputation</u>: RMC's reputation of having top quality academic programmes continues to attract high quality academic staff and helps to foster a sense of pride in belonging to such a unique institution;
 - (2) Resource and administrative constraints: The SSAV Team assesses that the long term resource constraints over the past decade have truly had a negative effect and have contributed to neglect of the infrastructure and constraints on the execution of the RMC programme overall. A functional modern library is absolutely essential to RMC;
 - (3) <u>Tension: military vs academia</u>: The tension and strain between the academic and military pillars (and Wings) has lowered morale amongst all of the groups including the N/OCdts and Support Staff; and
 - (4) Relationship between the Academic Wing and the N/OCdts: One of the most positive morale factors is founded upon the great relationship between the academic staff and the N/OCdts. Having this outlet and another opportunity for teachable and mentoring moments at RMC can have a positive effect on the morale of both groups.
- c. Overall Assessment of Academic Wing's State of Morale: The SSAV Team assesses that the morale of the Academic Wing is fair to good. The level of commitment of the Academic Wing towards the success of the N/OCdts is commendable. Their morale is greatly influenced by the daily struggle between the military and academic objectives seemingly at odds at RMC. If this dynamic tension can be balanced with more effectiveness and efficiency it could go a long way toward improving the morale of both Wings, as well as the N/OCdts.

8. Support Staff:

a. Observations: The SSAV Team was highly encouraged by the overwhelming concern for the N/OCdts and RMC by the support staff. It is clear that many of them are trusted by the N/OCdts to share their thoughts and feelings in confidence. Because the Support Staff are not part of the chain of command, many N/OCdts feel free to open up to them about their daily trials and tribulations. It was through these interviews and interactions that the SSAV Team was able to confirm and challenge our assessment of the morale at RMC;

b. <u>Factors Leading to Support Staff's State of Morale:</u>

- (1) The relatively recent deaths at RMC have affected many members of the Support Staff. Many worry about the state of mental health and wellbeing of the N/OCdts, and this has a direct correlation with the morale of the Support Staff; and
- (2) The SSAV Team noted that, according to the Unit Morale Profile, the Athletic Department has the lowest morale across the sub-groupings at RMC. One of the critical factors affecting the morale of the PSP Staff is the 10% overall wage reduction that they received which reduced their hours and negatively impacted the programming. Many PSP Staff have a second job in order to have a sufficient income. These conditions aren't optimal for either the PSP Staff or the N/OCdts. The SSAV Team noticed that many of the Support Staff appear to be tired and some appear to be overwhelmed; and
- c. Overall Assessment of Support Staff's State of Morale: The SSAV Team assesses that the morale of the Support Staff's is generally low. Many are experiencing psychological distress, and cumulative fatigue, and are at high risk of burn-out and exhaustion mostly because of the demands that are put on them on a daily basis and also because of the lack of sufficient resources. Many also feel the there is a general lack of communication and support from their managers and supervisors.
- 9. In answer to the final two questions from the VCDS mandate letter :
 - a. Does the morale of any of these groups affect the morale of any of the other groups? Clearly in such a small and tight-knit community like RMC, the morale of any one group will greatly and quickly affect the others. Each group has a part to play in the development of officers at RMC, and they must continue to work together to ensure the best possible outcome for the young leaders' development. The dynamic tension between military and academic imperatives must remain a positive give and take; and
 - b. And if so, how and to what extent? As mentioned above, the community is small and close-quartered. The N/OCdts live where they work. If the morale of the Training or Academic Wings or the Support Staff fluctuates upwards or downwards, it will ripple to the N/OCdts quite quickly and to a great extent.
- 10. <u>Conclusion</u>. The analysis of comments from the RMC Staff and Faculty Unit Morale Profile⁸⁶ provided a helpful summary of morale of RMC. According to the Profile, there have been some positive changes at RMC. There is a higher degree of awareness of mental health issues and of the need to seek help when needed. As well, communications and awareness of the

⁸⁶ Scientific Letter - Results Summary: Royal Military College of Canada (RMCC) Staff & Faculty Unit Morale Profile (Workplace Well-Being Version) DRDC-RDDC-2017-L034 – dated 6 Feb 2017

implications of Harmful and Inappropriate Sexual Behaviour have improved and should help to reduce incidents of sexual misconduct (indicating positive changes in the form of resources to promote mental health and prevent sexual misconduct).

- 11. Conversely, the Profile highlighted six issues or concerns at the college: bureaucracy, leadership, academia versus military, infrastructure and maintenance, impact of interpersonal relations on moral and mental health. All of these comments held true in the SSAV Team's overall assessment of morale at RMC.
- 12. Overall, the SSAV Team assesses the morale at RMC as fair to good. Of note, it is particularly low amongst those N/OCdts who struggle with the Four Pillars and within the Support Staff. Morale is fair within the Training Wing while it is relatively good within the Academic Wing. Nevertheless many N/OCdts speak highly of their overall experience at RMC. Indeed, the SSAV Team have seen a significant number of N/OCdts who are highly functional students and who enjoy their overall college experience.

Annex F - Command and Control and Governance

Definitions

Unit: An individual body of the Canadian Forces that is organized as such pursuant to section 17 of the *National Defence Act*, with the personnel and materiel thereof.⁸⁷

Formation: An element of the Canadian Forces, other than a command, comprising two or more units designated as a formation by or on behalf of the Minister and grouped under a single commander. 88

Commanding Officer: except when the Chief of the Defence Staff otherwise directs, an officer in command of a base, unit or element, or any other officer designated as a commanding officer by of under the authority of the Chief of the Defence Staff.⁸⁹

Areas of Assessment

- 1. The VCDS mandate letter asked the SSAV Team to respond to the following questions with respect to command, control, and governance:
 - a. How does the current command and control (C2) structure and management authority effect governance of RMC? This includes the C2 structure of the Military Wing, the leadership practices within the Cadet Wing, and governance in relation to the Academic Wing.
 - b. Also, what is the effect and impact, if any, of the current C2 structure at CMP/MILPERSGEN/CDA on the C2 of RMC?
 - c. What is the level of confidence that the N/OCdts have in the leadership of RMC?
- 2. <u>Command and Control of RMC</u>. Under the *National Defence Act*, the Canadian Forces consists of those of the following elements that are from time to time organized by or under the authority of the Minister of National Defence (MND): commands, formation, units, and other elements. ⁹⁰
- 3. The MND has organized the Royal Military College of Canada (RMC) as a unit. ⁹¹ The officer appointed to command RMC is a Commanding Officer (CO), and holds the appointment of "Commandant". ⁹² The Commandant exercises command over all officers and non-

⁸⁷ National Defence Act, section 2

⁸⁸ Queen's Regulations and Orders for the Canadian Forces (QR&O), article 1.02

⁸⁹ Ibid.

⁹⁰ National Defence Act, subsection 17(1)

⁹¹ Ministerial Organization Order 2007070 (Royal Military College of Canada)

⁹² C PROG 0046 241200Z SEP 07, Canadian Forces Organization Order 0046 – Royal Military College of Canada (RMC)

commissioned members at RMC.⁹³ The Commandant is also responsible, as a CO, for the whole of the organization and safety of his or her unit,⁹⁴ and must issue standing orders regarding matters that are specific to that unit.⁹⁵

- 4. The MND has allocated RMC to the Canadian Defence Academy (CDA), a formation. 6 Commander CDA exercises command over all units allocated to the formation. 7 The Commandant of RMC is responsible to the Commander CDA.
- 5. The MND has allocated CDA to Military Personnel Command (MILPERSCOM). ⁹⁹ Commander MILPERSCOM exercises command over all formations and units allocated to the command, and is responsible to the CDS for their control or administration. ¹⁰⁰ Comd CDA is responsible to the Commander MILPERSCOM. ¹⁰¹
- 6. Military Personnel Generation (MILPERSGEN) is apparently a grouping of CDA and the Canadian Forces Recruiting Group (another formation allocated by the MND to MILPERSCOM), ¹⁰² but has not been organized in accordance with the *National Defence Act*, and therefore has no formal existence within the Canadian Armed Forces. ¹⁰³
- 7. <u>Governance of RMC's Academic Program</u>. The Governor in Council may, in the interests of national defence, establish institutions for the training and education of officers and non-commissioned members, employees of the Department of National Defence (DND), candidates for enrolment in the Canadian Forces or employment in the DND, and other persons whose

⁹³ QR&O 3.23; *Queen's Regulations and Orders for the Canadian Military Colleges* (QR(Canmilcols)), article 2 05(2)

⁹⁴ QR&O 4.20. A CO may allocate to officers who are his direct subordinates all matters of routine or of minor administration, but must retain responsibility for matters of general organization and policy; important matters requiring the CO's personal attention and decision; and the general control and supervision of the various duties that the CO has allocated to others.

⁹⁵ OR&O 4.21

Ministerial Organization Order 2006027 (Canadian Defence Academy); C PROG 9901 181200Z JUN 07,
 Canadian Forces Organization Order 9901 – Canadian Defence Academy (CDA)
 QR&O 3.22

⁹⁸ QR&O 4.01; C PROG 0046 241200Z SEP 07, Canadian Forces Organization Order 0046 – Royal Military College of Canada (RMC)

⁹⁹ Ministerial Organization Order 2006026 (Military Personnel Command)

 $^{^{100}}$ QR&O 3.21 and 4.10

¹⁰¹ QR&O 4.01; C PROG 9901 181200Z JUN 07, Canadian Forces Organization Order 9901 – Canadian Defence Academy (CDA)

¹⁰² Ministerial Organization Order 2006068 (Military Personnel Command); C PROG 9971 111200Z AUG 09, Canadian Forces Organization Order 9971 – Canadian Forces Recruiting Group (CFRG). According to a MILPERSGEN BN (Governance of the Royal Military College) dated 8 July 2016, "RMC is a unit within the Military Personnel Generation Formation (MILPERSGEN), and is a part of the re-focused Canadian Defence Academy (CDA), which continues to exist now as an 'education group' composed of RMCC, the Royal Military College Saint-Jean (RMC Saint-Jean), and the Canadian Forces College (CFC)."

¹⁰³ Commander MILPERSGEN likewise does not benefit from the authority provided by QR&O to the commander of a command or formation.

attendance has been authorized by or on behalf of the MND. 104 Such institutions must be governed and administered in the manner prescribed by the MND. 105

- The Queen's Regulations and Orders for the Canadian Military Colleges 8. (QR(Canmilcols)) establish the governance structure for RMC, including:
 - setting out the roles and objectives of the Canadian Military Colleges (identified as a. RMC, the Royal Roads Military College (RRMC), and the Collège militaire royal de Saint-Jean (CMR), although both CMR and RRMC were closed in 1995; CMR subsequently re-opened in 2008);
 - b. identifying the MND as the Chancellor and President of each of the colleges;
 - stating that the officer in the DND holding the appointment of Assistant Deputy c. Minister (Personnel) (Now Chief of Military Personnel) shall exercise command and control over the colleges, with command at each being exercised by its Commandant; 106 and
 - d. creating an Advisory Board, General Council; Academic Council, Faculty Review Council, Faculty Council, and Faculty Board, specifying the function and composition of each. 107
- While a few of the provisions contained in the QR(Canmilcols) are orders issued by the CDS, the majority are Ministerial regulations, and therefore have the force of law. The QR(Canmilcols) are supplemented by the Queen's Regulations and Orders for the Canadian Forces (QR&O).108
- The QR(Canmilcols) also refer to the RMC Senate, empowered in *The Royal Military* College of Canada Degrees Act, 1959, to grant degrees and honorary degrees in arts, science, and engineering. According to that Act, the Senate consists of the President, the Commandant, the Director of Studies [RMC Principal], the Chairmen of the Academic Divisions [Deans], and

¹⁰⁴ National Defence Act, subsection 47(1)

¹⁰⁵ National Defence Act, subsection 47(2)

¹⁰⁶ The successor to the appointment of Assistant Deputy Minister (Personnel), in relation to military personnel matters, is the Chief of Military Personnel (CMP), who is also Commander MILPERSCOM (the command to which CDA and RMC are allocated); however, the chain of command established by the MND for RMC now includes Commander CDA.

¹⁰⁷ Materials provided by MILPERSGEN suggest that the first four of these bodies do not currently function (QR (Canmilcols)) drafting instructions dated 2013; MILPERSGEN BN (Governance of the Royal Military College) dated 8 July 2016. However, the General Council (consisting of ADM(Per) and the Commandant s) was responsible to the MND for the overall operation of the military colleges, while the Academic Council (consisting of ADM(Per) and the Principal) was responsible to the MND for the courses of study to be followed at the military colleges, including the broad outline of the courses needed to meet the requirements of the CF in regard to the educational qualifications of future officers). ¹⁰⁸ QR(Canmilcols) 1.03(2)

the Registrar as Secretary; the QR(Canmilcols) identify the Senate as being composed of the President, the Commandant, the Principal, the Deans, and the Registrar. ¹⁰⁹

- 11. QR(Canmilcols) also establish the Faculty Council and Faculty Board. The role of the Faculty Council is to make recommendations to the Commandant on matters of an educational nature, 110 while the Faculty Board makes such recommendations to the Faculty Council. 111
- 12. The SSAV Team was provided with Terms of Reference (ToR) for the Faculty Council and Faculty Board, as well as a Deans' Council, and an Academic Integrity Council, each described as a standing committee of the Senate. These indicate that the Faculty Council is the decision-making body on all academic matters that are not matters of Senate, and that the Faculty Board's responsibilities include making recommendations to the Faculty Council concerning any matter; and, in particular, those of an academic nature. The ToR for the Faculty Board also state that it will elect a Faculty Board representative to Senate, who will also be the RMC's Colleague to the Council of Ontario Universities.
- 13. According to its ToR, the Deans' Council acts as the decision-making body on all academic matters that are not matters of Senate (with matters of the Senate being contained in the Senate bylaws) or Faculty Council. The Deans' Council is identified as the final authority for academic appeals related to academic integrity violations, except for appeals involving a sanction of expulsion, and provides academic advice to the Commandant in the form of recommendations concerning any matter of an academic nature.
- 14. The Academic Integrity Council ToR refer to Academic Regulations 23 (Undergraduates) and 5.7 (Graduates), and state that its role is to advise the Faculty Council, Deans' Council, and Senate on all aspects of academic integrity, as well as to determine whether an academic integrity violation has been committed, determining the appropriate academic sanction and for cases involving a sanction of expulsion to make an automatic appeal to the Senate (the Deans' Council is otherwise the final authority with respect to decisions made by the Academic Integrity Council).
- 15. The arrangements described in these various ToR are inconsistent with *The Royal Military College of Canada Degrees Act, 1959* and the QR(Canmilcols). For example, neither identifies the composition of the Senate as including an elected representative, nor provides explicit

¹⁰⁹ QR(Canmilcols) 2.50

¹¹⁰ QR(Canmilcols) 2.60

¹¹¹ OR(Canmilcols) 2.70

A Timetable Committee has been established as a subcommittee of the Faculty Board, with a number of objectives, including producing the best possible timetable, given the limitations and constraints necessary for RMC to function smoothly, and representing the interests of faculty, students, and the rest of the RMC community with respect to the making of the timetable. While the Committee includes, in addition to the Chair appointed by the Principal, a representative from each academic department, the Language Centre, the Registrar's office, the Athletic Department, the Military Wing, and the Cadet Wing, it appears that the timetable deals only with academic matters ("The RMC timetable is the essential educational enabler that plans and schedules when and where students meet with their teachers. Therefore, the making of the RMC timetable must be a collegial effort that reflects the interests and needs of the College community.")

authority for Senate subcommittees or bylaws; the QR(Canmilcols) also make no reference to either a Deans' Council or an Academic Integrity Council.

- 16. The MND has also established an RMC Board of Governors (BoG), to which the QR(Canmilcols) again make no reference. According to the ToR issued by the MND, ¹¹³ the role of the BoG is to:
 - a. provide advice and recommendations to the MND, as chancellor and president of RMC, on matters relating to RMC;
 - b. approve the academic programme on behalf of the MND; and
 - c. review and assist in the strategic direction of RMC, and assist Commander CDA and the Commandant on matters relating to RMC.
- 17. The BoG's responsibilities are listed in its ToR as follows:
 - a. on behalf of the MND, the Board reviews and approves the academic programmes offered at RMC on the basis of their quality and suitability for academic recognition by appropriate accrediting bodies. ¹¹⁴ As an advisory body ¹¹⁵, the Board assists and guides Commander CDA by activities which include, but are not limited to, reviewing and advising on:
 - (1) RMC's military programme;
 - (2) the quality and suitability of RMC's physical education and sports programmes;
 - (3) the implementation of the second official language programme for N/OCdts;
 - (4) whether or not established procedures for promotions of university teachers have been carried out appropriately;
 - (5) RMC's Strategic Research Plan;

However, the IQAP Manual, at Section 1.5, identifies the Senate as being responsible for the RMC IQAP. As well, the Final Assessment Report resulting from a review is submitted to the Quality Council following RMC Senate approval. The BoG is identified only as the body responsible for approving the establishment of a new

Senate approval. The BoG is identified only as the body responsible for approving the establishment of a new program (with final approval by the Senate), and the Faculty Board is described as having the authority to approve changes to existing programs. Royal Military College of Canada Institutional Quality Assurance Process Manual 2016

¹¹³ Board of Governors Terms of Reference (undated)

¹¹⁵ Some may find the term "Board of Governors" slightly misleading, to the extent that its role in relation to RMC is necessarily more limited than the role of the governing board for other universities. Canadian universities are generally created under provincial law as private non-for-profit corporations, with the legislation often creating a governing board with overall responsibility for the administrative affairs of the institution, and a senate with authority over academic matters. See Glen A. Jones, "The Structure of University Governance in Canada: A Policy Network Approach" in Alberto Amaral, Glen A. Jones and Berit Karseth (eds.), in *Governing Higher Education: National Perspectives on Institutional Governance* (Netherlands: Kluwer, 2002) F-15-F-17.

- (6) RMC's business and long-range development plans;
- (7) strengthening lines of communication and co-operation with the alumni and the community at large and, where appropriate, initiating or enhancing fundraising measures to encourage donations to the RMC Foundation for the benefit of RMC;
- (8) student body issues for which a recourse mechanism does not exist in the established chain of command, either at the request of the Commandant or upon request by the students themselves; and
- (9) the compilation of aggregate assessments and reports concerning the operations of RMC.
- 18. The BoG is responsible for recommending candidates to the MND for appointment to the position of Principal. The BoG provides advice to the Commander as requested, provides the minutes of BoG meetings to the MND, and shall meet with the MND annually or as required by the MND.
- 19. While the Commandant's duties are set out in the QR(Canmilcols), ¹¹⁶ the MND has issued Ministerial Directives with respect to the Principal (appointed by the Governor in Council). ¹¹⁷ These state that the Principal takes precedence next to the Commandant in all aspects other than command, ¹¹⁸ and is responsible to the Commandant for:
 - a. the control and direction of the Academic Wing;
 - b. the proper and efficient teaching of the academic subjects prescribed by the courses of study approved by National Defence Headquarters; and
 - c. the proper and efficient conduct of Second Language Training prescribed by the instructions approved by National Defence Headquarters.
- 20. The Directives also assign to the Principal various other responsibilities, including, in particular:
 - a. provide corporate leadership in the management of a national university dedicated to the education and development of leaders committed to serving Canada, through a program that consists of four components, Academics, Leadership, Physical Fitness and Bilingualism. Of these four, the Principal is primarily accountable for the Academic and Bilingualism components;

¹¹⁶ QR(Canmilcols) 2.83

Ministerial Directives Respecting the Principal of the Royal Military College of Canada dated 23 Nov 2006

¹¹⁸ See also QR(Canmilcols) 2.89(1)

- b. the development and execution of the strategic concepts, planning and broad executive management necessary to maintain the long standing tradition of RMC as an institution of academic excellence;
- c. provide the academic leadership in identifying and meeting the educational and professional needs of commissioned officers and non-commissioned members, and prepare and motivate N/OCdts for effective service through the design, development and delivery of a curriculum of under-graduate and post-graduate studies in both official languages;
- d. provide the intellectual leadership in managing the interface between the military culture of the CF and the institutional culture of a national university;
- e. ensure that RMC has the capacity to conceptualize, develop and implement corporate solutions to the development of the CF officer cadre, using leading edge approaches and techniques as well as the appropriate technological tools to maintain RMC's academic integrity and support the achievement of the strategic objectives and operational goals of the CF;
- f. ensure that RMC maintains nationally and internationally recognized academic integrity and quality standards as an accredited degree granting institution; and
- g. as chair of the Faculty Council and Faculty Board, forward recommendations to the Senate for the establishment of new courses of study or amendments to existing courses to better achieve the objectives of RMC.
- 21. RMC, as one of several measures taken to enhance recognition of the quality of its academic programs and degrees, is a member of "Universities Canada". The criteria for membership in this association include:
 - a. having the powers it purports to exercise pursuant to authority granted by the Crown or statute;
 - b. a governance and administrative structure appropriate to a university;
 - c. an approved mission statement and academic goals that are appropriate to a university;
 - d. offering programs of undergraduate and/or graduate study that animate its mission and goals and lead to a university degree;
 - e. satisfying the Universities Canada Board of Directors that it is providing education of a university standard; and

- f. a commitment, in all institutional policies and practices, to equal treatment of all persons without discrimination, on the basis of any grounds identified in applicable human rights law. 119
- 22. RMC also participates in the Quality Assurance Framework developed on behalf of the Ontario Universities Council on Quality Assurance, a body established by the Council of Ontario Universities, and operating at arms' length from both Ontario's publicly assisted universities and the Ontario government. 120 The Quality Assurance Framework oversees the quality assurance of academic programs by accrediting new programs and conducting cyclical reviews of existing programs. ¹²¹ In addition, RMC seeks accreditation of its various engineering programs by Engineers Canada, the national organization of the provincial and territorial associations that regulate the practice of engineering in Canada and licence members of the engineering profession. 122
- Notwithstanding its voluntary participation in these university associations and programs, RMC – in contrast to other Ontario universities – is subject to federal rather than provincial law. Applicable law includes not only the *National Defence Act* and QR&O (as well as the QR(Canmilcols)), but also other federal legislation, such as the Canadian Human Rights Act. 123 Conversely, provincial law – like Ontario's new Sexual Violence and Harassment Plan Act – does not apply. 124 Such issues are instead dealt with at RMC in accordance with the Code of Service Discipline set out in the *National Defence Act*, 125 as well as relevant QR&O, DAODs, or other orders and directives.

Observations

The governance structure of RMC is probably more complex than that of other CAF units. It includes the usual chain of command, and a parallel chain of command (the Cadet Chain of Authority, discussed further below) operating in conjunction with the Training Wing, the

¹¹⁹ Ontario Universities Council on Quality Assurance, "Welcome to the Quality Council," *OUCQA Website*, http://oucqa.ca/ (accessed February 24, 2017).

Ontario Universities Council on Quality Assurance, "Welcome to the Quality Council," OUCOA Website, http://oucga.ca/ (accessed February 24, 2017).

The scope of application of institutional quality assurance processes is as follows: "Every publicly assisted Ontario university that grants degrees and diplomas is responsible for ensuring the quality of all its programs of study, including modes of delivering programs and those academic and student services that affect the quality of the respective programs under review, whether or not the program is eligible for government funding. Institutional responsibility for quality assurance extends to new and continuing undergraduate and graduate degree/diploma programs whether offered in full, in part, or conjointly by any institutions federated or affiliated with the university." Ontario Universities Council on Quality Assurance website, "Scope of Application of the Institutional Quality Assurance Programs", http://oucqa.ca/framework/1-4-scope-of-application-of-the-institutional-quality-assuranceprocess/ (accessed 24 February 2017)

²² Engineers Canada, "About Engineers Canada," Engineers Canada Website, https://engineerscanada.ca/about/about-engineers-canada (accessed February 24, 2017).

¹²³ Including the explicit recognition of the principal of universality of service, according to which "members of the Canadian Forces must at all times and under any circumstances perform any functions that they may be required to perform." Canadian Human Rights Act, subsection 15(9)

124 Ontario Regulation 131/16, Sexual Violence at Colleges and Universities

¹²⁵ National Defence Act, Part III

Academic Wing, and the various academic governance bodies established by the MND. Although the RMC Senate grants degrees pursuant to Ontario legislation, RMC is a CAF unit, operates in the interests of national defence, and is subject to federal law As a result, while those at RMC are subject to the legal and policy framework applicable to all of the DND and the CAF, the MND has also prescribed the manner in which RMC will be governed and administered through the QR(Canmilcols), Ministerial Directives for the Principal, and the ToR for the BoG.

- 25. These instruments have been issued or amended at different times. Some aspects of them now conflict, while in other areas there are gaps; as a result, there is less than clear authority for some academic bodies, actions and decisions.
- 26. Given this complexity and lack of clarity, it is unsurprising that the SSAV Team heard confusion as to whether the military or academic aspect of RMC should take precedence:
 - a. "Leadership has to decide if this is a military university or a civilian university with a military component." (Interview with member of Training Wing)
 - b. ""Pressure cooker effect": RMC is both university and military unit, with swings back and forth between priority given to military and academic requirements: leads to attempts to increase requirements in each." (Interview with a N/OCdt)
- 27. Several members of the Academic Wing expressed particular concern that military staff may have insufficient understanding of the academic requirements specific to a university.
 - a. "Does not believe DND/CAF CoC understand how universities must operate. CDA/MILPERSGEN is looking mostly from military perspective and has difficulties to reconcile the dual mandate (Academic and Military) of RMC." (Interview with member of Academic Wing)
 - b. "[T]here is a significant cost to pursuing, and maintaining a university accreditation, the process is not well understood at the DND/CAF strategic level and that the actual faculty have to be active, on a daily basis, in order to preserve that accreditation. ... [D]ecision makers need to respect what RMC is not: it is not a military school, it is not a training course, it is not an operational unit, ship or wing. The institution of RMC cannot respond well to a "flick of the stick" or 'toss of the tiller" and takes time to adjust how it operates, because it is so complex." (Interview with member of Academic Wing)
- 28. From an N/OCdt perspective, the confusion often plays out in the relationship between the Academic and Training Wings.
 - a. "There is trouble in communications between the Wings. Causes schedule conflicts." (Interview with a N/OCdt)

- b. "Communications and mutual understanding between Military Wing (usually here for two years) and Academic Wing (here for a much longer period) is poor." (Interview with member of Academic Wing)
- 29. Some aspects of RMC's governance structures may contribute to this confusion and lack of communication. As described above, several of the academic bodies established by the QR(Canmilcols) have ceased to function. Others have taken on functions for which they lack explicit authority, or have been added without any obvious source of authority. The SSAV Team understands that the BoG may initiate a review of its ToR, given a perceived lack of clarity regarding its role.
- 30. While QR(Canmilcols), as Ministerial and Governor in Council regulations, combined with CDS orders, may only be amended through a lengthy review and approval process, this lack of flexibility serves as a necessary check on the natural desire of those newly arrived at RMC to effect change, particularly in the unfamiliar territory of academic governance:
 - a. "Different Commandants try to level their marks so priorities, policies and practices keep changing." (Interview with a N/OCdt)
 - b. "[F]rom an Academic Wing perspective, a Commandant who comes in with a "First 100 day Campaign Plan" loses the Academic Wing on day 1 because an academic programme doesn't change in 100 days. ... [L]eaders: "Need to have a gentle hand on the tiller"." (Interview with member of Academic Wing)
 - c. "RMC operates in a fragile equilibrium. Need to treat the environment as a system and take care not to dislocate or disrupt things without upsetting that equilibrium. Have to be cautious when making changes to the system. Capacity to absorb change is limited." (Interview with member of Academic Wing)
- 31. Interaction with CDA/MILPERSGEN headquarters. The SSAV Team received a number of documents describing the interaction between CDA/MILPERSGEN HQ and RMC and CMR SJ. For example, Commander CDA/MILPERSGEN issued a CDA Directive in July 2015, emphasizing that the Canadian Military Colleges (Canmilcols) are a key component of the CAF's capability to produce educated officers, and providing guidance for N/OCdt training across the Four Pillars ROTP-RMC/CMR SJ programme. It noted that the Programme Review Board (PRB) had been established to ensure that the programmes were consistent with CAF objectives and employment requirements, and gave direction to the Commandants with respect to achieving the effects of Officership 2020. The Directive went on to set out the requirements of the Leadership Level Progression Model (LLPM) to be implemented by both RMC and CMR SJ, as well as recognizing the requirement for CDA to establish of a formal system of evaluating the ROTP programme. The Directive was reissued in July 2016, with additional direction.

¹²⁶ 4500-1 (SO OPD DP 1&2) 15 July 2015

¹²⁷ 4500-1 (SO OPD DP 1&2) 26 July 2016

- 32. The PRB is intended to meet in early fall and late spring, and includes Commander CDA/MILPERSGEN, the RMC and CMR SJ Commandants, the RMC Principal and CMR SJ Academic Advisor, CDA's Chief of Staff (who also serves as Director of Professional Development) and representatives from Director General Military Careers, as well as various commands. The results of the PRB are briefed to the Professional Development Council and the BoG. ¹²⁸
- 33. The SSAV Team was provided with the Records of Decision from PRB meetings in late 2014 and early 2016. These touch upon several of the issues identified by the SSAV Team (for example, the requirement to review the competencies required for the military staff at the CMCs to ensure that the Colleges obtained the correct people to fulfil the required roles), suggesting that CDA/MILPERSGEN HQ may lack the capacity to address such issues in a sufficiently timely fashion.
- 34. This was corroborated by some of those interviewed by the SSAV Team, who considered that CDA/MILPERSGEN HQ is "overloaded": it is able to deal with professional development, or training, but not both. According to those observers, this situation has been exacerbated by the loss of the Canadian Forces Leadership Institute which previously operated within CDA, as RMC, CMR SJ, and the Canadian Forces College (CFC) are now the sole source of advice with respect to education in the CAF. The SSAV Team understands that the possibility of CMR SJ returning to degree-granting status has been raised, which if it proceeds could increase the requirement for CDA/MILPERSGEN coordination. The SSAV Team also received a handful of other comments with respect to the role of CDA/MILPERSGEN and MILPERSCOM in relation to RMC:
 - a. "Individual remarked that past few years are first time he has seen effective C2 exercised by CDA/MILPERSGEN HQ. Should strengthen this C2/oversight over time, not cut cords." (Interview with member of Academic Wing)
 - b. "On top of CDA, MILPPERSGEN is another level of HQ that ha[s] input on RMC and doesn't necessarily know how a University operates." (Interview with member of Academic Wing)
 - c. "In some cases, there are also constraints upon the exercise of financial and staffing authority (MPG has limited HR staffing authority to the Commandant personally). Generally staff about 60 casuals/year (e.g. sessional instructors), and these have to be approved by the Commandant. Staffing for indeterminate employees takes about a year, resulting in an impact upon those required to carry the load). Commander MILPERSGEN reviews any expenditure over \$25K that has not been business

¹²⁸ Military Personnel Generation Deck, "Governance / Gouvernance" (undated); see also Military Personnel Generation (MILPERSGEN) Canadian Military Colleges (CMC) Programme Review Board (PRB) Terms of Reference, 10 Feb 16

¹²⁹ 1151-1 (SO OPD 1&2) 8 Dec 14; 1180-1; 1151-1 (SO OPD 1&2) 22 Feb 2016; 4500-1 (SO OPD 1&2) 2 November 2016

¹³⁰ 1151-1 (SO OPD 1&2) 22 Feb 2016, p. 3; Director Professional Development staff were also directed to work towards a plan for meaningful OJE for post BMOQ 2 ROTP MilCol cadets for the summer of 2016. Ibid., p. 6

- planned (e.g., if wish to hire contractor for IT capital replacement). If wish to contract through PWGSC, only CFB Kingston and MILPERSGEN POCs have this authority." (Interview with member of Corporate Wing)
- d. "From an academic perspective, MILPERSGEN is "noise in the wall." Although + E2ER and MOSID reviews seen as positive engagements, unclear that MPG facilitates the mission and may sometimes hinder it. There is a recent practice of withholding authority. Many matters must go to Commander CDA. For example, MOU within academic's authority must go to Commander for review before it can go for legal review. Appears to be level of risk aversion beyond the constraints generally imposed within DND/CAF. For example, questioning of attendance at RMC by foreign student (would assist if CDA would provide direction and guidance as to which students may be accepted from which countries). Why is CDA on the RMC campus? (Staff HQ sitting on university campus.) About 15-20 years ago, deans (there were no VPs) were very engaged with Ottawa, but establishment of CDA means that there is no longer broad academic engagement with Ottawa. Need BoG, must give it certain authority, but must still work within chain of command (BoG does not appear to have huge impact). Staff in Mackenzie building has tripled in the last 25 years, and seem to be asking the Academic Wing for remits. Academic Wing has very light administrative support: if create more military positions, will they create more demands upon Academic Wing? Could have more clear guidance as to what RMC is intended to do, and more empowerment to allow RMC to do it." (Interview with member of Academic Wing)

<u>Assessment</u>

- 35. As indicated above, RMC consists of several wings, directorates, and other staff. However, in view of the SSAV Team focus on the Cadet Wing, it is unsurprising that most comments focused on the interaction between the Training Wing and Academic Wing. While DCdts is a member of the Faculty Council and Faculty Board, with other senior members of the Training Wing also being included in the Faculty Board, the SSAV Team otherwise heard little about structures, mechanisms, or persons responsible for ensuring clear and shared understanding of RMC's purpose and the coordination necessary to achieve it. This issue is discussed in more detail in Annex I, Four Pillars/Programme.
- 36. The SSAV Team assesses that the governance of RMC's academic programme is no longer well-served by the outdated and sometimes conflicting patchwork of QR(Canmilcols), Ministerial Directives, and BoG ToR. ¹³¹ In particular, the absence of authoritative academic governance instruments appears to have encouraged the ad hoc adoption of practices borrowed from universities established under other legal frameworks.
- 37. The SSAV Team shares the concern that CDA/MILPERSGEN HQ may lack the capacity to address other issues arising at the military colleges in a timely fashion, and accordingly

 $^{^{131}}$ Revision of the QR(Canmilcols) was discussed at the 22 April 2016 PRB. 4500-1 (SO OPD 1&2) 2 November 2016

considers that its role, structure, and chain of command may benefit from review. The SSAV Team notes, however, that initiating simultaneous change in multiple areas can be disruptive for organizations, so that it may be preferable for such a review to follow any review of the governance of RMC's academic program, with both taking into account (if appropriate) the possibility of a CMR SJ return to degree-granting status.

- 38. <u>Recommendations</u>. The SSAV Team therefore makes the following recommendations:
 - a. Review of RMC Academic Governance Framework. (KEY RECOMMENDATION) It is recommended that a comprehensive review be conducted of the QR(Canmilcols), Ministerial Directives for the Principal, and the BoG ToR in order to ensure to the extent possible within the CAF's legal and policy framework that RMC's academic programme is governed in a manner similar to other Canadian universities, while RMC continues to function as a CAF unit and in accordance with the law, orders and directives applicable to the members of such units; and
 - b. Review of CDA/MILPERSGEN Structure. (KEY RECOMMENDATION) It is recommended that subsequent to the review of the RMC governance framework a review of the CDA/MILPERSGEN role, structure, and chain of command be conducted, with both reviews taking into account (if appropriate) the possibility of a CMR SJ return to degree-granting status.
- 39. Command and Leadership of the Cadet Wing and N/OCdt Confidence in the Leadership of RMC. While the Commandant's duties include the proper and efficient operation and administration of RMC in accordance with QR(Canmilcols) and such other orders and instructions as may be issued from time to time, the Director of Cadets (DCdts) is responsible to the Commandant for the day-to-day exercise of command and control over the staff and students assigned to the Military Wing (now referred to as the Training Wing), including:
 - a. the performance, supervision, discipline, assessment, evaluation, welfare and morale of the N/OCdts;
 - b. the direction of the military training and the physical education and athletic programs;
 - c. the development of the military ethic in the N/OCdts at RMC;
 - d. the conduct and direction of the extra-curricular recreational and social programs; and
 - e. the coordination of all ceremonial functions and military parades. 132

¹³² QR(Canmilcols) 2.85; DCdts is designated as a CO in respect of all N/OCdts at RMC; QR(Canmilcols) 1.03(1), 2.86, 3.05(2)

- 40. The QR(Canmilcols)authorize the Commandant to organize the N/OCdts, and to have seniority and hold such appointments within RMC as may be determined by the Commandant. The Commandant has done so by way of the Cadet Wing Instructions (CADWINS), which describe the Cadet Wing and the Cadet Chain of Authority (CCoA). The Cadet Wing consists of the Cadet Wing Headquarters and four Divisions, with each Division consisting of three Squadrons. Seniority is created amongst the N/OCdts by leadership appointments within the CCoA (referred to as "bar positions") which allow those N/OCdts to exercise leadership over their subordinates within the Cadet Wing under the supervision and mentorship of the Training Wing. This ensures the efficient functioning of the Cadet Wing, and provides an opportunity to practice leadership in a training environment. Seniority is created amongst the Cadet Wing, and provides an opportunity to practice leadership in a training environment.
- 41. N/OCdts at Leadership Level (LL) 4 hold senior appointments within the Cadet Wing (referred to as "bar positions"), while N/OCdts at LL3 hold junior appointments. The duties of each bar position, along with the N/OCdt or RMC staff position to whom the N/OCdt holding the bar position is responsible, are described in CADWINS.
- 42. The QR(Canmilcols) require the Commandant to make rules (known as the Code of College Conduct) to govern the N/OCdts. The Code of College Conduct complements the CCoA, and is unique in that, while sanctions may be imposed by the Commandant or a member of the Training Wing, they may also be imposed by senior N/OCdts. 139
- 43. As CAF members, N/OCdts are also subject to the *National Defence Act*, QR&O, QR(Canmilcols), Canadian Forces Administrative Orders, Defence Administrative Orders and Directives, Canadian Forces Base Kingston Standing Orders, and College Standing Orders. ¹⁴⁰ As a result, action may be taken under the Code of Service Discipline (Part III of the *National Defence Act*) if a breach of any of the rules contained in the Code of College Conduct constitutes a service offence. ¹⁴¹

Observations

44. In relation to the selection of those in the CCoA, N/OCdts reported that the process for selecting those to hold the most senior of the bar positions (e.g., Cadet Wing Commander, and Cadet Division and Squadron Leaders) involves the submission by interested N/OCdts of a memo with a CV, followed by an interview with members of the Training Wing and approval by the DCdts and/or Commandant. However, the SSAV Team heard from N/OCdts that some N/OCdts, such as Cadet Flight Leaders, are permitted to select N/OCdts to hold subordinate bar

¹³³ QR(Canmilcols) 3.05 and 3.06

¹³⁴ CADWINS Chapter 2, Annex A

¹³⁵ CADWINS Chapter 2, para. 6

¹³⁶ CADWINS Chapter 2, paras. 11-12; CADWINS Chapter 2, Annex B

¹³⁷ CADWINS Chapter 2, Annex C

¹³⁸ QR(Canmilcols) 3.10 (CADWINS Chapter 6 refers to it as the "College Code of Conduct")

¹³⁹ QR(Canmilcols) 3.10. However, according to CADWINS Chapter 6, while the CCoA may issue corrective training, the Squadron Commander must approve any sanctions

¹⁴⁰ QR(Canmilcols) 1.03(2)

¹⁴¹ QR(Canmilcols) 3.10

positions within their Flight. Several N/OCdts (16) expressed concern that this degree of involvement in the selection process lacked transparency and potentially allowed those N/OCdts holding senior bar positions to give preference to their friends.

- 45. In terms of the exercise of authority by the CCoA, while some N/OCdts had experienced examples of poor leadership by those holding bar positions (e.g., verbal abuse during the First Year Orientation Program; targeting of N/OCdt for frequent room inspections; "giv[ing] out "ORs" like candy"), or experienced unease with applying corrective measures to address the deficiencies of friends, N/OCdts nonetheless expressed a desire for the Training Wing to be less directive in its interaction with the CCoA:
 - a. "There is too much direction and a lack of mentoring between the Training Wing and the CCA. It would be preferable for the Training Wing to identify an end state for the CCA to achieve, and then step back and assist the CCA in identifying how to get there and moving towards that goal. This would allow the CCA to develop and implement the plan (seeking Training Wing assistance where required), and possibly to fail and learn from that failure." (Interview with a N/OCdt)
 - b. "Training Wing should give intent, why doing and [desired] effect and allow N/OCdts to get on with but mentor" (Interview with a N/OCdt)
- 46. The SSAV Team heard from many N/OCdts that they were dismayed by the number of rules at RMC, particularly in relation to dress and parking. A second N/OCdt concern was inconsistent enforcement of those rules. With respect to dress, N/OCdts noted that they were always required to be in uniform or to wear the required walking out dress, even when in quarters or in the mess, pointed out that this requirement has no equivalent in any other CAF unit, including CMR St-Jean and CAF training units, and suggested that the dress rules added to the overall sense of stress:
 - a. "OCdts feel trapped, and this is not helped by walking out dress associated with LL1. There is no CAF analogy in for these requirements. If issue is that do not want OCdts to look sloppy, this can be achieved at lesser standard. If impose these restrictions, OCdts will get cabin fever or will break rules (and if breaking rules, will not sign out, compounding problem). Changing dress rules would improve morale and reduce motivation to break rules (3rd Year holding bar position also does not want to be "that guy" who enforces rules). Fundamentally disagree with dress rules. Unclear why must wear suit to go to Tim's or grocery store: doesn't teach OCdt how to use judgement to dress appropriately for occasion; it teaches OCdt how to wear what's on card showing authorized dress." (Interview with a N/OCdt)
 - b. "WRT dress code: if part of point is that downtown is intended to be escape, then unhelpful to impose dress standards. Everyone knows that you're in RMC and wants to talk about it; also imposes financial requirement to buy suits. Wearing 4s also

¹⁴² N/OCdts noted that parking violations were punished by tickets (resulting in fines) <u>and</u> sanctions ("4s and Gs")

- makes OCdts targets of verbal and other abuse, and feel that cannot retaliate because in uniform." (Interview with a N/OCdt)
- c. "A "professional" look doesn't mean suit or tie (in my opinion). We are not treated as adults. No explanations are ever given nor how important things are." (Interview with a N/OCdt)
- d. Having to follow dress standards has some military value, but the value of wearing 4s or a suit to go into down or buy groceries is unclear, and the anonymity of more casual dress is more relaxing (no longer under the microscope). At St-Jean, the dress standard for both years is relaxed because of public perceptions WRT military. (Interview with a N/OCdt)
- 47. From a N/OCdt perspective, the dress rules provide little training value and are accompanied by a number of negative consequences. Comments made to the SSAV Team by a number of N/OCdts suggest that this significantly reduces the prospect that they will be followed or enforced by the CCoA. 143
 - a. "[C]ivilian dress standards should be relaxed because they don't teach OCdts anything ("It's a rule for the sake of having a rule")". (Interview with a N/OCdt)
 - b. "Senior N/OCdts don't enforce the walking out dress and quite frankly, next year, I won't either." (Interview with a N/OCdt)
 - c. "We need to enforce the rules that really matter." (Interview with a N/OCdt)
- 48. Some N/OCdts again articulated a preference for the Training Wing to identify desired outcomes along with their supporting rationale, enabling the CCoA to enforce principles instead of an extensive and detailed set of rules:
 - a. "An unintended consequence of the number and the very prescriptive nature of the rules is that the OCdts feel as if they're being "babied" (e.g., rather than telling OCdts that they cannot wear tank tops at the gym, the Training Wing should explain that the end state is to be appropriately dressed, and make the CCA identify and deal with any departures from this outcome). If the OCdts were given more input in developing the rules, they would be more likely to abide by and enforce them." (Interview with a N/OCdt)
 - b. "CADWINS are full of detailed rules that are not normally enforced (but OCdts can still get in trouble for them, depending upon your CCA): norm is NOT to follow

¹⁴³Commander CDA/MILPERSGEN appears to have been aware of this issue, as CDA Directive 01/16 stated that "As future leaders in the CAF, N/OCdts are expected to behave in accordance with established rules and regulations and to expect the same of their peers and subordinates. N/OCdts in leadership or supervisory positions who blatantly fail to enforce rules and regulations should face corrective measures." 4500-1 (SO OPD DP 1&2) 26 July 2016, p. 12

rules, even though each OCdt signs form each year acknowledging that they have read CADWINS. [The n]umber and type of rules mean that it's necessary for those in CCA and CoC to use their judgement in terms of which are enforced." (Interview with a N/OCdt)

- c. "Training Wing primarily interacts with the very few senior bar positions and with those struggling (e.g., corrective measures, etc.). This colours their interaction with Cadet Wing (e.g., dress rules reflect assumption that OCdts, without detailed guidance, cannot be trusted to dress appropriately; however, view may skewed by those given corrective measures for going out in sweats and tank top. Feel as if OCdts are being treated like babies (e.g., walk-throughs on Mon, Tues, Thurs.; rule that wallet cannot be left on top of desk, etc.). No issue with room standard, but there are many other rules to control behaviour. As well, requirement to march everywhere at RMC has no analogy anywhere else in CAF. OCdts are reassured that RMC is different from rest of CAF. If this is the case, why is it so? ... Rules that don't seem to have any actual effect." (Interview with a N/OCdt)
- 49. CADWINS authorizes those in the CCoA to issue corrective training and those holding more senior bar positions to recommend the application of sanctions (approved by the Squadron Commander). However, several N/OCdts referred to the recent introduction of a "sanctions matrix," a table identifying a number of conduct deficiencies and the appropriate sanction (denial of privilege) to be applied in response to each, depending upon the N/OCdt's LL. While introduction of a sanctions matrix has standardized punishment across the Squadrons, some N/OCdts noted that it has also removed leadership flexibility in terms of choosing the measure best to address the deficiency:
 - a. "Biggest issue at RMC is micromanagement! Understand disciplinary matrix was meant to standardize but what leadership value am I learning to follow a chart? We are always [being] looked at (top down) and it takes my leadership abilities away. Never told the "why"." (Interview with a N/OCdt)
 - b. "[The] Imposition of [the] sanctions matrix has resulted in loss of ability of senior leaders to impose appropriate punishment (e.g., requirement for OCdt who was oversleeping to wake up bar position every morning, fully dressed and shaved). Understand that matrix was imposed in order to achieve consistency and check excesses, but it removes all discretion. The wearing of 4s and Gs is now common, particularly for parking offences." (Interview with a N/OCdt)
- 50. As a member of the Academic Wing acknowledged, providing N/OCdts with more discretion may increase the likelihood of failure, and therefore create risk for the Training Wing; however, willingness to incur failure was in his view fundamental to achieving RMC's purpose:
 - a. "Must empower subordinates to fail, but this is more difficult now because those supervising want to be assessed as succeeding. "Requires big-time culture change,

¹⁴⁴ CADWINS, Appendix 1 to Annex B to Chapter 6.

and how do you achieve this?"... Military Wing cannot supervise OCdts; OCdts MUST supervise themselves. Otherwise, will create society of babies. This would have occurred in the past. More military supervision would drive problems underground. However, mentoring should occur. Need to get OCdts to point where they will tell peer that their shoes are not shiny. Class attendance is an example of enforcing rules. OCdts fake attendance. Should use this as an example. Must be willing to set bar and let people fail (e.g., OCdt who stole computers was court-martialled but granted commission). "Peer loyalty is a triple bond, whereas everything else is a single bond." If supervise OCdts all the time, RMC will not graduate officers. Must re-socialize OCdts upon graduation." (Interview with member of Academic Wing)

Assessment

- 51. While the application process for senior bar positions includes significant Training Wing involvement and approval, the selection for subordinate bar positions appears to be heavily influenced by N/OCdt recommendations to the Squadron Commander. This raises concerns about the lack of transparency, and the potential that friends will be favoured in the process. The following recommendation is offered by the SSAV Team:
 - a. <u>Bar Position Selection</u>. (*Supporting Recommendation*) It is recommended that RMC should ensure the selection process for bar positions continues to include N/OCdt recommendations the Training Wing should carefully review them to ensure that each N/OCdt is the "best fit" for the bar position in question, including (where appropriate) assigning N/OCdts to hold bar positions in other Flights and Squadrons in order to reduce the requirement to exercise authority in relation to friends.
- 52. Although the SSAV Team heard some reports of poor leadership practices on the part of those in the CCoA, several N/OCdts stressed that the Training Wing should be less directive in its dealings with the CCoA, instead identifying the desired outcome and its rationale, allowing the CCoA (with Training Wing mentoring) to determine how to achieve it. Many N/OCdts also identified related concerns with respect to the numerous and detailed rules found in CADWINS (particularly those which lacked obvious training value from a N/OCdt perspective), as well as the lack of flexibility associated with the sanctions matrix. These observations are of particular concern because they suggest to the SSAV Team that N/OCdt skepticism about the relevance of the rules contained in the CADWINS may be significantly reducing the training benefit of being required to follow and (when participating in the CCoA) enforce rules. This may impact the extent to which their RMC experience prepares them to serve as CAF officers. The following recommendation is offered by the SSAV Team:
 - a. <u>Comprehensive review of CADWINS</u>. (*KEY RECOMMENDATION*) It is recommended that a review of CADWINS be initiated, involving participation by representatives of the Cadet Wing as well as the Training Wing, to identify any rules which could be replaced by desired outcomes, and that a similar outcome-based approach be adopted by the Training Wing in giving direction to the Cadet Wing.

53. N/OCdt Confidence in the Leadership at RMC. The SSAV Team_assesses that – as with morale (discussed in detail in Annex E) – N/OCdt confidence in RMC leadership is variable, and influenced by a range of factors, many of which have been discussed in this report and its annexes, and not all of which are within RMC's control. The SSAV Team notes that leadership in a CAF unit is nonetheless a shared responsibility, with all those closest to the N/OCdts – whether military or civilian – being uniquely placed to enhance their confidence by modelling positive leadership traits and styles on a daily basis. The SSAV Team considers it unceccesary to make a specific recommendation in relation to this issue, as it is addressed by many of the recommendations contained elsewhere in this report.

Annex G - Selection

Definitions

Select(ion): Chosen for excellence or suitability, choice, picked, got by rejection or exclusion

of what is inferior; exclusive cautions in admitting members 145

Mentor: Experienced and trusted adviser. 146

Mentorship: A professional relationship in which a more experienced person (a mentor)

voluntarily shares knowledge, insights, and wisdom with a less-experienced person (a mentee) who wishes to benefit from that exchange. It is a medium to long-term learning relationship founded on respect, honesty, trust and mutual

goals. 147

Coaching: A short-term relationship in which one person (coach) is focused on the

development and enhancement of performance, skills, effectiveness, and potential of another person (coachee). A coach is more job-focussed in directing a person to

achieve a specific end result. 148

Screen(ing): Test (person) to determine presence or absence of a quality (esp. reliability or

loyalty)...¹⁴⁹

Training: Provision of specific skills, knowledge and attitudes required to perform assigned

tasks and duties 150

Education: The provision of a base of knowledge and intellectual skills upon which

information can be correctly interpreted and sound judgement exercised 151

Cultural Intelligence: "...the ability to recognize the shared beliefs, values, attitudes and

behaviours of a group of people and, most importantly, to effectively apply this

knowledge toward a specific goal or range of activities." ¹⁵²

Areas of Assessment

1. The SSAV Team was tasked in the VCDS mandate letter with assessing the climate, training environment, culture and programme construct at RMC. In the area of Selection and Responsibilities of RMC Staff, the Team was asked to answer the following questions:

¹⁴⁵ The Concise Oxford Dictionary of Current English

¹⁴⁶ Ibid

¹⁴⁷ CF Mentoring Handbook, Lagace-Roy and Knackstedt 2007, page 5

¹⁴⁸ Ibid

¹⁴⁹ The Concise Oxford Dictionary of Current English

¹⁵⁰ DAOD 5031-8 Article 4.2

¹⁵¹ Ibid

¹⁵² Karen D. Davis and Justin C. Wright, *Culture and Cultural Intelligence in Cultural Intelligence and Leadership* (Kingston: Canadian Defence Academy Press, 2009), 9.

- a. How are personnel selected and trained for positions within the Military Wing of RMC?
- b. How are the roles and responsibilities of these positions defined and communicated to the personnel filling them? and
- c. Does this selection and training process support the mission of RMC?

<u>Analysis</u>

2. Through the course of interviews and review of input from former staff and Naval and Officer Cadets (N/OCdts), the SSAV Team was able to identify the strengths and shortfalls in the current staff selection, training and task assignments. Recommendations to address the observed shortfalls are detailed in the following paragraphs.

3. <u>Military Personnel</u>

- Observations. The impact of the military chain of command at RMC on the quality of a. junior officers produced under the Regular Officer Training Plan – Royal Military College (ROTP-RMC) programme cannot be overstated. It is therefore paramount that all N/OCdts be exposed to top-quality leaders and mentors throughout their stay at RMC. Currently, the normal tour length for the Commandant and other key military positions is two years. The short duration of their tour results in constant changes in vision and priorities that are viewed by many as detrimental to the College. It was observed by some stakeholders that it takes at least six months for a Commandant to fully understand their new command. Conversely, the Principal is appointed by the Governor-in-Council for a period of five years. ¹⁵³ The short duration of tours has both immediate and longer term effects, as the impact of a Commandant's decisions is often not fully understood or felt for several years. One key finding of the Team is the lack of synchronization and management of the execution of the Four Pillars which leads to conflicting schedules and priorities that negatively affect the N/OCdts. The SSAV Team also heard from N/OCdts (25 with specific comments) that their level of trust in and respect for the RMC military leaders is directly proportional to their approachability and ability to communicate and connect with them. To that end, the SSAV Team heard numerous comments about the reliance of N/OCdts on the College Chaplains for morale and spiritual support;
- b. The Training Wing Officers and Senior Non-Commissioned Members (Sr NCMs) contribute directly to the morale, welfare, and development of the N/OCdts, and therefore need to be easily accessible ("open door policy"). Their role is very

¹⁵³ Privy Council Office, "PC Number 2013-0849," *PCO Website*, July 10, 2013, <a href="http://www.pco-bcp.gc.ca/oic-ddc.asp?lang=eng&Page=secretariats&txtOICID=&txtFromDate=&txtToDate=&txtPrecis=kowal&txtDepartment=&txtAct=&txtChapterNo=&txtChapterYear=&txtBillNo=&rdoComingIntoForce=&DoSearch=Search+%2F+List&viewattach=28106&blnDisplayFlg=1 (accessed December 16, 2016).

demanding and yet unclear to many – the SSAV Team received comments from both Training Wing Staff and N/OCdts that the Sr NCM were under the impression that they were not to provide mentorship to N/OCdts. However, a review of the Terms of Reference (TORs) in College Standing Orders (3.04.22) reveals five instances where Squadron Sr NCMs are called upon to provide mentorship, although primarily in relation to Drill, Deportment and Discipline. Consistent with the definitions above, doctrine would indicate that indeed, the role of the Squadron Commanders and Training Sr NCMs is to mentor and coach. At least 15 N/OCdts lamented this lack of mentorship as a missed opportunity to expose them to Officer/NCM Relationships and five Collège Militaire Royale de Saint-Jean (CMR SJ) alumni expressed their gratitude for the more "hands-on" relationship they enjoyed with the Sr NCMs while in St-Jean;

- c. The SSAV Team also received 90 negative and 42 positive comments on the Training Wing Staff from N/OCdts. Eight N/OCdts reported having no confidence in their Squadron Commander and/or Training NCO. There is a wide-spread perception amongst academic staff and particularly amongst N/OCdts (total of 45 comments) that the selection of Training Wing staff is not well orchestrated. Finally, there were four complaints by N/OCdts related to the lack of bilingualism amongst Training Wing staff;
- d. At this time, RMC military staff is comprised primarily of white males. In the Canadian Armed Forces Diversity Strategy, the Chief of the Defence Staff (CDS) recognizes that "enhancing diversity is a complex undertaking that represents a significant step for the institution as we apply deliberate measures to be more representative of Canadian Society." The CDS further challenged Military Personnel Command to increase the representation of women in the CAF by 1% per year; every year over the next 10 years, in order to reach its a goal of 25.1% while also striving to meet its goals for Aboriginal (3.4%) and Visible Minority (11.8%) members (National Defence 2012);¹⁵⁵
- e. The Commandant, Deputy Commandant, Director of Cadets (DCdts) as well as the College Chief Warrant Officer are selected through the CAF Succession Management process. The remainder of military personnel are currently posted to RMC at the discretion of their individual Career Managers based on the qualifications identified on the Automated Establishment Report. There is presently no screening process for Training Wing staff. There is also no specific merit recognition at ranking boards for serving with the Training Wing. RMC is considered a Vice Chief of the Defence Staff Priority Manning 3, meaning that up to 4% of its military positions may not be filled at any given time. Tour lengths are not specified. Aside from a brief orientation session and basic terms of reference in the CSO, Training Wing staff do not currently receive any special training prior to taking on their roles. In fact, several stakeholders, including members of Training Wing

¹⁵⁴ Canadian Armed Forces Diversity Strategy 2016

¹⁵⁵ Canadian Forces Employment Equity Report, National Defence, 2012, p.4

themselves reported a lack of clarity with reference to their roles. Finally, the selection of RMC military staff does not ensure diversity;

f. Assessment. To ensure that the selection of the RMC staff supports RMC's mission, it is essential that greater attention be paid to the competencies and optimal employment of those leaders. In terms of selection and career management, the Chief of Military Personnel's desired Strategic Effect aims to place the right person, with the right qualifications, in the right place, at the right time. For RMC, this means finding the right personnel with the right competencies, at the appropriate rank level, with the proper training and experience to accomplish the mission. Concurrently, each member of the team must have clear terms of accountability (TOAs) along with the authority necessary to carry out their tasks. Additionally, tour lengths have a direct impact on the effectiveness and performance of the incumbents in terms of providing situational awareness and stability. Finally, as discussed in more detail in Annex I, Four Pillars/Programme, a senior officer needs to oversee the synchronization and management of the execution of the Four Pillar programme on a continuous basis in order to ensure unity of purpose and reduce the potential conflicting priorities, thus facilitating time management on the part of the N/OCdts;

g. Recommendations by Positions

- (1) <u>Commandant</u>: (Supporting Recommendation) It is recommended that the Commandant be appointed for a minimum period of three years with potential for extending that to four or five years to optimize continuity and stability;
- (2) <u>Deputy Commandant</u>: (Supporting Recommendation) It is recommended that a full-time Deputy Commandant position be established. This position could take on the role of programme integrator, overseeing the synchronization and management of the execution of the Four Pillars. Tour of duty should be as per CAF norm;
- (3) <u>College Chief Warrant Officer</u>: (Supporting Recommendation) It is recommended that consideration be given to designating this position as a first level Senior Appointment;
- (4) <u>College Chaplains</u>: (Supporting Recommendation) It is recommended that the tour of duty for RMC chaplains be limited to no more than three years;
- (5) <u>Director of Cadets</u>: (KEY RECOMMENDATION) The SSAV Team acknowledges the intent to upgrade this position to the rank of Colonel/Captain (Navy). It is recommended that the Director of Cadets position be designated a key position and be succession managed;
- (6) <u>Training Wing Sergeant Major</u>: (KEY RECOMMENDATION) In recognition of the significant responsibilities giving rise to the change in rank of the Director of Cadets position to Colonel/Captain (Navy), it is recommended that

the Training Wing Sergeant Major position be changed to Chief Warrant Officer/Chief Petty Officer 1st Class. The position should be designated as a unit level appointment;

- (7) <u>Division/Squadron Commanders</u>: (KEY RECOMMENDATION) It is recommended that detailed selection criteria be provided to Career Managers for future incumbents and a screening process be established to allow for RMC leadership to have input on the selection of officers in direct contact with N/OCdts. Officers should have at least one full tour of duty as junior leaders in a tactical unit prior to being assigned as a Squadron Commander. The Squadron Commander and Division Commander positions should be recognized as command positions and those selected should be functionally bilingual, or as a minimum, the leadership teams comprising the officer and Senior NCM should together provide a functionally bilingual combination:
 - (a) Specific Roles of Division/Squadron Commanders: (Supporting Recommendation) TOAs need to clarify the role and relationship of Division and Squadron Commanders with reference to the development of the N/OCdts. In his blog, Anthony Moore posits that "Millennials [and Generation Z] crave mentorship, leadership, and personal growth from their employer." As such, based on the definitions of coaching and mentoring provided above, the SSAV Team recommends the following approach:
 - i. Coaching relates to developing the N/OCdts on followership, developing their body of knowledge, applying this body of knowledge to practical skills, time management, etc. (knowledge of what, why and how *savoir et savoir faire*); and
 - ii. Mentoring relates to developing the N/OCdts judgement, overall attitude and approach to others, effective verbal and written communication skills, supervision of others, application of discipline, etc. (knowledge of how to act or behave *savoir être*).
 - (b) Officer/Non-commissioned Member Relationship Development: (Supporting Recommendation) To that end, the SSAV Team suggests that First Year N/OCdts will mostly require coaching whereas N/OCdts holding leadership appointments within the Cadet Chain of Authority and those in Third and Fourth Years will require more mentoring. The assignment of those coaching and mentoring tasks should therefore take into consideration the level of experience and close relationship required

¹⁵⁶ Anthony Moore, "4 Things You Need to Know About Hiring Millennials in 2016." *Brazen*, April 14, 2016, http://www.brazen.com/blog/recruiting-hr/4-things-you-need-to-know-about-hiring-millenials (accessed January 24, 2017).

to best provide the required effect (strong leadership, trust, loyalty, and open dialogue). For example, considering the significant amount of administrative workload on the Squadron Commanders, these tasks should be a shared responsibility between officers and Sr NCMs. Indeed, the N/OCdts need to learn by example from Training Wing staff about officer NCM relationships, including the leadership team concept and the role of Sr NCMs in the development of junior officers for the CAF.

- (8) <u>Division Senior NCMs</u>: (KEY RECOMMENDATION) It is recommended that the four Division Senior NCM positions be upgraded to the rank of Master Warrant Officer/Chief Petty Officer 2nd Class in order to align experience, training and maturity with the important mentorship roles for these positions. It is also recommended that detailed selection criteria be provided to Career Managers for future incumbents and a screening process be established to allow for RMC leadership to have input on the selection of NCMs in direct contact with N/OCdts; and
- (9) Squadron Training Non-Commissioned Members: (KEY RECOMMENDATION) It is recommended that all Squadron Sr NCM positions be upgraded to Warrant Officer/Petty Officer 1st Class. It is also recommended that detailed selection criteria be provided to Career Managers for future incumbents and a screening process be established to allow for RMC leadership to have input on the selection of NCMs in direct contact with N/OCdts:
 - (a) Specific Duties of Squadron Training Senior NCMs: (Supporting Recommendation) It is recommended that RMC ensure that Squadron Sr NCMs contribute directly to the development of the N/OCdts and take an active role in preparing them for the realities of life in the CAF, including the concept of the officer and Sr NCM relationship where the junior officer possesses the authority to command while the latter provides advice, coaching and mentoring based on years of experience. Training Wing staff must therefore capitalize on the opportunity to nurture this relationship throughout the N/OCdts' four-year stay at RMC;

h. Diversity considerations.

- (1) <u>Observation</u>. As previously stated, the selection of military staff for RMC does not ensure diversity;
- (2) <u>Assessment</u>. Diversity representation percentages amongst N/OCdts exceed those of the CAF generally. Those N/OCdts need role models as well as access to military and civilian staff they can relate to and feel comfortable discussing personal issues with; and

(3) <u>Diversity Considerations:</u> (*KEY RECOMMENDATION*) It is recommended that as part of the selection process for RMC military staff positions, the CAF should ensure a more proportional representation of Employment Equity groups, in particular women, to ensure N/OCdts have leaders and mentors that they can identify with; and

i. Recognition of effort and complexity.

- (1) Observation. Currently Training Wing positions are not seen as high profile. Indeed, only some incumbents are serving in this capacity by choice. Their jobs are complex and demanding in terms of time and emotional commitment to the success of the N/OCdts under their command or supervision. They require a strong command of their second language, a working knowledge of Human Resources policies, counselling techniques, disciplinary procedures, etc.;
- (2) <u>Assessment</u>. Training Wing personnel need to be fit and able to lead by example. In order to attract the best suited candidates for Training Wing positions, it is paramount that their roles be well defined, understood and appreciated by Career Managers and the CAF leadership in general. It is equally important that proper credit be given for the unique demands of a posting to the Training Wing; and
- (3) <u>Recognition</u>: (KEY RECOMMENDATION) It is recommended that personnel posted to the Training Wing at RMC receive appropriate recognition at Environmental (Navy, Army, Air Force) and CAF Selection Boards for the role, responsibilities and complexities inherent in providing leadership, supervision, coaching and mentoring at RMC.

4. <u>Military Faculty staff and Post Graduates</u>.

- a. Observation. Military Faculty Officers and Military Post Graduates teach and provide military context to their teaching while also acting as military role models for the N/OCdts. Some stakeholders observed that not all Military Faculty officers provided the exemplary role models sought. It was further mentioned by a some academic and headquarters staff that some Military Faculty Psychology and Leadership (MPL) Department staff lacked recent or any operational experience to provide concrete first-hand contextual accounts to the N/OCdts to support the theoretical body of knowledge;
- b. <u>Assessment</u>. These CAF members are selected by Career Managers in consultation with RMC. There is no defined tour length for Military Faculty personnel. At present all MPL Department Military Faculty are Personnel Selection Officers (PSOs). PSOs with graduate degrees in Psychology but few have experience at the tactical level of military operations; and

c. <u>Military Faculty</u>. (*KEY RECOMMENDATION*) It is recommended that RMC determine the optimal tour length of its Military Faculty personnel in order to ensure a balance between academic credentials and recent military experience.

5. <u>How Personnel are trained to support the RMC mission?</u>

- a. Observations. In 2016, the Commandant issued his priorities which included a "One College Team" approach. Indeed all RMC personnel (Headquarters, Training Wing, Academic Wing, Athletics Department) provide some level of mentoring and act as role models for the N/OCdts and share a common goal: to produce well educated junior officers/leaders for the CAF. As such, all stakeholders require a good understanding of the College's Mission, Vision and priorities including Training Wing staff for whom RMC represents a totally new work environment. At this time, the College provides a one week orientation session in the Fall which covers mostly administrative matters, mandated CAF programmes, etc. Additionally, there is no specific training or qualification required of Training Wing staff who engage with the N/OCdts;
- b. Assessment. RMC is not a typical military unit nor is it a typical university. Several Training Wing staff commented on the inadequacy of the current orientation program stating that while the content was helpful, they had to learn on the job where they fit within RMC. If the rationale for the standards and requirements of the Four Pillars programme are not properly communicated, understood and fully appreciated by all stakeholders: unity of purpose cannot be achieved. To compound the issue, all RMC staff, including Training Wing staffl must be sensitized to the fundamental characteristics of the latest generations of N/OCdts. Indeed, the N/OCdt of today may necessitate a different approach to teaching, coaching, mentoring, or learning in general. Anthony Moore posits that "Millennials [and Generation Z] crave mentorship, leadership, and personal growth from their employer."

"When it comes to understanding the technology needs, preferences, and uses of today's undergraduate learners, often termed the Net generation or Millennials [and Generation Z], there is a clear and apparent struggle occurring within higher education." (Smith 2012)¹⁵⁷

c. Recommendations.

(1) <u>Formal Training</u>: (*KEY RECOMMENDATION*) It is recommended that all Training Wing personnel undergo a training programme commensurate with the expectations of their unique role at RMC (e.g. coaching and mentoring, cultural intelligence, Harmful and Inappropriate Sexual Behaviour (HISB), The Road to Mental Readiness (R2MR), Mental Fitness and Suicide Awareness, etc.)

¹⁵⁷ Erika E. Smith, "The Digital Native Debate in Higher Education: A Comparative Analysis of Recent Literature," *Canadian Journal of Learning and Technology*, 38, no. 3 (2012): 2.

Conclusion

6. As detailed above, the SSAV Team found that the selection of Training Wing staff lacked a proper screening methodology based on preferred competencies, aptitudes and personal traits. Further, the SSAV Team identified the need to develop a training package to be completed by all Training Wing staff prior to assuming their responsibilities. In conclusion, the selection and training processes currently in place do not adequately support the RMC mission.

Annex H- Support Services

Definitions

Resiliency: capacity of soldiers, sailors or air personnel to recover quickly, resist, and possibly even thrive in the face of direct/indirect traumatic events and adverse situations in garrison, training and operational environments.

Areas of Assessment

- 1. In the VCDS mandate letter, the SSAV Team was directed to assess:
 - a. The support available to the N/OCdts;
 - b. How the availability of these resources is communicated; and
 - c. Additional support services available to N/OCdts.
- 2. Support available from the Chain of Command and Cadet Chain of Authority (CCoA) is as follows:
 - a. <u>Chain of Command</u>. Every Naval and Officer Cadet (N/OCdt) is assigned to a Squadron under the responsibility of an officer (Squadron Commander) supported by a Senior Non-Commissioned Member (Sr NCM) (Sergeant or Warrant Officer). Squadron Staff work a normal 0700-1600 workday. Availability/visibility after hours depends on the staff's leadership and willingness;
 - b. <u>RMC Duty Officer</u>. A Duty Officer is available 24/7 on the RMC grounds. Assignment as a Duty Officer is shared among all military officers below the rank of Lieutenant-Colonel at RMC and the Canadian Defence Academy/Military Personnel Generation (CDA/MILPERSGEN) headquarters (including Post-Graduate students and military faculty). As a result, the Duty Officer may not be fully aware of the N/OCdts programme and challenges; and
 - c. <u>CCoA</u>. Third and Fourth Year N/OCdts are assigned positions of responsibility (bar positions) within the Squadron/Wing hierarchy from Cadet Section Commander up to Cadet Wing Commander. The bar positions change every semester to provide maximum leadership opportunities.
- 3. Within the College, N/OCdts have access to the following services:
 - a. <u>Chaplaincy</u>. Three chaplains are posted to RMC (Catholic, Protestant and Islamic faiths are represented at this moment). They each have a private office and are available on a walk-in basis. The chaplains provide counselling services and work in a multi-disciplinary approach with medical, mental health experts, the Chain of Command, CCoA and the Peer Assistance Group (PAG). They provide religious

- services at the Multi-Faith Centre and chapels and offer an active Ministry of Presence for N/OCdts and College staff. This service is confidential and no record of discussion is maintained. A chaplain is on call 24/7 for emergencies;
- b. <u>PAG</u>. 25 N/OCdts are trained to offer advice and to refer other N/OCdts to the appropriate service upon request. The training is extensive and takes about one week to complete. In order to qualify as a PAG member, N/OCdts must fit this training into their already busy schedule. PAG members do not provide counselling service. One senior officer (rank of Major) at RMC is responsible for the PAG; and
- c. <u>Harassment Advisor</u>. RMC, like all Canadian Armed Forces (CAF) units, must have a harassment advisor, and their contact information is available on the RMC net.
- 4. Services available from Canadian Forces Base (CFB) Kingston include the following:
 - a. Medical. 33 Canadian Forces Health Services Centre (33 CF H Svcs C) is a medical clinic located at CFB Kingston, and offers health services to CAF members at RMC, including the N/OCdts. This clinic provides services similar to those found in community clinics, treating non-life threatening illnesses, performing minor surgical procedures and providing pharmacy services. The clinic also offers a range of mental health services, from psychosocial services to addiction counselling, general mental health evaluation, treatment and counselling. After hours, or for specialized services, CAF members posted to Kingston receive care at the Kingston General Hospital (civilian) or other healthcare facilities in the area (specialist clinics, for example);
 - b. <u>Dental</u>. The Kingston dental detachment belongs to 1 Dental Unit, headquartered in Ottawa. The dental clinic offers high quality full spectrum dental services to the CAF members posted to Kingston. After hours, CAF members can access care through a 24/7 on-call service offered by the dental clinic (dentist and dental technician). For specialized services, CAF members are referred to the civilian dental specialists in the Kingston area; and
 - Mental Health. RMC has recently been the subject of a pilot project, with two social workers from 33 CF H Svcs C providing psychosocial and counselling services two days a week at RMC. During the previous academic year there were approximately 94 intakes, with the 71 intakes during the first four months of the current academic year suggesting increased use of these services. The social workers are fully booked conducting either intakes or consultations/counselling. The wait time for an appointment is a matter of days (2-3 days), well within CF H Svcs standards (maximum of 14 days for psychosocial services and 30 days for general mental health services).
- 5. Civilian support services available within the greater Kingston area include:
 - a. <u>Sexual Assault Centre of Kingston</u>. The Sexual Assault Centre of Kingston is a non-profit organization, funded by the Ontario province and through private donations. It

provides free, confidential, non-judgmental support to survivors of sexualized violence, offers school and public education on issues of sexualized violence and strives toward the prevention of all forms of sexualized violence. It has a 24/7 crisis line: 613-544-6424 or 1-877-544-6424, offers bilingual services, and is open 0900-1600 Monday to Friday, but can also offer assistance and services outside the regular hours by appointment; and

- b. <u>9-1-1</u>. The '9-1-1' service is a Canada wide number that can be called to request emergency responders (fire, police, paramedics).
- 6. Additionally, N/OCdts, like other CAF members, have access to the following resources:
 - a. Sexual Misconduct Response Centre (SMRC). The SMRC was established to provide support to CAF members who have experienced or witnessed inappropriate sexual behavior. CAF members can call 1-844-750-1648 or e-mail DND.SMRC-CIIS.MDN@forces.gc.ca. A team of professional counsellors is available to provide support, information, and referrals 0700-2000 Monday to Friday, Eastern Standard Time. CAF members who call outside of these hours or on statutory holidays may leave a message and at their request, a staff member will return their call within one business day; and
 - b. <u>Canadian Forces Member Assistance Programme (CFMAP</u>). CFMAP is a voluntary and confidential service for CAF members and their family members who have personal concerns that affect their personal wellbeing and/or work performance. The service is provided by the Employee Assistance Services of Health Canada on behalf of the CAF, and is available 24 hours a day, 365 days a year, at 1-800-268-7708.
- 7. <u>Logistic Services</u>. The Chief Information Officer (CIO) is double-hatted with the Director Support Services position. Information Technology (IT) services are not readily available outside regular work hours. Deficit Reduction Action Plan cuts have resulted in the loss of civilian positions, especially cleaning and maintenance staff (11 positions). RMC has also experienced staff shortages, such as five vacant positions in the College orderly room. This had an impact upon the N/OCdts, as 45 travel claims from the summer training period had not been processed as of November 2016. Finally, centralization of infrastructure responsibilities under the Assistant Deputy Minister (Infrastructure and Environment), has reduced RMC's ability to prioritize needed infrastructure maintenance.
- 8. <u>Library Services</u>. The RMC Library is housed in the Massey building. The collection consists of approximately 370,000 equivalent volumes, including 250,000 books (the balance made up of materials in other formats). The amount of space allocated to the RMC library is generally considered to be below the standard expected of a university with a broad range of undergraduate, graduate and research programs. The Science and Engineering library materials, which had been housed in another building, have recently been amalgamated with the main collection in the Massey Library. A 2010 space study concluded that the library has a requirement for nearly 6,000 m2 but has only 2,500 m2; thus it is 240% over-capacity. The principle reason for the lack of space is the addition of the science and engineering materials.

- 9. <u>Student Services</u>. RMC houses a Language Centre that develops the capacity of approximately 500 N/OCdts to communicate in both official languages (80% are in their first or second year at RMC). The Language Centre is supported by a Writing Centre that provides support to undergraduate students in developing writing skills in English and French. RMC also has a strong policy on accommodating students with learning disabilities.
- 10. <u>Athletic Department Services</u>. Athletic Department staff sustained a 10% cut as the result of the Strategic Review. They support the First Year Orientation Programme (FYOP), and are responsible for:
 - a. Conducting the FORCE test, RMC Physical Performance Test (PPT), and the Basic Military Swim Standard;
 - b. Conducting physical education classes, and supplementary physical training for First and Second Year N/OCdts who have not passed the PPT; and
 - c. Organizing intramurals, coaching the varsity teams and competitive clubs.
- 11. Other Services. Many others at RMC may also serve as unofficial support to the N/OCdts, including academic and other military or civilian staff (e.g., competitive club coaches, barbers, CANEX employees, cleaning and kitchen staff).
- 12. <u>Infrastructure</u>. RMC is situated on Point Frederick just east of downtown Kingston, Ontario. This scenic location, at the junction of Lake Ontario and the St. Lawrence River, is historic importance, as are some of RMC's buildings. RMC has limited office space, which is generally considered to be utilized at capacity, accommodating the staff who support its undergraduate, graduate, research and continuing education programs.

Assessment

- 13. <u>Health Services</u>. Health services are of high-quality and available. This was a regular comment (18 mentions) in the interviews performed by the SSAV Team.
 - a. <u>Analysis</u>. CF H Svcs C is a Care Delivery Unit (CDU) clinic, offering medical services to CAF members posted to the Kingston area. It delivers high-quality care in a timely manner, and the services meet the Surgeon General's standards of care.
- 14. Occupational and Medical Readiness. Every N/OCdt goes through a medical screening at a Canadian Forces Recruiting Center before enrolment. This medical assessment is done by a medical technician, and the documentation is reviewed by the Recruiting Medical Officer at CF H Svcs Group Headquarters in Ottawa. The purpose of an enrolment medical is to screen potential candidates for enrolment in the CAF. It is not a true occupational medical assessment. As a result, it will typically be considered valid only for a period of 24 months. Following enrolment, CAF members undergo a regular periodic health assessment (PHA) at the 24 month point which remains valid for the normal duration of a PHA (as stated in H Svcs Policy 4000-21),

barring any change in medical circumstances. However, N/OCdts at RMC only undergo a health assessment toward the end of their final year (unless they are injured, or they develop a medical condition while at RMC), to confirm their eligibility for commissioning and promotion. By this point, their occupational medical assessment is two years' overdue.

- a. Analysis. PHA period of validity: the enrolment medical assessment has expired by the time a N/OCdt approaches commissioning and promotion. From an occupational and medical fitness perspective, CF H Svcs could lack awareness of a number of medical issues affecting a member who has completed four years of stressful university education along with a rather intensive military training schedule. In this period of young adulthood, many opportunities for prevention have also been lost (smoking cessation, drugs and alcohol abuse counselling, nutrition and weight counselling, safe sex advice, sexually transmitted diseases detection, treatment and prevention, etc.). Mental health problems could also be detected by medical professionals during this period.
 - (1) <u>Health Readiness</u> (*KEY RECOMMENDATION*): It is recommended that Canadian Forces Health Services Group review the periodic health assessment policy (4000-21) to determine the appropriate period of validity for the enrolment medical assessments of N/OCdts attending military colleges. The Surgeon General should study the feasibility of changing the policy for periodic health assessments for such N/OCdts, ensuring that the enrolment medical assessment is not the only one conducted during those first four years of service. It may be appropriate to mirror the process used for aircrew personnel, allowing a yearly medical questionnaire to be filled out by the N/OCdts and reviewed by a clinician, with a full medical assessment being conducted at the end of the N/OCdts' second year.
- 15. <u>Mental Health Services</u>. RMC staff and the N/OCdts consider that these services should continue to be offered at RMC, where they are very accessible (multiple interview comments). However, a problem mentioned a number of times during interviews are the location in which they are offered (in one of the dormitories, a very busy place where anybody can pass by at any time, and see those who are accessing the services). Mental health stigma as a barrier to accessing services was mentioned at least 10 times during interviews with N/OCdts, and one person also observed that services are not available outside regular work hours.
 - a. <u>Analysis</u>. An ongoing pilot project is demonstrating that the social workers are busy. The number of intakes in 2015 (94) means most of these N/OCdts were seen between 3-5 times after intake, making the number of necessary appointments quite high (i.e. 400-500 appointments). Some of these N/OCdts would have required referral to the CFB Kingston medical clinic, for issues necessitating more specialized services (psychology, psychiatry, addiction counselling, and medical care). 33 H Svcs C is analyzing the results of this pilot project at the moment, and will make a decision soon on the resources needed if mental health services are to be provided at RMC on an ongoing basis: at the moment, the CFB Kingston medical clinic is providing the social workers involved in the pilot project without additional resources. The social

workers are currently providing services at RMC in an unsuitable location, too public and in an area where N/OCdts seeking the services can be observed by RMC staff and other N/OCdts. The RMC Deputy Commandant has been working to find a different location, but has not been successful to date. A more private location would help to further reduce barriers to obtaining mental health services.

- (1) <u>Mental Health Services</u>. (*Supporting Recommendation*) It is recommended that RMC find a more private location to further reduce barriers to obtaining mental health services. 33 CF H Svcs C should be resourced to provide these services on an ongoing basis.
- b. Mental Health Stigma: CAF members, like civilians, are often reluctant to admit to having mental health issues. For many there is a stigma associated with seeking help. Some view it as a sign of weakness. For others there is a fear that seeking help will negatively impact their career. Unfortunately, this sometimes means that problems escalate to the point where they get out of hand and subsequently have career implications. It is important for supervisors to create a workplace climate that encourages CAF members to access the services available to them. CAF members should also be aware that their medical information is confidential, with access to it being restricted to those involved in providing them with care. Commanding Officers have a right to know the limitations imposed by the member's medical condition upon their employment, as well as the prognosis, but not the nature of the medical condition or the course of treatment.¹⁵⁸
 - (1) Mental Health Stigma (Supporting Recommendation): RMC staff should counter mental health stigma by actively communicating the confidentiality of medical information in the CAF, and by continuing to encourage CAF members to access the services available to them when they have mental health concerns.
- 16. <u>H Svcs Access</u>: Four individuals interviewed mentioned that accessing services provided at CFB Kingston is difficult and time-consuming, especially for N/OCdts with a full academic schedule. There is an hourly shuttle bus service to the CFB Kingston medical clinic. The SSAV Team heard that trips to the clinic can sometimes take up to three hours. Those N/OCdts who have vehicles can drive to the clinic, but may have to take a long walk to the location where their vehicles are parked. First Year N/OCdts are not permitted to keep a vehicle on RMC grounds.
 - a. Analysis: The clinic's location and hours of operation may not be well-suited to serving the RMC N/OCdts. The clinic is located at CFB Kingston, requiring N/OCdts to use a shuttle bus service to reach it. RMC has recognized access to the clinic as a problem, and has requested the establishment of a Care Delivery Unit (CDU) on the RMC grounds as a priority. An option analysis is being conducted by 4 H Svcs Group and 33 CF H Svcs C Kingston to find ways of improving N/OCdt access to services. Although the allocation of a CDU to RMC is an option, it would

¹⁵⁸ CANFORGEN 039-08, Disclosure of Medical/Social Work Information to Commanding Officers

require a departure from the clinic model. This is based on providing quality care and best services by using centralized resources (pharmacy, physiotherapy, mental health services, and immunization, nursing and case management services).

- (1) <u>H Svcs Access</u>: (*Supporting Recommendation*): It is recommended that 4 H Svcs Group and 33 CF H Svcs C Kingston complete an options analysis for improving N/OCdt access to medical services, and should consider in doing so the possibility of offering medical services outside regular working hours.
- 17. <u>Dental Services</u>. Difficulty accessing the dental clinic was mentioned once during the interviews, but no other comments were made on this issue.
 - a. <u>Analysis</u>: The dental clinic at CFB Kingston sees every N/OCdt yearly for an examination and for hygiene services; it is open weekdays during regular working hours. There is a duty dentist on call 24/7 who can be reached by phone for emergencies.
 - (1) <u>Dental Services</u>: (*Supporting Recommendation*): It is recommended that the Base Kingston Dental Clinic ensure that the 24/7 on-call service for emergencies is well advertised at RMC.
- 18. <u>Access to Other CFB Kingston Support Services</u>: There were some issues raised during interviews with regards to N/OCdts obtaining their military ID cards while at RMC. The CFB Kingston office responsible for providing the cards is only open during regular working hours, making access difficult for N/OCdts who have a full class schedule. Base Supply is likewise open only during regular working hours.
 - a. <u>Analysis:</u> Accessing support services provided by CFB Kingston can be time-consuming and sometimes impossible, depending on a N/OCdt's class schedule.
 - (1) Access to Base Services: (Supporting Recommendation): It is recommended that CFB Kingston and RMC review options for improving N/OCdt access to supply and ID card services at CFB Kingston.
- 19. <u>Chaplain Services</u>: During interviews, the SSAV Team heard many positive comments like "outstanding", "amazing" and "excellent" with regards to the chaplain support available to N/OCdts, although concern was also raised that the ready availability of chaplains means that some N/OCdt problems are not brought to the attention of their Chain of Command in a timely fashion.
 - a. <u>Analysis</u>: Chaplain support is excellent and available. There are currently three chaplains posted to RMC.
- 20. <u>Peer Assistance Group (PAG)</u>. Various comments were made about the PAG. Some concerns were raised with regards to confidentiality issues and respect for necessary boundaries. Some N/OCdts indicated that they would not consult PAG members due to this concern. Some

N/OCdts viewed the PAG as a useful (although perhaps underused) service. The efforts made in this area are truly commendable – indeed, the PAG can potentially add another layer of social support and enhance mutual bonding within the N/OCdts. RMC data showed 40-70 PAG interactions per month in the fall of 2016. Most were self-contained, and did not result in a referral (17 referrals for 69 interactions in one month, and 7 referrals for 40 interactions in another). Comments received during interviews also mentioned a time management issue for those N/OCdts who are PAG members, including some difficulty fitting the extensive training into their schedule at the beginning of the academic year.

- a. Analysis. The SSAV Team notes that confidentiality and boundary issues can have serious consequences. From a medical point of view, it is understandable that N/OCdts will have some problems trusting their peers regarding the confidentiality of their personal of medical information. Medical professionals and chaplains are bound to confidentiality, whereas N/OCdts are not. Confidentiality relies on their willingness to keep things confidential, which can be variable for each individual. The training necessary to be a PAG member takes a week, and the demands on these PAG members can be also quite significant and somewhat difficult to manage given the requirements of the RMC programme. The Canadian Army has adopted the Sentinel peer assistance initiative which may provide useful lessons for RMC in terms of addressing these concerns.
 - (1) Peer Assistance Group (PAG). (KEY RECOMMENDATION) It is recommended that the delivery of peer support through the PAG be reevaluated by RMC with the aim of addressing concerns over confidentiality, early engagement of the existing chain of command, amount of training, and to align with the validated CAF Sentinel programme.
- 21. <u>Massey Library</u>: The SSAV Team heard strong views, across many groups, that the Massey Library is no longer suitable (unanimous comments from > 50 interviewees). The problems are with the aging infrastructure, the library's content, and its filing system.
 - a. <u>Analysis</u>. The Massey Library is in a state of disrepair, and is not adequately supporting the needs of the N/OCdts, or any of the RMC programmes. The building itself suffers from significant deficiencies and the HVAC systems cannot maintain a proper environment for either books or people. There is no proper filing system, so that the building houses a "book repository" rather than a library. The Library is well over capacity. A briefing note has been sent to the CF Real Property Operations Group (CF RP Ops Gp), and the project for the Massey Library is planned for around 2035. The availability of electronic and paper documents is poor, following a reduction in the Librarian's level of financial authority.
 - (1) <u>Massey Library:</u> (*KEY RECOMMENDATION*): It is recommended that the CAF re-examine the priority and capital investment phasing associated with the replacement of the Massey Library with a view to completing this project much sooner than the current 2035 timeframe. Potential options to integrate a Learning Commons / Student Services Centre should be considered. In the

interim, the Canadian Forces Real Property Operations Group should support RMC in finding solutions to the College's immediate needs with respect to library services.

- 22. <u>Student Services</u>. The SSAV Team observed that RMC lacks a student services centre and student commons. This was recognized by multiple individuals (more than 30 times) during interviews, including by staff from the Canadian Defence Academy (CDA)/Military Personnel Generation (MILPERSGEN) Headquarters. It was seen as a major detriment to the aim of providing modern, centralized and useful services to students for studying and collaboration.
 - Analysis. The SSAV Team observed that there is no student services centre at RMC. a. N/OCdts can experience difficulty in knowing where to access learning resources to improve study habits or time management, receive counselling for their undergraduate programmes, get information for their future careers in the CAF, or receive tutoring. The Language Centre is not properly staffed, and the SSAV Team heard that on a regular basis, second language training is stopped for indefinite periods of time due to insufficient numbers of staff. The SSAV Team assesses that N/OCdts would be much better served if there was a Student Services Hub or Portal to enable them to access the services they need for academic and potentially military information purposes. Further it is assessed that the Language Centre needs to be better resourced. The CFB Kingston Base Personnel Selection Office (BPSO) offers services in career counselling and orientation and psychological testing. However, the BPSO serves all CAF members in the Kingston area and, as with other services, is not available outside normal working hours. For learning disabilities or mental health issues in needs of accommodation, N/OCdts can consult the RMC Associate Registrar for Undergraduate Studies (AR-UG).
 - (1) <u>Student Services Centre</u>. (*KEY RECOMMENDATION*) It is recommended that in line with the re-capitalization re-assessment for the Massey Library, RMC together with staff from Assistant Deputy Minister (Infrastructure and Environment), assess whether a Student Services Centre is required at RMC and if so, what form it should take; and
 - (2) <u>Language Centre</u>. (*KEY RECOMMENDATION*) It is recommended that the existing RMC Language Centre be resourced at levels that will allow for uninterrupted instruction for the N/OCdts at RMC.
- 23. <u>Human Resources</u>. RMC has requested an increase in the number of positions twice in the past few years. These requests were not approved.
 - a. Observations and Analysis.
 - (1) <u>Training Wing/RMC Operations and Plans Cell</u>. The operations and plans cell has two full-time positions. RMC typically organizes N/OCdt participation in some 50 major events during the course of the academic year and summer training period. The SSAV Team heard that the operations and plans staff lack

the capacity to properly plan and execute activities, and are extremely challenged in coordinating the response to significant events at the College. The SSAV Team heard from other sources that RMC is not as responsive as other units in CDA/MILPERSGEN. N/OCdts must sometimes do much of the planning for activities and events themselves, on top of the RMC programme;

- (2) Athletic Department Staff: The Athletics Department lost Salary Wage Envelope (SWE) funding as a result of cutbacks. This resulted in a reduction in hours for all Athletic Department staff, because a decision was made to decrease their working hours by 10% instead of cutting two full-time positions. This has had a negative impact on the programme at RMC, specifically in the lack of Athletic Department staff to supervise the fitness component of the First Year Orientation Programme, as well as conduct Supplementary Physical Training, and provide coaching and instruction in physical fitness. Despite the reductions, the staff continue to invest their own time to ensure the welfare of the N/OCdts to the best of their ability. In the area of physical fitness, the SSAV supports the recommendation of the 2016 RMC Fitness Review Findings that RMC military staff be required to attend a minimum of two Personnel Support Programme (PSP)-led training sessions;
- (3) <u>Maintenance and Cleaning Staff</u>. The Strategic Review also led to reductions in support services positions, especially for cleaning and maintenance staff (11 positions), so that RMC no longer appears clean or properly maintained. This presents a negative environment for the N/OCdts and erodes pride in the institution;
- (4) <u>Logistic Support</u>. The RMC Chief Information Officer (CIO) is double-hatted as the Director of Support Services, responsible for the provision of logistic and administrative support to RMC. RMC would benefit from a dedicated Logistics Officer filling the position of Director of Support Services without the additional CIO responsibilities; and
- (5) Public Affairs (PA). RMC has one Public Affairs Officer (PAO) at the Capt/Lt(N) rank level, who is primarily focused on reactive responses to media queries (i.e., issue management, traditional media relations, etc.). While these activities are a reality for any CAF unit, RMC would be better served if a degree of priority and resources were placed in proactive activities; in particular, an active social media approach supported by compelling imagery, in order to support a timeless narrative of the many good things happening at the College. The SSAV Team observed that the prevailing public narrative regarding RMC centres on negative subject matter. In addition, a number of N/OCdts interviewed expressed disappointment that this narrative tends to overshadow the many positive aspects of the College.
- b. Human Resources Recommendations.

- (1) Resource Levels for the Athletic Department Staff and SPT Staff. (KEY RECOMMENDATION)) It is recommended that CDA/MILPERSGEN headquarters and RMC address military and civilian human resources gaps in the areas of the Personnel Support Programme (PSP) staff in the Athletic Department to include the Supplemental Physical Training staff, the establishment of military positions and manning for the Training Wing/RMC Operations and Plans cell, the capacity, establishment and manning of the College Orderly Room, and that a review of the capacity of the maintenance and cleaning staff be conducted;
- (2) <u>Supplemental Physical Training</u>. (*Supporting Recommendation*) It is recommended that RMC ensure an acceptable staff to N/OCdt ratio by hiring additional coordinators; and
- (3) Public Affairs support. (Supporting Recommendation) It is recommended that CDA/MILPERSGEN review the PA support framework at RMC with a view toward augmenting the CAF public affairs officer with a civilian communications advisor (e.g. IS-03) and CAF Imagery Technician (e.g. Corporal) in order to ensure sufficient and ongoing focus on telling the many positive stories of the RMC experience, in the digital and visual narrative space in particular.
- 24. <u>Financial Authority and Core Functions</u>. The SSAV Team received multiple comments during interviews about how the centralization of services and processes within the CAF during the last 10-15 years has resulted in significant limitations to RMC's responsiveness in dealing with infrastructure renovations and repairs, buying electronic documents for the library, hiring, etc., and that the financial authority available to the Commandant and Principal is insufficient. The SSAV Team also heard frequently that the delivery of the programmes at the College has suffered as a result from the ability to obtain books for the N/OCdts to conducting research in support of the academic programme.
 - a. <u>Analysis</u>. The SSAV Team assesses that several elements of the RMC programme should be considered for designation as Core Business Activities. In addition, the SSAV Team assesses that the Delegation of Financial Authorities for Financial Administration for DND and the CAF should be reviewed, in view of concerns that the financial authority available to the Commandant and Principal does not reflect RMC's size and complexity; and
 - b. <u>Financial Authority and Core Functions</u>. (*KEY RECOMMENDATION*) It is recommended that CDA/MILPERSGEN headquarters and RMC review which elements of the RMC programme should be designated as Core Business Functions, in accordance with Treasury Board guidelines. In addition it is recommended that CMP/Commander MILPERSCOM consider approaching ADM (Fin) to request an amendment to the Delegation of Authorities for Financial Administration for the DND and the CAF in order to increase the level of financial authority available to the Commandant and Principal.

25. N/OCdt Pay and Deductions for Rations and Quarters (R&Q).

Observations: a.

- N/OCdt Pay: Several N/OCdt identified their pay as a concern during interviews. There is a perception that the pay has not increased as it should have over the years, in comparison with the pay rates of other CAF members; and
- (2) Rations and Quarters. N/OCdts also indicated to the SSAV Team that the deductions from their pay for rations and quarters (R&Q) at RMC are too high in relation to the perceived quality of either the food or the quarters;

b. Analysis:

- (1) History of N/OCdt pay rates: In 1970, N/OCdt pay started at \$200/month, edging over \$1000/month in 1997, reached \$1536/month in 2012, and then \$1567/month after March 2013. The pay rate for a Fourth Year N/OCdt (pay increment 3) is now \$1666/month. The SSAV Team assesses that N/OCdt pay rates have increased significantly over the years, but is not able to confirm that they have kept pace with the pay rates of other CAF members; and
- (2) Rations and Quarters. The deduction for quarters is a very minimal portion of the amount deducted from N/OCdt pay each month. The monthly deduction for rations is determined by the Minister of National Defence, effective 1 August of each year:159

Recommendations: c.

¹⁵⁹ Queen's Regulations and Orders for the Canadian Forces (QR&O), paragraph 208.505(1): "Subject to paragraph (2) and article 208.52 (Remission of Charges for Provision of Single Quarters, Rations, Family Housing or Covered Residential Parking), when an officer or non-commissioned member is, in accordance with orders or instructions issued by the Chief of the Defence Staff, on ration strength or is serving on a posting during which the member is provided with rations from other than military sources that are paid for by the Canadian Forces, the member is subject to a monthly deduction from their pay and allowances in an amount equal to one-twelfth of 296 times the average cost of: (a) the unprepared food required to provide one daily ration; (b) the civilian labour involved in the preparation of one daily ration; and (c) in the case of an officer, the cost of civilian labour involved in the provision of table service for one day; as determined by the Minister, annually in advance, effective August 1 of each year." In accordance with QR&O 208.52, "In exceptional circumstances, the charges mentioned in article 208.50 (Deductions for Provision of Single Quarters and Covered Residential Parking), 208.505 (Deductions for Provision of Rations) or 208.51 (Deductions for Provision of Family Housing and Covered Residential Parking) may be wholly or partly remitted in accordance with orders issued by the Chief of the Defence Staff." MILPERSCOMGEN 001/13, Interim Direction for Delinking of Rations and Quarters, at paragraph 6, stated that DGCB (Director General Compensation and Benefits) would lead the development of a new policy to identify gaps and deficiencies in current policy, addressing issues including the affordability of rations in CAF dining facilities. The SSAV Team is not aware that such a study has been conducted.

- (1) N/OCdt Pay Rates. (Supporting Recommendation) It is recommended that a review of N/OCdt pay rates be conducted to determine if they have kept pace with the pay rates of other CAF members; and
- (2) <u>Ration Deductions</u>. (*Supporting Recommendation*) It is recommended that an affordability study of ration deductions based on N/OCdt pay rates be conducted by DGCB, as referred to in MILPERSCOMGEN 001/13, Interim Direction for Delinking of Rations and Quarters.
- 26. <u>Holding Platoon Support</u>: The SSAV Team was informed during interviews that the career management and development opportunities for N/OCdts assigned to the Holding Platoon were not optimal, leading to a morale problem in the platoon.
 - a. <u>Analysis</u>. According to RMC policies, a Progress Review Board (PRB) is held when a N/OCdt is experiencing difficulties with one or more aspects of the RMC programme. A PRB makes a recommendation, which could include that the N/OCdt should cease training and be removed from the RMC operational environment, but continue in the Regular Officer Training Plan (ROTP) as a member of the Holding Platoon. N/OCdts may be assigned to the Holding Platoon for different reasons, including medical, disciplinary, or administrative. The Commandant's Priorities 2016 document states that the College will evaluate all procedures governing the Holding Platoon with the goal of enabling the success of Holding Platoon members; and
 - b. <u>Holding Platoon Support</u>: (Supporting Recommendation): It is recommended that RMC evaluate the procedures supporting the holding platoon members, as stated in the Commandant's Priorities for 2016, to improve success, career management and administration of the members.
- 27. Resiliency Centre Initiative: The SSAV Team has reviewed the Mission Analysis and Concept of Operations to develop and implement the RMC resiliency component training education and support programme. The latest draft of this document was written in November 2016. The aim of the analysis was to identify the requirement(s) for a comprehensive resiliency component training, education, and support programme at RMC, including a Resiliency Centre, and to provide a plan for implementation to Interim Operational Capability in the spring of 2017 and a Final Operational Capability in the spring of 2018. The SSAV Team was briefly introduced to this initiative on arrival at RMC, but received no comment or opinion on it during interviews. The SSAV Team sought specialist advice, which suggested that although this initiative is well-intended there are concerns about the plan for its execution. 160
 - a. <u>Resiliency Centre</u>. (*KEY RECOMMENDATION*) It is recommended that RMC engage with medical stakeholders at Health Services as soon as possible to perform a RMC needs assessment for resiliency training and mental health support as a programme

¹⁶⁰ Colonel Andrew Downes (Director of Mental Health at National Defence Headquarters) and Lieutentant-Colonel Suzanne Bailey (senior social work advisor and specialist of the Road to Mental Readiness program), email submissions, November 2016

before continuing with the Resiliency Centre initiative. It is recommended that RMC halt ongoing 'Assist' training and replace it with the ACE (Assist-Control-Escort) training that is recommended by the specialists for suicide prevention.

- 28. N/OCdt awareness of support services at RMC. The SSAV Team heard that, for the most part, N/OCdts are aware of the various support services. Some comments were made that while there is an abundance of support at RMC for the N/OCdts a centralized or common portal through which they can be accessed is lacking. Information on support services was displayed prominently in dormitories, common areas, as well as distributed by electronic media throughout the College. The RMC website contains a long list of contact information for the services available at RMC and at CFB Kingston. The main external support services, such as the 24/7 crisis line for Kingston, or the Kingston General Hospital point of contact are also included. N/OCdts are briefed on those services upon arrival, during the First Year Orientation Programme (FYOP), and staff who are newly posted to RMC receive the information during their orientation week. The list of support services is also printed in multiple copies and taped to dormitory doors, rendering the information readily available. The SSAV Team received only one comment that referred to any difficulties, in relation to finding RMC's harassment advisor. Another observation was that the N/OCdts could be briefed on available services after FYOP, when they are less sleep-deprived.
 - a. <u>Analysis</u>. The SSAV Team assesses that communications are adequate. However, the timings of briefings to newly-arrived N/OCdts could be improved by providing them after FYOP, in order to increase the possibility that the information will be understood and retained.
- 29. <u>Infrastructure</u>: (Library discussed separately) RMC infrastructure is worn. It comprises a mix of heritage buildings, older dormitories and academic facilities, and newer construction that was put in place to accommodate the significant increase in the Cadet Wing following the 1995 closures of Royal Roads Military College and Collège Militaire Royal de Saint-Jean. There is limited office space, which is generally considered to be used at capacity accommodating the staff supporting RMC's undergraduate, graduate, research and continuing education programmes.

a. Observations.

- (1) <u>Dormitories</u>: RMC has five dormitories, for a total of 588 rooms for 975 N/OCdts. N/OCdts typically share a room for their first three years at RMC, with 85% of Fourth Year N/OCdts having single rooms. Dormitory rooms at RMC vary somewhat in size between buildings. Most of the dormitories were built before 1960, with one built in 2011;
- (2) <u>Dining Hall</u>: RMC has a large N/OCdt dining hall, but it is moderately strained with 975 N/OCdts. The breakfast sitting is usually most busy. Classes are staggered around lunch to spread out dining. Dinner usually sees staggered arrival of N/OCdts and so is not generally problematic. The dining room is very noisy and is clearly an old facility;

- (3) Gym Facilities: RMC has access to a large gym that serves staff, N/OCdts, CFB Kingston and the public. It is generally considered busy, but sufficient for its level of usage, and with room to accommodate additional demand. Problems arise when RMC blocks the facility for an event, and CFB Kingston personnel are unable to access it for a number of hours. This results in frustration for them and creates an "us and them" environment with the College; and
- (4) <u>Parking</u>: At RMC, parking is very limited, and spread out over the campus, with 278 parking spots being assigned to N/OCdts.

b. <u>Analysis</u>.

- (1) <u>Infrastructure</u>: The SSAV Team assesses that there are significant issues with the infrastructure at RMC. Concerns were raised over potential health and safety concerns within the dormitories, usability and noise levels in the dining hall, water leaks, and faulty roofing. It is evident that a significant capital investment is required to address the overcapacity and generally poor condition of the Massey Library. These particular issues should be addressed as a priority by the Assistant Deputy Minister (Infrastructure and Environment) and the CF RP Ops Gp;
- (2) Facilities. RMC currently shares fitness/sports facilities with CFB Kingston. Facilities include a gym, field house, indoor soccer pitch and arena. With the exception of the Constantine Arena, the facilities appear to be in good shape although inadequate for the number of personnel using them. The arena is old and has failing infrastructure. CFB Kingston shares publicly-funded equipment with RMC, but RMC has purchased equipment for the RMC physical education, intramural, and competitive club programmes, in some cases duplicating equipment procured by CFB Kingston non-public funds. Concurrent use of the facilities by both CFB Kingston and RMC requires deconfliction that has resulted in some facilities being unavailable to one or the other at different times. Routine activities or short notice events remain a point of friction with CFB Kingston that – while managed by RMC staff – result in N/OCdts being exposed to hostile attitudes from some CFB Kingston personnel denied use of these facilities. While in general the facilities are well maintained, the Constantine Arena is old and prone to issues that result in cancellation of hockey practices or games;
- (3) Equipment. As a result of CFB Kingston and RMC sharing of the facilities, two sources of public funds as well as non-public funds are used to support the procurement and maintenance of equipment. Some overlap of resources was noted by the SSAV Team, due to equipment being purchased by CFB Kingston non-public funds and therefore unavailable for RMC use (and vice versa), requiring duplicate or additional equipment to be purchased that might not otherwise be required;

- (4) Passage of Information. Athletic Department staff expressed frustration that the Medical Employment Limitations (MELs) of Varsity team members are not provided to them by the medical clinic. Another area where information is not readily passed are the results of the FORCE test conducted during the Basic Military Officer Qualification (BMOQ) course before N/OCdts arrive at RMC, so that RMC must re-test all First Year N/OCdts upon arrival. This imposes a duplication of effort and a level of confusion over RMC fitness standards; and
- (5) <u>Dining Hall</u>. The N/OCdt dining hall is very noisy, because of its high ceiling and open space, conducive to sound travel. This very busy kitchen, like other CAF kitchens, has a regular "basic food cost", but unlike those kitchens serves three meals a day to a N/OCdt population with a range of specific needs. For example, food quality and quantity is limited for Varsity team members arriving late for dinner, and no snack is generally available at night (however, snacks can be made available during exams, when requested by the N/OCdts).

c. Infrastructure Recommendations:

- (1) <u>Infrastructure</u>. (*KEY RECOMMENDATION*) It is recommended that RMC, the Canadian Forces Real Property Operations Group and CFB Kingston evaluate the overall state of infrastructure at RMC, identify potential health and safety issues, address long standing repair issues and establish priorities for near term operations and maintenance of RMC infrastructure;
- (2) <u>Dining Hall noise level</u>. (*Supporting Recommendation*) It is recommended that strategies be studied to improve the noise level of the dining hall. If improved, the dining hall could be more conducive to be used as a student commons for study and homework, as a mitigation strategy for the Library issues:
- (3) <u>Basic Food Cost</u> (*Supporting Recommendation*): It is recommended that there be consideration of an increase in the Basic Food Cost at RMC. The SSAV Team understands that similar proposals have been approved for other CAF kitchens. This proposal is currently being developed by RMC Food Services staff;
- (4) <u>Notice of unavailability of facilities</u>. (*Supporting Recommendation*) It is recommended that Base Kingston personnel be given as much advance notice as possible when facilities like the gym will be unavailable;
- (5) Athletic Facilities and Equipment. (Supporting Recommendation) It is recommended that a replacement for the Constantine Arena be identified as a priority on the RMC Master Real Property Development Plan. Further, RMC and CFB Kingston should explore a proportional distribution of public and non-public funds for the purchase of equipment to be used by both CFB Kingston and RMC; and

- (6) <u>Passage of Information Physical Fitness</u>. (*Supporting Recommendation*) It is recommended that RMC liaise with the medical clinic at CFB Kingston at the beginning of each academic year in order to confirm arrangements for the clinic to communicate MELs to the Athletic Department.
- 30. <u>RMC Staff Well-Being</u>. The RMC Health and Wellness Working Group (HWWG) was established on 10 October 2014, but held very few meetings and did not meet for almost a year and a half. It was reactivated in November 2016 during the SSAV Team visit to Kingston.
 - a. <u>Care for the caregivers</u>: Compassion fatigue, also known as secondary traumatic stress, is a condition characterized by a gradual lessening of compassion over time. It is common among individuals who work directly with trauma victims such as therapists, nurses, teachers, psychologists, police officers, paramedics, animal welfare workers, health unit coordinators and anyone who helps out others. The SSAV Team has observed some compassion fatigue in RMC staff and is concerned about their well-being because of the high level of stress to which they are exposed;
 - b. <u>Analysis</u>. The HWWG is to continuously promote and enhance the health and wellness of all faculty, staff and students at RMC by developing, supporting, synchronizing and assessing initiatives aimed at ensuring that RMC remains a safe, positive, respectful, harassment-free and healthy place to learn, teach, research and work. Apart from the positive impact on productivity, a healthy and safe workforce establishes the DND/CAF as an employer of choice. The understanding of health has expanded significantly to include a broader series of determinants such as physical, psychological, spiritual, emotional, familial and intellectual elements, all of which are shaped by environmental influences in the workplace and elsewhere;
 - c. Compassion fatigue needs to be considered in the RMC environment. Learning self-care strategies (good sleep hygiene, relaxation techniques, yoga, healthy dieting, regular exercise, spirituality, etc.) can decrease the amount of stress and make a person become more resilient; and
 - d. <u>Staff Well-being</u>. (Supporting Recommendation):
 - (1) It is recommended to continue with regular HWWG meetings; and
 - (2) It is recommended that RMC evaluate the possibility of offering a seminar on compassion fatigue and self-care to staff as soon as possible. The chaplains, health promotion staff and medical clinic staff can assist in its development.

Annex I - Four Pillars/Programme

Definitions

AFAN: Canadian Armed Forces (CAF) qualification awarded to officers who have completed the Regular Officer Training Plan Royal Military College (ROTP-RMC) programme.

FORCE: (Fitness for Operational Requirements of Canadian Armed Forces Employment) The FORCE evaluation is the mandatory physical fitness standard for the CAF. Physical fitness is one of the minimum operational standards related to the principle of universality of service. ¹⁶¹

Canmilcol (Canadian Military Colleges): This abbreviations used to refer to the Royal Military College of Canada (RMC) and the Royal Military College Saint-Jean (CMR SJ), which fall under command of Commander, Canadian Defence Academy (CDA)/Military Personnel Generation (MILPERSGEN).

LLPM (Leadership Level Progression Model): The ROTP-RMC training progression system that defines the progression standards that must be met by N/OCdts. It contains specific standards for each component of the Four Pillars that are required to be met in order to progress from one level to the next. Completion of the Leadership Levels culminates in graduation from the ROTP-RMC programme and being granted the 'AFAN' designation. ¹⁶²

Education: The provision of a base knowledge and intellectual skills upon which information can be correctly interpreted and sound judgement exercised. 163

Training: The provision of skills, knowledge and attitudes required to perform assigned duties. 164

Areas of Assessment

- 1. As directed in the VCDS mandate letter, the RMC SSAV was tasked to assess the climate, training environment, culture and programme construct at RMC in the area of Training and Learning Four Pillars. The specific questions to be answered are as follows:
 - a. What are the selection criteria for RMC N/OCdts?
 - b. Do the selection criteria ensure that an officer cadet can succeed in the context of the Four Pillars?

¹⁶¹ FORCE Operations Manual, Second Edition, 1 April, 2016, pp7; Defence Administrative Order and Directive (DAOD) 5023-2, *Physical Fitness Program*; DAOD 5023-1, *Minimum Operational Standards Related to Universality of Service*

¹⁶² 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer/Reserve Entry Training Plans, 26 July 2016

¹⁶³ DAOD 5031-8, Canadian Forces Professional Development, Section 4.2 ¹⁶⁴ ibid

- c. What is the basis for these pillars?
- d. Who has the authority to set the standards for each?
- e. How are the standards communicated to the N/OCdts?
- f. What is their understanding of the standards and relevant priorities?
- g. To what extent are these standards met?
- h. Does the training and learning environment at RMC support the accomplishments of these standards?
 - (1) If not, which pillar or pillars are not satisfied and why not?
 - (2) If not, in which pillar or pillars are the standards not met and why not?

Analysis

2. While responding to the questions from the VCDS mandate letter, the SSAV Team sought to determine how the RMC Four Pillar programme affected the training and learning environment at RMC based on feedback from as wide a range of stakeholders as possible, as well as their own observations, reflection and research. The paragraphs that follow address the specific questions related to the RMC Four Pillar programme.

3. Selection Criteria for ROTP-RMC N/OCdts.

- a. Description.
 - (1) Enrolment Process for N/OCdts. N/OCdts are enrolled by the Canadian Forces Recruiting Group (CFRG) upon acceptance by a Selection Board comprised of the Commander CDA/MILPERSGEN, as well as the Commandants and Registrars from both RMC and CMR SJ with CFRG representatives and some advisors. Applicants must meet academic entrance requirements, pass the Canadian Forces Aptitude Test (CFAT), undergo an interview with a Military Career Counsellor (MCC), and complete a trade self-descriptor form prior to being considered by the Selection Board. The academic threshold for ROTP-RMC or CMR-SJ acceptance is an 85% average. There are some minor exceptions, based on a well-rounded file, for Employment Equity (EE) groups or for some varsity-level athletes. Regardless of the candidate's academic record, the number one selection criterion is the military potential score combined with the trade self-descriptor. In other words, a candidate who has

¹⁶⁵ The Person Job Fit Structured Interview Questions also referred to as the "trade self-descriptor is administered by CFRCs. It informs the Recruiters on the applicant's suitability for service in the occupation(s) available to the candidate.

- a 95% academic average but does not score well on the CFAT and the trade self-descriptor will be considered less well-suited for military service than a candidate with an 85% academic average, but higher scores on the CFAT and trade self-descriptor. It is important to note that the CFAT has not been recently validated. A conditional offer is made to a candidate who has been accepted by the Selection Board, with enrolment being contingent upon successful completion of a Reliability Screening and Medical Assessment;
- (2) Medical and Physical Fitness on Enrolment. The Medical Assessment is the same Periodic Health Assessment (PHA) used to assess the health of all CAF members, and is conducted by a Physician Assistant or Medical Technician and reviewed by a Recruiting Medical Officer. The PHA does not include a psychological evaluation other than general questions to be answered by the candidate regarding their medical or health history. However, during the interview, the Military Career Counsellor can assess the character of the candidate in the areas of conscientiousness and stability through the trade self-descriptor. Physical fitness is not assessed before enrolment. The level of physical fitness of those who enrol in the Regular Force is evaluated at the Canadian Forces Leadership and Recruit School during Basic Military Officer Qualification (BMOQ) Module 1. The FORCE evaluation is the physical fitness standard for service in the CAF and for completion of the Basic Military Officer Qualification Module 1, and those who cannot pass it are released; and
- (3) Assignment of RMC or CMR SJ. CFRG determines whether a N/OCdt will report to RMC or CMR SJ upon completion of BMOQ Module 1. The vast majority of Anglophone N/OCdts who completed their first year at CMR SJ reported having greatly benefitted from immersion in a francophone environment;

b. Observations:

(1) Marketing, Attraction and Enrolment. The SSAV Team heard that CFRG is challenged in its ability to specifically market the ROTP programme, as a result of the centralized nature of the web-based and social media products which are managed by Assistant Deputy Minister (Public Affairs) (ADM(PA)). The SSAV Team also heard that much work has been done in an attempt to improve the situation, but that significant challenges remain. RMC (and CMR SJ) also contribute to creating an annual brochure about the ROTP programme that is provided by CFRG to potential applicants, but is often available only late in the application process. Finally, the SSAV Team heard a number of concerns from Training Wing, Academic Wing and other stakeholders with respect to the difficulty attracting and enrolling the highest quality candidates. Competition is stiff between Canadian universities and the centralized and relatively unresponsive nature of the CFRG marketing capacity, coupled with the late spring distribution of letters of offer to prospective ROTP candidates, has resulted in a perception that the ROTP programme is not attracting the

strongest candidates. Such candidates may well receive, and be required to respond to, letters of offer from other universities before receiving a letter of offer from the CAF. As a result, some may accordingly opt not to wait to enroll in the CAF. RMC and, in particular, CMR SJ, have not been able to enrol to capacity for some time, with too few offers going out too late;

- Demands of the ROTP-RMC Programme. The ROTP-RMC programme is (2) very intense and demanding. The inherent level of stress, both mental and physical, that such a programme puts on young adults is high and difficult to compare to that of other university students. Successful N/OCdts must be physically fit, emotionally and mentally resilient, self-disciplined, and academicly strong, possess leadership potential and be motivated. The SSAV Team heard that several stakeholders were of the general opinion that prior to enrolment most candidates appear to have led a sedentary lifestyle and frequently do not possess a high level of physical fitness. It was also noted by Training Wing, academic staff, and N/OCdts that N/OCdts typically have varying degrees of second language skills on enrolment depending on learning opportunities available in each province. Additionally, several members of the Academic and Training Wings, as well as medical and other supporting professionals reported that many of the N/OCdts lack the resiliency and selfconfidence to deal with the challenges inherent with the programme. Many N/OCdts experience adversity or failure for the first time while attending RMC and their ability to cope and learn from those failures plays a pivotal role in their motivation to meet the standards; and
- (3) N/OCdts who struggle with Four Pillar programme. Many N/OCdts end up having to change their academic programme or even their military occupation as a result of academic failure and the particular degree requirements of their initial trade choice. Whether voluntary or compulsory, the occupational transfer process is very lengthy. Several Training Wing staff expressed frustration over the perceived unwillingness of the Chain of Command to address N/OCdts who are struggling with the ROTP-RMC programme. The SSAV Team heard that the Canadian Forces Aptitude Test (CFAT) may not have been updated for some time and is reflective of the generations from the 1980s and 1990s.

c. Assessment:

(1) Marketing the ROTP-RMC Programme. CFRG reports having very limited capability with respect to website and marketing in general. Indeed, ADM(PA) has functional authority for DND/CAF websites and marketing nationally. CFRG currently relies on limited social media capabilities. It recently added an anglophone Facebook page to complement its existing francophone Facebook page, LinkedIn account and Twitter Jobs accounts. While the CFRG and Assistant Deputy Minister (Public Affairs) staff have worked hard towards improving the situation, the SSAV Team assesses that the CAF remains hampered in its ability to attract and inform applicants about the ROTP-RMC

(and CMR SJ) programme and further work to address this may be required. The CAF needs to attract the newer generations in a highly competitive environment comprised of colleges and universities as well as the job market. CFRG requires the flexibility to provide a more insightful and up-to-date depiction of military life - in this case the RMC experience and the higher expectations and demands associated with the Four Pillars;

- (2) Early Offers for ROTP-RMC. The SSAV Team assesses that the 146 early conditional offers that were sent out as of December 2016 are a very positive step to addressing some enrolment challenges for both RMC and CMR SJ. Additional Selection Boards were scheduled for January, February and March 2017 in order to process the best suited files as promptly as possible in order to meet the Strategic Intake Plan's requirements in terms of military occupation (MOS ID) requirements but also taking into consideration Employment Equity targets for women, visible minorities and Aboriginal representation. The SSAV Team assesses that this practice of early offers should continue and be accelerated if possible;
- (3) Selection of Military Occupation. With very few exceptions, military occupation (MOS ID) selection is done as part of the enrolment process. Those few cases where candidates were enrolled without an assigned MOS ID, it has required twice the work on the part of all stakeholders as the candidates had to be re-assessed for suitability in a potential gaining trade MOS ID prior to a final decision being made. The 1998 Withers Report recommended that ROTP N/OCdts not select their MOS ID until February of the second year of study. 166 The SSAV Team considered this earlier recommendation but given current realities, the CFRG argument in favour of assigning MOS ID at the time of enrolment is sound in that the vast majority of N/OCdts remain in their original MOS ID. Commander CFRG also pointed out that a generic officer MOS ID is not very attractive to the target audience. The pre-selection of MOS IDs also enables Development Period 1 Training Schools to plan and course load summer training activities which would otherwise be very difficult to do effectively. The SSAV Team assesses that the current practice of assigning MOS ID on enrolment should continue;
- (4) Expectations of the ROTP-RMC Programme. Although some N/OCdts reported knowing little about RMC prior to their arrival, CFRG actually provides a plethora of information, including the expectations of a N/OCdt enrolled at RMC. The SSAV Team was not able to verify whether this information is also readily available at each Recruiting Centre, so there may be issues there. Additionally, all candidates receive joining instructions from the Canadian Forces Leadership and Recruit School as well as from the Colleges themselves. Both RMC and CMR SJ produce annual booklets that are handed out as part of the ROTP recruiting campaign and to interested applicants

 $^{^{166}}$ 1998 Withers Report – Review of the Undergraduate Program at RMC – Balanced Excellence Model

throughout the year. These booklets provide an excellent overview of the academic and admission requirements, the academic programmes, the Four Pillars, life at the Colleges, etc. ¹⁶⁷ The revised RMC and CMR SJ pamphlets were not available in time for the start of the 2016 ROTP campaign. The SSAV Team assesses that while CFRG provides ample information about the ROTP-RMC programme, whether this information is readily available at each Recruiting Centre needs to be verified. In addition, the RMC and CMR SJ annual pamphlets need to be created much earlier; and

(5) <u>Canadian Forces Aptitude Test (CFAT)</u>. The SSAV Team assesses that given the attributes of the newer generation and potential changes in requirements of the CAF, this test may be out of date and no longer fully meets CAF requirements;

d. Recommendations:

- (1) <u>Early Selection Process</u>. (*KEY RECOMMENDATION*) It is recommended that the selection process put in place by CDA/MILPERSGEN headquarters, RMC, CMR SJ and the Canadian Forces Recruiting Group in 2016, including the early offers, should be retained, accelerated if possible, and an annual review of the quality of N/OCdts recruiting process be conducted to identify potential areas for improvement;
- (2) <u>Attraction of New Generations</u>. (*Supporting Recommendation*) It is recommended that the Commander Canadian Forces Recruiting Group be given more direct control over the public marketing campaigns for CAF recruiting and in particular the ROTP-RMC programme;
- (3) <u>ROTP-RMC Brochure</u>. (*Supporting Recommendation*) It is recommended that RMC provides Canadian Forces Recruiting Group with updated material affecting the ROTP-RMC campaign not later than mid-July annually for the following year;
- (4) <u>Validation of the Canadian Forces Aptitude Test (CFAT)</u>. (Supporting Recommendation) It is recommended that the Canadian Forces Aptitude Test be re-validated as soon as practicable and every five years thereafter to ensure its ongoing relevance to CAF requirements;
- (5) <u>Information on CAF Fitness Expectations</u>. (*Supporting Recommendation*) It is recommended that the Canadian Forces Recruiting Group, in consultation with the Director General Morale and Welfare Services and the RMC Athletics Department consider providing those offered admission with access to the DFit

¹⁶⁷ RMC and CMR SJ both update their information booklets on an annual basis. They are available at all CFRC and CFRC Dets across the country.

site for the purpose of providing additional tools to assist them in adapting to the fitness standards of the CAF; 168

- (6) <u>Assignment of Anglophone N/OCdts to CMR SJ</u>. (Supporting Recommendation) It is recommended that the Canadian Forces Recruiting Group give consideration, in line with the overall objectives of the CMR SJ programme, to sending N/OCdts with no or very little French language skills to CMR SJ to complete their first year immersed in a francophone speaking environment; and
- (7) <u>Assignment of Military Occupations</u>. (Supporting Recommendation) It is recommended that CDA/MILPERSGEN consider giving the Commandant of RMC direct liaison with appropriate staff in Chief of Military Personnel/Commander Military Personnel Command in order to effect the occupational re-assignment of N/OCdts in order to reduce the wait period for Compulsory or Voluntary Occupational Transfers.
- 4. Selection Criteria and N/OCdt versus success rates in the Four Pillars.
 - Assessment: The recruiting process can only assess the potential of a ROTP a. candidate – there is no guarantee that the N/OCdts will possess the necessary drive or attitude to realize that potential. Additionally, successful completion of the BMOQ course does not, in itself, provide assurance that the N/OCdts will be successful in the next phase of their professional development. Indeed, many basic training graduates never complete their Development Period (DP) 1 objectives 169 and are released from the CAF or re-assigned to another occupation. It should not be surprising that after a reasonable period of assessment at RMC, some N/OCdts do not seem to "have what it takes." The SSAV Team assesses that given the limitations of what can be expected through the recruiting process, it is more realistic to accept and plan on a certain degree of attrition as N/OCdts progress through these phases of training and development. The SSAV Team assesses that what is needed is an environment where there are clear and relevant standards that are applied evenly, and for those N/OCdts who cannot meet the requirements of the ROTP-RMC programme, to be provided with honourable, supported and timely options to exit or move to other occupations or CAF components.

5. Basis for the Four Pillars.

a. <u>Description</u>. The legal basis for the Four Pillars that define the overall ROTP-RMC programme is article 4.02 of the *Queen's Regulations and Orders for the Canadian Military Colleges* (QR Canmilcols), which specifies that: "the course of study [at RMC] consists of the following programs as prescribed by the Minister: academic;

¹⁶⁸ BN – 2016 RMCC Fitness Review Findings dated 20 June 2016.

¹⁶⁹ In one of the co-authors' personal experience as former CDA and CFSTG CWO, an attrition rate of up to 10% during DP1, depending on the occupation, is not uncommon.

military; physical education and athletics; and social development." This latter component has been interpreted as reflecting the requirement, as a prerequisite for graduation, for a level of functional competency to be achieved by N/OCdts in their second official language. Achieving the components of the Four Pillars results in the awarding of the ROTP-RMC qualification on graduation – AFAN. This designation is not recognized within the CAF Professional Development System (PDS) as a Qualification Standard (QS) or Officer Specialty Qualification (OSQ). All ROTP-RMC programme graduates are commissioned as General Service Officers (GSOs) and must meet the common requirements specified in the CAF Officer General Specifications (OGS). The 'AFAN' designation and the Four Pillar standards that the N/OCdts are required to attain are unique to RMC. The current Commander CDA/MILPERSGEN direction to Commandant RMC outlines the objectives for the ROTP-RMC programme in terms of achieving standards in the Four Pillars, based upon a RMC Training Policy that was completed in August 2014;

b. Observations:

- (1) Overall range of views. The SSAV Team observed that while a majority of the stakeholders consulted felt that the Four Pillars programme was a good model, achievable and helped the N/OCdts to grow towards their potential as future leaders in the CAF; there were a significant number of individuals across all the stakeholder groups who were of the view that there were some problems with how the programme was implemented and its lack of linkage with the CAF PDS:
- (2) Strengths of the Four Pillar programme. The SSAV Team observed that many of the stakeholders, including numerous N/OCdts, understood and valued the Four Pillars programme. Many recognized the opportunities the operational environment of RMC provides in terms of developing their knowledge, leadership abilities, fitness, and bilingualism levels. The SSAV Team interviewed N/OCdts who appeared to thrive in the RMC operational environment and who impressed the Team members with their drive, poise and mature outlook. The SSAV Team also received feedback from some Academic Wing members that other Canadian universities have a positive view of the multi-dimensional aspect provided by the Four Pillars programme in developing students' competencies, and some have expressed particular interest in the RMC Core Curriculum. The following are representative examples of input received by the SSAV Team:

 ¹⁷⁰ Queen's Regulations and Orders for the Canadian Military Colleges (QR Canmilcols), AL 1-03, Section 4.02
 171 This interpretation is consistent with the objectives of the Canmilcols: see Queen's Regulations and Orders for the Canadian Military Colleges (QR Canmilcols), AL 1-03, Article 2.02(1)(a)

A-PD-055-002/PP-003 Canadian Forces Officer General Specifications (OGS) Last revised 23 Jul 2013
 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer/Reserve Entry Training Plans, 26 July 2016, pp1

- (a) "RMC provides a unique university environment where military-relevant undergrad and post graduate education is provided in fields that are not covered in other Canadian universities. Examples provided: Military platform control systems, cyber operations/warfare, Electronic Warfare, Materials sciences." (Interview with a member of the Academic Wing);
- (b) "Four Pillars System is not perfect but has excellent value. The standards are achievable with the right level of effort and motivation. AFAN has to mean something." (Interview with a N/OCdt); and
- (c) "I have no problem with the Four Pillars. It is a good challenge. It's okay to struggle a bit in first year, but after that, you should be able to achieve them, especially PT standards which are low for 20 year olds." (Interview with a N/OCdt)
- (3) ROTP-RMC (AFAN) Qualification. The SSAV Team observed that while many stakeholders understood the intrinsic value in striving to achieve excellence across the Four Pillars of the RMC programme, a significant number expressed deep concerns over the lack of clarity of the value of the ROTP-RMC (AFAN) designation within the broader context of the CAF. RMC attempted to build a Qualification Standard for the ROTP-RMC programme, but it was rejected on the basis that all RMC graduates are commissioned as GSOs. The effect the SSAV Team observed is that many at the College have a sense that RMC operates in its own realm, producing officers with a "pseudo-qualification" that the N/OCdts strive to achieve, yet holds no tangible meaning after graduation: this causes somewhat of a "crisis of purpose" for many stakeholders at RMC. The following are representative examples of the comments received by the SSAV Team:
 - (a) "AFAN should be a more valued achievement. We give so much importance to the four pillars, so graduating with AFAN should have more weight and influence on your career then it currently does. Otherwise there is no point of keeping the standards since they are not reinforced in meaningful ways." (Written submission from a group of N/OCdts);
 - (b) "Member was a former RMC N/OCdt. His motivation for reaching AFAN was mostly based on the pride to graduate and marching out the Arch with Scarlet's" (Interview with a member of the Training Wing); and
- (4) <u>Pride, Purpose and Identity</u>. The SSAV Team observed that while many stakeholders across all groups expressed strong support for the ideals and mission of RMC, many also stated that they sensed an erosion of pride in the institution, both internally and externally. They indicated that RMC suffered from a "crisis of identity" because N/OCdts and staff do not necessarily see a

clear linkage or progression from the ROTP-RMC programme to the mission and roles of the CAF. Many expressed that this lack of sense of identity was amplified by conflicting messages and priorities as to whether RMC is primarily a university "with a difference" or a military unit where N/OCdts also strive to receive an undergraduate degree. As discussed in Annex F, Command and Control and Governance, RMC has been organized by the MND as a unit, but its Senate is empowered (under Ontario law) to grant university degrees. Regardless, these perceptions have a negative impact on the sense of purpose at RMC and hence, pride, purpose and identity in and of the institution itself. This also manifests itself by how N/OCdts feel they are perceived by the public. For example, a number of N/OCdts expressed concerns about wearing their uniforms in Kingston as they had witnessed or been the subject to criticism, harassment or ridicule by members of public, in particular other university students. The following are representative examples of comments received by the SSAV Team:

(a) "RMC suffers from an 'Identity Crisis:' Is it a university where you wear a uniform or a military unit where you go to school?" (Interview with a N/OCdt); and

c. <u>Assessment</u>:

- (1) <u>Basis in Policy of the Four Pillar programme</u>. The SSAV Team assesses that overall, the RMC Four Pillar programme generally has a basis in law, having been prescribed by the MND in regulations;¹⁷⁵
- (2) Components of the Four Pillar programme. The SSAV Team assesses that the components of the Four Pillar programme are consistent with the strategic vision for the CAF officer corps, as described in *Duty with Honour: The Profession of Arms in Canada.* ¹⁷⁶ Specifically, the ROTP-RMC programme emphasizes achieving excellence in each of the Four Pillars and advocates an ethos of "Truth, Duty, Valour." The components of the programme map closely to desired professional attributes of all CAF members of Responsibility, Expertise and Identity, unified by a common Military Ethos. The RMC ethos maps to the required military values as understood within the Canadian military ethos, namely: Duty, Loyalty, Integrity and Courage; ¹⁷⁷

Values and Ethics," *Forces.CA Website*, http://www.forces.gc.ca/en/about/code-of-values-and-ethics.page (accessed March 2, 2017).

¹⁷⁴Queen's Regulations and Orders for the Canadian Military Colleges (QR(Canmilcols)), AL 1-03, Articles 2.05 and 2.50

¹⁷⁵ QR(Canmilcols), 2.02, 2.03, 4.02

Department of National Defence, Duty with Honour: The Profession of Arms in Canada, 2009 ed, (CDA Press), 14-23

 ¹⁷⁷ Department of National Defence, Duty with Honour: The Profession of Arms in Canada, 2009 ed, (CDA Press),
 32-33, see also DAOD 7023-1, *Defence Ethics Programme*, and
 National Defence and the Canadian Armed Forces, "Department of National Defence and Canadian Forces Code of

- Four Pillar programme recognition and meaning. While the operational (3) environment at RMC is designed to motivate N/OCdts to strive for excellence in pursing their academic and leadership potential, the lack of formal recognition outside of RMC of what the ROTP-RMC programme delivers imposes challenges to motivate the N/OCdts to achieve the excellence in the components of the programme. That challenge comes in the form of a lack of sense of legitimate purpose and identity for both members of the staff and many of the N/OCdts themselves, who are expected to follow a programme and achieve standards that are not necessarily reflected in some cases in the CAF QS for DP 1. Upon graduation, some N/OCdts perceive that there is little tangible benefit in having achieved the components of the Four Pillars. That perception is at times reinforced through negative views some members of the CAF have towards graduates of the ROTP-RMC programme. Although analysis on behalf of the Chief of Military Personnel (CMP) has shown that although ROTP-RMC graduates made up approximately 25-27% of commissioned officer intake in 2012-2013, they accounted for approximately 55-57% of General and Flag Officers. This seems to indicate a correlation between completion of the ROTP-RMC programme and service as a senior leader in the CAF. However, the SSAV Team assesses that the CAF needs to identify the benefit to the CAF of the requirement for those in the ROTP-RMC to achieve the components of the Four Pillars programme, and put in place measures to validate the extent to which that benefit continues to be achieved; and
- (4) End to End Review (E2ER) Process. The SSAV Team assesses that the lack of clarity in the value of the 'AFAN' designation is fundamental to some of the systemic issues observed at RMC and needs to be addressed in order to optimize the learning and training environment. The End-To-End Review (E2ER) of the CAF PDS has been directed by the Chief of the Defence Staff (CDS) and is being conducted by CDA/MILPERSGEN HQ. The SSAV Team understands that the scope of the E2ER could be broadened to include a review of the ROTP-RMC programme in relation to the officer QS and subsequent Needs Analysis. Once decisions have been made on the approach, it should be integrated into the RMC governance framework.

d. Recommendations:

(1) End-to-End Review (E2ER) of ROTP-RMC programme. (*KEY RECOMMENDATION*) It is recommended that CMP direct that as part of the End-To-End Review (E2ER), of the CAF PDS, an assessment of the ROTP-RMC Four Pillar programme be conducted in terms of its relationship to the CAF OGS and QS for officer Development Period 1 (DP1) and to identify

¹⁷⁸ 4500-1 (Commander MILPERSGEN) Chief of the Defence Staff Directive to Implement Changes to the Canadian Armed Forces Professional Development System, 21 September 2016

- solutions that will formalize its role within the CAF PDS. Once this is completed, the QR (Canmilcols) should be amended to reflect the results of that review in terms of the course of study prescribed by the MND;
- (2) <u>Improved CAF Senior Leadership Awareness</u>. (*Supporting Recommendation*) It is recommended that CMP approach Armed Forces Council (AFC) to support an effort to build senior leadership awareness and engagement with the ROTP-RMC Four Pillar programme with a view to ensuring it is addressing the needs of the CAF; and
- (3) <u>RMC Annual Orientation</u>. (*Supporting Recommendation*) It is recommended that Commandant and Principal of RMC establish an annual orientation session; which includes all members of the staff, faculty, and N/OCdts; that aims to reinforce the RMC mission, purpose, programme objectives and priorities.
- 6. Authority to set the standards for each of the Four Pillars.
 - Overall Authorities. In accordance with the QR&O (Canmilcols), the overall a. authority for setting the standards at RMC lies with the Minister of National Defence (MND): "Standards for qualification and conditions for repeating a college year shall be as prescribed by or under the authority of the Minister. The CDS, who is charged, under sub-section 18(1) of the National Defence Act, with the control and administration of the Canadian Forces, has assigned functional authority to the CMP, in the functional area of military personnel management, including professional development. ¹⁸⁰ Commander CDA/MILPERSGEN has been designated by CMP/Commander MILPERSCOM as the CAF Training Authority for common professional development training and education. Commander CDA/MILPERSGEN chairs the CDA/MILPERSGEN/Canadian Military College (CMC) Programme Review Board (PRB). This PRB sits twice annually and has the mandate to ensure that the RMC (and CMR SJ) programmes are consistent with CAF objectives and employment requirements. The CDA/MILPERSGEN/Canadian Military College Programme Review Board reports to the Professional Development Council (PDC), chaired by CMP/MILPERSCOM;
 - b. Academic Standards Authority. The MND is the Chancellor and President of RMC. Ontario's *The Royal Military College of Canada Degrees Act, 1959* empowered the RMC Senate to confer degrees in arts, science and engineering. The RMC Board of Governors (BoG), established in 1997, is responsible to review and approve the academic programme offered at RMC on behalf of the MND, on the basis of their quality and suitability for academic recognition by the appropriate accrediting

¹⁷⁹ Queen's Regulations and Orders for the Canadian Military Colleges (QR Canmilcols), AL 1-03, Section 4.02

¹⁸⁰ DAOD 1000-7, Policy Framework for Military Personnel Management

¹⁸¹ The Royal Military College of Canada Degrees Act, 1959

bodies. 182 The Principal of RMC is responsible to ensure that RMC maintains nationally and internationally recognized academic integrity and quality standards as an accredited degree granting institution; 183

- Military Standards Authority. Commander CDA/MILPERSGEN is designated as the c. CAF Training Authority for common professional development, training and education. Commander CDA/MILPERSGEN exercises that authority through the CDA/MILPERSGEN/CMC PRB¹⁸⁴ and through CDA Directives to both military colleges. 185 In practice, the source document for the current standards that are applied at RMC is the Royal Military College of Canada (RMCC) Training Policy for Regular Officer/Reserve Entry Training Plans (ROTP/RETP). 186 This document was created by RMC, on behalf of the Commandant, and published as "Version 0" in August 2014. In 2015 and 2016, Commander CDA/MILPERSGEN issued Directives on the ROTP/RETP Training Policy. 188 189 These directives 'operationalized' the 2014 policy document and included the standards that N/OCdts are to achieve, by year, in order to successfully complete the ROTP-RMC programme: 190
- Fitness Standards Authority. Physical fitness is a minimum operational standard as d. set out in 5023-1, Minimum Operational Standards Related to Universality of Service. 191 As well, the OGS stipulate that: "It is the inherent responsibility of all CF officers for promoting their own and other's fitness and well-being, to thereby enhance the physical resilience needed to face the diverse challenges of life within the CF." ¹⁹² All N/OCdts must meet the Basic Military Swim Test standard and the Minimum Physical Fitness Standard (MPFS) or FORCE Test in accordance with CAF standards as defined in A-PD—055-002/PP-003 Officer General Standards. The RMC Physical Performance Test (PPT) and Physical Education syllabus however are specific to RMC and conducted in accordance with RMC standards. Notwithstanding this, in accordance with DAOD 5023-2, the RMC PPT is recognized as having standards equal to or exceeding the MPFS incentive standard;

¹⁸² Terms of Reference for the RMCC Board of Governors, Amended with Effect, the Honourable Peter MacKay, Minister of National Defence (undated)

¹⁸³ Ministerial Directive Respecting the Principal of the Royal Military College of Canada, 23 November 2006,

pp3/4
¹⁸⁴ Military Personnel Generation (MILPERSGEN) Canadian Military Colleges (CMC) Programme Review Board (PRB) Terms of Reference, 10 February 2016

¹⁸⁵ 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer/Reserve Entry Training Plans, 26 July 2016, pp2 and Table 2

¹⁸⁶ RMCC Training Policy for ROTP/RETP Version 0 – 12 Aug 2014

¹⁸⁸ 4500-1 (SO OPD DP 1&2)CDA Directive 01/15, Canadian Military College Training Policy for Regular Officer/Reserve Officer Training Plans, 15 July 2015

¹⁸⁹ 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer/Reserve Entry Training Plans, 26 July 2016 ¹⁹⁰ ibid, pp7-8,Table 2

¹⁹¹ DAOD 5023-1, Minimum Operational Standards Related to Universality of Service

¹⁹² A-PD-055-002/PP-003 Officer General Standards, p2-5

e. The RMC PPT standard measures the physical fitness level of N/OCdts. ¹⁹³ Although it has not been scientifically validated, each component represents a collection of different norms and standards. N/OCdts must attain the minimum in each component of the test as well as a minimum score of 250 in order to pass the test. Retests are conducted within five to nine days. A first or second year N/OCdt who fails the PPT must attend Supplementary Physical Training (SPT) four mornings a week at 0545hrs. N/OCdts on SPT are evaluated every four weeks after the RMC PPT. Once they pass an SPT PPT they may be allowed to perform self-directed training until the next RMC PPT. SPT is not offered to third and fourth years N/OCdts, however they are offered the services of the SPT coordinator. ¹⁹⁴ The minimum standards for the PPT are as follows:

Component	Minimum Standards				
	Male	Female			
20 Metre Shuttle Run	84 laps	64 laps			
Illinois Agility Run	17.8 secs	19.4 secs			
Standing Long Jump	195cm	146cm			
Push Ups	28 repetitions	14 repetitions			
Sit Ups	35 repetitions	35 repetitions			

Table 5: RMC PPT Minimum Standards

Note that first year N/OCdts must meet lower standards for the PPT.

- f. <u>Bilingualism Standards Authority</u>. The objective of the Bilingualism Pillar is to develop in N/OCdts the ability to communicate in both official languages. The programme comprises attending second language classes and practicing by following the alternating (every 2 weeks) "Language of Work" policy at RMC. ¹⁹⁵ The basis for officers' second language requirements is set out in the Officer General Specification; ¹⁹⁶
- g. Language training is provided by RMC's Language Centre in small group classes according to level of proficiency. Classes are fifty minutes in length and held daily

¹⁹³ Royal Military College Physical Performance Test Operations Manual, 1st Edition dated 2010

¹⁹⁵ Royal Military College of Canada Training Policy for Regular Officer/Reserve Entry Training Plan, Version 0 dated 12 August 2014

¹⁹⁶ A-PD-055-002/PP-003 Canadian Forces Officer General Specifications (OGS) revised 23 April 2014

with instruction focusing on reading comprehension, written expression and oral competency. A ten-week summer second language course is offered between second and third year at both RMC and CMR SJ for all N/OCdts who have not yet obtained the Public Service Commission standard for functional (BBB) in their second official language. This is the standard required to graduate with the AFAN designation. N/OCdts who achieve the BBB profile prior to graduation are excused from second language training;

h. Observations:

- Academic Standards. From a review of the available documentation and (1) through the interview process, the SSAV Team determined that while the RMC Board of Governors (BoG) has the authority to review and approve the academic programme on behalf of the MND, in practice however, the RMC BoG has not fulfilled this function with respect to the RMC academic programme. MND directives state that the Principal is responsible for forwarding recommendations to the Senate for the establishment of new courses of study or amendments to existing courses to better achieve the objectives of the colleges. In practice, the Principal of RMC, who also informally serves at the Academic Advisor to Commander CDA, exercises de facto authority over academic standards at RMC through governance mechanisms such as the RMC Senate. 198 It is important to note that the accreditation and cyclical review of degree programmes involves gaining and maintaining recognition by institutions outside of the DND/CAF, with the requirement to do so being acknowledged in both the BoG Terms of Reference (ToR) and the Ministerial Directives for the Principal. In particular, all academic programmes at RMC are subject to cyclical reviews under the auspices of the Council of Ontario Universities' Quality Council via RMC's Institutional Quality Assurance Process (IQAP). In addition, the six engineering programmes at RMC are accredited by the Canadian Engineering Accreditation Board (CEAB). The SSAV Team also observed that, in the academic environment, the reputation of a university or college is its primary currency. A university with a strong reputation attracts and retains highly qualified academics, which turn attracts the best students. This 'spiral of virtuosity' is what drives good universities. Conversely, if a university loses its reputation, it will neither attract nor retain well qualified academics, nor the best students. The following are some representative examples of comments the SSAV Team received:
 - (a) "Those who come here and say they "want to put the M back in RMC" are insulting the whole College and show they don't know the College.

¹⁹⁷ National Defence and the Canadian Armed Forces, *RMC Website*, http://www.royalmilitarycollege.ca (accessed March 9, 2017).

¹⁹⁸ Ministerial Directive Respecting the Principal of the Royal Military College of Canada, 23 November 2006, pp3/4

The added military value of RMC is realized from two fronts: 1-No other universities have programmes like ours: Engineering and Science with Political Sciences, English/French, Leadership and Ethics, etc. No other Arts programmes have math. No other university has that kind of focus on bilingualism or sports. 2 - The Academic Wing includes a very strong Military Faculty as well as several ex-military officers. These academics provide context and insight that is unique to RMC - no other university can provide that." (Interview with a member of the Academic Wing);

- (b) "Individual noted that a former Principal worked very hard to ensure RMC academic programme could withstand scrutiny. He was well connected and as part of Wither's Report team, brought the recommendations on Academic Wing to life as follow on. Key part of this was increasing the Military Faculty component at RMC. That surge of Military Faculty over time was converted to retired Military Faculty and helped to create a backbone of stability in some of the departments as well as help bridge the gap of understanding between the Academics and Military components of RMC." (Interview with a member of the Academic Wing); and
- (c) "The Academic/Education Pillar requires specific certifications to retain its credibility as a university level programme. ICAP and NCEAB are the standards for engineering degree granting universities. This must be maintained or there will be a detrimental impact on the quality of education of CAF officers. Changes can impact negatively on the quality of students and faculty." (Interview with a member of the Academic Wing).
- (2) <u>Military Standards</u>. On review of available documentation and through the interview process, the SSAV Team found that since 2012, a concerted effort has been made between RMC and CDA/MILPERSGEN to create a substantive Training Policy for the ROTP/RETP programme. Prior to that, the standards for the military or leadership component of the ROTP/RETP programme drew largely from the QR (Canmilcol) and Canadian Forces Administration Order (CFAO) 9-12. Since CFAO 9-12 does not really address military training requirements or standards, the gap was addressed by the Commandant of RMC setting the standards for the Military Pillar. From 2012 through to the present, significant strides have been made in systematically defining and articulating the standards expected at RMC in terms of the Military Pillar, under Commander CDA/MILPERSGEN and the Commandant of RMC. The positions exercising the authority to determine which standards are applied to the military component of RMC programme are largely within the CDA and

¹⁹⁹ 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer/Reserve Entry Training Plans, 26 July 2016

RMC realm. The following are some representative examples of comments the SSAV Team received:

- (a) "RMC vs. "real military". RMC should replicate existing military standards. First unit and how it operates should not be a surprise." (Interview with an External Civilian stakeholder);
- (b) "PMT: have a neutral opinion, but the College (or CAF) needs to ask "what are we trying to achieve with programme?" (Interview with a member of the Training Wing); and
- (c) "PMT: opinion is there is a lot on policy but they are not taught 'officership' or 'what commission means'. Has PMT been validated? Execution appears haphazard. Cadets not sure what about." (Interview with a member of the Academic Wing).
- (3) Fitness Standards. The SSAV Team observed that Defence Administration Order and Directive (DAOD) 5023-2 references the Physical Performance Test (PPT) as exceeding the Minimum Physical Fitness Standard (MPFS) incentive standard. It is possible for Commander CDA/MILPERSGEN to establish the PPT as a standard on behalf of the MND, and it may be permissible for the Commandant of RMC to add to that direction by requiring the test be conducted twice a year, but this is inconsistent with DAODs. In accordance with DAOD 5023-2 the test should be valid for 365 days. Although the PPT is denoted as exceeding the MPFS in DAOD 5023-2 it is not clearly established in the DAOD as the standard for an RMC N/OCdt even though it is delineated in CADWINS;
- (4) <u>Second Official Language Standards</u>. The SSAV Team observed that while the requirement to achieve second language standards are clear in the Officer General Specifications and in the CAF Second Language Training Plan²⁰⁰ some stakeholders, N/OCdts and staff, did question the requirement to achieve a BBB profile prior to graduation. The Commander CDA/MILPERSGEN has set the requirement in the CDA Directive;²⁰¹ and
- (5) Role of RMC Board of Governors. The SSAV Team observed that the mandate and role of the RMC Board of Governors (BoG) vis-à-vis its authority over the ROTP-RMC programme and associated standards, has evolved over time. The SSAV Team heard that the original (1997) Terms of Reference (ToR) for the BoG included the authority to review and approve the programme in each of the Four Pillars. Those ToR were subsequently changed

²⁰⁰ A-P3-050-SLT/PH-H01 Training Plan Military Second Language Training Program (MSLTP) Canadian Armed Forces French Curriculum (CAFFC)

²⁰¹ 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer/Reserve Entry Training Plans, 26 July 2016, pp2 and Table 2

and removed the authority of the BoG with respect to all but the Academic programme. While the BoG retains the mandate to review and approve the RMC academic programme, it does not do so in practice. Other than a perceived requirement to have a Board of Governors to comply with practices in other Ontario Universities, the SSAV Team heard that the current role of the BoG is unclear. The SSAV Team was made aware that there is an initiative to set up a sub-committee of the BoG to review the BOG ToR.

i. Assessment:

- (1) Exercise of authority to set RMC Standards. The SSAV Team assesses that while the authorities to set the standards for each of the Four Pillars have some basis either in law, policy or directives, the nature of the standards setting process is made fairly complex by virtue of the unique combination of academic and military standards for the RMC programme. It appears that the Commander CDA/MILPERSGEN or the Commandant of RMC has exercised the authority to set the standards to be achieved by N/OCdts undergoing the ROTP-RMC programme. Other than the Academic programme, there appears to be limited input by external stakeholders within the CAF (i.e. Commanders of Environmental Commands and Canadian Joint Operations Command) on what standards are set for the other three pillars of the ROTP-RMC programme;
- Military (Leadership) Standards. The SSAV Team assesses that Commander (2) CDA/MILPERSGEN and the RMC Commandant are exercising the authority to determine which standards are applied to the military component of the ROTP-RMC programme. While the standards are derived from higher level CAF foundational documents, such as the OGS, the decision on which standards are applied at RMC rests with stakeholders internal to CDA/MILPERSGEN and RMC. A concerted effort was made by CDA/MILPERSGEN and RMC from 2012 to 2016 to create a policy basis for the standards. While this has clarified what standards apply and how, the degree of oversight and review of those standards by stakeholders external to CDA/MILPERSGEN and RMC is unclear. This has contributed to feedback the SSAV Team received that pointed to perceptions of 'disconnects' between the Military Pillar standards applied at RMC, and those of the CAF in general. A review of the authorities and process to set the standards in the Military Pillar would be of benefit:
- (3) Academic Standards. The SSAV Team assesses that the authority to approve the Academic Programme at RMC has been delegated by the MND through the Directives for the Principal and the BoG ToR. However, while the ToR for the RMC Board of Governors indicates it is responsible to approve the RMC academic programme, it does not appear to do so. In practice, the Principal of RMC, through the Senate, exercises the *de facto* authority over RMC academic standards. For clarity purposes, this discrepancy should be addressed as part of

- the proposed review of the BoG ToR and this issue has been explored in more detail in Annex F Command and Control and Governance;
- (4) Physical fitness Standards. The SSAV Team assesses that the authority to set the fitness standards within the Four Pillars was exercised by Commander CDA/MILPERSGEN in issuing the CDA/MILPERSGEN directive. The PPT is part of the published college standards. The CAF level policy basis to support the standards requirement of the RMC PPT is unclear. As well, the RMC Athletic programme does not appear to be supported by DFit under the CAF Fitness and Sports Programme. DFit is responsible to fund the centralized staff and RMC does deliver components of the FORCE programme (i.e. conducting Force Fitness testing). The PPT should ideally be based on essential tasks or occupation/operational requirements and be validated. These should be supported by the Commandant of RMC and approved by Commanders CDA/MILPERSGEN and Military Personnel Command;
- (5) In 2017, RMC will replace the 20 meter shuttle run (MSR) element of the PPT with a 1.5mile run. The 1.5mile run is assessed as rewarding maximal effort and being simpler to train for. Prior to 1998, the 1.5 mile run was used as the aerobic component of the PPT. The RMC Athletic staff have recommended a one-year transition period will see the PPT including the 1.5 mile run with PPT re-tests using the 20 MSR. The SSAV Team assesses that this would be prudent; and
- (6) <u>Bilingualism Standards</u>. The SSAV Team assesses that the authority to set the standards for bilingualism at RMC was exercised by Commander CDA/MILPERSGEN through the CDA/MILPERSGEN Directive. The requirement for N/OCdts to achieve a BBB is derived from the Officer General Specifications and in A-P3-050-SLT/PH-H01 *Training Plan Military Second Language Training Programme (MSLTP) Canadian Armed Forces French Curriculum (CAFFC)* but the requirement to achieve that level while at RMC is much sooner than for other CAF officers based on the CAF Second Language Training Plan.

j. <u>Recommendations</u>:

- (1) <u>Military (Leadership) Pillar and Standards</u>. (*KEY RECOMMENDATION*) It is recommended that a review of the authorities and process to set the standards in the Military Pillar of the ROTP-RMC programme be conducted. If possible, this should be done as part of the overall ROTP-RMC Programme review and formalization within the End-to-End Review (E2ER) that has been recommended as part of this report;
- (2) <u>Fitness Pillar and Standards</u>. (*KEY RECOMMENDATION*) It is recommended that the RMCC Fitness Pillar programme be reviewed with the aim of formalizing the authorities for setting the fitness standards at RMC and the

methodology for enforcing those standards. Further, it is recommended that a Project Management Team, led by DFit with RMCC Athletic Department participation, validate the requirement and construct of the PPT conducted at RMC. This should be done as part of the overall ROTP-RMC programme review and formalization within the End-to-End Review (E2ER) that has been recommended as part of this report; and

(3) <u>Change to 1.5 Mile Run</u>. (*Supporting Recommendation*) As per the recommendation of the Athletics Department, a transition period should be implemented which would see the 1.5 mile run used during the main testing period and the 20 Metre Shuttle Run (MSR) for all re-tests for a period of one year.

7. Communication of Four Pillar standards to the Cadets.

a. <u>Description</u>. Communication of the standards expected of N/OCdts is provided through a number of documents, including the QR (Canmilcols), CFAO 9-12 (ROTP), the Cadet Wing Instructions (CADWINS) and RMC College Standing Orders. In addition, Commander CDA/MILPERSGEN has provided direction on the Leadership Level standards to be achieved by N/OCdts and the associated expectations in terms of academic, military, fitness and second language performance standards. For N/OCdt, the CADWINs are the primary means of communicating standards and expectations. These are available on the RMC internal network. Standards are known the Training Wing staff, PSP and Second Language instructors. The Academic Wing communicates the standards and with respect to academic performance through the annually published RMC Undergraduate Calendar. 203

b. Observations:

(1) The SSAV Team observed that RMC HQ, Training Wing and N/OCdts generally had good awareness of the standards expected within the Four Pillars. Athletics Department staff were well versed in the fitness standards, as were Second Language instructors with the bilingualism standards. Academic Wing staff were generally well versed with standards as they applied to the RMC academic programmes; however, in some cases awareness of other standards, in particular the requirements associated with Leadership Levels, was uneven.

c. Assessment:

(1) The SSAV Team assesses that the standards associated with each of the Four Pillars are communicated well within the orders, directives and instructions at

²⁰² 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer/Reserve Entry Training Plans, 26 July 2016, pp2 and Table 2

National Defence and the Canadian Armed Forces, "Registrars-Office-Undergraduate-Calendar," *RMC Website*, https://www.rmcc-cmrc.ca/en/registrars-office/undergraduate-calendar-2016-2017 (accessed March 2, 2017).

RMC. Furthermore, most of the staff appeared to be cognisant of those standards.

- 8. [The N/OCdts] understanding of the standards and relevant priorities of the Four Pillars.
 - a. <u>Description</u>. N/OCdts are expected to achieve the standards all four pillars in order to fulfill the ROTP-RMC programme and are encouraged to strive for excellence in each during their time at RMC. It is important to note that the operational environment at RMC is in part, designed to provide the opportunity for N/OCdts to learn how to prioritize their time and effort across competing demands in order to prepare them for their career as officers in the CAF.

b. Observations:

- (1) General. The SSAV Team observed that RMC is a large and complex organization. The demands of running a university, and fulfilling the requirements of a military unit combined with some 1,000 N/OCdts who work under a modified command and control structure of their own makes for a very unique environment. Coordinating major events and day to day scheduling in such an environment is a challenge. While the position of the Commandant RMC has anecdotally been described at the final arbiter of the N/OCdts' division of time, the SSAV Team found that in practice, management of priorities between the demands of the Four Pillars, in particular for the N/OCdts, is not systematic. The SSAV Team observed that significant numbers of individuals, across several groups, commented on problems N/OCdts experience at RMC in balancing and prioritizing the demands between the Four Pillars of the programme;
- (2) N/OCdt Understanding of the Standards in the Four Pillars. The SSAV Team observed that, the 209 N/OCdts who were interviewed generally demonstrated a good understanding of the standards expected to be achieved in each of the Pillars. Feedback was less about what the standards were, but more about the achievability, purpose or relevance. This was particularly so for the Professional Military Training (PMT) portion of the Military Pillar and the PPT standards for the Fitness Pillar;
- (3) Conflict/Competition between the Academic and Military Wings. The SSAV Team observed that the working relationship between the Training and Academic Wings was challenging. It appeared that at times, the interests of each competed with, rather than complemented, the other and sometimes N/OCdts would either be caught in the middle, or would 'play one against the other' for their own purposes. This also exacerbated the time demands on N/OCdts due to what was frequently described to the SSAV Team as a 'breakdown in communications' between the two elements in particular. The SSAV Team noted that the Commandant of RMC has clearly articulated his intent that RMC should be run within: "a mutually supportive One-College-

Team atmosphere."²⁰⁴ While there were accounts and examples of excellent cooperation between members of the Training and Academic Wings – which benefitted the N/OCdts – the SSAV Team heard more accounts of where there was a lack of communication or engagement. The following are some representative examples of comments received by the SSAV Team:

- (a) "Training Wing, Academic Wing and Athletic Wing do not have lots of cohesion. Priorities are sometime confused." (Interview with a N/OCdt);
- (b) "There is a lack of communication between the Academic and Training Wings, as well as divisions within the Training Wing. There can be open animosity between Academic and Training Wing (e.g., at faculty board meetings). Academic Wing considers in some cases that Training Wing doesn't understand N/OCdts. In some cases, the Academic Wing provides information to Training Wing (e.g., about N/OCdt missing classes), without getting response. This animosity filters into everyday communications and dealings; N/OCdts sometimes take advantage of it." (Interview with a member of the Academic Wing);
- (c) "N/OCdts study hours are not protected. Sports, Training Wing and other activities are imposed during the 1900-2200 hours timeframe. Routine predictability (pattern) is broken. Training Wing seems to ask N/OCdts to do things during their study time more and more, part of the effort to "put the 'M' back in RMC" (Interview with member of the Academic Wing); and
- (d) "Military Training often clashes with (or steps on) other pillars (e.g. during Mid Terms, Academic Wing asked for time for N/OCdts to study Military Wing gave two weeks but that was not enough to accommodate all the mid-terms schedule." (Interview with a N/OCdt).
- (4) <u>Balance and priorities between the Pillars</u>. The SSAV Team found that there was a consistent undertone of belief that RMC was actually more like "One pillar and three good ideas" in terms of the relative importance and balance of the programme. This was a prevalent view point from the Academic and Training Wings, and from the N/OCdts themselves. In reality, the majority of N/OCdts who fail to graduate from RMC are academic failures. This is well known and results in a privileging of the Academic Pillar above the others in terms of *de facto* priorities. Based on a preponderance of feedback from stakeholders at RMC, there appears to be a lack of proactive, systematic college-wide coordination of requirements and activities across the Four Pillars. N/OCdts are sometimes left to deconflict activities across the Four Pillars on their own. Although there is an appointed Deputy Commandant of RMC, the

²⁰⁴ Royal Military College of Canada – Commandant's Priorities for 2016 – Directive, 4 February 2016, pp1

position is in fact the Director Advanced Military Studies and is a dual role.²⁰⁵ The following are some representative examples of comments received by the SSAV Team:

- (a) "Individual indicated that there is no obvious mechanism that is proactive in designing balance across the Four Pillars of the RMC core programme." (Interview with a member of RMC HQ);
- (b) "Four Pillars consist of the four departments, with no clear mission statement as to how pillars are to be achieved. Where are the orders setting out the relationship between the four? Where are the professors, athletic staff, when things go wrong? Disagree with Academic Wing perception that N/OCdts contact professors first, and that Training Wing are too harsh and uncaring (but N/OCdts are exposed to those views). However, Training Wing is responsible for dealing with academic misconduct and all other conduct and performance deficiencies. Academic Wing is not familiar with what Training Wing does." (Interview with a member of the Training Wing);
- (c) "Time is the big issue: Lack of balance across the Four Pillar activities. N/OCdts forced to cut corners." (Interview with member of RMC HQ); and
- (d) "Four Pillars: Good idea, not well thought out. If breakdown is 25-25-25-25 in terms of time spent on each pillar, then won't work for academics (e.g., often have to skimp on assigned readings). Wings do not communicate. Physical Performance Test was conducted during midterms." (Interview with a N/OCdt).

c. Assessment:

N/OCdts generally have a good understanding of the standards expected of them in the Four Pillars of the ROTP-RMC programme. This does not mean; however, that these intelligent and inquisitive individuals will not question the relevance of the standards, in particular for the PMT portion of the Military Pillar, and the PPT standards within the Fitness Pillar. Assuming the standards are validated, an effort by RMC leadership and staff to explain and reinforce the rationale behind the standards – to in effect explain the "why" – would be of considerable benefit to inculcate in the N/OCdts the purpose and relevance in striving to achieve those standards;

²⁰⁵ The Deputy Commandant function is presently performed by the Director of Advanced Military Studies (AMS) at RMC. A colonel has been double-hatted in this role in order to address a recognized gap in corporate leadership capacity of the RMC HQ

- (2) <u>Unit Cohesion</u>. The SSAV Team assesses that cohesion and mutual support between the elements of the college responsible for each component of the Four Pillars appears to be less than optimal. This is particularly true between the Academic and Training Wings. While the Commandant of RMC has articulated the intent that the college should operate as a unified whole, the reality appears to be that there is competition and conflict amongst parts of the college. While maintaining a healthy level of competition and discourse can been very beneficial, this does not appear to be the prevalent case at RMC. This negatively impacts the quality of the RMC experience for the N/OCdts, and creates difficult working conditions for the staff of RMC themselves. Steps should be taken as a priority to address the level of cohesion and mutual support between the Wings of the College, in particular the Academic and Training Wings;
- (3) Priorities and Balance between the Four Pillars. The SSAV Team assesses that while the ROTP/RETP Training Policy emphasizes that all pillars of the RMC programme carry equal weight; in practical terms, the demands of the academic programme are such that the majority of N/OCdts must place their priority of effort on achieving academic requirements for their undergraduate degree. While the Commandant of RMC is considered the 'final arbiter' of the time and priority demands at the college, there lacks a dedicated staff function to actively manage and synchronize the programme demands across the Four Pillars on a continuing basis. The SSAV assesses that this synchronization function would likely require engagement with, and direction to, the key leadership across the college thus a senior position. There is potential in formalizing the Deputy Commandant position and assigning the programme synchronization and management to that position; and
- (4) The SSAV Team assesses that consideration be given to re-aligning the components of the Four Pillar programme in order to re-focus on academics and leadership development and potentially improve the synchronization of the delivery of the programme for the N/OCdts. Leadership development could be comprised of an integration of existing elements of PMT, fitness and bilingualism, as well as the leadership practicum within the Cadet Chain of Authority. These are thought to be the skills, attributes, knowledge and experiential practice that all contribute towards the development of N/OCdts are leaders and future officers. In this model, the RMC programme could be communicated as a Two Pillar programme: Leadership Development and Academics but still retain the essential components that make up the existing programme.

d. Recommendations:

(1) <u>Unity of Purpose</u>. (*KEY RECOMMENDATION*) It is recommended that, as a priority, the Commandant and Principal work deliberately to build a stronger working environment amongst the elements of RMC, in particular the

Academic and Training Wings. The intent of the *One College Team* approach, based in the 2016 Commandant's Priorities, needs to be internalized by all staff at RMC and an environment of mutual respect, support and cooperation established to ensure that all members of RMC are focused on achieving the unit mission;

- (2) Synchronization and management of the Four Pillar programme. (*KEY RECOMMENDATION*) It is recommended that RMC create the capacity to synchronize and manage the execution of the Four Pillar programme on a continuous basis. The Commandant and Principal of RMC should consider assigning this role to an existing position, or consider formally establishing the Deputy Commandant position at RMC and assigning this role;
- (3) Alternative ROTP-RMC Programme Delivery Model. (KEY RECOMMENDATION) It is recommended that consideration could be given to re-aligning the components of the Four Pillar programme in order to re-focus on the fundamentals of achieving academic and leadership development outcomes. Leadership development could be consolidated under the Director of Cadets and could comprise integrated military training and education, physical fitness and bilingualism; and
- (4) <u>Buy-in to the objectives of the Four Pillars</u>. (*Supporting Recommendation*) It is recommended that RMC improve the way it communicates the rationale for the validated standards and requirements of the Four Pillar programme to the N/OCdts. Particular effort should be made to ensure the "why" is explained and the enduring value of striving for excellence over the course of a professional career as an officer in the CAF.
- 9. Extent to which the standards in the Four Pillars are met by the Cadets.
 - a. <u>Description</u>. The required standards for each of the Four Pillars of the RMC programme are articulated in the current ROTP/RETP Training Policy as part of the Leadership Level Progression Model (LLPM). The standards are progressive and correspond to attaining successive Leadership Levels within the LLPM. The standards culminate in those that are required to be considered to have completed the ROTP-RMC Four Pillar programme for graduation. Successful graduates are granted the ROTP-RMC qualification 'AFAN' which is entered into their personnel file. In summary, the standards required for completion of the Four Pillars, hence graduation from the ROTP-RMC programme, are as follows: 208

²⁰⁶ 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer/Reserve Entry Training Plans, 26 July 2016, pp6-8 and Table2.

²⁰⁷ Armed Forces Council was briefed on the Leadership Level Progression Model in April 2014.

²⁰⁸ 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer/Reserve Entry Training Plans, 26 July 2016, Table2 with notes

- Academic. N/OCdts have met the requirements for a Majors, Honours, or (1) Engineering Bachelor's Degree.
- Military (Leadership). N/OCdts have: (2)
 - (a) Completed a cadet senior leadership appointment;
 - (b) Completed critical elements of LL4 leadership training; and
 - Demonstrated appropriate conduct and ethical behaviour. (c)
- Fitness. N/OCdts have: (3)
 - Passed the CAF MPFS test; (a)
 - Passed the Physical Performance Test standard and are in good standing; (b)
 - (c) Completed the Physical Education syllabus for Military and Combative Skills.
- (4) Bilingualism. N/OCdts have achieved the Public Service Commission standards for functional (BBB) in one's second official language.
- The OR(Canmilcols) allow the Commandant to authorize the withdrawal of an b. N/OCdt from RMC (e.g., for failure to meet prescribed physical fitness standards, inadequate progress, or unsuitability for continued training at a college). 209 However, Canadian Forces Administrative Order (CFAO) 9-12, Regular Officer Training Plan, authorizes a Commandant to make a recommendation to National Defence Headquarters to cease or repeat training when an officer cadet is making unsatisfactory progress in the development of officer-like qualities or any military phase of training. Finally, the CDS has designated the RMC Commandant as having release authority with respect to N/OCdts released for unsatisfactory performance. 210 The Academic Regulations also state that the Senate may at any time require a student to withdraw from the University if his or her conduct, attendance, work or progress is deemed unsatisfactory;²¹¹
- In addition to this framework, a Canadian Military College (CMC) Programme c. Review Board (PRB) has been established, with the objectives of ensuring that the RMC and CMR SJ programmes are consistent with CAF objectives and employment

²⁰⁹ Queen's Regulations and Orders for the Canadian Military Colleges (QR Canmilcols), AL 1-03, Article 3.09

²¹⁰ CDS Designated Release Authorities – Regular Force, 16 Jan 2015

²¹¹ Academic Regulation 18.4. It appears that the Academic Regulations are approved by Faculty Council, although it is unclear that the Faculty Council, as an advisory body to the Commandant, has such authority. Similarly, neither the Royal Military College of Canada Degrees Act, 1959, nor the QR(Canmilcols), provide explicit authority to the Senate to require a student to withdraw from the academic program.

requirements, and that the programmes between the RMC and CMR SJ are harmonized. The PRB is responsible to review the CMC programmes for the subsequent academic year and recommend changes to the CDA/MILPERSGEN CMC Training Directive or Training Policies for Commandant CDA/MILPERSGEN approval. PRB participants include Commandant CDA/MILPERSGEN; the Commandants of RMC and CMR SJ and their respective CWOs; the RMC Principal and CMR SJ Academic Advisor; key CDA/MILPERSGEN staff positions; and representatives from the Royal Canadian Navy (RCN), Canadian Army (CA), and the Royal Canadian Air Force (RCAF); ²¹²

d. The results of the PRB are briefed to the Professional Development Council (PDC), and to the Board of Governors. The role of the PDC is to provide strategic guidance and oversight of the CAF officer and NCM professional development (PD) framework, CAF individual training and education (IT&E), and CAF doctrine related to leadership, command, and the profession of arms. The PDC in turn reports to Armed Forces Council;²¹³

e. Observations:

(1) Success Rate in Meeting the Standards of the Four Pillars. Through a review of available documentation and interviews, the SSAV Team observed that the percentage of N/OCdts who have been successful in achieving the required standards of the ROTP-RMC programme on graduation averaged to 78% over the period 2011 to 2016 inclusive. Details are in the below table. While those that do not achieve the required standards failed one or more of the Pillars, the majority of the programme failures were in failing to meet one or both the physical fitness and/or bilingualism requirements;²¹⁴ ²¹⁵

Grad Status	RMC Programme Year						
	2011	2012	2013	2014	2015	2016	
Total Grads	222	263	234	214	226	212	
Pass AFAN	200	212	188	165	147	148	
Fail AFAN	22	51	46	49	79	54	
% Failure	10%	19%	20%	22%	35%	25%	

Table 6: AFAN Designation Attainment Rates

²¹² Military Personnel Generation (MILPERSGEN) Canadian Military Colleges (CM) Programme Review Board (PRB) Terms of Reference, 10 Feb 2016

²¹³ MILPERSGEN BN (Governance of the Royal Military College) dated 8 July 2016

²¹⁴ HQ CDA Presentation: The RMCC Progression Model – AFAN Failures 2011-2013, slide 2

²¹⁵ HQ CDA/MILPERSGEN Presentation: The RMCC Leadership Level Progression Model – AFAN Failures 2013-2016, slide 5

- (a) <u>Value of the Standards in the Four Pillars</u>. The SSAV Team observed that most N/OCdts see the intrinsic value in the challenge of achieving the standards prescribed in the Four Pillars on graduation and do not see a reason to change this. Some others question the value and believe that while it may be a worthwhile model, the way it is executed is poor;
- Status of N/OCdts who do not meet Four Pillar Standards. The SSAV (b) Team observed that because the ROTP-RMC programme is not considered a CAF Qualification Standard (QS) and is not a requirement in the Officer General Specifications (OGS), the policy basis to remove or release an N/OCdt who does not meet some of the RMC-specific standards from the RMC programme is unclear. N/OCdts who meet the OGS standards by completing the Basic Military Officer Qualification, an undergraduate degree at RMC, meet the CAF standard FORCE Test (MPFS) and the Basic Military Swim Standard (BMSS) are still commissioned on graduation. If N/OCdts do not meet the minimum standards for the RMC Physical Performance Test, do not achieve the functional level (BBB) in their second language, nor gain experience in junior or senior bar positions, they are still commissioned on graduation. Those N/OCdts who do not succeed in all Four Pillars do not receive the ROTP-RMC (AFAN) qualification, but other than not getting the personal and professional satisfaction of having achieved the objectives of the Four Pillars, there are no other tangible consequences upon graduation. The SSAV Team observed that this situation creates the perception of a double standard at RMC between those N/OCdts who achieve all the requirements of the Four Pillars, and those who do not. The following are some representative examples of comments the SSAV Team received:
 - (1) "There is no Qualification Standard/Training Plan or even an Officer General Specification (OGS) reference for the 'AFAN.'" (Interview with member of CDA/MILPERSGEN Headquarters);
 - (2) "Policy Gap: Lack of policy clarity in the options available to cadets if they fail to meet one or more of the pillars." (Interview with a member of Training Wing); and
 - (3) "Four Pillars System is not perfect but has excellent value. The standards are achievable with the right level of effort and motivation. 'AFAN' has to mean something." (Interview with a N/OCdt).
- (c) Enforcement of the Standards. Significant numbers of individuals, across several groups were of the view that standards under pinning the Four Pillars were not necessarily applied evenly, were not based on CAF

requirements, were not realistic given the RMC academic programme, or created a situation of inequality/friction amongst the N/OCdts in terms of those achieving and those who are not. While the standard required to achieve the Academic Pillar is straightforward and well accepted, the SSAV Team observed some specific issues with the application of standards in the other three pillars:

- Physical Fitness Standards. The SSAV Team observed that (1) N/OCdts who have not met the physical fitness standards still graduate from RMC, but do not receive the 'AFAN' designation. The SSAV Team heard that this situation is seen by a significant number of N/OCdts and members of the Training Wing as devaluing the RMC experience and affecting the level of pride in the institution. As an example of the typical pass rates, in 2016, of 838 N/OCdts who undertook the Physical Performance Test (85% of the Cadet Wing) an average of 84% passed while 13 to 15% failed. Of the 15% who did not undertake the test the primary reason for not completing the test was due to medical restrictions. The standards for the Physical Performance Test are clearly delineated in Annex B to Chapter 4 of CADWINS. They are also articulated in the joining letter sent to all new recruits. For 2017, the joining letter will also include a recommended training programme in order to address concerns raised that candidates accepted into ROTP-RMC can prepare for the Physical Performance Test prior to arriving at RMC. The following are representative examples of comments that the SSAV Team received:
 - (a) "Physical Performance Testing is a 'pass or fail' system. You may have a score of 395 and still fail because you miss one push up. This system doesn't take for account effort, progression, or improvement." (Interview with a N/OCdt);
 - (b) "Hard working people graduate with persons who failed 9 Physical Performance Tests; devalues 'AFAN'" (Interview with a member of the Training Wing); and
 - (c) "Huge concerns about the Physical Performance Test standard change with 20 MSR replaced by the 1.5 miles runs. This likely will increase Physical Performance Test failure and injury. (Interview with a member of the Athletic Wing).
- (2) <u>Bilingualism Standards</u>. The SSAV Team observed that N/OCdts who have not met the second language standards still graduate from RMC, but do not receive the 'AFAN' qualification. Similar to physical fitness standards, the SSAV Team heard that this situation

is seen as negative, but not to the extent of failing to meet the physical fitness standards. The SSAV Team heard that approximately 90% of RMC N/OCdts are able to achieve the BBB standard, At CMR SJ, the success rate is also 94% - over one or two years. The SSAV Team noted that in some cases, N/OCdts who failed to meet the second language standard were working on their third or fourth language, such as N/OCdts of Asian heritage. These types of cases may in fact increase as the CAF moves to increase the diversity of the officer corps. The following are representative examples of comments the SSAV Team received:

- (a) "The standards for SLT are not enforced as much as the Physical Performance Test for example: the profs can be absent for weeks at a time without replacement, so OCdts fall behind and it is not their fault.' (Interview with a N/OCdt);
- (b) "SLT very hard for some department is very helpful although I went two months without a professor last year." (Interview with a N/OCdt); and
- (c) "Individual noted that SLT programme quite efficient: takes 640 hours for average N/OCdt to achieve BBB, whereas PS average is between 1040-1080 hours of instruction." (Interview with member of the Academic Wing).
- Military Standards. The SSAV Team heard concerns, primarily (3) from the N/OCdts, that the enforcement of the standards that applied to the Leadership component of the Military Pillar (Junior and Senior Bar positions) was sometimes uneven, biased or hobbled by the way the Leadership Level Progression Model (LLPM) has been implemented. The SSAV Team observed; however, that failures in the military component of the Four Pillar programme trend significantly lower than for physical fitness and bilingualism over the past 6 years. 216 217 As with physical fitness and bilingualism, N/OCdts who fail to meet the requirements of the military pillar, but still pass BMOQ and their academic programme, still graduate from RMC and are commissioned. They do not receive the ROTP-RMC designation. Failures due to conduct or disciplinary issues are handled through the CAF Code of Service Discipline, or through the warning, counselling and probation process and can result in release from the CAF. The following are representative examples of comments the SSAV Team received:

²¹⁶ HQ CDA Presentation: The RMCC Progression Model – AFAN Failures 2011-2013, slide 2

²¹⁷ HQ CDA/MILPERSGEN Presentation: The RMCC Leadership Level Progression Model – AFAN Failures 2013-2016, slide 5

- (a) "...OCdts were told that if same Leadership Level for two years, would be kicked out. This is not happening, and everything is the same (can see that you are probably better off for achieving in all the pillars, but it is frustrating). The CAF must sometimes bite the bullet: for some people, it is obvious that the military is not for them at this stage in their lives. They should follow another option." (Interview with a N/OCdt);
- (b) "Leadership Level Model is iffy natural leaders may not get formal leadership opportunities because they are behind in Second Language Training or Physical Performance Test." (Interview with N/OCdt);
- (c) "The N/OCdt Chain of Authority is essential for learning leadership. The disciplinary process is useful." (Interview with a member of the Academic Wing); and
- (d) "The new Level of Leadership Model is not a driving/striving force for Cadets who may experience difficulties in achieving for example Physical Performance Test." (Interview with a member of the Training Wing).
- Removal from ROTP-RMC Programme. The SSAV Team observed that (d) when N/OCdts do not achieve the standards in one or more of the Four Pillars, RMC procedures require that each case is reviewed at the Progress Review Board (PRB) as described above. The SSAV Team heard significant concern from the Training Wing staff and even the Academic Wing staff, that although files were staffed for PRB decision, removal of N/OCdts from the ROTP-RMC programme is rare. The SSAV Team heard that as a result, Training Wing staff expends considerable effort managing the 'bottom 10%' at the expense of mentoring and coaching other N/OCdts. The SSAV Team also heard that the philosophy of the Chain of Command is to ensure that N/OCdts are given every opportunity to succeed in the programme and sometimes PRB recommendations provided by Training Wing staff are not supported. The SSAV Team observed that this causes concern and frustration not only within the Training Wing, but amongst the N/OCdts, due to the perception that other than academics, the implications of not meeting the standards in three of the four pillars are largely inconsequential. The following are representative examples of comments the SSAV Team received.
 - (1) "Staff is frustrated at having to do "useless" Progress Review Board paperwork as it doesn't lead to any concrete actions or

- removals from training. "Progress Review Boards are extra work for nothing. No value"." (Interview with member of the Training Wing); and
- (2) "There were rumours that Progress Review Boards would be ordered for those that missed two or more pillars but then we never heard of it again. Nothing changed, people are still here. Why?" (Interview with a N/OCdt).

f. <u>Assessment</u>:

- Rationale for ROTP-RMC Standards. The SSAV Team observed that the (1) fitness, bilingualism and leadership requirements stipulated within the Four Pillars of the RMC programme are not contained in the Officer General Specifications (OGS) for Development Period 1 (DP1) N/OCdt and junior officers. The OGS do not address the ROTP-RMC programme within DP 1. The SSAV Team heard that this becomes a challenge in enforcing standards requirements that are not recognized outside of RMC. The standards in the Four Pillar programme at RMC are in some cases, higher than in the CAF for the same officer Development Period. The DP 2 syllabus used for the RMC Professional Military Training is beyond that which is expected of a newly commissioned Second Lieutenant/Acting Sub-Lieutenant (Navy). Graduates from RMC are not commissioned with any additional qualifications, as explained earlier in this report. There is nothing indicated in the CAF OGS, or Common Officer Qualification Standards that stipulate a requirement for these higher standards. The SSAV Team assesses that the CAF needs to identify and provide the rationale why a certain portion of ROTP/RETP officers are required to achieve higher standards (i.e. Those that go through the RMC and CMR SJ programme) during their time at those institutions. Does the RMC programme produce a better officer? Do those officers progress differently than others? What is the value of the ROTP-RMC programme to the CAF overall?;
- (2) Enforcing Standards. Generally, standards as stipulated in CDA/MILPERSGEN directives are being enforced at RMC in terms of progression through the Leadership Level; however, not meeting those standards does not preclude graduation and commissioning, as long as N/OCdts successfully complete their degree programme, pass the BMOQ, Basic Military Swim Standard and FORCE Test, and adhere to expected military conduct and deportment. Assuming a rationale for the standards for the ROTP-RMC programme is agreed by the CAF, there will be a need to apply those standards evenly. At present the disparity between graduates who have achieved the standards of the Four Pillars and those who have not creates a negative undercurrent within the Cadet Wing and amongst the Training Wing staff who are charged with implementing the programme. While the LLPM was put in place in an attempt to address this gap, the reality remains that there are two

types of RMC graduates. The SSAV Team assesses that this has an impact on the morale of RMC, at several levels, and has led to an erosion of pride in the institution and meaning behind the achievement of the ideals represented by the Four Pillar model. The situation is exacerbated by the lack of a clear rationale for the standards at RMC to be higher in some cases than the CAF;

- (3) Physical Fitness Standards. The requirement to pass the RMC PPT standard is clearly defined within the Leadership Level Progression Model and hence part of the ROTP - RMC (AFAN) designation, however N/OCdts who have not passed PPT are permitted to graduate and be commissioned. This is seen as devaluing the value of achieving the ROTP-RMC programme. Complaints from N/OCdts with respect to the PPT were common. Specifically the SSAV Team heard that many individuals who did not meet the PPT standards missed the minimum number of push-ups, and perceived that this was due to nonstandardized application of the protocol among evaluators. The SSAV Team learned that the Athletic Department analyzed Evaluator results from the Fall 2016 PPT and determined that the variance between staff members was less than 2%. Although the standard is well defined and it would appear that it is applied evenly, there may be valid physiological reasons to explain why some individuals struggle to achieve the standard. It may be appropriate to consider whether the ability for N/OCdts to perform one or more specific physical movements, such as push ups, should have such an important impact on completion of the ROTP-RMC programme; and
- (4) Bilingualism Standards. The SSAV Team noted that the target of achieving a functional profile of 'BBB' in the second language of the N/OCdts is above the expectations in published CAF guidelines for officers to achieve this level in the CAF in the same timeframe. A functional profile of 'BBB' is the level expected for Major/Lieutenant Commander to achieve in their second language as part of the promotion criteria for the next rank. ²¹⁸ The SSAV Team assesses that the goal for N/OCdts to achieve a functional profile in their second language level is valuable, should be expected from a Federal institution, and may help to distinguish part of the value inherent in completing the ROTP-RMC programme. The SSAV Team noted that there were some issues regarding the availability of instructors to support the Bilingualism Pillar, and if this standard is to be enforced, RMC must ensure that this part of the programme is resourced to meet this requirement. Finally, there should be some future consideration to factor in the reality of an increasingly diverse language background of N/OCdts as the CAF strives to achieve its diversity objectives.

g. <u>Recommendations</u>:

 $^{^{218}\} Scoring\ of\ Promotion\ Selection\ Boards.\ \ http://vcds.mil.ca/vcds-exec/pubs/canforgen/2010/151-10_e.asp$

- (1) Rationale for the ROTP-RMC Standards. (*KEY RECOMMENDATION*) It is recommended that CMP/Commander MILPERSCOM, as part of the End-to-End Review (E2ER) process, identify the rationale for the higher standards expected of N/OCdts in the ROTP-RMC programme. When established, this rationale should be clearly captured in policy;
- (2) <u>Validation of ROTP-RMC standards</u>. (*KEY RECOMMENDATION*) It is recommended that CDA/MILPERSGEN conduct regular validation of the ROTP-RMC standards with graduates and their superiors;
- (3) Enforcement of ROTP-RMC Standards. (KEY RECOMMENDATION) It is recommended that should a legal or policy basis for the required standards in the military, fitness and bilingual components of the ROTP-RMC programme (Four Pillars) be established (see recommendation above), CDA/MILPERSGEN and RMC should ensure that there is a clear and enforceable basis for removal of N/OCdts from the ROTP-RMC programme; and
- (4) Transition out of ROTP-RMC programme. (KEY RECOMMENDATION) It is recommended that CDA/MILPERSGEN and RMC work with CMP/Commander MILPERSCOM on establishing respectful transition options for N/OCdts who do not meet ROTP-RMC programme requirements with the aim to ensure that individuals who are not able to meet the required standards at RMC, are given clear options, treated with dignity and given the support they require to transition in a timely manner from the ROTP-RMC programme. The Commandant RMC should liaise directly with key CMP/Commander MILPERSCOM staff to ensure transition options are provided to N/OCdts in a timely manner.
- 10. RMC training and learning environment support towards achieving standards.
 - a. <u>Description</u>. Paragraphs 2 through 4 of this annex describe the training and learning environment at RMC and draws from the ROTP/RETP Training Policy²¹⁹ and latest Commander CDA/MILPERSGEN Training Policy Directive ²²⁰;

b. Observations:

(1) The Leadership Level Progress Model (LLPM). The SSAV Team observed that views on the effectiveness of the Leadership Level Progression Model and its implementation varied. A significant number of individuals across the various stakeholder groups viewed the Leadership Level Progression Model as

²¹⁹ Royal Military College of Canada Training Policy for Regular Officer/Reserve Entry Training Plan, Version 0 dated 12 August 2014

²²⁰ 4500-1 (SO OPD DP 1&2) CDA Directive 01/16, Canadian Military College Training Policy for Regular Officer / Reserve Entry Training Plans, 26 July 2016, pp5-9

generally useful, but had problems with aspects of its implementation. Others viewed the Leadership Level Progression Model as demoralizing, punitive, and creating situations whereby some N/OCdts felt ostracized by others. Views were evenly split between those who agreed with the Leadership Level Progression Model as a system, and those who did not. Many found it to be confusing. The issues the SSAV Team heard were as follows:

- Impact on leadership opportunities. A prevalent issue was the perceived negative impact on leadership opportunities for N/OCdts who were 'held back' (usually for Physical Performance Test or Second Language Test reasons) thus losing the opportunity to be assigned leadership positions within the Cadet Chain of Authority. The SSAV Team heard that is was apparently difficult to achieve the same Leadership Level as the N/OCdt's academic year after having fallen behind, even if an extraordinary effort is expended to try to catch up. In some cases, individuals give up and become cynical or suffer low morale and selfesteem. N/OCdts told the SSAV Team that this limited their development opportunities as leaders prior to graduation and went against one of the primary reasons for attending RMC to develop leadership skills. The following are representative examples of comments the SSAV Team received:
 - (1) "Disagree with the leadership levels criteria. For example, [N/OCdt] has a medical condition for which [N/OCdt] needed surgery last year, so has been held to Leadership Level 2 since second year because of this. [N/OCdt] still works with med specialist to improve, and hopes to be able to do Physical Performance Test soon: [N/OCdt] could get to Leadership Level 3, but only has one semester left. Does very well in academics (85%!)." (Interview with a N/OCdt);
 - (2) "Leadership Level system is not really effective and is confusing. There is no middle ground for leadership opportunities (outside top five or if you miss one pillar). No options of Leadership Level 2s." (Interview with a N/OCdt); and
 - (3) "Four pillars are good in theory, but not in practice. Biggest problem is Leadership Level 2 with N/OCdts losing leadership opportunities due to problems with push ups." (Interview with a N/OCdt).
- (b) Impact on Morale. There was dissatisfaction that N/OCdts can still graduate from RMC with only having achieved Leadership Level 1 or Leadership Level 2 in the same way as others who have achieved the standards in all the pillars. The SSAV Team heard that this can be demoralizing for those N/OCdts who work hard to achieve all aspects of

the programme. This was also a contributor to a level of Training Wing frustration with the Leadership Level Progression Model implementation. The SSAV Team also heard that application of the model was inconsistent across the Squadrons and Divisions. Some tracked and enforced the Leadership Level of the N/OCdts, others were reported to be more flexible and allowed N/OCdts to wear the Leadership Level indicator of their Academic year, even if they had not met the required Leadership Level standards in each pillar. The following are representative examples of comments the SSAV Team received:

- (1) "Either enforce [Leadership Level] progress if it is to be kept, and expel those who cannot meet the requirements of 'AFAN' or discontinue the programme. There is no reason why the [Leadership Level] progression should be kept in place if cadets not meeting the standards of the programme are graduating." (Written submission by a group of N/OCdts to the SSAV);
- (2) "The new Level of Leadership Model is not a driving/striving force for N/OCdts who may experience difficulties in achieving for example Physical Performance Test." (Interview with a member of the Training Wing);
- (3) "Essentially if we are the product of RMC, why is the college comfortable with having [Leadership Level-2] 4th year N/OCdts graduate? Surely they should have been expelled from the college..." (Written submission from a group of N/OCdts); and
- (4) "The leadership levels destroyed the cadet chain of authority: removed any respect that existed between the years." (Interview with a N/OCdt).
- (c) <u>Stigmatization</u>. A significant number of N/OCdts were of the view that the implementation of the Leadership Level Progression Model caused those that do not progress with their academic year classmates to be ostracized, isolated, and suffer damage to their self-esteem. Some felt that it was a public humiliation to those who do not meet the objectives and have the insignia on their uniform be a daily reminder that they are 'inferior' to their peers, even if they are working hard and making significant progress, or are held back due to a physical injury or medical condition. The following are representative examples of comments the SSAV Team received:
 - (1) "Leadership Levels are a good idea, but implications were not well thought out. Previously, OCdts needed to obtain 'AFAN' at the end of fourth year, but the effect of setting the milestones for each year is to inject more stress. Leadership Levels give rise to

perspective that "cannot meet minimum standards". There are some N/OCdts who are very arrogant. They discount the efforts of those who are struggling in one pillar but are otherwise succeeding. Cannot be given bar position unless pass Physical Performance Test. What is the point of RMC if you don't get an opportunity to exercise leadership? Finding other opportunities to do so, including Peer Assistance Group." (Interview with a N/OCdt);

- (2) "Leadership Level Model: understands the intent but it is very confusing for cadets. Can lead to an 'elitist culture.'" (Interview with a member of the Training Wing); and
- (3) "...Perception that has lost friends and respect of peers because of wearing lower Leadership Level. Has been very hard and had an effect upon morale: however, had some previous life experience and was able to overcome this where other OCdts with less experience might not be able to. Only Physical Performance Test issue is push-ups." (Interview with a N/OCdt).
- Over-programming of N/OCdt Time. The SSAV Team heard from a number of stakeholder groups of concerns over the accumulation of demands amounting to 'over-programming' of the N/OCdts' time. This was described as a large contributor to the stress and morale issues felt by the N/OCdts at RMC, in particular those pursuing Engineering or Science degree programmes. While some N/OCdts appeared to thrive in the challenging environment at RMC, many considered that the combination of concurrent demands in the Four Pillars led to 'saturation' and promoted a culture of cutting corners in order to be able achieve the minimum standard in each. A perception prevailed that the N/OCdts do everything poorly in order to do everything. The following are some representative examples of comments the SSAV Team received:
 - (1) "Individual of strong view that N/OCdts are overburdened. Failing in their professional development because overloading teaches them to cut corners to survive. The institution needs to ensure they succeed in the way we want them to really succeed." (Interview with a member of the Academic Wing);
 - (2) "Individual indicated that the overall load has grown on the N/OCdts. This results in more stress and less time." (Interview with member or Training Wing); and
 - (3) "Time [management] is the 'long pole in the tent' for the N/OCdts and the RMC overall. One of the time processes had to be the lead process. There needs to be high level and informed participation in the decisions being made about schedule and priorities. This

process begins in the Feb timeframe of the year before and continues from there on in." (Interview with a member of the Academic Wing).

- (a) Inconsistent and Short Notice Demands. The SSAV Team observed that there was an inconsistency or imbalance in the relative demands between Academic, Military, Fitness and SLT Pillar activities. Sometimes activities were planned at the last minute for one Pillar, which in turn impacted on N/OCdts being able to meet the demands in other areas. Typical examples were of training or mandatory briefing activities imposed on short notice which impacted on academics, study time, or sports. The SSAV Team heard that sometimes unrealistic demands were placed on N/OCdts through due to a lack of synchronization/calendar coordination that resulted in last minute changes, missed meals and wasted time. At times, it appeared that N/OCdts are left to their own devices to figure out how to de-conflict the Four Pillar demands. The following are some representative examples of comments the SSAV Team received:
 - (1) "Military Wing and Academic Wing not communicating (mess dinner cancellation at last minute because of an academic function for cadets)" (Interview with member of the Training Wing); and
 - (2) "Cynicism is prevalent in senior cadets a coping mechanism.

 Based on abundant rules that don't make sense, last minute schedule changes affecting academics, uneven quality." (Interview with a N/OCdt).
- (b) <u>Lack of Decompression Time</u>. The SSAV Team heard that N/OCdts lack appropriate periods in the academic and training year to decompress from the combined loads of academics, military and other activities. It was observed through anecdotes that N/OCdts often turn to the consumption of alcohol to self-medicate and withdraw from the pressures. This is frequently done off campus, in the City of Kingston, which can lead to negative perceptions and repercussions on individual N/OCdts and on RMC as a whole. The following are some representative examples of comments the SSAV Team received:
 - (1) "Individual view is that "RMC cannot be a 4 year boot camp."

 There are times to do this (FYOP, etc.) but it needs to ease off to support a good learning environment for the N/OCdts. N/OCdts being woken up at 0600 every day, for questionable value 'military training' is a stressor and because it is done always and for 'questionable reasons' it serves to erode the value of the school overall. (Interview with a member of the Academic Wing);

- (2) "Stressors: always have something on mind, feel guilty for relaxing, Physical Performance Test, academics, personal identity: stress to define values, what defines you individually or as an officer. Nothing on self-development." (Interview with a N/OCdt); and
- (3) "Depends on the individual. Both these Cadets are senior Bar Cadets and have been involved in extra-curricular activities as leaders throughout their four years they credit those activities with relieving some of the stress." (Interview with two N/OCdts).
- (c) Lack of respect for designated evening study time. The SSAV Team heard from N/OCdts, Academics and Training Wing staff and a number of external groups that the designated evening study time for N/OCdts is not always being respected. At times the SSAV Team heard that the designated evening N/OCdt study time was encroached on by activities imposed by the Cadet Chain of Authority, Training Wing, Athletic Department and other short notice demands. In addition, the SSAV Team heard that the behavior of some N/OCdts in the dormitories during the designated study periods was poor. Cases of loud music, excessive gaming, interruptions and boisterous discussions were raised. There appeared to be inconsistency in how N/OCdts in leadership positions (bar positions) addressed these problems, or where RMC staff supervised the situation.
- Professional Military Training (PMT). The primary method for training delivery at RMC is based on the operational/training environment and the leadership practicum where N/OCdts 'learn by doing' in bar positions within the CCoA. Professional Military Training provides general theoretical instruction on military subjects. The Professional Military Training syllabus has been created in house at RMC based on defined Officer Development Period 2 objectives. 221 The SSAV Team observed a very consistent view, in particular from N/OCdts, that the conduct of Professional Military Training at RMC was considered low value, irrelevant and not a good use of time. There were some aspects of Professional Military Training that were viewed as positive and value added, such as: Environmental or Military Occupation Code (MOC) Weekends; presentations by ex-cadets on leadership and personal perspectives as a junior commissioned officer; and, practical hands on types of experiences, such as the Professional Military Training activities conducted at CMR SJ. The SSAV Team learned that CMR SJ has taken an alternative approach to the delivery of Professional Military Training by combining the weekly periods into three full training days per semester and integrating one of those days with a training weekend per semester in order to provide the opportunity for a more concentrated and in depth training opportunities. The following are representative examples of comments the SSAV Team received:

²²¹ RMC Briefing Note: RMC Leadership Training and Training Wing Professional Military Training, undated

- (a) "PMT: have a neutral opinion, but the College (or CAF) needs to ask "what are we trying to achieve with programme?" (Interview with a member of Training Wing);
- (b) "Individual of view that Training Wing military activities are injected sometimes just for the sake of doing it. Some activities don't make sense nor have a clear linkage to developing leaders/meeting the CAF objectives. Teach how to get around the rules, instead of teaching N/OCdts how to solve problems" (Interview with a member of the Academic Wing); and
- (c) "PMT currently has little training value. MOC Weekend is the only relevant training that will help me prepare for my future in the CAF." (Interview with a N/OCdt).
- Integration of Leadership Development. The leadership development (4) environment at RMC also includes an education component of the Core Curriculum and the specific courses delivered by the Military Psychology and Leadership (MPL) Department. The SSAV Team heard that the delivery of leadership development for the N/OCdts is not systematically coordinated between the theory given through Military Psychology and Leadership courses, Professional Military training, interaction with the Academic Wing delivering elements of the Core Curriculum; and the experiential practicum of the N/OCdts' Cadet Chain of Authority leadership appointments (bar positions). While it was evident to the SSAV Team that members of the Academic and Training Wings responsible for these aspects of leadership development were highly dedicated to the objectives of their respective elements, there were few signs of a deliberate approach to integrate these elements into a more effective overall leadership development experience for the N/OCdts. The SSAV Team heard that this lack of a coherent and integrated approach represented a 'missed opportunity' for RMC and the CAF to "professionalize" the N/OCdts for a career as commissioned officers. The following are representative examples of comments the SSAV Team received:
 - (a) "Core courses include Intro to Psychology, then Organizational Behaviour, and then Ethics & Professionalism. Their contents are reviewed every year, with a review and then discussions amongst faculty (including trying to maintain consistency between English and French courses). Changed this year to make more interactive through assignments. Offers some insights into OCdt view of RMC. There is no integration between the educational and practical aspects of leadership (USAFA apparently does a good job of merging the practical and theoretical aspects of leadership). Took a long time to get access to AFAN manual. Training Wing becomes mired in negative aspects of leadership." (Interview with a member of the Academic Wing);

- (b) "MPL should be more involved in the PMT programme (link between theory and action)." (Interview with a member of the Academic Wing); and
- (c) "PMT should be used with regard to ethical vignettes/scenarios that would allow us to develop this important dimension." (Interview with a N/OCdt).
- (5) <u>First Year Orientation Programme (FYOP)</u>. The SSAV Team heard that the execution of the First Year Orientation Programme has been of varied quality over the years. The Team heard of non-specific incidents of harassment, abuse of authority by N/OCdts conducting the programme, a lack of supervision by RMC staff, and physical training being conducted in such a way that a significant number of N/OCdts ended up getting injured. Most of these accounts related to events that occurred two to five years in the past. The SSAV Team heard that for the most part, the First Year Orientation Programmes conducted in 2015 and 2016 were significantly improved and appeared to address the issues raised in previous years. There were still concerns expressed about the level of supervision by RMC military and PSP staff, the impact of the programme on First Year N/OCdts' academics, as well as a lack of standardization across the programme as a whole. The following are representative examples of comments the SSAV Team received:
 - (a) "Individual had several observations of FYOP: Specifically that there is a lack of Regular Force Officer/NCM supervision during what is a critical phase for N/OCdts." (Interview with a member of the Training Wing);
 - (b) "This Cadet was with FYOP Staff last two years FYOP Staff Training was not adequate. In his first year, he had no training in how to run a class. In his second year, he had just come off Phase 2 Infantry and was much more confident running a class and leading first years. (Interview with a N/OCdt);
 - (c) "Teaching calculus to 1st years during FYOP is impossible. They don't have time for homework and cannot develop proper study habits."

 (Interview with a member of the Academic Wing); and
 - (d) "FYOP was a great way to learn about the College, its history. It helped create team cohesion. For many it was the first time facing difficulty and stress. Being IC of the day was good for leadership development, ensuring the group met its timings. It made us push ourselves physically and work as a team (e.g. all first years would do push ups while one of us would run up to get the coat we forgot). The onus would be on the individual to go as fast as possible for the good of the group." (Interview with a N/OCdt).

- Athletic Programme Delivery It was evident from the interviews conducted (6) with the PSP staff and others, that the members of the Athletics Department are very dedicated to their work and have the welfare of the N/OCdts at heart. There are a number of issues that impede their efforts ranging from: the deconfliction of facilities/equipment with CFB Kingston; aging infrastructure; obtaining information on the fitness status of N/OCdts whether it is any medical employment limitations (MELs) or the results from their FORCE Test during Basic Military Officer Occupational Qualification training; the additional administration imposed by the event and travel approval processes; and, most significantly, the reduction in hours/pay of the staff themselves. Supplemental Physical Training is provided four days a week at 0545hrs for 1st and 2nd year N/OCdts who require it. On average there are approximately 70 to 80 N/OCdts requiring Supplemental Physical Training with one coordinator to run it. The programme is perceived as only a preparation for the Physical Performance Test:
 - (a) "Ontario University Athletics have set standard of care which RMC is not currently meeting (e.g., doctor, sports or athletic physiotherapist at all games). Assistant position hasn't been filled for seven years (part of problem is that it is difficult to find right qualifications). In an ideal world, would have full-time all year position, have full-time eight-month assistant, and would have clinic open to serve Varsity athletes all day and in the evening so that they could drop by and receive assistance." (Interview with a member of the Athletics Department);
 - (b) "[Good] Relationship with Base Kingston physiotherapists, but no coordination between Health Services and the Athletic Department. Health Services tend to be rigid in prohibiting physical activity, and have declined to share information with someone who is not part of the Chain of Command, on the basis that it is medical info. However, Varsity athletes may not share the information themselves because they wish to keep active." (Interview with a member of the Athletic Department); and
 - (c) "Supplemental PT is at 0545 hours, mess hall open at 0630 hours but inspections are held at 0700 hours. No time for breakfast." (Interview with a N/OCdt).
- (7) <u>Bilingualism Environment</u>. The SSAV Team observed that overall, the bilingualism component of the RMC Four Pillar programme was considered to be generally successful with close to 90% of the N/OCdts achieving the required functional (BBB) standard by the time they graduate. Some issues were relayed to the SSAV Team as follows:
 - (a) A lack of opportunities for N/OCdts to formally progress beyond the BBB level;

- (b) A lack of instructors, which has resulted in the cancelling of some classes, sometimes for weeks at a time, which has impacted negatively on the progression of N/OCdts in their second language;
- (c) The "Language of the Week" routine at RMC is seldom respected in terms of using French and likely reflects the higher percentage of Anglophones at RMC; and
- (d) The locations for summer Second Language Training do not typically allow for immersion of N/OCdts in the language and cultural environment conducive to learning.

c. Assessment:

- (1) The Leadership Level Progress Model (LLPM). The Leadership Level Progression Model was implemented to address the problem of N/OCdts not meeting the standard in one, or more, of the Four Pillars of the RMC programme, yet still graduating from RMC. This was seen as diminishing the credibility of the RMC programme. The issue of credibility of the RMC programme is consistent with other observations of the SSAV Team. Unfortunately, the implementation of the Leadership Level Progression Model has not resulted in improvements to the numbers of graduates who have met the standards of the RMC programme. As shown in Table 2 to this Annex, the success rate of N/OCdts achieving the requirements of the Four Pillars on graduation has gone from approximately 80% overall for the years 2012 2014 prior to implementation, down to 65% in 2015 and 75% in 2016, following implementation;
- Progression Model may be sound, in implementation it has led to unintended consequences that have had a disproportionately negative impact on those N/OCdts who may struggle to progress at the same rate as their peers in one or more of the Four Pillars, for any number of reasons. This can result in loss of leadership opportunities in the Cadet Chain of Authority part of the *raison d'être* for attending RMC and stigmatization of those who are unable to achieve the standards at the same rate as their peers. The result is disruption to the cohesion of the N/OCdts within their respective academic years, and the inadvertent creation of two classes of N/OCdts at the college. Individuals who, for one reason or another, do not achieve the prescribed standards for their given progression level, literally wear a mark of 'failure' on their sleeve. This can have devastating effects on self-esteem and can ironically become a demotivator as the progression levels are viewed more as a punishment regime

²²² Annex J, Briefing Note to Armed Forced Council - Royal Military College of Canada's Leadership Level Model, 15 April 2014, pp J-1/2, para 2

than a developmental opportunity by some of the N/OCdts. As well, some N/OCdts find the Leadership Level model confusing and it is not evenly applied across the Squadrons, so some are held to their Leadership Level, while others are not. The SSAV Team assesses that it may have also become a contributing factor to the prevailing culture of cynicism and negative morale that the SSAV Team observed at the college. In the end, the implementation of Leadership Level Progression Model has not solved the problems it was supposed to have solved at RMC, while it has introduced unintended negative consequences to the RMC experience for a significant percentage of the N/OCdts;

- The SSAV Team assesses that the implementation of the Leadership Level (3) Progression Model should be critically re-examined as a priority and a decision made to either modify this approach, such that it removes the potential for stigmatization and negative associations towards the development and progression of some N/OCdts, or withdraw it completely and return the RMC programme to an academic-year based progression, as it was prior to 2014. The SSAV Team assess that it does remain necessary for N/OCdts be held accountable for achieving prescribed standards in order to ensure the development of their intellectual, leadership, fitness and ethical foundations, but this should not come at the cost of building self-esteem and group cohesion. The four or five years that N/OCdts spend at RMC should be considered as a 'golden opportunity' to inculcate them into the profession of arms and build them into self-confident and capable junior officers who will provide value at their first unit. The SSAV Team is not convinced that the Leadership Level Progression Model, as it is currently implemented, helps to realize that opportunity;
- Programming of N/OCdt Time. The SSAV Team assesses that the learning (4) environment at RMC would benefit from a more deliberate and ruthless approach to programming the time of the N/OCdts. It is recognized that a key objective of the RMC programme and operational environment is to teach individuals how to manage conflicting priorities, time constraints and multiple demands on their energy and mental focus, in order to prepare them for the prevailing conditions of service within the CAF. Notwithstanding this intent, the RMC Four Pillars programme demands on the time of the N/OCdts should be applied deliberately and be well coordinated amongst the various components of the Four Pillars at the college. While surmounting challenges can be a significant positive stressor and contribute to the development of character and coping strategies, these challenges should be designed into the programme and not introduced haphazardly through inadvertent conflict and competition between the components of the RMC Four Pillars programme and other activities introduced into the N/OCdt timetable. Particular attention should be given to ensuring that the scheduled study time for N/OCdts is protected from interruptions by activities imposed by the Cadet Chain of Authority, Training Wing, Athletics Department, and by the behaviour of

N/OCdts themselves in the dormitories (i.e. Gaming, playing of music, loud conversations, competitions, etc.);

- (5) The SSAV Team assesses that as part of the deliberate approach to programming N/OCdts' time, there should be opportunities for decompression, as is consistent with the practice in most CAF units. Expecting N/OCdts to spend four or five years within an environment that offers few opportunities for individual reflection and low stress, positive group activities, especially for N/OCdts who are not part of varsity teams or competitive clubs, is likely counter-productive to building well balanced officers. Appropriate decompression opportunities that are built into the programme will likely help to alleviate negative and excessive behaviours when N/OCdts 'escape' from the confines of RMC;
- (6) The SSAV Team assesses that a key to success in this area would be assigning to a position responsible for the detailed coordination of the Four Pillar programme between the components, and reporting directly to the Commandant, and Principal, of RMC. This could be a role for the Deputy Commandant of RMC, should that position be formally established. Adopting a common, college-wide calendar or timetable would be an essential tool to accomplishing this. Internalizing the "One College Team" philosophy across all elements of RMC to foster cooperation in delivering the best possible programme for the N/OCdts would be very important;
- (7) Professional Military Training (PMT). The Officer General Specifications for Officer Common Qualifications focus Development Period 2 at the officer progression period from Lieutenant/Sub-Lieutenant (Navy) rank to Major/Lieutenant-Commander (Navy) rank. Development Period 1 focuses on progression from Naval or Officer Candidate (N/OCdt) to Lieutenant/Sub-Lieutenant (Navy). The SSAV Team assesses that while the aim to provide military training for N/OCdts to achieve Development Period 2 (DP2) objectives is laudable, in execution, Professional Military Training at RMC is falling short of providing meaningful and relevant training for N/OCdts. It can be repetitive and contributes to over-programming of N/OCdts' time while providing them with an abundance of theory, yet few practical skills;
- (8) The SSAV Team assesses that a revised approach to Professional Military Training should be considered in order to restore its relevance and provide concrete skills and knowledge that would benefit N/OCdts on their first unit-level posting after graduation. The Professional Military Training syllabus should be limited to providing training consistent with Development Period 1 requirements most of which would be already covered in the Basic Military Officer Qualification training with some limited refresher training where appropriate. Additional content should be added that provides value-added and

²²³ A-PD-055-002/PP-003, Officer General Specifications, Table 2, pp 2-9

practical training and education oriented towards providing N/OCdts with specific knowledge and tools that are directly applicable to their role as a junior officer in their first units. Examples of value-added modules would be; Delegated Officer Certification Training, Assisting Officer, Range Safety Officer, Winter Warfare, and personal weapon qualifications (pistol, C7 rifle); case studies in the military estimate process and practical field/base/maritime exercises oriented at allowing N/OCdts to hone the development of plans and delivery of orders at the sub-sub unit level. Case studies of military ethics and decision making from CAF operations and training scenarios should be added to internalize the theoretical aspects taught as part of the Military Psychology and Leadership syllabus. This would ensure the curriculum is focused on content relevant for their initial unit postings such that a newly graduated officer from RMC can 'hit the ground running' with common military skills and knowledge that provide value and depth to the slate of junior officers available to Commanding Officers. This approach would, over time, create an awareness of the value that junior officers who are RMC graduates bring to CAF units and organizations and would begin to exploit the opportunity presented by having N/OCdts in a military environment while pursuing their academic degree over a period of four to five years;

- (9) The SSAV Team assesses that taking this approach would address the perceptions that Professional Military Training is not relevant and would make better use of the investment in N/OCdt time. If done judiciously, it could reduce the overall time demands on the N/OCdts by removing repetitive or low-value added aspects. For example, removing much of the Development Period 2 objectives and reducing the time spent conducting drill practices to only that which is required to meet similar standards to what exist at the unit level in the wider CAF would free up schedule time. Graduates having the reputation of 'being good at sword drill' on arrival at their first units, while useful in some cases, on its own is not a skill that contributes to the operational effectiveness or leadership capacity of a CAF unit. On the other hand, officers arriving at their units with a set of valuable CAF qualifications already completed and appropriate to fulfill the expectations of the front line leadership roles they will take on, can have a direct impact on the operational effectiveness of a unit, ship or squadron;
- (10) The SSAV Team assesses that a working group comprising key stakeholders from CDA/MILPERSGEN, RMC, CMR SJ, Canadian Joint Operations Command and Royal Canadian Navy, Canadian Army and Royal Canadian Air Force training representatives, along with input from senior N/OCdts, would be required to scrub down the existing Professional Military Training syllabus, map it to Basic Military Officer Qualification, First Year Orientation Programme and Development Period 1 objectives, and insert a number of 'value added' qualifications as explained in the paragraph above with a view to formalizing a common ROTP/RETP Training Plan. Part of this review should include looking at the scheduling of Professional Military Training with a view

to concentrating effort into longer, and more meaningful, training and education sessions. The approach taken at CMR SJ of combining the scheduled PMT periods into three full days each Semester and coupling one of those days per Semester with an existing training weekend, is assessed as a worthwhile model to consider, although it is likely that different combinations will be required depending on the qualifications and skills being sought. There may also be additional training costs involved, which would have to be factored in (i.e. ammunition, training materials, etc.). Once approved by Commander, Military Personnel Command, it should be recognized in the Officer General Specifications, perhaps as a "Basic Military Officer Qualification (BMOQ) (with additions)" and could re-use the 'AFAN' designation to denote it. This would also serve to instill practical meaning to the ROTP-RMC designation and likely go a long way to addressing perceptions within the CAF of the value of officer graduates from RMC;

- (11) <u>Integration of Leadership Development</u>. The SSAV Team assesses that the leadership development of N/OCdts prior to graduation from RMC would benefit from a more systemic integration of the academic, theoretical, practical and experiential opportunities that exist at the college. In alignment with the above recommendations on the delivery of Professional Military Training, a coordinated and complementary approach to combining the study of military history and technology, the moral, ethical and philosophical foundations of leadership and applying all of these to the practicum of leadership within the RMC environment, would contribute significantly to the 'professionalization' of N/OCdts during their time at RMC. Further, if the focus of front line Squadron and Division Officers and Senior Non-Commissioned Members was placed on coaching and mentoring the N/OCdts, in line with the theoretical and practical knowledge provided through such an integrated leadership development programme, in cooperation with the Academic Wing, the result could be a valued and effective programme to inculcate N/OCdts into the profession of arms, and reinforce the attributes of Identity, Responsibility, Expertise and the Military Ethos;²²⁴
- (12) The SSAV Team assesses that a combination of CDA/MILPERSCOM headquarters and RMC Training and Academic Wing staff would likely be required to participate in a working group charged with restructuring the delivery of leadership development at RMC with the aim to integrate the components of the Core Curriculum, Military Psychology and Leadership studies with a revised Professional Military Training Plan towards a systematic and deliberate approach to inculcate N/OCdts into the CAF profession of arms. This restructuring would need to include the application of theory and knowledge into the practicum of the leadership opportunities resident with the Cadet Chain of Authority, mentored and coached by Division and Squadron

²²⁴ Department of National Defence, Duty with Honour: The Profession of Arms in Canada, 2009 ed, (CDA Press), 14-23

- Officers and Senior Non-Commissioned Members. Done successfully, an integrated leadership development programme, combined with strong and positive leadership role models at the college, would likely go a long way to improving the sense of purpose of the learning environment at RMC;
- (13) First Year Orientation Programme (FYOP). The SSAV Team assesses that past deficiencies in the conduct of the First Year Orientation Programme have been, in large part, recognized and addressed by the leadership at RMC over the past two years. There remain some issues that require concerted effort to ensure that the delivery of this critical phase in the integration of N/OCdts into the RMC environment is done in the best way possible. Specifically, while N/OCdts should still be given the responsibility to run the programme due to the leadership opportunities it provides, they must be supervised, including after hours, by the Training Wing and Athletics Department staff at RMC. This period is an important bonding experience for N/OCdts so execution of the programme must be such that all N/OCdts receive the same quality of experience. Priority should be given to training and instruction in RMCspecific knowledge, skills and traditions and avoiding duplication with Basic Military Officer Qualification content. As part of the recommended review of RMC Professional Military Training, a further review of what is provided during Module 1 of Basic Military Officer Qualification training and the RMC First Year Orientation Programme should be done with a view to eliminating unnecessary duplication. Finally, the SSAV Team assesses that should the above steps be taken, it would likely be possible to reduce the length of the programme and minimize the impact on academic classes for the First Year N/OCdts;
- (14) <u>Physical Fitness Programme Delivery</u>. There are a number of issues that surround the delivery of the physical fitness component of the Four Pillar programme. These are assessed as follows:
 - (a) Supplemental PT (SPT). The Supplemental PT Programme while beneficial in assisting some cadets to pass their Physical Performance Test is not adequately resourced given the current staff to student ratio of 1:80. Anecdotes of N/OCdts slipping away from training or not giving it their full effort were given. Further, the programme does not benefit all N/OCdts, only First or Second Years. Because the Physical Performance Test is offered at 0545hrs in the morning, it is seen as punitive, conflicting with other activities such as morning room inspections that cause N/OCdts to miss breakfast altogether. Conducting it early in the morning impacts N/OCdts' sleep as well as their preparation time in the morning before classes. If the SPT programme is to achieve its intent then it needs to be resourced, delivered at a time that does not conflict with other activities and minimizes the impact on N/OCdts' sleep; and

- (b) Passage of Information. The Athletics Department staff have expressed frustration that medical employment limitations (MELs) are not provided to them by the medical clinic. Another area wherein information is not readily passed is the result of the BMOQ fitness testing. As a result, RMC must re-test all incoming First Years on the MPFS. This imposes a duplication of effort and a level of confusion over the RMCC fitness standards;
- (15) Bilingualism Environment. The SSAV Team assesses that currently, the majority of Anglophone N/OCdts requiring Summer SLT will attend classes in Kingston while most Francophone N/OCdts will complete Second Language Training (SLT) in Saint Jean. This may be due to the availability of staff to instruct in either language at each location. N/OCdts excused SLT or for whom there is no organized MOC training chooses the location where they wish to complete on-job employment. The SSAV Team noted that notwithstanding the intent of Language of the Week, it falls short of what it is intended to accomplish. It may be because the majority of cadets are anglophone and not sufficiently proficient in French and therefore cannot meet the intent of communicating orally and in writing in their second language. Similarly, not all of the staff are sufficiently proficient in French to enforce the "Language of the Week." Expecting N/OCdts and staff to write in French if they do not even have a profile is considered counterproductive. Improving proficiency in French requires confidence to speak in French, a solid vocabulary and understanding of French grammar. The SSAV Team noted that anglophone N/OCdts who started at CMR SJ in Preparatory or First Year tend to do much better in achieving bilingualism objectives because of the immersive environment; and
- (16) In addition, the SSAV Team assesses that RMC lacks opportunities for language training beyond the required BBB. Once N/OCdts have attained the standard they are no longer offered training. Options to learn other languages do not exist at RMC despite the fact that demographically the major languages of the world are Chinese, Spanish and Arabic. There are some opportunities for N/OCdts to improve their language skills during summer OJE however most choose to a location where they can work in their primary language, thus missing out on an opportunity to become more fluent in their second official language.

d. Recommendations:

(1) <u>Leadership Level Progression Model (LLPM)</u>. (*KEY RECOMMENDATION*) It is recommended that the Leadership Level Progression Model be critically re-examined as a priority and a decision made to either modify the approach,

such that it removes the potential for stigmatization and negative associations towards the development and progression of some N/OCdts; or, withdraw it completely from the college programme and return to an academic-year based progression, as was the case prior to 2014. This review should be convened under the authority of Commander, Military Personnel Command;

- (2) <u>Programming of N/OCdt Time</u>. (*KEY RECOMMENDATION*) It is recommended that RMC create the capacity to do day to day integration, deconfliction and coordination of the delivery of the component activities within the Four Pillar programme. As part of this, the Commandant and Principal RMC should consider implementing the following:
 - (a) Adopting a single, common, college-wide calendar or timetable;
 - (b) Reinforcing and internalizing the "One College Team" philosophy across all elements of RMC, including during staff and N/OCdt orientations;
 - (c) Incorporating opportunities for decompression within the N/OCdts' schedules that allow for personal down time and low stress activities that foster group cohesion and build informal support networks within the N/OCdt body;
 - (d) Ensuring that the scheduled evening study time for N/OCdts is protected from interruptions or disruptions; and
 - (e) Adding instruction on time management and good study tools and habits.
- (3) Content of Professional Military Training (PMT). (KEY RECOMMENDATION) It is recommended that Commander, Military Personnel Command, convene a working group comprising key stakeholders from CDA/MILPERSGEN, RMC, CMR SJ, Canadian Joint Operations Command and training representatives from the three Environmental Commands (Navy, Army and Air Force) to review and scrub down the existing Professional Military Training syllabus, map it to Basic Military Officer Qualification, First Year Orientation Programme and Development Period 1 objectives. The aim would be to create a progressive, relevant and value-added Professional Military Training Plan that would include input from the Environmental Commands and CDA/MILPERSGEN on a set of common qualifications, practical skills or knowledge that would be considered value added by the Services for junior officers arriving at their first units. Consideration could be given to the following:
 - (a) Delegated Officer qualification;
 - (b) Assisting Officer Course qualification;

- (c) Winter Warfare qualification;
- (d) Personal weapon qualification (pistol, C7 rifle);
- (e) Range Safety Officer qualification; and
- (f) Case studies in the military estimate process and practical field/base/maritime exercises oriented towards providing N/OCdts opportunities to develop tactical plans and orders.
- (4) <u>Delivery of Professional Military Training (PMT)</u>. (*KEY RECOMMENDATION*) It is recommended that delivery of the revised Professional Military Training syllabus be reviewed by the Commandant and Principal of RMC with the aim to determining the best way to schedule it within the restraints of the RMC programme. Consideration should be given to combining instruction periods into larger blocks, potentially on a monthly/semester basis in order to concentrate effort and optimize the learning opportunities for N/OCdts. Creating hands-on training through a multi-day field exercise environment, at least once a year, should also be considered;
- (5) Integration of Leadership Development. (KEY RECOMMENDATION) It is recommended that Commander, CDA/MILPERSGEN convene a working group charged with restructuring the delivery of leadership development at RMC with the aim to integrate components of the Core Curriculum and Military Psychology and Leadership studies with the revised Professional Military Training Plan. This integrated leadership development approach should focus towards a progressive and systematic inculcation of N/OCdts into the CAF profession of arms. It should be aligned with the practicum of leadership that is part of the Cadet Chain of Authority. It should build in active mentoring and coaching by Division and Squadron Commanders and Senior Non-Commissioned Members;
- (6) <u>Leadership Development Progression Plans</u>. (*KEY RECOMMENDATION*) Is it recommended that in line with the outcome of the above recommendation, Commandant RMC consider creating leadership development progression plans that are customized to each individual N/OCdt. The plans would detail development objectives to meet or exceed the standards for the Four Pillars. The development plans would be agreed between each N/OCdt and their respective Squadron Commander, and Division and Squadron Commanders and Senior NCMs would actively coach and mentor N/OCdts towards the attainment of their goals;
- (7) <u>First Year Orientation Programme (FYOP)</u>. (*KEY RECOMMENDATION*) It is recommended that RMC continue to improve the execution of the FYOP using the 2016 Training Plan as a start point, while implementing the following additional measures:

- (a) Third and Fourth Year N/OCdts should continue to conduct the programme as this provides good leadership opportunities. They must continue to be given the one-week preparation period;
- (b) The programme must be supervised, including after normal working hours, by RMC military and Athletic Department staff;
- (c) The content of the FYOP should be rationalized against the content of Part 1 of the Basic Military Officer Qualification course, with a view to eliminating unnecessary duplication and focusing the RMC programme on RMC-specific knowledge, skills and traditions as well as teambuilding; and
- (d) The length of the FYOP should be reduced, commensurate with the preceding steps, in order to minimize the impact on academic classes.
- (8) Ontario Universities Athletics Association (OUAA). (Supporting Recommendation) It is recommended that RMC ensure that the requirements of the OUAA are being fully met by the Varsity team programme at RMC;
- (9) <u>Supplemental PT</u>. (Supporting Recommendation) It is recommended that RMC ensure an acceptable staff to student ratio by hiring the required additional coordinators. Those PSP staff could also provide added capacity to address other requirements; namely expanding SPT to include all N/OCdt years that require it, capacity to supervise the conduct of PT during FYOP, instruction on Sports Nutrition and Health N/OCdts, and mentoring/supervision of N/OCdt leading sports and PT sessions;
- (10) <u>BMOQ Fitness Testing Results</u>. (*Supporting Recommendation*) It is recommended that CDA/MIPERSGEN HQ direct Canadian Forces Leadership and Recruit School (CFLRS) to release the BMOQ MPFS (FORCE Test) results of N/OCdts prior to the start of FYOP each year;
- (11) <u>Bilingualism Environment</u>. (*Supporting Recommendation*) It is recommended that the RMC Language Centre be given a more active role in developing a plan to improve how Language Weeks are carried out, with consideration to maximizing the opportunities that are afforded to N/OCdts to use their second language in the work environment at RMC;
- (12) <u>Summer Second Language Training and Immersion</u>. (*Supporting Recommendation*) It is recommended that CDA/MILPERSGEN and RMC review where summer language training is conducted with a view to maximizing the second language immersion opportunities for Anglophone and Francophone N/OCdts at CMR SJ and RMC Kingston respectively; and

(13) On-Job Employment (OJE) and Internship for N/OCdts. (Supporting Recommendation) It is recommended that N/OCdts who have not achieved their bilingualism standards be encouraged to conduct their summer On-Job Employment (OJE) at units or organizations that will permit them to be fully immersed in their second language.

Annex J – References

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- 3. 1151-1 (SO OPD 1&2) Record of Proceedings Canadian Military College (CMC) Programme Review Board (PRB) Held at CDA HQ 27 October 14, dated 18 December 14
- 4. 1180-1;(MPG) CAF Professional Development Council (PDC) Meeting Held 12 November 2015 in Ottawa Record of Decisions, dated 12 January 2016
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- 6. 1948-1 (DMPPPC 3) Commander Military Personnel Command (Commander MILPERSCOM) Fiscal Year (FY) 2016/17 Business Plan 5 November 2015
- 7. 4500-1 (Commander MILPERSGEN) Chief of the Defence Staff Directive to Implement Changes to the Canadian Armed Forces Professional Development System, 21 September 2016
- 8. 4500-1 (Commander MILPERSGEN) Chief of the Defence Staff Directive to Implement Changes to the Canadian Armed Forces Professional Development System, 21 September 2016
- 9. 4500-1 (SO OPD 1&2) 2 Record of Decisions Canadian Military College (CMC) Programme Review Board (PRB) 22 Apr 2016, dated 2 Nov 2016
- 10. 4500-1 (SO OPD DP 1&2) CDA Directive 01/16 Canadian Military College Training Policy for Regular Officer / Reserve Entry Training Plans, 26 July 2016
- 11. 4500-1 (SO OPD DP 1&2) CDA Directive 01/15 Canadian Military College Training Policy for Regular Officer/Reserve Officer Training Plans, 15 July 2015
- 12. 4639-1 (SO OPD DP 1&2) 15 December 2014, Changes to Basic Military Officer Qualification Summer Training Sequencing
- 13. Academic Regulation 18.4
- 14. A-P3-050-SLT/PH-H01 Training Plan Military Second Language Training Program (MSLTP) Canadian Armed Forces French Curriculum (CAFFC)
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- 16. A-PD-055-002/PP-003 Canadian Forces Officer General Specifications (OGS) Last revised 23 Jul 2013
- 17. A-PD-055-002/PP-003 Officer General Standards
- 18. Automated Establishment Report as of 17 November 2016
- 19. Briefing Note 2016 RMCC Fitness Review Findings dated 20 June 2016
- 20. Briefing Note for the Armed Forces Council "Royal Military College of Canada's Leadership Level Model," Annex J, 15 April 2014
- 21. Briefing Note to RMC SSAV RMC Leadership Training and Training Wing PMT
- 22. Briefing to RMC Board of Governors, The RMCC Progression Model, September 2014
- 23. Briefing to Special Staff Assistance Visit Team on the Royal Military College, 1 November 2016

- 24. C PROG 0046 241200Z SEP 07, Canadian Forces Organization Order (CFOO) 0046 Royal Military College of Canada (RMC)
- 25. C PROG 9901 181200Z JUN 07, Canadian Forces Organization Order (CFOO) 9901–Canadian Defence Academy (CDA)
- 26. C PROG 9971 111200Z AUG 09, Canadian Forces Organization Order (CFOO) 9971 Canadian Forces Recruiting Group (CFRG). According to a MILPERSGEN BN (Governance of the Royal Military College) dated 8 July 2016
- 27. Canadian Armed Forces Diversity Strategy 2016
- 28. Canadian Forces Administrative Order 9-12, Regular Officer Training Plan
- 29. Canadian Human Rights Act
- 30. Canadian Officership in the 21st Century: Detailed Analysis and Strategy for Launching Implementation (Officership 2020); Strategic Guidance for the Canadian Forces Officer Corps and the Officer Professional Development System, March 2001
- 31. CDS Designated Release Authorities Regular Force, 16 January 2015
- 32. Canadian Forces Employment Equity Report
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- 42. DAOD 7023-1, Defence Ethics Programme, and
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Annex K – Abbreviations

Abbreviation	Definition
CAF	Canadian Armed Forces
CDA	Canadian Defence Academy
CDS	Chief of the Defence Staff
Cmdt	Commandant
CMP	Chief of Military Personnel
CMR	Collège Militaire Royal de Saint Jean
CCoA	Cadet Chain of Authority
CoC	Chain of Command
DND	Department of National Defence
MEL	Medical Employment Limitations
MILPERSCOM	Military Personnel Command
MILPERSGEN	Military Personnel Generation
NCM	Non-Commissioned Officer
N/OCdt	Naval/Officer Cadet
PSP	Personnel Support Programme
RMC	Royal Military College of Canada
RETP	Reserve Officer Training Plan
ROTP	Regular Officer Training Plan
SSAV	Special Staff Assistance Visit
VCDS	Vice Chief of the Defence Staff

Annex L – Summary of Recommendations

Area of	Type	Serial	Recommendation	Reference
Assessment Command and Control and Governance	Key	1a	Review of RMC Academic Governance Framework. It is recommended that a comprehensive review be conducted of the QR(Canmilcols), Ministerial Directives for the Principal, and the BoG ToR in order to ensure – to the extent possible within the CAF's legal and policy framework – that RMC's academic programme is governed in a manner similar to other Canadian universities, while RMC continues to function as a CAF unit and in accordance with the law, orders and directives applicable to the members of such units	Annex F para 38(a)
	Key	1b	Review of CDA/MILPERSGEN Structure. It is recommended that – subsequent to the review of the RMC governance framework – a review of the CDA/MILPERSGEN role, structure, and chain of command be conducted, with both reviews taking into account (if appropriate) the possibility of a CMR SJ return to degree-granting status.	Annex F para 38(b)
	Key	1c	Comprehensive review of CADWINS. It is recommended that a review of CADWINS be initiated, involving participation by representatives of the Cadet Wing as well as the Training Wing, to identify any rules which could be replaced by desired outcomes, and that a similar outcome-based approach be adopted by the Training Wing in giving direction to the Cadet Wing.	Annex F para 52(a)
	Sp	1d	Bar Position Selection. It is recommended that RMC should ensure the selection process for bar positions continues to include N/OCdt recommendations – the Training Wing should carefully review them to ensure that each N/OCdt is the "best fit" for the bar position in question, including (where appropriate) assigning N/OCdts to hold bar positions in other Flights and Squadrons in order to reduce the requirement to exercise authority in relation to friends.	Annex F para 51(a)

Area of Assessment	Type	Serial	Recommendation	Reference
Selection and Responsibilities of RMC Staff	Key	2a	<u>Director of Cadets</u> . The SSAV Team acknowledges the intent to upgrade this position to the rank of Colonel/Captain (Navy). It is recommended that the Director of Cadets position be designated a key position and be succession managed.	Annex G para 3g(5)
	Key	2b	Training Wing Sergeant Major. In line with the change in rank of the Director of Cadets position to Colonel/Captain (Navy), it is recommended that the Training Wing Sergeant Major position be changed to Chief Warrant Officer/Chief Petty Officer 1 st Class. The position should be designated as a unit level appointment.	Annex G para 3g(6)
	Key	2c	Division/Squadron Commanders. It is recommended that detailed selection criteria be provided to Career Managers for future incumbents and a screening process be established to allow for RMC leadership to have input on the selection of officers in direct contact with N/OCdts. Officers should have at least one full tour of duty as junior leaders in a tactical unit prior to being assigned as a Squadron Commander. The Squadron Commander and Division Commander positions should be recognized as command positions and those selected should be functionally bilingual, or as a minimum, the leadership teams comprising the officer and Senior NCM should together provide a functionally bilingual combination.	Annex G para 3g(7)
	Key	2d	Division Senior NCMs. It is recommended that the four Division Senior NCM positions be upgraded to the rank of Master Warrant Officer/Chief Petty Officer 2 nd Class in order to align experience, training and maturity with the important mentorship roles for these positions. It is also recommended that detailed selection criteria be provided to Career Managers for future incumbents and a screening process be established to allow for RMC leadership to have input on the selection of NCMs in direct contact with N/OCdts.	Annex G para 3g(8)

Area of Assessment	Type	Serial	Recommendation	Reference
Selection and Responsibilities of RMC Staff	Key	2e	Squadron Training NCMs. It is recommended that all Squadron Sr NCM positions be upgraded to Warrant Officer/Petty Officer 1st Class. It is also recommended that detailed selection criteria be provided to Career Managers for future incumbents and a screening process be established to allow for RMC leadership to have input on the selection of NCMs in direct contact with N/OCdts.	Annex G para 3g(9)
	Key	2f	<u>Diversity Considerations</u> . It is recommended that as part of the selection process for RMC military staff positions, the CAF should ensure a more proportional representation of Employment Equity groups, in particular women, to ensure N/OCdts have leaders and mentors that they can identify with.	Annex G para 3h(3)
	Key	2g	Recognition. It is recommended that personnel posted to the Training Wing at RMC receive appropriate recognition at Environmental (Navy, Army, and Air Force) and CAF Selection Boards for the role, responsibilities and complexities inherent in providing leadership, supervision, coaching and mentoring at RMC.	Annex G para 3i(3)
	Key	2h	Military Faculty. It is recommended that RMC determine the optimal tour length of its Military Faculty personnel in order to ensure a balance between academic credentials and recent military experience.	Annex G para 4c
	Key	2i	Formal Training. It is recommended that all Training Wing personnel undergo a training programme commensurate with the expectations of their unique role at RMC (e.g. coaching and mentoring, cultural intelligence, Harmful and Inappropriate Sexual Behaviour (HISB), The Road to Mental Readiness (R2MR), Mental Fitness and Suicide Awareness, etc.).	Annex G para 5c
	Sp	2j	Commandant's Tenure. It is recommended that the Commandant be appointed for a minimum period of three years with potential for extending that to four or five years to optimize continuity and stability.	Annex G para 3g(1)

Area of	Type	Serial	Recommendation	Reference
Assessment				
Selection and	Sp	2k	Deputy Commandant: It is recommended that a full-time Deputy	Annex G
Responsibilities of			Commandant position be established. This position could take on the role of	para 3g(2)
RMC Staff			programme integrator, overseeing the synchronization and management of	
			the execution of the Four Pillars. Tour of duty should be as per CAF norm	
	Sp	21	<u>College CWO</u> . It is recommended that consideration be given to designating	Annex G
	1		this position as a first level Senior Appointment	para 3g(3)
	Sp	2m	College Chaplains. It is recommended that the tour of duty for RMC	Annex G
	1		chaplains be limited to no more than three years.	para 3g(4)
	Sp	2n	Specific Roles of Division/Squadron Commanders. TOAs need to clarify the	Annex G
	1		role and relationship of Division and Squadron Commanders with reference	para 3g(7)(a)
			to the development of the N/OCdts. In his blog, Anthony Moore posits that	and
			"Millennials [and Generation Z] crave mentorship, leadership, and personal	para 3g(7)(b)
			growth from their employer." ²²⁵ As such, based on the definitions of	
			coaching and mentoring provided above, the SSAV Team recommends the	
			following approach:	
			a. Coaching relates to developing the N/OCdts on followership,	
			developing their body of knowledge, applying this body of knowledge	
			to practical skills, time management, etc. (knowledge of what, why, and	
			how - savoir et savoir faire); and	
			b. Mentoring relates to developing the N/OCdts judgement, overall attitude	
			and approach to others, effective verbal and written communication	
			skills, supervision of others, application of discipline, etc. (knowledge	
			of how to act or behave – savoir être).	
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²²⁵ Anthony Moore, "4 Things You Need to Know About Hiring Millennials in 2016." *Brazen*, April 14, 2016, http://www.brazen.com/blog/recruiting-hr/4-things-you-need-to-know-about-hiring-millenials (accessed January 24, 2017)

Area of Assessment	Type	Serial	Recommendation	Reference
Selection and Responsibilities of RMC Staff	Sp	20	Officer/Non-commissioned Member Relationship Development. The SSAV Team suggests that First Year N/OCdts will mostly require coaching whereas N/OCdts holding leadership appointments within the Cadet Chain of Authority and those in Third and Fourth Years will require more mentoring. The assignment of those coaching and mentoring tasks should therefore take into consideration the level of experience and close relationship required to best provide the required effect (strong leadership, trust, loyalty, and open dialogue). For example, considering the significant amount of administrative workload on the Squadron Commanders, these tasks should be a shared responsibility between Officers and Non-Commissioned Members. Indeed, the N/OCdts need to learn by example from Training Wing staff about officer/Non Commissioned Member relationships, including the leadership team concept and the role of Sr NCMs in the development of junior officers for the CAF	Annex G para 3g(7)(b)
	Sp	2p	Specific Duties of Squadron Training Senior NCMs. It is recommended that RMC ensure that Squadron Sr NCMs contribute directly to the development of the N/OCdts and take an active role in preparing them for the realities of life in the CAF, including the concept of the officer and Sr NCM relationship where the junior officer possesses the authority to command while the latter provides advice, coaching and mentoring based on years of experience. Training Wing staff must therefore capitalize on the opportunity to nurture this relationship throughout the N/OCdts' four-year stay at RMC	Annex G para 3g(9)(a)

Area of	Type	Serial	Recommendation	Reference
Assessment Support Services	Key	3a	Health Readiness. It is recommended that Canadian Forces Health Services Group review the periodic health assessment policy (4000-21) to determine the appropriate period of validity for the enrolment medical assessments of N/OCdts attending military colleges. The Surgeon General should study the feasibility of changing the policy for periodic health assessments for such N/OCdts, ensuring that the enrolment medical assessment is not the only one conducted during those first four years of service. It may be appropriate to mirror the process used for aircrew personnel, allowing a yearly medical questionnaire to be filled out by the N/OCdts and reviewed by a clinician, with a full medical assessment being conducted at the end of the N/OCdts' second year	Annex H para 14a(1)
	Key	3b	Peer Assistance Group (PAG). It is recommended that the delivery of peer support through the PAG be re-evaluated by RMC with the aim of addressing concerns over confidentiality, early engagement of the existing chain of command, amount of training, and to align with the validated CAF Sentinel programme.	Annex H para 20a(1)
	Key	3с	Massey Library. It is recommended that the CAF re-examine the priority and capital investment phasing associated with the replacement of the Massey Library with a view to completing this project much sooner than the current 2035 timeframe. Potential options to integrate a Learning Commons / Student Services Centre should be considered. In the interim, the Canadian Forces Real Property Operations Group should support RMC in finding solutions to the College's immediate needs with respect to library services.	Annex H para 21a(1)

Type	Serial	Recommendation	Reference						
Key	3d	Student Services Centre. It is recommended that in line with the re-	Annex H						
		capitalization re-assessment for the Massey Library, RMC together with staff	para 22a(1)						
		from Assistant Deputy Minister (Infrastructure and Environment), assess							
		whether a Student Services Centre is required at RMC and if so, what form it							
		should take.							
Key	3e	Language Centre. It is recommended that the existing RMC Language	Annex H						
		Centre be resourced at levels that will allow for uninterrupted instruction for	para 22a(2)						
		the N/OCdts at RMC.							
Key	3f	Human Resources. It is recommended that CDA/MILPERSGEN	Annex H						
		headquarters and RMC address military and civilian human resources gaps	para 23b(1)						
		in the areas of the Personnel Support Programme (PSP) staff in the Athletic							
		Department to include the Supplemental Physical Training staff, the							
		establishment of military positions and manning for the Training Wing/RMC							
Key	Key	Key	Key	Key	Key	Key	Key 3g	•	Annex H
J	Ü	· ·	para 24b						
		•	1						
		request an amendment to the Delegation of Authorities for Financial							
		Administration for the DND and the CAF in order to increase the level of							
		financial authority available to the Commandant and Principal.							
	Key	Key 3d Key 3e Key 3f	Key 3d Student Services Centre. It is recommended that in line with the recapitalization re-assessment for the Massey Library, RMC together with staff from Assistant Deputy Minister (Infrastructure and Environment), assess whether a Student Services Centre is required at RMC and if so, what form it should take. Key 3e Language Centre. It is recommended that the existing RMC Language Centre be resourced at levels that will allow for uninterrupted instruction for the N/OCdts at RMC. Key 3f Human Resources. It is recommended that CDA/MILPERSGEN headquarters and RMC address military and civilian human resources gaps in the areas of the Personnel Support Programme (PSP) staff in the Athletic Department to include the Supplemental Physical Training staff, the establishment of military positions and manning for the Training Wing/RMC Operations and Plans cell, the capacity, establishment and manning of the College Orderly Room, and that a review of the capacity of the maintenance and cleaning staff be conducted. Key 3g Financial Authority and Core Functions. It is recommended that CDA/MILPERSGEN headquarters and RMC review which elements of the RMC programme should be designated as Core Business Functions, in accordance with Treasury Board guidelines. In addition it is recommended that CMP/Commander MILPERSCOM consider approaching ADM(Fin) to request an amendment to the Delegation of Authorities for Financial						

Area of	Type	Serial	Recommendation	Reference
Assessment				
Support Services	Key	3h	Resiliency Centre. It is recommended that RMC engage with medical	Annex H
			stakeholders at Health Services as soon as possible to perform a RMC needs	para 27a
			assessment for resiliency training and mental health support as a programme before continuing with the Resiliency Centre initiative. It is recommended	
			that RMC halt ongoing 'Assist' training and replace it with the ACE (Assist-	
			Control-Escort) training that is recommended by the specialists for suicide	
			prevention	
	Key	3i	<u>Infrastructure</u> . It is recommended that RMC, the Canadian Forces Real	Annex H
			Property Operations Group and CFB Kingston evaluate the overall state of	para 29c(1)
			infrastructure at RMC, identify potential health and safety issues, address	
			long standing repair issues and establish priorities for near term operations	
			and maintenance of RMC infrastructure.	
	Sp	3j	Mental Health Services. It is recommended that RMC find a more private	Annex H
			location to further reduce barriers to obtaining mental health services. 33 CF	para 15a(1)
	~		H Svcs C should be resourced to provide these services on an ongoing basis.	
	Sp	3k	Mental Health Stigma. RMC staff should counter mental health stigma by	Annex H
			actively communicating the confidentiality of medical information in the	para 15b(1)
			CAF, and by continuing to encourage CAF members to access the services	
	C	21	available to them when they have mental health concerns.	A TT
	Sp	31	Health Services Access. It is recommended that 4 H Svcs Group and 33 CF	Annex H
			H Svcs C Kingston complete an options analysis for improving N/OCdt	para 16a(1)
			access to medical services, and should consider in doing so the possibility of	
	Cn	200	offering medical services outside regular working hours.	Annex H
	Sp	3m	<u>Dental Services</u> . It is recommended that the Base Kingston Dental Clinic	
			ensure that the 24/7 on-call service for emergencies is well advertised at RMC.	para 17a(1)
			NIVIC.	

Area of Assessment	Type	Serial	Recommendation	Reference
Support Services	Sp	3n	Access to Base Services. It is recommended that CFB Kingston and RMC review options for improving N/OCdt access to supply and ID card services at CFB Kingston.	Annex H para 18a(1)
	Sp	30	Supplemental Physical Training. It is recommended that RMC ensure an acceptable staff to student ratio by hiring the additional coordinators.	Annex H para 23b(2)
	Sp	3p	Public Affairs. It is recommended that CDA/MILPERSGEN review the PA support framework at RMC with a view toward augmenting the CAF public affairs officer with a civilian communications advisor (e.g. IS-03) and CAF Imagery Technician (e.g. Corporal) in order to ensure sufficient and ongoing focus on telling the many positive stories of the RMC experience, in the digital and visual narrative space in particular.	Annex H para 23b(3)
	Sp	3q	N/OCdt Pay Rates. It is recommended that a review of N/OCdt pay rates be conducted to determine if they have kept pace with the pay rates of other CAF members.	Annex H para 25c(1)
	Sp	3r	Ration Costs. It is recommended that an affordability study of ration deductions based on N/OCdt pay rates be conducted by DGCB, as referred to in MILPERSCOMGEN 001/13, Interim Direction for Delinking of Rations and Quarters	Annex H para 25c(2)
	Sp	3s	Holding Platoon Support. It is recommended that RMC evaluate the procedures supporting the holding platoon members, as stated in the Commandant's Priorities for 2016, to improve success, career management and administration of the members.	Annex H para 26b
	Sp	3t	<u>Dining Hall Noise</u> . It is recommended that strategies be studied to improve the noise level of the dining hall. If improved, the dining hall could be more conducive to be used as a student commons for study and homework, as a mitigation strategy for the Library issues.	Annex H para 29c(2)

Area of Assessment	Туре	Serial	Recommendation	Reference
Support Services	Sp	3u	Basic Food Cost. It is recommended that there be consideration of an increase in the Basic Food Cost at RMC. The SSAV Team understands that similar proposals have been approved for other CAF kitchens. This proposal is currently being developed by RMC Food Services staff.	Annex H para 29c(3)
	Sp	3v	Notice of unavailability of facilities. It is recommended that Base Kingston personnel be given as much advance notice as possible when facilities like the gym will be unavailable.	Annex H para 29c(4)
	Sp	3w	Athletics Facilities and Equipment. It is recommended that a replacement for the Constantine Arena be identified as a priority on the RMC Master Real Property Development Plan. Further, RMC and CFB Kingston should explore a proportional distribution of public and non-public funds for the purchase of equipment to be used by both CFB Kingston and RMC.	Annex H para 29c(5)
	Sp	3x	Passage of Information - Physical Fitness. It is recommended that RMC liaise with the CFB Kingston CDU at the beginning of each year in order to confirm arrangements for the CDU to communicate Medical Employment Limitations (MELs) to the Athletic Department.	Annex H para 29c(6)
	Sp	3у	Staff Well-being. It is recommended to continue with regular HWWG meetings. It is also recommended that RMC evaluate the possibility of offering a seminar on compassion fatigue and self-care to staff as soon as possible. The chaplains, health promotion staff and medical clinic staff can assist in its development.	Annex H para 30d

Area of Assessment	Туре	Serial	Recommendation	Reference
Four Pillars Programme	Key	4a	Early Selection Process. It is recommended that the selection process put in place by CDA/MILPERSGEN headquarters, RMC, CMR SJ and the Canadian Forces Recruiting Group in 2016, including the early offers, should be retained, accelerated if possible, and an annual review of the quality of N/OCdts recruiting process be conducted to identify potential areas for improvement.	Annex I para 3d(1)
	Key	4b	End-to-End Review (E2ER) of ROTP-RMC programme. It is recommended that CMP direct that as part of the End-To-End Review (E2ER), of the CAF PDS, an assessment of the ROTP-RMC Four Pillar programme be conducted in terms of its relationship to the CAF OGS and QS for officer Development Period 1 (DP1) and to identify solutions that will formalize its role within the CAF PDS. Once this is completed, the QR (Canmilcols) should be amended to reflect the results of that review in terms of the course of study prescribed by the MND.	Annex I para 5d(1)
	Key	4c	Military Leadership Pillar and Standards. It is recommended that a review of the authorities and process to set the standards in the Military Pillar of the ROTP-RMC Four Pillar programme be conducted. If possible, this should be done as part of the overall ROTP-RMC Programme review and formalization within the End-to-End Review (E2ER) that has been recommended as part of this report.	Annex I para 6j(2)

Area of	Type	Serial	Recommendation	Reference
Assessment Four	Key	4d	Fitness Pillar and Standards. It is recommended that the RMCC Fitness Pillar	Annex I
Pillars	Rey	4u	programme be reviewed with the aim of formalizing the authorities for	para 6j(3)
Programme			setting the fitness standards at RMC and the methodology for enforcing	para oj(3)
Trogramme			those standards. Further, it is recommended that a Project Management	
			Team, led by DFit with RMCC Athletic Department participation, validate	
			the requirement and construct of the PPT conducted at RMC. This should be	
			done as part of the overall ROTP-RMC programme review and formalization	
			within the End-to-End Review (E2ER) that has been recommended as part of	
			this report.	
	Key	4e	<u>Unity of Purpose</u> . It is recommended that, as a priority, the Commandant	Annex I
			and Principal work deliberately to build a stronger working environment	para 8d(1)
			amongst the elements of RMC, in particular the Academic and Training	
			Wings. The intent of the <i>One College Team</i> approach, based in the 2016	
			Commandant's Priorities, needs to be internalized by all staff at RMC and an	
			environment of mutual respect, support and cooperation established to ensure	
			that all members of RMC are focused on achieving the unit mission.	
	Key	4f	Synchronization and management of the Four Pillar programme. It is	Annex I
			recommended that RMC create the capacity to synchronize and manage the	para 8d(2)
			execution of the Four Pillar programme on a continuous basis. The	
			Commandant and Principal of RMC should consider assigning this role to an	
			existing position, or consider formally establishing the Deputy Commandant	
	T.7	4	position at RMC and assigning this role	
	Key	4g	Alternative ROTP-RMC Programme Delivery Model. It is recommended	Annex I
			that consideration should be given to re-aligning the components of the Four	para 8d(3)
			Pillar programme in order to re-focus on the fundamentals of achieving	
			academic and leadership development outcomes. Leadership development	
			could be consolidated under the Director of Cadets and would comprise	
			integrated military training and education, physical fitness and bilingualism.	

Area of	Type	Serial	Recommendation	Reference
Assessment				
Four	Key	4h	Rationale for the ROTP-RMC Standards. It is recommended that	Annex I
Pillars			CMP/Commander MILPERSCOM, as part of the End-to-End Review	para 9g(1)
Programme			(E2ER) process, identify the rationale for the higher standards expected of	
			N/OCdts in the ROTP-RMC programme. When established, this rationale	
			should be clearly captured in policy.	
	Key	4i	<u>Validation of ROTP-RMC standards</u> . It is recommended that	Annex I
			CDA/MILPERSGEN conduct regular validation of the ROTP-RMC	para 9g(2)
			standards with graduates and their superiors.	
	Key	4j	Enforcement of ROTP-RMC Standards. It is recommended that should a	Annex I
			legal or policy basis for the required standards in the military, fitness and	para 9g(3)
			bilingual components of the ROTP-RMC programme (Four Pillars) be	
			established (see recommendation above), CDA/MILPERSGEN and RMC	
			should ensure that there is a clear and enforceable basis for removal of	
			N/OCdts from the ROTP-RMC programme.	
	Key	4k	<u>Transition out of ROTP-RMC programme</u> . It is recommended that	Annex I
			CDA/MILPERSGEN and RMC work with CMP/Commander	para 9g(4)
			MILPERSCOM on establishing respectful transition options for N/OCdts	
			who do not meet ROTP-RMC programme requirements with the aim to	
			ensure that individuals who are not able to meet the required standards at	
			RMC, are given clear options, treated with dignity and given the support	
			they require to transition in a timely manner from the ROTP-RMC	
			programme. The Commandant RMC should liaise directly with key	
			CMP/Commander MILPERSCOM staff to ensure transition options are	
			provided to N/OCdts in a timely manner.	

Area of	Type	Serial	Recommendation	Reference
Assessment				
Four Pillars Programme	Key	41	Leadership Level Progression Model. It is recommended that the Leadership Level Progression Model be critically re-examined as a priority and a decision made to either modify the approach, such that it removes the potential for stigmatization and negative associations towards the development and progression of some N/OCdts; or, withdraw it completely from the college programme and return to an academic-year based progression, as was the case prior to 2014. This review should be convened	Annex I para 10d(1)
	Key	4m	 under the authority of Commander, Military Personnel Command. Programming of N/OCdt Time. It is recommended that RMC create the capacity to do day to day integration, de-confliction and coordination of the delivery of the component activities within the Four Pillar programme. As part of this, the Commandant and Principal RMC should consider implementing the following: (a) Adopting a single, common, college-wide calendar or timetable; (b) Reinforcing and internalizing the "One College Team" philosophy across all elements of RMC, including during staff and N/OCdt orientations; (c) Incorporating opportunities for decompression within the N/OCdts' schedules that allow for personal down time and low stress activities that foster group cohesion and build informal support networks within the N/OCdt body; (d) Ensuring that the scheduled evening study time for N/OCdts is protected from interruptions or disruptions; and (e) Adding instruction on time management and good study tools and habits. 	Annex I para 10d(2)

Area of Assessment	Type	Serial	Recommendation	Reference
Four Pillars Programme	Key	4n	Content of Professional Military Training. It is recommended that a Commander, Military Personnel Command, convene a working group comprising key stakeholders from CDA/MILPERSGEN, RMC, CMR SJ, Canadian Joint Operations Command and training representatives from the three Environmental Commands (Navy, Army and Air Forces) to review and streamline the existing Professional Military Training syllabus, map it to Basic Military Officer Qualification, First Year Orientation Programme and Development Period 1 objectives. The aim would be to create a progressive, relevant and value-added Professional Military Training Plan that would include input from the Environmental Commands and CDA/MILPERSGEN on a set of common qualifications, practical skills or knowledge that would be considered value-added for junior officers arriving at their first units. Consideration could be given to the following: (a) Delegated Officer qualification; (b) Assisting Officer Course qualification; (c) Winter Warfare qualification (pistol, C7 rifle); (e) Range Safety Officer qualification; and (f) Case studies in the military estimate process and practical field/base/maritime exercises oriented towards providing N/OCdts opportunities to develop tactical plans and orders.	Annex I para 10d(3)

Area of Assessment	Type	Serial	Recommendation	Reference
Four Pillars Programme	Key	40	Delivery of Professional Military Training.) It is recommended that delivery of the revised Professional Military Training syllabus be reviewed by the Commandant and Principal of RMC with the aim to determining the best way to schedule it within the restraints of the RMC programme. Consideration should be given to combining instruction periods into larger blocks, potentially on a monthly/semester basis in order to concentrate effort and optimize the learning opportunities for N/OCdts. Creating hands-on training through a multi-day field exercise environment, at least once a year, should also be considered.	Annex I para 10d(4)
	Key	4p	Integration of Leadership Development. It is recommended that Commander, CDA/MILPERSGEN convene a working group charged with restructuring the delivery of leadership development at RMC with the aim to integrate components of the Core Curriculum and Military Psychology and Leadership studies with the revised Professional Military Training Plan. This integrated leadership development approach should focus towards a progressive and systematic inculcation of N/OCdts into the CAF profession of arms. It should be aligned with the practicum of leadership that is part of the Cadet Chain of Authority. It should build in active mentoring and coaching by Division and Squadron Commanders and Senior Non-Commissioned Members	Annex I para 10d(5)

Area of	Type	Serial	Recommendation	Reference
Assessment				
Four	Key	4q	<u>Leadership Development Progression Plans</u> . Is it recommended that in line	Annex I
Pillars			with the outcome of the above recommendation, Commandant RMC	para 10d(6)
Programme			consider creating leadership development progression plans that are	
			customized to each individual N/OCdt. The plans would detail development	
			objectives to meet or exceed the standards for the Four Pillars. The	
			development plans would be agreed between each N/OCdt and their	
			respective Squadron Commander, and Division and Squadron Commanders	
			and Senior NCMs would actively coach and mentor N/OCdts towards the	
			attainment of their goals.	
	Key	4r	<u>First Year Orientation Programme (FYOP)</u> . It is recommended that RMC	Annex I
			continue to improve the execution of the First Year Orientation Programme	para 10d(7)
			using the 2016 Training Plan as a start point, while implementing the	
			following additional measures:	
			(a) Third and Fourth Year N/OCdts should continue to conduct the	
			programme as this provides good leadership opportunities. They must	
			continue to be given the one-week preparation period;	
			(b) The programme must be supervised, including after normal working	
			hours, by RMC military and Athletic Department staff;	
			(c) The content of the FYOP should be rationalized against the content of	
			Part 1 of the Basic Military Officer Qualification course, with a view	
			to eliminating unnecessary duplication and focusing the RMC	
			programme on RMC-specific knowledge, skills and traditions as well	
			as team-building; and	
			(g) The length of the FYOP should be reduced, commensurate with the	
			preceding steps, in order to minimize the impact on academic classes.	

Area of Assessment	Type	Serial	Recommendation	Reference
Four Pillars Programme	Sp	4s	Attraction of New Generations. It is recommended that the Commander Canadian Forces Recruiting Group be given more direct control over the public marketing campaigns for CAF recruiting and in particular the ROTP-RMC programme	Annex I para 3d(2)
	Sp	4t	ROTP-RMC Brochure. It is recommended that RMC provides Canadian Forces Recruiting Group with updated material affecting the ROTP-RMC campaign not later than mid-July annually for the following year.	Annex I para 3d(3)
	Sp	4u	<u>Validation of the Canadian Forces Aptitude Test (CFAT)</u> . It is recommended that the Canadian Forces Aptitude Test be re-validated as soon as practicable and every five years thereafter to ensure its ongoing relevance to CAF requirements.	Annex I para 3d(4)
	Sp	4v	Information on CAF Fitness Expectations. It is recommended that the Canadian Forces Recruiting Group, in consultation with the Director General Morale and Welfare Services and the RMC Athletics Department consider providing those offered admission with access to the DFit site for the purpose of providing additional tools to assist them in adapting to the fitness standards of the CAF.	Annex I para 3d(5)
	Sp	4w	Assignment of Anglophone N/OCdts to CMR SJ. It is recommended that the Canadian Forces Recruiting Group give consideration, in line with the overall objectives of the CMR SJ programme, to sending N/OCdts with no or very little French language skills to CMR SJ to complete their first year immersed in a francophone speaking environment.	Annex I para 3d(6)
	Sp	4x	Assignment of Military Occupations. It is recommended that CDA/MILPERSGEN consider giving the Commandant of RMC direct liaison with appropriate staff in Chief of Military Personnel/Commander Military Personnel Command in order to effect the occupational reassignment of N/OCdts in order to reduce the wait period for Compulsory or Voluntary Occupational Transfers.	Annex I para 3d(7)

Area of Assessment	Type	Serial	Recommendation	Reference
Four Pillars Programme	Sp	4y	Improved CAF Senior Leadership Awareness. It is recommended that CMP approach Armed Forces Council (AFC) to support an effort to build senior leadership awareness and engagement with the ROTP-RMC Four Pillar programme with a view to ensuring it is addressing the needs of the CAF.	Annex I para 5d(2)
	Sp	4z	RMC Annual Orientation. It is recommended that Commandant and Principal of RMC establish an annual orientation session; which includes all members of the staff, faculty, and N/OCdts; that aims to reinforce the RMC mission, purpose, programme objectives and priorities.	Annex I para 5d(3)
	Sp	4aa	Change to 1.5 Mile Run. As per the recommendation of the Athletics Department, a transition period should be implemented which would see the 1.5 mile run used during the main testing period and the 20 Metre Shuttle Run (MSR) for all re-tests for a period of one year.	Annex I para 6j(4)
	Sp	4bb	Buy-in to the Objectives of the Four Pillars. It is recommended that RMC improve the way it communicates the rationale for the validated standards and requirements of the Four Pillar programme to the N/OCdts. Particular effort should be made to ensure the "why" is explained and the enduring value of striving for excellence over the course of a professional career as an officer in the CAF.	Annex I para 8d(4)
	Sp	4cc	Ontario Universities Athletics Association. It is recommended that RMC ensure that the requirements of the OUAA are being fully met by the Varsity team programme at RMC.	Annex I para 10d(8)
	Sp	4dd	Supplemental PT. It is recommended that RMC ensure an acceptable staff to student ratio by hiring the required additional coordinators. Those PSP staff could also provide added capacity to address other requirements; namely expanding SPT to include all N/OCdt years that require it, capacity to supervise the conduct of PT during FYOP, instruction on Sports Nutrition and Health N/OCdts, and mentoring/supervision of N/OCdt leading sports and PT sessions.	Annex I para 10d(9)

Area of	Type	Serial	Recommendation	Reference
Assessment				
Four	Sp	4ee	BMOQ Fitness Testing Results. It is recommended that CDA/MIPERSGEN	Annex I
Pillars			HQ direct Canadian Forces Leadership and Recruit School (CFLRS) to	para 10d(10)
Programme			release the BMOQ MPFS (FORCE Test) results of N/OCdts prior to the start	
_			of FYOP each year.	
	Sp	4ff	Bilingualism Environment. It is recommended that the RMC Language	Annex I
	-		Centre be given a more active role in developing a plan to improve how	para 10d(11)
			Language Weeks are carried out, with consideration to maximizing the	
			opportunities that are afforded to N/OCdts to use their second language in	
			the work environment at RMC.	
	Sp	4gg	Summer Second Language Training and Immersion. It is recommended that	Annex I
			CDA/MILPERSGEN and RMC review where summer language training is	para 10d(12)
			conducted with a view to maximizing the second language immersion	
			opportunities for Anglophone and Francophone N/OCdts at CMR SJ and	
			RMC Kingston respectively.	
	Sp	4hh	On-job Employment and Internship for N/OCdts. It is recommended that	Annex I
			N/OCdts who have not achieved their bilingualism standards be encouraged	para 10d(13)
			to conduct their summer On-Job Employment (OJE) at units or organizations	
			that will permit them to be fully immersed in their second language.	