CHARACTER BASED LEADERSHIP FOR THE CANADIAN ARMED FORCES: A CONCEPT WHOSE TIME HAS COME

Major Jeffrey Manley

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<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>PD</td>
<td>Professional Development</td>
</tr>
<tr>
<td>PME</td>
<td>Professional Military Education</td>
</tr>
<tr>
<td>DWH</td>
<td>Duty with Honour</td>
</tr>
<tr>
<td>SSE</td>
<td>Strong, Secure, Engaged</td>
</tr>
<tr>
<td>CBL</td>
<td>Character-Based Leadership</td>
</tr>
<tr>
<td>COE</td>
<td>Contemporary Operating Environment</td>
</tr>
<tr>
<td>CFLI</td>
<td>Canadian Forces Leadership Institute</td>
</tr>
<tr>
<td>SLT</td>
<td>Situational Leadership Theory</td>
</tr>
<tr>
<td>VIA-IS</td>
<td>Values in Action Inventory of Strengths</td>
</tr>
<tr>
<td>OLC</td>
<td>Organizational Leader Character</td>
</tr>
<tr>
<td>LCIA</td>
<td>Leadership Character Insight Assessment</td>
</tr>
<tr>
<td>VBL</td>
<td>Values-Based-Leadership</td>
</tr>
<tr>
<td>LDF</td>
<td>Leadership Development Framework</td>
</tr>
<tr>
<td>JAG</td>
<td>Judge Advocate General</td>
</tr>
<tr>
<td>MPC</td>
<td>Military Personnel Command</td>
</tr>
<tr>
<td>OAG</td>
<td>Office of the Auditor General</td>
</tr>
<tr>
<td>ADM (RS)</td>
<td>Assistant Deputy Minister (Review Services)</td>
</tr>
<tr>
<td>HRMS</td>
<td>Human Resource Management System</td>
</tr>
<tr>
<td>CFTPO</td>
<td>Canadian Forces Taskings, Plans and Operations</td>
</tr>
<tr>
<td>SCONDVA</td>
<td>Standing Committee on National Defence and Veterans Affairs</td>
</tr>
<tr>
<td>NGOs</td>
<td>Non-Governmental Organizations</td>
</tr>
<tr>
<td>DGMPRA</td>
<td>Director General Military Personnel Research and Analysis</td>
</tr>
<tr>
<td>AFC</td>
<td>Armed Forces Council</td>
</tr>
<tr>
<td>CAI</td>
<td>Culture Alignment Initiative</td>
</tr>
<tr>
<td>OPI</td>
<td>Office of Primary Interest</td>
</tr>
<tr>
<td>OCI</td>
<td>Office of Collateral Interest</td>
</tr>
</tbody>
</table>
INTRODUCTION

In their 2015 examination *Forced to Change*, Colonel (retired) Bernd Horn and Dr. Bill Bentley argue that the Canadian Forces’ (CF) Somalia Affair, with its ensuing public inquiries and calls to action, forced CF leadership into reform and accountability.¹ According to the authors, central to this reform were the far-reaching initiatives that were introduced to improve the Canadian Forces’ Professional Development (PD) and professional military education systems. To support this mandate, the Assistant Deputy Minister (Human Resources-Military) established the Canadian Forces Leadership Institute (CFLI) and produced an authoritative manual detailing the profession of arms in Canada titled *Duty with Honor* (*DWH*). In turn, *DWH* influenced the production of four new leadership manuals: *Leadership in the Canadian Forces: Doctrine; Leadership in the Canadian Forces: Conceptual Foundations; Leadership in the Canadian Forces: Leading the Institution;* and *Leadership in the Canadian Forces: Leading People*.² Bentley and Horn conclude that these initiatives were largely successful in resetting the military’s organizational culture, but that the CF would need to remain vigilant to ensure that foundational, institutional requirements continued to sustain operations.³

In 2019, as the CAF works toward the implementation of its new *Strong, Secure, Engaged* (*SSE*) defence policy, it is once more on the precipice of transformation.⁴ To support this change, it is again looking to improve its professional culture by updating the doctrine by which it defines military professionalism.⁵ With this in mind, the following essay will argue that the CAF should deliberately incorporate the concept of *character*⁶ and, more specifically, *character-based leadership* (CBL)⁷ into its capstone leadership...
doctrine revisions to support the culture envisioned in *DWH*. The paper’s first section will propose that *leader-character*, having emerged as a prominent leadership concept, has significant potential to support *DWH*’s philosophy and should be included in its next iteration. The second section of the essay will articulate how incorporating the construct of character into *DWH* would also complement its corresponding leadership doctrine, providing the broader leadership framework needed to address contemporary threats to the profession of arms. The paper concludes by making the argument that only through a deep change-management process – and not by simply updating *DWH* – can the benefits of CBL be realized.

**SECTION ONE – THE CASE FOR CHARACTER IN THE DWH UPDATE**

*DWH Update 2020*

When CAF senior leaders and Department of National Defence (DND) social scientists originally produced *DWH*, they considered the inclusion of different intellectual frameworks to best describe the profession of arms in Canada. Ultimately, *DWH*’s authors opted for a values-based model rooted in the military ethos, one which would “guide CF personnel in the performance of their duty and allow [for] a special relationship of trust to be maintained with Canadian society” while “establishing the intellectual and doctrinal basis for all personnel and professional development policies in the Canadian Forces.” Apart from a minor update in 2009, this model remained both unchanged and unchallenged, even as the Canadian military (and the climate in which it operated) experienced a high degree of transformative change.

Fifteen years later, the Chief of the Defence Staff (CDS) has directed that an updated version of *DWH* reflect changes in the contemporary operating environment
which have occurred since its previous publication, providing the following intent for a revised *DWH*:

As head of the Profession of Arms in Canada, I intend to oversee the revision of *DWH* and to reissue this core doctrinal manual. The revision will be conducted through comprehensive consultation with all key stakeholders. Where necessary, DWH will articulate the expected professional conduct and behaviour in a manner that is both clear and compelling. It must be closely aligned with the Department’s values-based ethic as developed by the DEP. The professional philosophy embedded in the new edition of DWH will be reflected in all policies, programmes and activities throughout the CAF. In particular, this philosophy will fully inform subsequent editions of CAF leadership doctrine contained in Conceptual Foundations, Leading the Institution and Leading People.\textsuperscript{x}

Simply put, an updated *DWH* manual must include concepts that inculcate a philosophy which ensures that the “CAF military ethos is incorporated as a routine and common element of all CAF activities, policies, training, education, professional development, and programmes.”\textsuperscript{xi}

Presently, the *DWH* production team is examining a broad spectrum of conceptual approaches which could plausibly support this philosophy. As part of this process, it would behoove CAF practitioners to analytically evaluate the potential inclusion of character, as the evolution of this construct in the past fifteen years has witnessed it become a prominent leadership concept with notable potential to reinforce *DWH*’s core philosophy.

**The Emergence of Character as a Leadership Concept**

When the CFLI was rewriting CAF capstone leadership doctrine (2002 to 2007), leader-character was still a relatively obscure concept within leadership theory; consequently, it was not explicitly presented in either *DWH* or CAF leadership doctrine.\textsuperscript{xii}

This was primarily for five reasons. Firstly, CBL had been largely disavowed after its
credibility was challenged by prominent psychologist Ralph Stodgill, who argued that Situational Leadership Theory (SLT) effectively refuted trait-based models, including CBL.\textsuperscript{xiii} Secondly, there was a degree of skepticism surrounding the supposition that leader-character could be instructed and developed in workforces. Thirdly, CBL was a nebulous concept at that time, lacking a comprehensive definition and an accompanying model.\textsuperscript{xiv} Fourthly, there were strong doubts concerning the scientific assessment and measurement of the trait of character.\textsuperscript{xv} Finally, CBL was viewed as less empirically sound than the widely validated competency-based leadership models then-employed by a preponderance of private sector organizations.

The construct of leader-character has since transcended the aforementioned skepticism and is enjoying mainstream acceptance. CBL’s revival began in earnest in 2004 with Dr. Martin Seligman and Dr. Christopher Peterson’s introduction of the Values in Action Inventory of Strengths (VIA-IS). Their research revealed how, ideally, well-balanced leaders could develop and retain up-to twenty-four different leader characteristics which could permit them to perform effectively in myriad situations.\textsuperscript{xvi} This work, along with supporting organizational psychology literature produced during this timeframe, persuasively negated SLT’s central premise that a leader’s effectiveness was merely situational.\textsuperscript{xvii}

At the same time, the question of whether character could be instructed, learned and honed was also convincingly addressed with Seligman and Peterson’s VIA-IS, as its introduction came replete with instructional modules on character education.\textsuperscript{xviii} Coupled with broader research which also advocated character pedagogy, their system contributed to a growing sentiment that character could indeed be developed.\textsuperscript{xix} Subsequently, the
instruction of character-leadership has become commonplace at military educational institutions (e.g., West Point), universities, and professional centers (e.g., USAF’s Center for Character and Leadership Development) that have increasingly made character part of their leadership curriculum.

Several years later, Western University Ivey School of Business researchers – positing that character-leadership failures were in part responsible for the 2008 economic downturn – conducted key research which drew upon relevant literature in industrial and positive psychology to advance a clear definition of CBL and a conceptual model for practical use (thus satisfying a key critique of character-leadership). Succinctly put, it defined CBL as the manifestation of the virtuous character that influences and enables effective leadership across scenarios through the expression of balanced virtues, values, and traits.

Virtuous character (henceforth, character) is an amalgam of virtues, personality traits, and values that enable excellence. Virtues refer to situationally appropriate behaviors that are widely considered emblematic of good leadership. Some of these virtues are personality traits, such as conscientiousness and openness, which are relatively stable dispositional variables. They predispose individuals to behave in certain ways, if not overridden by other forces such as organizational culture, reward systems or peer pressure. We acknowledge that most virtues are not trait-based and hence there is significant potential to develop character. Some of the virtues operate as values, such as being equitable….character is not simply a set of any deeply held personal values. Character encompasses only values that are virtuous.

To support their interpretation of character-leadership, the Ivey School of Business introduced the Organizational Leader Character (OLC) Framework. This model, influenced by decades of character research, illustrated the spectrum of character virtues as well as their associated traits and values called “character elements or dimensions.”
Figure 1.1. The Organizational Leader Character (OLC) Framework

Source: Byrne, Crossan and Seijts “The Development of Leader Character through Crucible Moments.”

To date, the OLC Framework has offered the most holistic explanation of character-leadership, serving as a manifestation of the principal character studies in industrial and organizational psychology.\textsuperscript{xxvi} Importantly, the model has brought clarity \textit{vis-à-vis} CBL as a practical paradigm for organizational use – and one independent from competing leadership frameworks (e.g., trait-based and competency based-models).\textsuperscript{xxvii}

In 2013, the CBL concept further matured when the Ivey School of Business partnered with Sigma Assessment Systems to build on existing character-assessment models and develop an empirical leader-character measurement system, the Leadership Character Insight Assessment (LCIA).\textsuperscript{xxviii}
This assessment tool, now available in self-reporting, direct-report, and 360-degree-feedback formats, is receiving growing, positive attention. Presently, the Ivey School is working to incorporate character assessment in public and private institution selection processes.

Notwithstanding CBL’s notable advancements between 2004 and 2013, resolving the debate concerning character versus competency models – an obstacle to CBL’s wider acceptance – was more onerous and required additional time. In recent decades, KSAO competency models (focused on task-based job analysis) had been favoured over competing leadership paradigms due to their ostensible scientific validity. However, at the same time as these models began evolving to include a focus on competencies
derived from worker-based job analysis,\textsuperscript{xxxiv} their exclusivity was becoming challenged. Indeed, since 2000, organizational psychologists, senior military authorities, and business leaders alike\textsuperscript{xxxv} have increasingly argued that in many respects, \textit{character} had become antecedent to competent leadership.\textsuperscript{xxxvi}

Hypothesizing that character and competency models were reconcilable,\textsuperscript{xxxvii} in 2017 Ivey School of Business researchers built on existing studies that linked character to competence to offer a comprehensive proposal that the fusion of character and competency could lead to a higher level of leader performance.\textsuperscript{xxxviii}

Leader competencies…represent the knowledge and skills necessary for effective leadership. When differentiating character from competence, we position competence as the ability to do something, whether due to natural talent or developed skill (or more often both), while character arises from habitual behaviors anchored in virtues and influences not only how competence is exercised, but whether it is exercised at all. As Hannah and Avolio state: “A leaders’ character is defined not only by what the leader thinks but also by his or her motivation to act.” Character, then, helps leaders to engage their competencies while also exercising judgment across contexts. Leading others, for example, includes competencies in motivation, teamwork delegation, and contingent rewards which are often discussed in business school programs and leadership development workshops in firms. A character lens places into question the effectiveness of these techniques in truly leading others when these competencies are not rooted in character dimensions such as humanity, justice, and temperance.\textsuperscript{xxxix}
Their research resulted in a character-competency entanglement framework (Figure 1.3.) which offered the most inclusive consideration of the character-competency relationship; while delineating the two concepts, their integrative model demonstrated that they need not be viewed as mutually exclusive.

As of 2019, CBL (reinforced by compelling literature demonstrating its value) has overcome lingering criticism to emerge as a popular leadership concept – one embraced by military, private, and public organizations. These organizations include the Australian Army, the U.S. Army, the U.S. Air Force, the Royal Bank of Canada, General Dynamics Land Systems, HSBC, the Canadian Department of Public Safety, and the Canadian Revenue Agency. Of significance, even the Privy Council Office has expressed interest in leveraging the benefits of CBL for the Canadian Public Service. The Organizational Leader Character (OLC) Framework and DWH

Even with character’s newfound status in the field of organizational leadership, it would remain to be confirmed whether character and, more broadly, CBL (best represented by the OLC Framework), would be pertinent to DWH. This considered, if the DWH update hopes incorporate the military ethos into every aspect of military service, then a compelling argument can be made that the inclusion of the character construct would facilitate this objective. Apart from the quantitative and qualitative analyses extolling CBL’s value, a comparative analysis of the OLC Framework and the CAF military ethos displays a significant commonality and the potential for a synergistic relationship.
<table>
<thead>
<tr>
<th>Character Virtues</th>
<th>Corresponding Military Ethos</th>
<th>Corresponding Military Ethos</th>
<th>Corresponding Military Ethos</th>
<th>Corresponding Military Ethos</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Justice</strong></td>
<td>Rule Of Law, Military Discipline, Military Administration</td>
<td>Civil-Military Control, Canadian Charter Of Rights And Freedoms</td>
<td>Integrity</td>
<td>Integrity, Responsibility, Fairness</td>
</tr>
<tr>
<td><strong>Integrity</strong></td>
<td>Military Discipline, Military Administration</td>
<td>Civil-Military Control, Canadian Charter Of Rights And Freedoms</td>
<td>Integrity, Duty</td>
<td>Integrity, Honesty</td>
</tr>
<tr>
<td><strong>Courage</strong></td>
<td>(Prioritizing Of) Military Administration</td>
<td>Support Of Diversity</td>
<td>Courage</td>
<td>Courage</td>
</tr>
<tr>
<td><strong>Humanity</strong></td>
<td>Rule Of Law, Military Discipline, Military Administration</td>
<td>Support Of Diversity, Support Of The Canadian Charter Of Rights And Freedoms</td>
<td>Integrity, Loyalty</td>
<td>Integrity, Honesty</td>
</tr>
<tr>
<td><strong>Humility</strong></td>
<td>Military Administration</td>
<td>Support Of Diversity</td>
<td>Integrity</td>
<td>Integrity, Fairness</td>
</tr>
<tr>
<td><strong>Transcendence</strong></td>
<td>Support Of Military Administration</td>
<td>Civil-Military Control, Canadian Charter Of Rights And Freedoms</td>
<td>Duty</td>
<td>Responsibility</td>
</tr>
<tr>
<td><strong>Judgment</strong></td>
<td>Military Discipline, Military Administration</td>
<td>Civil-Military Control</td>
<td>Duty, Integrity</td>
<td>Responsibility, Honesty, Integrity</td>
</tr>
<tr>
<td><strong>Collaboration</strong></td>
<td>Military Discipline, Military Administration</td>
<td>Civil-Military Control, Support Of Diversity</td>
<td>Loyalty, Duty</td>
<td>Loyalty, Responsibility</td>
</tr>
<tr>
<td><strong>Temperance</strong></td>
<td>Rule Of Law</td>
<td>Civil-Military Control</td>
<td>Integrity, Duty</td>
<td>Integrity, Responsibility</td>
</tr>
<tr>
<td><strong>Drive</strong></td>
<td>Military Discipline, Support of</td>
<td>Courage, Duty</td>
<td>Courage,</td>
<td></td>
</tr>
<tr>
<td>Military Administration</td>
<td>Diversity</td>
<td>Responsibility</td>
<td></td>
<td></td>
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<tr>
<td>-------------------------</td>
<td>-----------</td>
<td>----------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Accountability</td>
<td>Rule Of Law, Military Discipline, Military Administration</td>
<td>Civil-Military Control, Canadian Charter Of Rights And Freedoms</td>
<td>Integrity</td>
<td>Responsibility</td>
</tr>
</tbody>
</table>

The data presented in Table 1.1. suggests that those who achieve balance across the OLC Framework possess virtues highly reflective of the military ethos. Such a connection, when coupled with CBL’s emergence as a practical leadership model, underpins the logic of incorporating character into DHW and studying its potential applicability to other keystone programs. As the following section will establish, taking such steps could prove beneficial to the CAF in several noteworthy areas.

SECTION TWO – A FUTURE ROLE FOR CBL IN CAF LEADERSHIP DOCTRINE

Identifying the Limitations of current CAF Leadership Doctrine

As the DHW update will inform subsequent iterations of the CAF leadership doctrine, incorporating character into a revised DHW would also influence the military’s capstone leadership manuals. This would be a constructive development, as the OLC Framework could provide a complement to the existing doctrine by filling in theoretical gaps.

Current CAF leadership doctrine is broadly divided between “Leading People” (i.e., with a focus on the tactical and operational levels) and “Leading the Institution” (i.e., with a focus on the institutional level). The doctrine provides a general framework by which “to understand the function and purpose of leadership and thus describes how individuals should understand this social influence process and to what
ends they are to focus on when exerting influence. These ends, displayed as Figure 2.1, are the articulated conduct values and essential outcomes (or effectiveness dimensions) within the CF Effectiveness Framework.

![Figure 2.1 – The CF Effectiveness Framework](image)

<table>
<thead>
<tr>
<th>Conduct Values</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ethical Values</td>
<td>Integrity, Loyalty, Courage, Honesty, Fairness, and Responsibility</td>
</tr>
<tr>
<td>Legal Values</td>
<td>Deference to the rule of law in establishing social order and resolving conflicts between parties</td>
</tr>
<tr>
<td>Canadian Civic Values</td>
<td>Encompasses the values of liberal democracy and civic nationalism.</td>
</tr>
<tr>
<td>Military Values</td>
<td>Duty, Loyalty, Integrity, and Courage</td>
</tr>
</tbody>
</table>

**Figure 2.1 – The CF Effectiveness Framework**  
*Source: Leadership in the Canadian Forces: Conceptual Foundations*

Indeed, while drafting the CAF’s leadership manuals, the authors deliberately avoided an overly prescriptive approach – one not considered appropriate for the doctrinal level. The existing suite of CAF leadership doctrine, therefore, reflects a Values-Based-Leadership (VBL) construct based on the military ethos while aiming to influence the production of ethical leaders. It is worth noting that this doctrine also incorporates distributed leadership, institutional leadership, and transformational leadership concepts as supporting elements. However, owing to its generic nature, the CAF leadership doctrine does not account for the limitations of the aforementioned concepts.
More significantly, the CAF doctrine does not delve into leadership development at the individual level; rather, these specifics are captured in the Leader Development Framework (LDF) in the form of five meta-competencies and 18 competencies which guide CAF professional development requirements.\textsuperscript{liii}

![Figure 2.2. The LDF meta-competencies and competencies](source: Department of National Defence, Canadian Armed Forces Competency Model)

As the LDF is not a pedagogical tool, institutional expectations of individuals are not widely accessible and formal individual leadership development is limited to select occasions. Ultimately, however, if the desired CAF leader characteristics are not effectively developed at the individual level, it can result in the lack of these characteristics at the institutional level.

Such nuance leads to a problematic question: is the CAF leadership doctrine, based on a general VBL construct, effectively supporting the objectives laid out in \textit{DWH}? Regrettably, the CFLI was unable to establish an evaluation framework before it was decommissioned.\textsuperscript{liv} Notwithstanding, a reasonable evaluation metric should be the ability of CAF leaders to satisfy the expected outcomes of the CF effectiveness framework, as it is “the basis for defining effective leadership in the CF.”\textsuperscript{lv} Arguably, the inability of CAF
leaders to fulfill their leadership responsibilities in either “Leading People” or “Leading the Institution” (or both) would suggest that gaps exist in the doctrinal bedrock that serves as the basis of leadership education.

<table>
<thead>
<tr>
<th>Effectiveness Dimension</th>
<th>Major Leadership Function</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Leading People</td>
</tr>
<tr>
<td><strong>Mission Success</strong></td>
<td>• Achieve professional competence &amp; pursue self-improvement.</td>
</tr>
<tr>
<td></td>
<td>• Clarify objectives &amp; intent.</td>
</tr>
<tr>
<td></td>
<td>• Solve problems; make timely decisions.</td>
</tr>
<tr>
<td></td>
<td>• Plan &amp; organize; assign tasks.</td>
</tr>
<tr>
<td></td>
<td>• Direct; motivate by persuasion, example, &amp; sharing risks and hardships.</td>
</tr>
<tr>
<td></td>
<td>• Secure &amp; manage task resources.</td>
</tr>
<tr>
<td></td>
<td>• Train individuals &amp; teams under demanding &amp; realistic conditions.</td>
</tr>
<tr>
<td><strong>Internal Integration</strong></td>
<td>• Structure &amp; co-ordinate activities; establish standards &amp; routines.</td>
</tr>
<tr>
<td></td>
<td>• Build teamwork &amp; cohesion.</td>
</tr>
<tr>
<td></td>
<td>• Keep superiors informed of activities &amp; developments.</td>
</tr>
<tr>
<td></td>
<td>• Keep subordinates informed; explain events &amp; decisions.</td>
</tr>
<tr>
<td></td>
<td>• Understand &amp; follow policies &amp; procedures.</td>
</tr>
<tr>
<td></td>
<td>• Monitor; inspect; correct; evaluate.</td>
</tr>
<tr>
<td><strong>Member Well Being and Commitment</strong></td>
<td>• Mentor, educate, &amp; develop subordinates.</td>
</tr>
<tr>
<td></td>
<td>• Treat subordinates fairly; respond to their concerns; represent their interests.</td>
</tr>
<tr>
<td></td>
<td>• Resolve interpersonal conflicts.</td>
</tr>
<tr>
<td></td>
<td>• Consult subordinates on</td>
</tr>
</tbody>
</table>
| External Adaptability | • Maintain situational awareness; seek information; keep current.  
• Anticipate the future.  
• Support innovation; experiment.  
• Learn from experience & those who have experience.  
• Develop effective external relationships  
• (joint, inter-agency, multinational). | • Gather & analyze intelligence; define future threats & challenges.  
• Initiate & lead change.  
• Foster organizational learning.  
• Master civil-military relations.  
• Develop external networks & collaborative strategic relationships.  
• Conduct routine external reporting. |
| Mission Success | • Seek and accept responsibility.  
• Socialize new members into CF values/conduct system, history, & traditions.  
• Exemplify and reinforce the military ethos; maintain order & discipline; uphold professional norms.  
• Establish climate of respect for individual right & diversity. | • Clarify responsibilities; enforce accountabilities.  
• Develop & maintain professional identity; align culture with ethos; preserve CF heritage.  
• Exemplify and reinforce the military ethos; develop & maintain military justice system.  
• Establish an ethical culture. |

**Figure 2.3. Responsibilities of CF leaders as they relate to major functions and effectiveness dimensions**

*Source: Leadership in the Canadian Forces: Conceptual Foundations*

**Evaluating the Limitations of current CAF Leadership Doctrine**

Regrettably, since the publication of the CAF’s four doctrinal leadership manuals, there has been compelling evidence suggesting that CAF leaders have had difficulties fulfilling their responsibilities within each effectiveness dimension and across both major leadership functions. In context, the nature of the challenges outlined in Table 2.1 and Table 2.2 is indicative of a misalignment between DWH, its supporting leadership doctrine, and leader behavior.
Table 2.1. Contemporary Leadership Challenges in “Leading People”

<table>
<thead>
<tr>
<th>Leadership Function</th>
<th>Effectiveness Dimension/Expected Outcome</th>
<th>Leadership Responsibility</th>
<th>Description of Leadership Challenges</th>
</tr>
</thead>
</table>
| Leading People      | Mission Success                          | Direct; motivate by persuasion, example, & sharing risks and hardships. | • In the past decade, there have been numerous high-profile removals from command across the CAF owing from character issues.  
  • The most prominent cases (Brigadier-General D. Ménard (2011) and Colonel B. Ouellette (2010)) have garnered national scrutiny.  
  • Twenty senior leaders have been removed from Canadian Army senior appointments between 2010 and 2019. |
|                     | Secure & manage task resources           |                           | • In the past decade, the Canadian Army Reserve has been cited in multiple audits for not being provided the necessary equipment to fulfill its missions.  
  • These observations pertained to both operational capabilities and HR functions. |
| Internal Integration| Build teamwork & cohesion                |                           | • Cohesion and teamwork become precarious amidst climates marked by conflict.  
  • The past decade has viewed notable tensions between the defence team, gender, and diversity groups resulting in complaints, incidents, releases, class-action law suits and defaming external reports. These tensions often arise from unit-level interactions. |
|                     | Monitor; inspect; correct; evaluate      |                           | • The CAF Ombudsman, the Judge Advocate General (JAG) and the Canadian Armed Forces Grievance System statistics reveal that the vast majority of unit-level incidents are routine, reoccurring issues for which CAF leaders could respond easily with available corrective and preventative mechanisms.  
  • Viewed in this light, it is telling that problems concerning conduct, performance, and training continue to burden personnel, units, and complaints systems. |
| Member Well-being & Commitment | Resolve interpersonal conflicts |                           | • Evidenced by growing rights-based processes, military leaders have been challenged to resolve conflict emanating from the unit-level.  
  • To ameliorate persistent issues, the VCDS established the Integrated Conflict and Complaint Management (ICCM) Program in 2016 to insert professional expertise into complaints processes formerly addressed at the unit-level, and Military Personnel Command |
(MPC) has embarked on a series of initiatives to improve respect in the workplace.\textsuperscript{viii}

| **Monitor morale & ensure subordinate well-being.** | • Over the past decade, reports by the Office of the Auditor General (OAG) (2012), the CAF Ombudsman (2013), Assistant Deputy Minister (Review Services) ADM (RS) (2015), Canadian Forces Health Services (2014 and 2016), and finally, an internal report by Brigadier-General David Anderson (2015)\textsuperscript{ix} have pointed to systemic issues surrounding the effective care of ill and injured personnel.

• In 2018, the CAF Transition Group was created in an attempt to solve the problems vexing the Joint Personnel Support Unit since its inception in 2009\textsuperscript{x}. |

| **External Adaptability Support innovation; experiment** | • Numerous studies and experts suggest that a risk-averse culture encumbers the CAF.\textsuperscript{xv}

• Currently, inflexible risk-management practices, personnel policies, and departmental results and succession frameworks significantly limit leader freedom of action.\textsuperscript{xvi} |

| **Learn from experience & those who have experience** | • Lessons learned reporting is neither standardized nor is it methodologically consistent across the CAF.\textsuperscript{xvii}

• In the past decade, CAF leaders have rendered seemingly unproductive decisions in several domains – despite possessing sufficient legacy and lessons learned data – on issues as diverse as procurement, relocation management, quality of life, leadership development, mental health treatment, the universality of service,\textsuperscript{xviii} and, according to certain pundits, technical, operational matters.\textsuperscript{xix} |

| **Military Ethos Exemplify and reinforce the military ethos; maintain order & discipline; uphold professional norms.** | • CAF leaders have struggled to address harmful and inappropriate sexual behavior (HISB). Only after the publication of MacLean’s magazine articles (1998, 2014) did leadership take commensurate action.\textsuperscript{xix}

• Subsequently, the Deschamps Report inspired an uneven organizational response which has received critical OAG review for failing to address the HISB problem adequately.\textsuperscript{xix} |

| **Establish a climate of respect for individual rights & diversity.** | • Despite possessing a suite of clear regulations, policy statements, strategies, and programs\textsuperscript{xix} which reinforce individual rights and diversity, the CAF has experienced noticeable levels of animosity and complaints concerning racism, gender-based discrimination, and mental health stigmatization.\textsuperscript{xix}

• Consequently, the CAF has launched a diversity
strategy aiming at significant culture changes and has committed to a one-day “Respect in the Workplace” session for all CAF members.

These observations are instructive when examining the effectiveness of CAF leadership doctrine. Arguably, however, the challenge of leading people is eclipsed by the trials of institutional leadership, as challenges to leading the institution confer significant organizational impacts.

Table 2.2. Contemporary Leadership Challenges in “Leading the Institution”

<table>
<thead>
<tr>
<th>Leadership Function</th>
<th>Effectiveness Dimension/ expected Outcome</th>
<th>Leadership Responsibility</th>
<th>Description of Leadership Challenges</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leading the Institution</td>
<td>Mission Success</td>
<td>Create necessary operational capabilities (force structure, equipment, command &amp; control)</td>
<td>• The CAF’s adherence to legacy, hierarchical models of command and control (C²) is not consistent with contemporary theory nor does it optimally leverage the tools available for conducting operations. Multiple studies and testimony have called for a modernized, more flexible approach.</td>
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<td></td>
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<td>• The CAF’s challenge to retain trained personnel and recruit new personnel creates operational gaps and significantly strains the capacity of serving members. The release of SSE has all but forced CAF leadership to reevaluate its entire force structure.</td>
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<td></td>
<td></td>
<td>Develop the leadership cadre</td>
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<td>• Concerns related to the Canadian Forces Professional Development System are now fifty years old, particularly concerning the development of institutional leaders.</td>
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<td></td>
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<td>• The closure of the National Defence College in 1993 heightened anxieties, and even the creation of the National Security Programme have not stymied critiques suggesting that the CAF is not adequately developing emerging institutional leaders.</td>
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<tr>
<td>Internal Integration</td>
<td>Develop a coherent body of policy</td>
<td></td>
<td>• Resource shortfalls and cumbersome regulatory regimes significantly limit the ability to create new policy. Accordingly, much policy is currently outdated (in particular Queen's Regulations and Orders (QR&amp;Os), Canadian Forces Administrative Orders (CFAOs) and Military Personnel Command Instructions) as it cannot be updated or replaced quickly enough.</td>
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<td></td>
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<td>• Challenges in policy development have resulted in confusing relocation, compensation and conduct policies; as a partial consequence, ICCM, the CAF Grievance Authority and the CAF Ombudsman are presently laden with a myriad of policy-related complaints.</td>
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<tr>
<td>Develop &amp; maintain effective</td>
<td></td>
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<td>• The CAF’s decentralized and standalone systems have created inefficiencies and inconsistencies.</td>
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<tr>
<td>slight_position</td>
<td>information &amp; administrative systems</td>
<td>Develop &amp; maintain audit &amp; evaluation systems.</td>
<td>Member Well-being &amp; Commitment</td>
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<tr>
<td>The development of the upgrade from Human Resource Management System (HRMS) 7.5 to HRMS 9.1 experienced significant challenges, ran several years behind schedule and was de-scoped significantly from its original conception. There has been an increased reliance on systems other than the HRMS system of record (e.g., Monitor Mass, CFTPO) for operational and administrative purposes, which complicates official auditing of operational readiness and administrative transactions. The CAF’s dual pay systems are incompatible and not synchronized with its HR system. The Revised Pay System for the Reserve Force has been the subject of critical departmental audits for its reliance on manual, non-integrated processes. The Central Computerized Pay System still runs on a Microsoft Disk Operating System, creating program risks with operating system updates. Our dual pay systems are in incompatible and not synchronized with its HR system. The Revised Pay System for the Reserve Force has been the subject of critical departmental audits for its reliance on manual, non-integrated processes. The Central Computerized Pay System still runs on a Microsoft Disk Operating System, creating program risks with operating system updates.</td>
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<td>• At the institutional level, DND encounters challenges maintaining an audit system that can enforce corrective actions. ADM(RS) has produced dozens of detailed audits in the past decade but has limited capacity to follow-up on whether its Managerial Action Plans are being carried out by the affected L1 as intended. While the Corporate Secretary publishes an annual departmental results report which outlines performance against the departmental results framework, the report only outlines what the department achieved, rather than acknowledging what was not accomplished.</td>
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<td>• The ability to provide flexible and consistent career management has been a persistent challenge for CAF leadership and has been identified as one of the most significant sources of personnel dissatisfaction and stress. Currently, the Director General Military Careers does not possess a unified set of internal protocols to guide career management.</td>
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<td>• The CAF Ombudsman, an arms-length personnel advocacy organization, has frequently cited chain of command interference and has even proposed becoming an officer of Parliament. Despite improvements realized with the recent Bill C-15, the Canadian Forces Grievance System has been subject to complaints of subjectivity and dubious legality with the Chief of the Defence Staff as the Final Authority on grievances.</td>
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<tr>
<td>• In 1998, the Standing Committee on National Defence and Veterans Affairs (SCONDVA) Report advised the CF it could do more to support personnel quality of life, linking improving personnel programs and family support initiatives to operational effectiveness. Subsequently, despite initial progress and the development of an HR strategy, there has been a lack of momentum in satisfying SCONDVA recommendations. To address this situation, MPC launched the Journey initiative in 2016 and the Comprehensive Family Support Plan in 2017. However, its path to modernizing CAF</td>
<td></td>
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<tr>
<td>External Adaptability</td>
<td>Initiate &amp; lead change</td>
<td>• Multiple reports and assessments suggest the CAF is more adept at initiating change than leading it. Whether this involves changing organizational structures, replacing capabilities, creating new occupations, initiating personnel programs, transferring organizational authorities, evidence suggests that many CAF change initiatives fail to realize their objectives.</td>
<td></td>
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<tr>
<td>Master civil-military relations</td>
<td>• Senior leaders and studies offering guidance on the subject of civil-military relations largely agree that most officers are underprepared for operating within the civil-military sphere and with Non-Governmental Organizations (NGOs).</td>
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<td></td>
<td>• Studies and reports dedicated to improving this state of affairs have suggested that increased collaboration and earlier exposure to employment with Other Government Departments and NGOs could alleviate some of these difficulties.</td>
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<tr>
<td>Military Ethos</td>
<td>Establish an ethical culture</td>
<td>• In 2016, a Statistics Canada survey concerning inappropriate sexual behavior in the CAF revealed worrisome trends. As Operation Honour is now entering into its fourth year, the CAF’s continued challenges in meeting its mandate and satisfying the Deschamps Report’s ten recommendations suggest that success is not yet guaranteed.</td>
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<td></td>
<td>• In the OAG’s Autumn 2018 Report, it cited inconsistent and potentially ineffective attempts to improve culture, leading to a rare recommendation that all CAF members attend remedial respect training.</td>
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<tr>
<td>Exemplify and reinforce the military ethos; develop &amp; maintain the military justice system</td>
<td>• Recently, several in-depth reviews of the military justice system have led to significant alterations of the summary trial system.</td>
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<td></td>
<td>• A recent decision of The Supreme Court of Canada to reject the federal government’s motion to temporarily stay a Charter ruling could effectively disable the military justice system. Even before this, legal scholars have been increasingly questioning the constitutionality of certain elements of the CAF’s justice regime.</td>
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</tbody>
</table>

**Amalgamating the OLC Framework with current CAF Leadership Doctrine**

While disconcerting, these observations do not imply that the current CAF leadership framework is ineffective, merely that it is incomplete. While not a panacea, the addition of OLC Framework “character elements” into CAF leadership doctrine could prove to be an invaluable theoretical asset to CAF leaders in their practical fulfillment of the CF effectiveness framework’s responsibilities (i.e., addressing challenges similar to those outlined in Tables 2.1 and 2.2).
To this end, Table 2.3, highlights where the existence of character elements could provide CAF leaders with a deeper and broader repertoire of tools when facing complex leadership challenges (albeit noting that an effective leader retains all eleven-character virtues in balance).

**Table 2.3. Mapping Applicable Character Elements to Contemporary Leadership Challenges**

<table>
<thead>
<tr>
<th>Leadership Function</th>
<th>Effectiveness Dimension/expected Outcome</th>
<th>Leadership Responsibility undergoing challenges</th>
<th>Applicable Character Element (not identified in CAF leadership doctrine)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leading People</td>
<td>Mission Success</td>
<td>Direct; motivate by persuasion, example, &amp; sharing risks and hardships.</td>
<td>Empathetic, critical thinker</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Secure &amp; manage task resources</td>
<td>Situationally aware, adaptable</td>
</tr>
<tr>
<td>Internal Integration</td>
<td>Build teamwork &amp; cohesion</td>
<td>Collegial, socially responsible</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Monitor; inspect; correct; evaluate</td>
<td>Takes ownership, situationally aware, insightful, socially responsible</td>
<td></td>
</tr>
<tr>
<td>Member Well-being &amp; Commitment</td>
<td>Resolve interpersonal conflicts</td>
<td>Fair, equitable, considerate, compassionate</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Monitor morale &amp; ensure subordinate well-being</td>
<td></td>
<td>Considerate, grateful, socially responsible, principled</td>
</tr>
<tr>
<td>External Adaptability</td>
<td>Support innovation; experiment.</td>
<td>Curious, adaptable, cognitively complex</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Learn from experience &amp; those who have experience</td>
<td></td>
<td>Conscientious learner, prudent, analytical, insightful</td>
</tr>
<tr>
<td>Military Ethos</td>
<td>Exemplify and reinforce the military ethos; maintain order &amp; discipline; uphold professional norms.</td>
<td>Consistent, socially responsible, self-aware,</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Establish a climate of respect for individual rights &amp; diversity.</td>
<td>Considerate, respectful, justice, principled</td>
<td></td>
</tr>
<tr>
<td>Leading the Institution</td>
<td>Mission Success</td>
<td>Create necessary operational capabilities (force structure, equipment, command &amp; control).</td>
<td>Future-oriented, purposive, analytical, patient</td>
</tr>
<tr>
<td></td>
<td>Develop the leadership cadre.</td>
<td>Future-oriented, pragmatic, intuitive, evenhanded</td>
<td></td>
</tr>
<tr>
<td>Internal Integration</td>
<td>Develop a coherent body of policy.</td>
<td>Strives for excellence, conscientious, critical thinker, evenhanded</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Develop &amp; maintain effective information &amp; administrative systems</td>
<td>Situationally aware, conscientious, results oriented</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Develop &amp; maintain audit &amp; evaluation</td>
<td>Takes ownership, accepts</td>
<td></td>
</tr>
<tr>
<td>Member Well-being &amp; Commitment</td>
<td>Accommodate personal needs in professional development/career system</td>
<td>Empathetic, considerate, fair, appreciative</td>
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<td>-------------------------------</td>
<td>--------------------------------------------------------------------</td>
<td>-----------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>Ensure fair complaint resolution</td>
<td>Socially responsible, considerate, situationally aware, strives for excellence</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Honour the social contract; maintain strong QOL &amp; member-support systems</td>
<td>Appreciative, future oriented, socially responsible, considerate, conscientious</td>
<td></td>
<td></td>
</tr>
<tr>
<td>External Adaptability</td>
<td>Initiate &amp; lead change.</td>
<td>Results oriented, strives for excellence, future oriented, pragmatic, conscientious, vulnerable</td>
<td></td>
</tr>
<tr>
<td>Master civil-military relations</td>
<td>Situationally aware, results-oriented, self-aware, vulnerable, respectful, insightful, patient, self-controlled, prudent</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Military Ethos</td>
<td>Establish an ethical culture</td>
<td>Appreciative, empathetic, future-oriented, respectful, situationally aware</td>
<td></td>
</tr>
<tr>
<td>Exemplify and reinforce the military ethos; develop &amp; maintain the military justice system</td>
<td>Socially responsible, situationally aware, interconnected, self-aware, takes ownership</td>
<td></td>
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</tr>
</tbody>
</table>

This analysis suggests that the fusion of the OLC Framework with CAF leadership doctrine could be complementary. Indeed, the OLC model offers a spectrum of virtues for individual development that aptly reinforce the current CAF paradigm and are even more comprehensive than the LDF meta-competencies.
Figure 2.4. Proposed CAF Effectiveness Framework, Including OLC

Figure 2.4., the proposed conceptual design representing this fusion, demonstrates a constitutive relationship between the OLC model and the CAF effectiveness framework’s essential outcomes; ideally, character, exercised through judgment, would combine synergistically with the military ethos to achieve successful outcomes (see endnote). cxviii

Notably, amalgamating OLC within current CAF leadership doctrine would also enable a potential symbiotic relationship between the current LDF (which is reflective of CAF leadership doctrine) cxix and the OLC model. In this instance, by elevating character virtues alongside meta-competencies and competencies, the CAF could potentially realize extraordinary leadership performance through its own character-competency entanglement paradigm.
The proposed model at Figure 2.5. represents a holistic approach to leadership development centered on a relationship between character virtues and LDF competencies. Character, which has been under-represented in CAF leadership development strategies, would be treated as the core influence to realize LDF competencies. This does not suggest virtues would serve as KSAOs needed to perform CAF tasks; instead, as demonstrated by Table 2.4. below, the fusion of the OLC Framework with the LDF would become “mutually constitutive building blocks of effective and sustainable leadership”xxx (i.e., humanity and humility virtues as enabling functions for social capacities, and the transcendence virtue as a key enabler of change capacity).

Table 2.4. Mapping Applicable Character Virtues to LDF Meta-Competencies and Competencies

<table>
<thead>
<tr>
<th>OLC Virtue</th>
<th>Meta-Competency</th>
<th>Competency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Judgment</td>
<td>All</td>
<td>All</td>
</tr>
<tr>
<td>Transcendence</td>
<td>Professional Ideology</td>
<td>Commitment to Military Ethos, Action Orientation &amp; Initiative</td>
</tr>
<tr>
<td></td>
<td>Change Capacities</td>
<td>Developing Others, Adaptability</td>
</tr>
<tr>
<td></td>
<td>Expertise</td>
<td>Organizational Awareness, Envisioning, Planning and organizing</td>
</tr>
<tr>
<td></td>
<td>Cognitive Capacities</td>
<td>Innovation</td>
</tr>
<tr>
<td>Temperance</td>
<td>Social Capacities</td>
<td>Interpersonal Relations</td>
</tr>
<tr>
<td>Change Capacities</td>
<td>Stress Management &amp; Resilience</td>
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<td>-------------------</td>
<td>--------------------------------</td>
<td></td>
</tr>
<tr>
<td>Expertise</td>
<td>Personnel &amp; Resource Management</td>
<td></td>
</tr>
<tr>
<td>Cognitive Capacities</td>
<td>Analytical thinking</td>
<td></td>
</tr>
<tr>
<td>Humility</td>
<td>Social Capacities</td>
<td></td>
</tr>
<tr>
<td>Professional Ideology</td>
<td>Credibility &amp; Influence</td>
<td></td>
</tr>
<tr>
<td>Change Capacities</td>
<td>Developing Self</td>
<td></td>
</tr>
<tr>
<td>Humanity</td>
<td>Social Capacities</td>
<td></td>
</tr>
<tr>
<td>Professional Ideology</td>
<td>Ethical Reasoning</td>
<td></td>
</tr>
<tr>
<td>Change Capacities</td>
<td>Developing Others</td>
<td></td>
</tr>
<tr>
<td>Accountability</td>
<td>Expertise</td>
<td></td>
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<tr>
<td>Professional Ideology</td>
<td>Credibility &amp; Influence</td>
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<tr>
<td>Change Capacities</td>
<td>Developing Self</td>
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<tr>
<td>Drive</td>
<td>Professional Ideology</td>
<td></td>
</tr>
<tr>
<td>Expertise</td>
<td>Action Orientation &amp; Initiative</td>
<td></td>
</tr>
<tr>
<td>Collaboration</td>
<td>Social Capacities</td>
<td></td>
</tr>
<tr>
<td>Expertise</td>
<td>Planning &amp; Organizing</td>
<td></td>
</tr>
<tr>
<td>Professional Ideology</td>
<td>Credibility &amp; Influence</td>
<td></td>
</tr>
<tr>
<td>Justice</td>
<td>Professional Ideology</td>
<td></td>
</tr>
<tr>
<td>Integrity</td>
<td>Professional Ideology</td>
<td></td>
</tr>
<tr>
<td>Social Capacities</td>
<td>Commitment to Military Ethos, Credibility &amp; Influence</td>
<td></td>
</tr>
<tr>
<td>Expertise</td>
<td>Technical/Professional Proficiency</td>
<td></td>
</tr>
<tr>
<td>Courage</td>
<td>Professional Ideology</td>
<td></td>
</tr>
<tr>
<td>Expertise</td>
<td>Innovation</td>
<td></td>
</tr>
<tr>
<td>Change Capacities</td>
<td>Developing Self</td>
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</tbody>
</table>

This considered, if the LDF were to adopt – either in whole or in part\textsuperscript{cxxi} - a worker-based job analysis approach to defining leadership competencies, there would be even greater potential for character-competency entanglement given the emphasis that would be placed on individual behaviors and characteristics.\textsuperscript{cxxii}

To summarize, by integrating the OLC framework, the CAF would be better equipped to embrace the \textit{DWH} philosophy, address wicked leadership problems, and – significantly – meet nascent challenges such as the implementation of \textit{SSE} initiatives (i.e., implementing the diversity strategy and bolstering the role of the Reserve Force).\textsuperscript{cxxiii} With this in mind and, as evidenced by recent history, deep cultural changes such as those proposed in this paper cannot occur without the most careful consideration.
SECTION THREE – THE IMPLEMENTATION OF CBL IN THE CAF

Introducing new leadership concepts in the CAF has not proven straightforward, and implementing CBL will prove to be more complicated than a simple value proposition. For instance, the CAF required thirty years to update the 1973 volume *Leadership*, and another sixteen years to commission a significant update of *DWH*. Accordingly, when considering the time and level of resources required to update its leadership doctrine, the CAF must ensure that the introduction of new concepts to *DWH* (such as CBL) is supported appropriately. Unfortunately, senior authorities have not always paid sufficient heed to how doctrine, policy, and plans are incorporated; in this case, the practitioners will not have a choice. While senior military and private sector leaders - and even certain social scientists - concur that the inclusion of CBL could be positive for the CAF, some have cautioned that it would necessitate a rarely attempted, deep cultural change to successfully implement. Put simply, the CAF would require a culture re-alignment.

Leading change of this magnitude in a culturally-entrenched organization is a complex endeavour. In his 1998 dissertation on major CAF change initiatives, Brigadier-General J. Plante offered the following counsel for organizational change leaders:

> It must be stressed that leading change is without a doubt the most critical aspect of mastering change. However, leading change should not be confused with chasing every new fad that might appear in the market-place. Given the complexity of change, seeking the current flavour of the year to solve deep-rooted problems is not the most effective approach. The pressure to change and improve is overwhelming. Dave Ulrich insists that managers, employees, and organizations must learn to change faster and more comfortably. He also indicates that they need to define an organizational model for change, to disseminate that model through-out the organization, and to sponsor its ongoing application. Unfortunately, there isn’t
a single model that can be considered as the leading approach and the literature and academia appear to be all over the map in advancing a credible theory of change management.\textsuperscript{cxxix}

As a corollary, CAF practitioners will need to strategize on how best to deliver DWH and CBL. Indeed, most structural and technical change initiatives founder because they fail to understand, engage and convince the target audience of the change.\textsuperscript{cxxx} The CAF has not been immune to these procedural errors; studies conducted on CAF change processes have revealed multiple instances of similar missteps.\textsuperscript{cxxxi} That said, a cultural change is decidedly more difficult to realize.

In the final analysis, this essay proposes that incorporating CBL will necessitate a complete overhaul of how the CAF conducts change management and calls for re-conceptualizing the current, linear approaches to organizational change. By tailoring the most relevant aspects of four leading change-management models (highlighted below), CAF practitioners could exploit business best practices, directly address traditional weaknesses in CAF change initiatives, and account for the complex challenge of realigning CAF culture:

1. **Higgins’ 8S Model.**\textsuperscript{cxxxii} This model advocates a thorough examination of an organization’s structure, systems, shared values, staff, style, resources, and strategic performance benchmarks as a precondition to a change initiative.\textsuperscript{cxxxiii} The CAF, as an example, has not always assigned sufficient resources to support change processes.

2. **John Kotter 8-Step Change Model.**\textsuperscript{cxxxiv} This model offers a guiding function for complex, hierarchical organizations undertaking a change
initiative. Notably, it offers several steps which would be pertinent to
CBL implementation, such as those that encourage collaboration.

3. **The Kubler-Ross Change Curve**<sup>cxxxv</sup> This model stresses thorough
employee engagement and overcoming invariable employee
apprehension as antecedent to initiating the implementation phase of a
change initiative.<sup>cxxxvi</sup> Employing this model reinforces a consultative
approach vice an informative one. The CAF has not consistently
employed such an approach in strategy execution.

4. **The Dr. Weiss Change Circle Model**<sup>cxxxvii</sup> This model offers similar
guidance as the Kotter-8 Step Model; however, it recommends several
steps not identified in Kotter’s proposed process. For example, Weiss
advocates for cyclical reviews and making adjustments to initiatives as
circumstances dictate, steps which would be germane to a CAF change
process for CBL implementation.

By amalgamating the relevant steps within these models, change practitioners could
design a process that enables culture realignment, thereby reinforcing a new *DWH* with a
focus on character. Conceptually, the process would involve the following:

**Table 3.1. Character Implementation Change Management Process**

<table>
<thead>
<tr>
<th>Step</th>
<th>Applicable Model</th>
<th>Objective</th>
<th>Actions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Step 1</td>
<td>Higgins 8 Step Model</td>
<td>Culture Review</td>
<td>MPC initiates an in-depth CAF culture review, creating a holistic picture of military culture to inform subsequent action. DGMPRA would also commence a literature review to determine the validity of character integration into CAF HR processes.</td>
</tr>
<tr>
<td>Step 2</td>
<td>Kotter-Model</td>
<td>Increase Urgency</td>
<td>The completion of the culture review would lead to an Armed Forces Council (AFC) decision point on moving CBL forward. The key stakeholder message</td>
</tr>
</tbody>
</table>
would propose that character leaders are required to support DWH and achieve SSE implementation. This session would cite public and private sector successes, and seek unequivocal command commitment for a culture realignment to guide change.

**Step 3** Kotter-Model  
**Building the Guiding Team**  
With AFC endorsement, each L1 would identify Change Agents at every level (1-5) responsible for character change initiatives in their organization.

**Step 4** Kotter-Model  
**Get the right vision**  
MPC, in concert with private and public sector partners, would commence the Culture Alignment Initiative (CAI), a process that, amongst broad objectives, formally aims to inculcate CBL into the CAF.

**Step 5** Kubler-Ross Model  
**Communicate for buy-in**  
Project leaders would engage in bold, intimate consultation (i.e., crowdsourcing, E-contests, panels). Artificial barriers to the achievement of this step would be addressed in advance to enable its aim of collecting critical stakeholder information to complete the CAI directive.

**Step 6** Kotter-Model  
**Empower Action – Remove Barriers**  
MPC, the JAG, and ADM(RS), in addition to L1 Change Agents, would review policies, processes, and behaviors antithetical to CBL to isolate and remove them.

**Step 7** Weiss Change Circle  
**How the change will be implemented (the detailed plans for change and transition)**  
The focus of this step would be to ensure a clear link between the strategic plan and operational and tactical level activities through a Master Implementation Plan with clear Metrics of Effectiveness and Success.

**Step 8** Kotter-Model  
**Create short-term wins**  
Demonstrating early, authentic progress will be imperative. The CAF would look at rewarding character leadership in public forums, releasing an updated DWH and announcing CAI via visible, public events supported by popular and social media.

**Step 9** Weiss Change Circle  
**Implement the change so it becomes business as usual**  
Assuming a positive correlation is determined by DGMPRA between CBL and CAF HR, the following actions could occur:

a. Incorporate CBL into attraction recruiting and selection – MPC (OPI);

b. Character On-Boarding and creation of a CAF Mentoring program – MPC (OPI) and L1s (OCI);

c. Leader Character Development - incorporating CBL into the LDF, Canadian Forces Professional Development System,
CONCLUSION

In the wake of the Somalia Commission of Inquiry, the CAF was forced to evolve. Presently, it faces a different challenge, but one no less daunting. The demands placed upon CAF leadership to implement an ambitious new defence policy while addressing legacy leadership issues constitute a similar test of organizational resilience. In the early 2000s, the CAF rose to the occasion and adapted; with the proper approach, it can do so once again.
This essay has argued that the adoption of Character-Based-Leadership within 
*DW*H and CAF capstone leadership doctrine, reinforced by a command-driven *Character Alignment Initiative*, offers an opportunity to create the culture and leaders commensurate with the profession of arms in Canada. While it is plausible that this initiative will require a significant organizational commitment of time, resources and energy, such an investment would send the unmistakable message that character is viewed as a fundamental element of the profession of arms, and that the CAF is willing to do what is needed to match words with deeds.
### APPENDIX 1

#### CHARACTER VIRTUE DEFINITIONS

<table>
<thead>
<tr>
<th>Virtue</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Judgment</strong></td>
<td>Makes sound decisions in a timely manner based on relevant information and critical analysis of facts. Appreciates the broader context when reaching decisions. Shows flexibility when confronted with new information or situations. Has an implicit sense of the best way to proceed. Sees into the heart of challenging issues. Reasons effectively in uncertain or ambiguous situations.</td>
</tr>
<tr>
<td><strong>Courage</strong></td>
<td>Does the right thing even though it may be unpopular, actively discouraged, and/or result in a negative outcome for him/her. Shows an unrelenting determination, confidence, and perseverance in confronting difficult situations. Rebounds quickly from setbacks.</td>
</tr>
<tr>
<td><strong>Drive</strong></td>
<td>Strives for excellence. Has a strong desire to succeed. Tackles problems with a sense of urgency. Approaches challenges with energy and passion.</td>
</tr>
<tr>
<td><strong>Collaboration</strong></td>
<td>Values and actively supports development and maintenance of positive relationships among people. Encourages open dialogue and does not react defensively when challenged. Is able to connect with others at a fundamental level, in a way that fosters the productive sharing of ideas. Recognizes that what happens to someone, somewhere, can affect all.</td>
</tr>
<tr>
<td><strong>Integrity</strong></td>
<td>Holds oneself to a high moral standard and behaves consistently with ethical standards, even in difficult situations. Is seen by others as behaving in a way that is consistent with their personal values and beliefs. Behaves consistently with organizational policies and practices.</td>
</tr>
<tr>
<td><strong>Temperance</strong></td>
<td>Conducts oneself in a calm, composed manner. Maintains the ability to think clearly and responds reasonably in tense situations. Completes work and solves problems in a thoughtful, careful manner. Resists excesses and stays grounded.</td>
</tr>
<tr>
<td>Characteristic</td>
<td>Description</td>
</tr>
<tr>
<td>---------------</td>
<td>-------------</td>
</tr>
<tr>
<td>Accountability</td>
<td>Willingly accepts responsibility for decisions and actions. Is willing to step up and take ownership of challenging issues. Reliably delivers on expectations. Can be counted on in tough situations.</td>
</tr>
<tr>
<td>Justice</td>
<td>Strives to ensure that individuals are treated fairly and that consequences (positive or negative) are commensurate with contributions. Remains objective and keeps personal biases to a minimum when making decisions. Provides others with the opportunity to voice their opinions on processes and procedures. Provides timely, specific, and candid explanations for decisions. Seeks to redress wrongdoings inside and outside the organization.</td>
</tr>
<tr>
<td>Humility</td>
<td>Lets accomplishments speak for themselves. Acknowledges limitations. Understands the importance of thoughtful examination of one’s own opinions and ideas. Embraces opportunities for personal growth and development. Does not consider oneself to be more important or special than others. Is respectful of others. Understands and appreciates others’ strengths and contributions.</td>
</tr>
<tr>
<td>Humanity</td>
<td>Demonstrates genuine concern and care for others. Appreciates and identifies with others’ values, feelings, and beliefs. Has a capacity to forgive and not hold grudges. Understands that people are fallible and offers opportunities for individuals to learn from their mistakes.</td>
</tr>
<tr>
<td>Transcendence</td>
<td>Draws inspiration from excellence or appreciation of beauty in such areas as sports, music, arts, and design. Sees possibility where others do not. Has an expansive view of things both in terms of taking into account the long term and broad factors. Demonstrates a sense of purpose in life.</td>
</tr>
</tbody>
</table>

Source: Crossan, Byrne, Seijts, Reno, Monzani and Gandz. “Toward a Framework of Leader Character in Organizations.”
APPENDIX 2
HIGGINS’ 8S’ OF STRATEGY EXECUTION MODEL

Source: James M. Higgins, “The Eight ‘S’s of successful strategy execution,”
*Journal of Change Management*
APPENDIX 3
JOHN KOTTER’S 8-STEP CHANGE MODEL

Source: Plays-in-Business.
APPENDIX 4
KUBLER ROSS CHANGE CURVE MODEL

Source: Lean Change Management.
https://leanchange.org/2014/02/navigating-organizational-change/
Source: Dr. David Weiss, “Canadian Forces College Leading Change in Organizations Presentation,” lecture, Canadian Forces College, Toronto, ON
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Perof transformational leaders,” Army Core Leader Competency Model Horey, Jennifer Harvey, Pat Curtin, Heidi Keller breakthrough leadership assessment technology,” Leadership Institute Technical Report 2006 Professional 

“Toward a Framework of Leader Character in Organizations,” Gandz, and Gerard Seijts, “Developing Leadership Character,” last accessed on 14 March 2019, strengths in ethical decision making,” 

first relates to the promise character provides as a foundational personal resource that both serves existing leadership inform leadership theories we focus on two broad are 


Ibid., 998-999. Here, the Ivey School of Business asserts that “while there are many ways character can inform leadership theories we focus on two broad areas to illustrate character’s potential contribution to leadership. The first relates to the promise character provides as a foundational personal resource that both serves existing leadership theories, while highlighting potential gaps and shortcomings of those theories. The second relates to recasting the view of contingency or situational theories of leadership, which tend to rely on competencies and leadership style to suggest that different situations call for different kinds of leadership (e.g., delegating versus directive leadership approaches).” 


Definitions for Character Leadership virtues are provided at Appendix A. 


The Ivey Business School and Sigma Systems built upon previous assessment systems such as VIA-IS, the Myers-Briggs Type Inventory, the Minnesota Multiphasic Personality Test, the 16 Personality Factors, the Personal Style Indicator, Virtuous Leadership Scale (VLS), Optimax, Profiles International, Zero Risk HR and the McQuaig Assessment. However, it should be noted that character assessment systems are relatively new to the Public Service of Canada and CRA is currently evaluating the process by which they would be validated for selection processes.


Mary Crossan, Sonia Cote, and Steven Virgin, Leader Character: Elevating Character Alongside Competence in Selection (London: Ivey School of Business, 2019); Ms. Steven Virgin, telephone conversation with author, 2 April 2019; and Ms. Mary Crossan, telephone conversation with author, 4 March 2019.

Representing the knowledge, skills, abilities and other characteristics required to perform a job to a certain standard.


xxxviii The marked difference between character and competence necessitates that organizations treat them differently. This becomes important as an organization might adopt CBL by trying to augment competencies with missing character dimensions. However, the comprehensive nature of the leader character framework creates implications for potential virtues operating like vices should organizations attempt to develop select virtues to augment competencies.


x The marked difference between character and competence necessitates that organizations treat them differently. This becomes important as an organization might adopt CBL by trying to augment competencies with missing character dimensions. However, the comprehensive nature of the leader character framework creates implications for potential virtues operating like vices should organizations attempt to develop select virtues to augment competencies.


\(^{a}\)Department of National Defence, *Chief Of The Defence Staff Directive To Renew Duty With Honour: The Profession of Arms In Canada*, 5.

\(^{a}\)Based on extant industrial psychology literature, the CAF could conceivably incorporate *character* into DWH and CBL into leadership doctrine. However, this essay asserts that the broader adoption of *character* into CAF HR processes would need to be first validated by Director General Military Personnel Research and Analysis (DGMPRA).

\(^{a}\)When referring to CAF leadership doctrine, this refers to the publications *Leadership in the Canadian Forces: Conceptual Foundations, Leadership in the Canadian Forces: Doctrine, Leadership in the Canadian Forces: Leading People*, and *Leadership in the Canadian Forces: Leading the Institution.*

\(^{x}\)As viewed in K.W.J. Wenek, *Looking Back: Canadian Forces Leadership Problems and Challenges* (Kingston: Canadian Forces Leadership Institute, 2002); and Dr. Alan Okros, *Leadership in the Canadian Military Context* (Kingston: Canadian Defence Academy Press, 2011) - the scope and purpose of DWH, *Conceptual Foundations*, and *Doctrine* was to provide a broad, general overview of values-based leadership - with applied manuals *Leading the Institution* and *Leading People* aiming to provide greater detail in applied leadership, leadership practice and leadership techniques. However, no CAF doctrinal manual elucidates the development of individual leadership virtues, qualities, and characteristics or the diverse demands of individual leaders across myriad situations. While the concept of Robert Quinn’s *Competing Values Framework* is introduced, this alone does not address gaps created by creating general leadership doctrine but not producing more specific pedagogical tools to reinforce it.


\(^{a}\)Dr. Alan Okros, email to MPC COS Strat, 22 March 2019.

\(^{a}\)Department of National Defence, *Leadership in the Canadian Forces: Conceptual Foundations* (Kingston: Canadian Defence Academy Press, 2005), 19. This framework expresses “what is of critical and enduring importance to the CF in terms of outcomes sought and the means of achieving them, but is also the basis for defining effective leadership in CF.”

\(^{x}\)Ibid., vii; Department of National Defence, *Leadership in the Canadian Forces: Doctrine* (Kingston: Canadian Defence Academy Press, 2005); Dr. Karen Davis, DROOD, telephone conversation with author, 3 April 2019; and Dr. Alan Okros, conversation with author, 28 February 2019.


\(^{a}\)For example, VBL is typically only successful when an organization's values are fully reflected in its lines of business, its organizational objectives, and its strategic leadership. Distributed leadership (occasionally referred to as shared leadership) in militaries can only realize its potential when the proper organizational structures and culture exists to diffuse decision-making rights to individuals and "push power to the edge." Similarly, successful institutional...
leadership is highly contingent on organizations making the necessary investment to ensure emerging leaders are provided the proper experience and education at the appropriate developmental period in their progression to enable their growth into institutional leaders. Finally, the widely extolled transformational leadership style can be highly effective – however, organizational culture must support the development of transformational leaders, and, organizational operating environments must actually call for transformational leadership and not a more transactional approach.


Dr. Karen Davis, DROOD, telephone conversation with author, 3 April 2019; and Dr. Alan Okros, conversation with author, 28 February 2019

Department of National Defence, Leadership in the Canadian Forces: Conceptual Foundations, 16.

This paper acknowledges that not every CAF member is conversant with leadership doctrine, and, that personnel encounter extenuating circumstances which sometimes precludes the possibility of positive outcomes. Notwithstanding, the following, select examples highlight situations in which CAF practitioners reasonably ought to have known they were not fulfilling their leadership responsibilities by virtue of their decisions and actions.


Canadian Army G1 Succession, Personal Communications via email to author, 16 April 2019.


Chains of command can also use the PDR/PER system, counseling, reassignment of duties, postings and delaying leadership courses as alternate corrective actions.


SSE Initiatives 2,10,11,13, 14, 16, and 17 specifically aim to improve respect in CAF workplaces.


Emily Robinson, Lessons Learned Performance Measurement a Framework for Assessments (Toronto: Defence Research and Development Canada, 2016). Lessons Learned are neither captured nor inserted back into the operational planning process in a synchronized and consistent fashion.


Ixxx Department of National Defence, CDS Directive on Canadian Armed Forces Command and Control and the Delegation of Authority for Force Employment (Ottawa: Department of National Defence, 2015); Lieutenant-General Michel Rouleau, “CJOC Briefing to Canadian Forces College” (lecture to Canadian Forces College, Toronto, ON, October 2019); Lieutenant-General Michel Rouleau, How we Fight (Ottawa: Department of National Defence, 2018); Dr. David Alberts, telephone conversation with author, 3 April 2019; Carol McCann and Ross Pigeau, “Re-Conceptualizing Command and Control,” Canadian Military Journal 3 (Spring 2002): 53-63.; Carol McCann and Ross Pigeau, Ross, The Human in Command: Exploring the Modern Military Experience (New York: Kluwer Academic/Plenum Publishers, 2000); G.E. Sharpe and Allan D. English. Principals for Change in the Post-Cold War Command and Control of the Canadian Forces (Winnipeg: Canadian Forces Training Material Production Centre, 2002); Assistant Deputy Minister (Review Services), Evaluation of the Defence Science and Technology Program (Ottawa: Department of National Defence, 2015); Micheline Bélanger, Command and Control Canadian Armed Forces of Tomorrow (C2CAF-T) Scoping study synthesis (Toronto: Defence Research and Development Canada: 2016); Department of National Defence, B-GF-005-309/FP-001 Canadian Forces Joint Publication: Targeting (Ottawa: Department of National Defence, 2015); Lieutenant-General (Retired) Stuart Beare, Championing the Joint Force: A Job for the Public and our Political Leaders – Not Just Military Professionals Alone (Calgary: Canadian Global Affairs Institute, 2015); and Capt (Navy) M.F.R. Lloyd, Ready Aye Ready? An Examination of the Canadian Navy’s Command and Control Architecture (Toronto: Canadian Forces College, 2008). As an exemplification, CAF policy authorities are centralized at levels far above those closest to policy application. The interpretation of Q&ROs rests with the CDS; while MPC has been delegated authority over personnel policies – L1s have been only granted limited authorities over policies affecting their personnel. The Director of Compensation and Benefits is the sole arbiter of Compensation and Benefits Instructions (resulting in many complaints related interpretations). Rarely do administrative and operational authorities exist below the formation command level. Recently, Commander CJOC has been a leading advocate for re-thinking command and control by advocating “pushing power to the edge” and enabling practitioners at the lowest appropriate level.


Assistant Deputy Minister (Review Services) Evaluation of the Governance of Chief of Military Personnel (CMP) (Ottawa: Department of National Defence, 2015); Assistant Deputy Minister (Review Services) Audit of Military Compensation and Benefits (Ottawa: Department of National Defence, 2015); and Military Personnel Policy Council Minutes (2016-2018). MPC’s acknowledged challenge to keep current with policy changes has led to the admitted undisciplined use of Canadian Forces General (CANFORGEN) message in place of policy generation and amendments; in an attempt to remedy deficiencies, MPC has created the Director General Military Personnel Policy organization and an Administrative Response Centre to provide policy interpretations.

Examples of policies which require update, migration (i.e., to a DAOD or CBI) or cancellation include, but are not limited to, the CAF promotion policy CFAO 11-6 (Officers), CFAO 49-4 (NCMs), Rations and Quarters charges (CFAOs 208-1 and QR&O 208); Leave (QR&O 16); and Reserve Force and Civilian Pay and Allowances (CFAOs 203.1 and 203.6).


There are both redundancy, compatibility, and functionality issues within Administrative Systems (HRMS 9.1., CCPS, Release Tracking System, CPFAS, RPSR, ICCM complaints register, DRMIS, CFHIS) Logistics Systems (FMS, DRMIS, LOGFAS, AIMS, NDMS, DCBS, CDMS) Operations Systems (CFTPO, Monitor Mass, MITE, Land Command Systems, Environmental Managed Readiness Plans) and Information Management Systems (RDMIS, ACIMS, Sharepoint, GC DOCs). Currently, there are multiple ongoing initiatives to address the inefficiencies recognized in current systems.

Department of National Defence, Military Personnel Management Capability Transformation (MPMCT) Project Brief (Ottawa: Department of National Defence); G1 Personnel Policy, MPMCT Synopsis Sheet for DComd CA (Ottawa: Department of National Defence, 2018); Department of National Defence, GUARDIAN Placemat (Ottawa:
In keeping with policy and standards for Internal Audit, ADM(RS) monitors that management action plans have been effectively implemented in response to previous audit recommendations. In addition to reporting twice per year to the Departmental Audit Committee on the status of MAP completion, ADM(RS) conducts detailed follow-ups on selected audits based on risk. However, ADM (RS) has only been able to perform fifteen follow-up audits in the past nine years – follow-ups which only reviewed deficiencies from previous audits based on information provided by L1s; in other words, they did not conduct re-audits and relied on provided information rather than independently seeking new evidence. There have been audits revealing disconcerting findings where ADM (RS) has not conducted a follow-up audit.

Director General Military Personnel Research and Analysis, CAF Retention: Research Highlights & Consideration for a CAF Retention Strategy (Ottawa: Department of National Defence, 2018); Michelle Straver and Ryuichi Ueno, 2018: Overview of Regular Force Attrition (Ottawa: Department of National Defence, 2018)


Standing Committee on National Defence and Veterans Affairs (SCONDVA), Moving Forward – A Strategic Plan for Quality of Life Improvements in the Canadian Armed Forces (Ottawa: SCONDVA, November 1998).


Sarah Hill and Brian McKee, The ‘How–to’ of Organizational Culture Change in the Canadian Forces (Toronto: Defence Research and Development Canada, 2006); Major Barbara MacInnis, Change Management in the Canadian Forces: Is It As Effective as it Could Be? (Toronto: Canadian Forces College, 2005); Department of National Defence, MCCRT Historical Report, last accessed on 22 April 2019, http://vcds.mil.ca/dgsc/tem1_e.asp?doc; IRC – links – MCCRT Historical Report, nd; Colonel Scott A Becker, The Strategic Leadership and Change Management Continuum: Getting from Here to There (Toronto: Canadian Forces College, 2004); Assistant Deputy Minister (Review Services) Review of the Department of National Defence Move Coordination (Ottawa: Department of National Defence, 2016); Assistant Deputy Minister (Review Services) Evaluation of Infrastructure Management—Real Property (Ottawa: Department of National Defence, 2018); Office of the Auditor General, Fall 2009 Report Request this Publication Chapter 5—Acquiring Military Vehicles for Use in Afghanistan (Ottawa: Auditor General of Canada, 2009); Office of the Auditor General of Canada, 2012 Spring Report “Replacing Canada’s Fighter Jets ” (Ottawa: Auditor General of Canada, 2012); Office of the Auditor General, Fall 2010 Report Chapter 6—Acquisition of Military
Examples of challenged organizational structure changes include, but are not limited to CF transformation (2005), Canadian Army Area Support Group transformation (2013), the JPSU organization change process (2015) and real property transition (2017). Examples of challenged military occupation structure changes include but are not limited to the creation and dissolution of the Army Communications and Information Systems Specialist (ACISS) trade, the creation and dissolution of the Resource Management Systems Clerk, the dissolution and recreation of the Personnel Administration trade, and the amalgamation and re-separation of the Air Force 500 series within AVN, AVS and ACS constructs. Examples of challenged personnel policies and programs change initiatives include but are not limited to retention strategies, relocation management, specialist pay (transition from CFTEP to CAFJES), post-living differential, and changes to the annuitant employment policy. Documented examples of challenged capability change initiatives include, but are not limited to, fighter jets, Naval supply ships, The Tactical Command and Control Communications System Project, combat boots, Leopard tanks, ground-based air defence, the Tactical Armoured Patrol Vehicle, the Medium Support Vehicle System (MSVS) project, and modernizing information technology systems.

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explain its timelines reside at the strategic level and were not released for broader consumption. Keeping practitioners required to implement a twenty
challenges include reviewing of the likely to be challenged by significant risks. A th address legacy issues and programs. Secondly, the VCDS has outlined a myriad of areas where Robert L. Heneman and
Enterprises: A conceptual framework, in Job Analysis perspectives Review o
477; “Personality measurement and employment decisions, questions and answers,” Entrepreneurship”
job analysis approach for senior levels would be more reflective of the dynamic cognitive roles, as well as the social competencies which are more abstract (e.g. partnering, analytical thinking and envisioning). To adopt a worker Officers and NCMs enter DP3 where they are increasingly expected to perform institutional roles and achieve competence and its impact on performance,” 350.

This analysis displays a degree of convergence between OLC virtues and the LDF competencies, which is consistent with the Ivey School’s proposition on character-competency entanglement (i.e., analytical thought is present in the LDF and the OLC Framework). Indeed, there has been a history of competency models describing virtues as leadership skills. This essay will further demonstrate that considering their commonalities and areas of complement, greater synergy between character and competency models is possible and even desirable.

This model builds on the framework presented in Conceptual Foundations pp. 24. In that diagram, the military ethos is situated in a center-circle, enclosed by a ring representing leader integrity – as the key moderator between values and outcomes. Figure 2.4, presents a model that draws from Bernard Bass’ Ethics, character, and authentic transformational leadership behavior which advocates for the centrality of character in leadership. Notably, the above model goes far beyond suggesting leader integrity as the only moderator of the military ethos. As Tables 2.1. and 2.2. demonstrate, contemporary leadership challenges demand a much broader balance of leader virtues (shown at Table 2.3) than integrity alone. The OLC Framework’s ten virtues - transcendence, temperance, integrity, justice, humanity, collaboration, drive, accountability, courage, humility (which includes integrity) manifested through judgment, would enable and reinforce the military ethos (the linkages are displayed in Table 1.1.) in producing expected outcomes.


While a task-based focus is appropriate and likely necessary for DPs 1 and 2, it becomes less pertinent as Officers and NCMs enter DP3 where they are increasingly expected to perform institutional roles and achieve competencies which are more abstract (e.g. partnering, analytical thinking and envisioning). To adopt a worker-based job analysis approach for senior levels would be more reflective of the dynamic cognitive roles, as well as the social and emotional intelligence demands of leading the institution.


Indeed, SSE implementation is already challenged in several ways. Firstly, many SSE initiatives seek to address legacy issues and programs. Secondly, the VCDS has outlined a myriad of areas where SSE implementation is likely to be challenged by significant risks. A third challenge involves risks which can be analyzed by the careful reviewing of the SSE and L1 implementation plans, but these have not been outwardly articulated by the DND. These challenges include SSE’s precarious financing, the high potential for initiative and sequencing misalignment, and the critical requirement not to declare mission success prematurely. A fourth challenge is the expectation management required to implement a twenty-year policy; while SSE was introduced with much fanfare, the documents which fully explain its timelines reside at the strategic level and were not released for broader consumption. Keeping practitioners
motivated and focused to implement plans which they could likely never benefit from will prove demanding on the leadership cadre. Finally, both CAF senior leaders and researchers have unanimously agreed that successful SSE implementation and execution will require an organizational culture change considering the rigorous demands of putting the policy in place with a dearth of resources coupled with the increased operational tempo that SSE mandates. As the CAF is currently encumbered by recruiting, retention, ethical and disciplinary issues, the path to SSE implementation appears highly demanding. To this effect, character leaders possessing virtues – specifically, transcendence, temperance, accountability, judgment, collaboration, justice, humility - would be better enabled to address this pending, wicked leadership challenge.

cxxviii Department of National Defence, Chief Of The Defence Staff Directive To Renew Duty With Honour: The Profession Of Arms In Canada.

cxxxi Examples of recent initiatives (policies, programs, campaigns) where implementation has been limited by the lack of widely accessible, detailed, collaborative, and (significantly) resourced implementation plans include, but are not limited to, SSE (specific, new initiatives vice initiatives already in progress), Operation Honour, The Journey, Canadian Army Integrated Performance System (CAIPS, or Mission Ready), the CAF Suicide Prevention Strategy, recent changes to Compensation and Benefits Instruction 205 (allowances), recent changes to the CAF Relocation Management System, changes to promotion medical policy, changes to the Canadian Forces Health Services policy (e.g. prosthetic hips), DAO implementation, and Doctrinal updates.

cxxsii Discussions with practitioners within DGMPRA indicate that while they generally perceive character to be a worthy concept, its incorporation into processes which must be legally defensible would be contingent upon their review of existing scientific, organizational character literature and determination of its validity.

cxxsiii Colonel Lisa Noonan, DPGR, telephone conversation with author, 4 April 2019; Dr. Gary Ivey, DROOD, telephone conversation with author, 4 April 2019; Major Katharine Berlinguette, DMCSS, telephone conversation with author, 4 April 2019; Dr. Karen Davis, DROOD, telephone conversation with author, 3 April 2019; Dr. Alan Okros, conversation with author, 28 February 2019; Major General C. Turenne, telephone conversation with author, 5 April 2019; Colonel Krista Brodie via email to author, 29 February 2019; Mr. Steven Virgin, telephone conversation with author, 2 April 2019; and Ms. Mary Crossan, telephone conversation with author, 4 March 2019.

cxxsiv The concept of a culture alignment initiative is derived from two sources. Firstly, is the work of COS Strat, MPC, which are currently considering such program which would drive a command-driven culture change agenda to reinforce the discipline, professional credibility (professionalism) and operational effectiveness of the Canadian Armed Forces (CAF). Its aim, in broad terms, would be to re-code the Canadian Armed Forces (CAF) culture to reflect the better values of the Profession of Arms in Canada and to encode it in the DNA of the CAF. The other source is Dr. Alan Okros, who advised that the scope of change envisioned by CBL would require an implementation initiative far exceeding an update to DWH. Dr. Okros counseled that only a deep culture change could likely deliver CBL, a change process consistent with the concept of culture realignment.

cxxsiii Brigadier-General Jacques Plante, Responding To Change In The Department Of National Defence and the Canadian Forces (Ottawa: Department of National Defence, 2000).


cultural similarities that exist between military and broader healthcare systems (Ottawa: Canadian College of Health Leaders, 2015); and Colonel Scott A Becker, *The Strategic Leadership and Change Management Continuum: Getting from Here to There* (Toronto: Canadian Forces College, 2004).


