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PROFESSIONALISM IN THE ARMY: FROM MURDER IN SOMALIA TO DISGRACE IN AFGHANISTAN, HOW FAR HAS THE ARMY COME?

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Maj K.F. Haire

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Abstract

Over the last two decades the Canadian Armed Forces (CAF) has faced several challenges that have caused the public to question the professionalism of the force. The combination of the brutal actions of a few members of the Canadian Airborne Regiment in Somalia in 1993 and the CAF's less than fully pro-active response caused the government to lose confidence in the military. The CAF took action to re-professionalize through institution wide reform and forced more specific transformation among the environments. Since implementation of the reforms, the Army has faced additional challenges. A study of these more recent lapses nonetheless reveals that the Army better appreciates the importance of transparency, accountability and upholding the Army ethos.

Notwithstanding the progress, it is apparent that the Army is still in need of further reform. Army leadership have attributed conflicting priorities as a factor that has prevented the complete realization of the envisioned objectives. Another impediment to reform has been the informal socialization that is such a central part of Army culture. A final barrier to change has been the inability to rationalize the discrepancy between societal values and those of the Army. The Army needs to better understand what the public expects it to be so that it can either conform or justify the discrepancies.

This paper concludes with recommendations to advance the improvements made to the profession of arms. Accepting that the culture still needs to change, improving the delivery of ethics training, amending the way new members are socialized, evaluating the effectiveness of the changes to professional military education and ameliorating the communications strategy should all ensure that the Army continues to professionalize successfully and will assure the trust and confidence of Canadian society.

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List of Abbreviations

AEP – Army Ethics Programme

BOTC – Basic Officer Training Course

CAO – Canadian Army Order

CAR – Canadian Airborne Regiment

CAF – Canadian Armed Forces

CDA – Canadian Defence Academy

CDEC – Canadian Defence Education Centre

CDS – Chief of Defence Staff

CF – Canadian Forces

CFC – Canadian Forces College

CFLI – Canadian Forces Leadership Institute

CLS – Chief of Land Staff

DP – Developmental Period

LFCO – Land Force Command Order

MDS – Master of Defence Studies

MMC – Monitoring Committee on Change

NATO – North Atlantic Treaty Organization

NCM – Non-Commissioned Member

NDHQ – National Defence Headquarters

ODB – Officer Development Board

ODRB – Officer Development Review Board

OGS – Officer General Specification

OPD – Officer Professional Development

PD – Professional Development

ROE – Rules of Engagement

ROTP – Regular Officer Training Plan

RMC – Royal Military College

SA-PD – Special Advisor for Professional Development

SOR – Statement of Requirement

UN – United Nations

CHAPTER 1 – HOW FAR HAS THE ARMY COME SINCE SOMALIA?

We can only hope that Somalia represents the nadir of the fortunes of the Canadian Forces. There seems to be little room to slide lower. One thing is certain, however: left uncorrected, the problems that surfaced in the desert in Somalia and in the boardrooms at National Defence Headquarters will continue to spawn military ignominy. The victim will be Canada and its international reputation.

- Gilles Letourneau et al., *Dishonoured Legacy: The lessons of the Somalia Affair*

Over the last two decades the Canadian Armed Forces (CAF) has been forced to deal with several transgressions of varying severity that have caused the public to question the professionalism of the force and the credibility of the institution. The brutal actions of a few soldiers in Somalia in 1993 marked the start of a period commonly referred to as the “decade of darkness.”¹ The actions of a few members of the Canadian Airborne Regiment (CAR) in Somalia and the CAF’s response to them caused the government to lose confidence in the military and to put mechanisms in place to ensure reform. The CAF took action to re-professionalize through institution wide reform and forced more specific transformation upon the environments. Since implementation of the reforms, the Army in particular has faced additional challenges that suggest that further professionalization is still required. A study of these lapses provides an opportunity to assess the progress made and evaluate the reasons for success and failure. This will lead to recommendations to keep the confidence of the public and to advance the improvements made to professionalism.

For the purposes of this paper it is important to first define professionalism and the profession of arms. According to Canadian leadership doctrine, professionalism in the CAF means:

¹Rick Hillier, *A Soldier First: Bullets, Bureaucrats and the Politics of War* (Toronto: Harper Collins Publishers Ltd., 2009), 123.

that [CAF] members apply their unique body of military expertise in accordance with the civic, legal, ethical, and military values of the military ethos, pursuant to the profession's responsibility to society and a strong personal identification with military activities and the military way of life.²

This definition forms the foundation for the profession of arms. Various nations define the profession of arms differently. For Canada, all non-commissioned members (NCM) and officers of the regular force and primary reserve are afforded professional status and are “distinguished by the concept of service before self, the lawful ordered application of military force, and the acceptance of the concept of unlimited liability.”³ Members of the profession of arms are expected to embody a common set of values founded in the military ethos and in return they receive the trust of Canadian society.⁴

With these definitions in mind, chapter two will begin with an overview of the events that transpired in Somalia in 1993 that were indicative of an institution that was failing to uphold military values. It will highlight the key events that led the government to order the Commission of Inquiry. Subsequently, it will describe the climate in which the Army was operating when it decided to deploy the CAR on operations in Somalia. It will conclude with a definition of the problem that the Army was facing.

The third chapter will outline actions taken by the CAF to regain public confidence and reinvigorate the professionalism of the force. It will highlight modifications made to officer professional development (PD) and education in light of the leadership challenges identified by the Somalia Inquiry. Next, it will describe the measures taken to improve professionalism among the NCMs through PD with an emphasis on education. This chapter will conclude with a review

²Department of National Defence, *Leadership in the Canadian Forces: Conceptual Foundations* (Ottawa: Canadian Forces Leadership Institute, 2005), 131.

³Department of National Defence, *Duty With Honour: The Profession of Arms in Canada (2nd Ed)* (Ottawa: Canadian Forces Leadership Institute, 2009), 10-11.

⁴*Ibid.*, 10.

of capstone doctrine that was developed to resolve the ambiguity associated with fundamental concepts of leadership, professionalism and military ethos.

Chapter four will analyze the Army's initiatives to reform and regain the confidence of the public. It will commence by examining the doctrine published to formally define Army ethos and provide the doctrinal foundation needed to shape training. Second, it will describe the strategy envisioned to transform the Army and align its culture with its ethos. Third, it will describe the Army Ethics Programme (AEP), an initiative undertaken to promote ethical conduct and decision making across the Army. The chapter will end with an assessment of how the doctrine and strategy have been integrated into Army training.

The fifth chapter will demonstrate that despite the measures taken to reform, the Army remains susceptible to public scrutiny and that transgression will lead to public questioning of the institution's achievements with respect to professional reform. The chapter will examine two incidents that occurred during operational deployments in Afghanistan - Captain Robert Semrau's murder charge and Brigadier-General Daniel Ménard's relief from command - to reveal where the institution has been successful and areas where progress can still be made. An assessment of the response of the CAF will be the mechanism to evaluate the successes and failures on the path to reform.

In light of the revelation that further reform is still needed, chapter six will provide recommendations to promote the military ethos and the profession of arms and ensure that the Army in particular avoids complacency. The recommendations include accepting that the culture is evolving but still in need of change, improving delivery of ethics training, amending the way new members are socialized, evaluating the effectiveness of the changes to professional military education and promoting the profession of arms with an aggressive communications strategy.

These recommendations are relatively minor, given the transformation to date; however, it is essential that the CAF capitalize on the gains made and maintain the momentum in reinvigorating the profession of arms.

CHAPTER 2 – SOMALIA AND THE IMPACT ON THE CANADIAN PROFESSION OF ARMS

From its earliest moments the operation went awry. The soldiers, with some notable exceptions, did their best. But ill-prepared and rudderless, they fell inevitably into the mire that became the Somalia debacle. As a result, a proud legacy was dishonoured.

- Gilles Letourneau et al., *Dishonoured Legacy: The lessons of the Somalia Affair*

Professionalism is an essential trait for soldiers who are representatives of their nation and its citizens. When soldiers fail to uphold the values of the profession of arms members of Canadian society lose confidence in those soldiers' ability to defend them. An analysis of incidents that transpired during and after the CAR's deployment to Somalia in 1993 reveals an Army that had lost the confidence of Canadian society. The direct actions of a few soldiers and the indirect actions, or inaction, of others led the government to order an independent inquiry, which resulted in the disbandment of the CAR and raised questions regarding the professionalism of CAF soldiers and leadership.

This chapter will provide an overview of the events that were indicative of a failure to uphold military values. It will start by highlighting the key events that transpired in Somalia that led the government to order the Commission of Inquiry. Second, it will define the climate in which the CAR was operating as it prepared for operations in Somalia. It will conclude with a definition of the problem that the incidents revealed.

WHAT HAPPENED IN SOMALIA?

The CAR deployed to Somalia in 1992 on a United Nations (UN) mission. While they might have achieved tactical and operational level victories, their mission was a strategic failure in that its aftermath caused the Canadian public to lose confidence in the Canadian military as a whole. This section will provide an overview of the key events that transpired in Somalia based

on the report published by the Commission of Inquiry. It will begin with a chronological narrative of the situation that led to the CAR's deployment. Next, it will describe the events that transpired that resulted in the Commission of Inquiry and the eventual disbandment of the CAR.

Somalia is a small country on the Horn of Africa that gained independence from Britain in 1960. Almost immediately, its rate of economic growth, which is heavily reliant on agriculture, failed to keep pace with a rising population. The situation was exacerbated by a series of severe droughts in the 1980s that had a devastating effect on the economy. By 1990, the UN has classified Somalia as the world's least developed country.⁵ Initially, the Somali people were politically divided into 64 clans and lineages. In 1969, however, their democracy fell to a military coup led by Major-General Siad Barre.⁶ Somalia then experienced decades of conflict between clans vying for power with fighting centred on the agricultural sector and resulting in extreme famine.⁷ When relief agencies were not able to get aid to those in need because of the security situation, the international community considered armed intervention.

On 3 December 1992, the United Nations Security Council passed Resolution 794 and asked Canada, among other states, to assist in restoring security and stability to Somalia. The mission was sanctioned under Chapter VII of the UN Charter and specifically authorized the "use all necessary means to establish as soon as possible a secure environment for humanitarian relief operations in Somalia."⁸ CAF personnel soon deployed to Belet Huen, Somalia as part of a US-led coalition. The majority of the Canadian contingent came from the Canadian Airborne Regiment. Included were a squadron from the Royal Canadian Dragoons, a mortar platoon from

⁵Gilles Letourneau *et al*, *Dishonoured Legacy: The Lessons of the Somalia Affair, Report of the Commission of Inquiry into the Deployment of Canadian Forces to Somalia* (Ottawa: Minister of Public Works and Government Services Canada, 1997), 219. The situation leading up to the deployment of the CAF is greatly simplified for purposes of succinctness. For greater detail of the situation in Somalia refer to chapter 11 and 12 of the reference.

⁶*Ibid.*, 223.

⁷*Ibid.*, 226.

⁸United Nations Security Council, *United Nations Security Council Resolution 794* (New York: UN, 1992), 3.

1st Battalion, The Royal Canadian Regiment and an engineer squadron from 2 Combat Engineer Regiment.⁹

While there were numerous successes in Somalia, with the majority of the soldiers performing professionally to facilitate a more secure environment and enable delivery of humanitarian aid, a few specific regretful incidents indicated a much larger institutional problem. The first of these incidents were relatively minor; however, the failure of the military leadership to adequately investigate, discipline and debrief the soldiers who were at fault contributed to a lack of understanding of the rules of engagement and led to subsequent escalations of force.

The first incident occurred on 3 January 1993 when a soldier allegedly fired a warning shot that ricocheted, hit and injured a Somali man who had challenged the soldiers of 3 Commando with a machete.¹⁰ A second example was the questionable handling of detainees that were captured after attempting to steal from the Canadian compound. Photographs were taken of them bound, blindfolded and wearing signs that labelled them as thieves.¹¹ Another incident occurred on 17 February 1993 when soldiers were securing Bailey bridge. When Somalis approached the bridge and threw rocks at the soldiers, the Canadians responded by firing warning shots and then two aimed shots, which killed one Somali and injured another.¹² These incidents, in and of themselves, were not necessarily symptomatic of a systemic problem with professionalism, but they were indicative of a pattern of escalating force and a lack of understanding of rules of engagement and law of armed conflict. The lack of effective response to them also demonstrated the failure of leadership to hold soldiers accountable for their actions and leverage lessons learned for the betterment of the profession of arms. In his report for the

⁹Letourneau *et al*, *Dishonoured Legacy...*, 1.

¹⁰*Ibid.*, 290.

¹¹*Ibid.*, 293.

¹²*Ibid.*, 296.

Commission of Inquiry, Professor Arthur Schafer highlighted the importance of acknowledging mistakes: “unless mistakes are acknowledged and analyzed,” he wrote, “those who make them cannot learn the appropriate lessons.”¹³

Schafer’s observations were validated by subsequent events. On 4 March 1993, two Somalis were probing the Canadian engineers’ compound. At some point they began to flee, yet the detachment members continued to pursue them and fired warning shots to get them to stop.¹⁴ When the Somalis did not stop, aimed shots injured Mr. Abdi Hunde Bei Sabrie.¹⁵ The second Somali, Mr. Ahmed Afraraho Aruush, continued to flee and was shot and killed.¹⁶ When the body was examined by the CAR physician, Major Armstrong, he concluded that the wounds were consistent with the Somali being shot as he lay wounded on the ground.¹⁷ When this event was reported to chain of command it raised questions among officers at National Defence Headquarters (NDHQ) about shooting fleeing Somalis and the physician’s allegations of murder.¹⁸ Following this incident there was significant communication back and forth from Ottawa to NDHQ but certain parts were covered up. Historian J.L. Granatstein suggests that “[t]he object seemed to be to protect the regiment, the army, senior officers, and Kim Campbell, the Minister of National Defence, who was then running for the Progressive Conservative Party leadership and the succession to Brian Mulroney as Prime Minister.”¹⁹ The delays in the release

¹³ Arthur Schafer and Commission of Inquiry into the Deployment of Canadian Forces to Somalia, *The Buck Stops Here: Reflections on Moral Responsibility, Democratic Accountability and Military Values* (Ottawa: Minister of Public Works and Government Services Canada, 1997), 35.

¹⁴ Letourneau *et al*, *Dishonoured Legacy...*, 301.

¹⁵ *Ibid.*

¹⁶ *Ibid.*

¹⁷ *Ibid.*, 303.

¹⁸ *Ibid.*, 307.

¹⁹ J.L. Granatstein, *Who Killed the Canadian Military?* (Toronto: Harper Collins Publishers Ltd, 2004), 155.

of information and the evasiveness of the leadership led to allegations of cover-up and ultimately raised doubts about the professionalism of the CAF.²⁰

While the incident of 4 March was damaging, it was the torture and killing of Shidane Arone 12 days later that catalyzed reform within the CAF. Arone was a 16-year old Somali who had been captured in an abandoned US compound beside the 2 Commando compound.²¹ While being detained, Arone was tortured and beaten to death primarily by Master Corporal Clayton Matchee and Private Kyle Brown.²² The horrific incident was compounded by the CAF leadership's failure, at first, to acknowledge what had happened and then later to be open and transparent in its response.²³

Arone's death forced the military to conduct a Board of Inquiry; however, when the results of the de Faye investigation were deemed insufficient by the federal government, Ottawa established its own Commission of Inquiry to look into all aspects of the Somalia mission.²⁴ In the end, the Commission made 160 recommendations.²⁵ Throughout the report, the themes of leadership and accountability were paramount, and indicative of an institutional failure to uphold the values of duty, loyalty, integrity and courage, all of which together form the basis of Canadian military ethos.²⁶

CLIMATE LEADING UP TO SOMALIA DEPLOYMENT

The climate that existed when the CAF deployed to Somalia contributed to the transgressions of the CAR soldiers. This section will first highlight the uncertainty created in the CAF as a result of defence budget cuts and a changing global security environment. Next it will

²⁰Bernd Horn and Bill Bentley, *Forced to Change: Crisis and Reform in the Canadian Armed Forces* (Toronto: Dundurn, 2015), 37.

²¹Letourneau *et al*, *Dishonoured Legacy*..., 320.

²²*Ibid.*, 324.

²³Horn and Bentley, *Forced to Change*..., 36.

²⁴Letourneau *et al*, *Dishonoured Legacy*..., 344-350.

²⁵*Ibid.*

²⁶Department of National Defence, *Duty With Honour*..., 32-33.

define the CAF's operating environment and how the CAR trained for operations prior to the deployment. Finally, it will describe the culture of the Army and the Regiment at the time of the deployment.

The 1990s was a decade of significant change for the CAF.²⁷ As David Bercuson notes, “[t]he Canadian Army had been structured, equipped, trained, and located to fight a major all-arms battle alongside Canada’s NATO allies against the Soviet army.”²⁸ When the Cold War ended abruptly in 1991, the government in Ottawa had to quickly rethink Canada’s national security requirements. As a result, and in anticipation of an expected “peace dividend,” significant cuts to defence spending were made. Less than 20 years later, as the Canadian government prepared the *Canada First Defence Strategy*, it conceded that:

[l]ooking back, it is clear that the peace dividend that resulted from the end of the Cold War was relatively short-lived. The 1990s saw the emergence of difficult security challenges, including failed and failing states, civil wars and global terrorism. Many countries, including Canada, were slow to fully appreciate and adjust to these new realities. During this period, governments dramatically under-invested in the Canadian Forces, leaving them seriously unprepared to deal effectively with this increasingly complex global environment.²⁹

The budget cuts of the early 1990s, coupled with the uncertainty of what the next conflict would entail, placed the CAF in an ambiguous environment. The military leadership was forced to make significant structural changes to the Forces and reduce spending without knowing where to focus training efforts and personnel reductions. The CAR felt this impact directly.

Between 1991 and 1992 the CAR was downsized from 900 to approximately 750 personnel and was transformed from a formation of five units commanded by a colonel to a unit

²⁷Michael Rostek, “A Framework for Fundamental Change? The Management Command and Control Re-Engineering Initiative,” *Canadian Military Journal* (Winter 2004-2005): 65.

²⁸David Jay Bercuson, *Significant Incident: Canada's Army, the Airborne and the Murder in Somalia* (Toronto: McClelland and Stewart, 1996), 93.

²⁹Department of National Defence, *Canada First Defence Strategy* (Ottawa: Canada Communications Group, 2008), 6.

of three sub-units commanded by a lieutenant-colonel.³⁰ The changes in the senior ranks had a follow on effect of reducing the ranks of the subordinate leadership and thus the authorities they held.³¹ Additionally, the CAR was forced to rethink its mission capabilities given its new, more limited, structure. The restructuring was still in progress when the CAR received warning of a deployment to Somalia. Indeed, senior Army leadership acknowledged that the CAR was not structured or equipped with the personnel needed to fulfil the concept of employment for which it had been approved.³² Granatstein argues that members of the political leadership that sent the CAF to Somalia are responsible for the failure because they neglected “to ensure that the forces had the necessary manpower, the funds, the equipment, and the training to do the jobs they were being asked to undertake.”³³ However, while politicians may not have set the military up for success, they cannot be fully to blame for the transgressions that transpired. Under sound military leadership and with appropriate training, the soldiers should have been able to perform professionally nonetheless.

Prior to Somalia the CAR had conducted peacekeeping operations in Cyprus in 1981 and 1986-87.³⁴ Additionally, in 1991 the CAR had been training and preparing to deploy on a United Nations Mission in Western Sahara to monitor the cease-fire and ensure security for an upcoming referendum.³⁵ This operation was cancelled when the referendum was postponed.

On paper, then, the CAR was the logical choice for the rapid deployment to Somalia; however, it had not trained specifically for peacekeeping operations.³⁶ In a report prepared for the Commission of Inquiry, Allen Sens, a professor of international relations, emphasized the

³⁰Letourneau *et al*, *Dishonoured Legacy*..., 177-178.

³¹*Ibid.*, 178.

³²*Ibid.*

³³Granatstein, *Who Killed the Canadian Military?*..., 159.

³⁴Letourneau *et al*, *Dishonoured Legacy*..., 176.

³⁵*Ibid.*, 177.

³⁶*Ibid.*, 568.

changing nature of peacekeeping and that new situations had created new demands on personnel. Sens highlighted the importance of supplementary peacekeeping training on maintenance of order functions – including detainment, crowd control and enforcement of law and order - suggesting that members of the CAR would have been better prepared to face the situations they faced in Somalia if they had completed specialized peacekeeping training.³⁷

Training is essential to developing both individual and unit capabilities and preparing military personnel for situations they may face. Operationally focused training specifically develops: task proficiency, teamwork, confidence, cohesion and resilience.³⁸ One could argue that the timeline provide to the CAR to prepare for deployment to Somalia was too compressed to adequately develop mission specific training for the peacekeeping operation; however, the unit had been designated as the UN standby battalion for many years. As such, it is reasonable to assume that an implied task for the leadership ought to have been scenario based peacekeeping training for the broad range of tasks that could be anticipated for like operations. This was not the case, apparently because the leadership of the CAR maintained that well trained combat arms soldiers naturally made the best peacekeepers.³⁹ The CAR's leadership clearly failed to recognize the significance of providing soldiers training for the diverse skills they would face in Somalia and the impact of this failure will be evident in subsequent sections of this chapter.

A final factor that is essential to understanding the climate in which the CAR deployed is the military culture, and its Army and Regimental sub-cultures, at the time of the Somalia deployment. The Commission of Inquiry focused on three aspects of military culture:

³⁷ Allen Gregory Sens and Commission of Inquiry into the Deployment of Canadian Forces to Somalia, *Somalia and the Changing Nature of Peacekeeping: The Implications for Canada: A Study Prepared for the Commission of Inquiry into the Deployment of Canadian Forces to Somalia* (Ottawa: Public Works and Government Services Canada, Canada Communications Group, 1997), 64-65.

³⁸ Paul LaRose-Edwards *et al*, *Non-Traditional Military Training for Canadian Peacekeepers: A Study Prepared for the Commission of Inquiry into the Deployment of Canadian Forces to Somalia* (Ottawa: Public Works and Government Services Canada, Publishing, 1997), 79-80.

³⁹ Letourneau *et al*, *Dishonoured Legacy...*, 568.

separateness from society, changes in the nature of military professionalism and the role of ethics in the military.

The first aspect of separateness from society refers to the distinctive mandate of the military to defend the sovereignty of Canada through the application of deadly force, if required.⁴⁰ The concept of unlimited liability and the responsibility of the military leadership to potentially sacrifice subordinates' lives in order to achieve military objectives are distinguishing features of military life and they contribute to the sense of separateness, and perhaps at times superiority, that soldiers feel with respect to civil society.⁴¹

While separateness is an essential aspect of military culture, there is inherent risk associated when soldiers see themselves as superior. Bercuson argued in 1996 that:

[t]he Canadian Forces regular force does not reflect the Canadian cultural mosaic...This is an undoubted problem. Ethnic, racial and religious bias emerges much more quickly and openly in a homogeneous group than in one that contains a cross-section of the population.⁴²

Undoubtedly, there is danger associated with soldiers not being a reflection of society - particularly when some come to see themselves as superior to the rest of that society.

When it came to the CAR, the Army and specifically the Regimental sub-cultures were also critical. The late sociologist, Donna Winslow, once noted that the bond created by the Regimental culture is almost familial. A happily bonded family functions well as a team; however, when negative behaviours emerge, that same bond can lead the entire group astray.⁴³ This was a phenomenon that likely aggrieved the CAR. To maintain regimental solidarity, soldiers did things or allowed things to happen that they might otherwise have felt were wrong.

⁴⁰*Ibid.*, 77.

⁴¹*Ibid.*, 78.

⁴²Bercuson, *Significant Incident...*, 99.

⁴³Donna Winslow and Commission of Inquiry into the Deployment of Canadian Forces to Somalia, *The Canadian Airborne Regiment in Somalia: A Socio-Cultural Inquiry* (Ottawa: Minister of Public Works and Government Services Canada, 1997), 79-80.

The period around the Somalia incident also occurred in the midst of significant changes to the nature and understanding of military professionalism. The Inquiry highlighted the impact of the civilianization of the forces on accountability standards. More specifically, historian John A. English has suggested that the outcome in Somalia should have resulted in the dismissal of both Colonel Serge Labbé, the commander of the Canadian mission, and Lieutenant-Colonel Carol Mathieu, the Commanding Officer of the CAR, because they were the responsible commanders.⁴⁴ He argues that such dismissals would have taken place under the authority of the “old Canadian army” prior to unification in 1968 and concludes that the “new army” failed to equate command with responsibility.⁴⁵ Accountability is an important aspect of the profession of arms. Soldiers and leaders need to be accountable for their application of force. Leaders that do not accept their part of the responsibility can erode the trust that subordinates have in their leadership. In 1996, according to journalists Scott Taylor and Brian Nolan, “83 per cent of military personnel had lost confidence in their senior leaders” in large part because of the mishandling of the Somalia affair.⁴⁶ Because the subordinates were held exclusively responsible, soldiers lost confidence that their leaders could ever be held accountable for their decisions.

The final aspect of military culture relevant to this analysis is the role of ethics. According to Canadian doctrine “[t]he values, beliefs and expectations reflected in the Canadian military ethos are essential to military effectiveness.”⁴⁷ Soldiers that embody these values and beliefs are considered honourable. One challenge for the military in the early 1990s that undoubtedly contributed to unethical conduct was that a formalized ethical code did not exist. The Inquiry determined that, despite not having a formal ethical code, the military ethos was

⁴⁴John A. English, *Lament for an Army: The Decline of Canadian Military Professionalism* (Toronto: Irwin Publishing, 1998), 2-3.

⁴⁵*Ibid.*, 3.

⁴⁶Scott Taylor and Brian Nolan, *Tarnished Brass: Crime and Corruption in the Canadian Military*, Toronto: Lester Publishing, 1996, 7.

⁴⁷Department of National Defence, *Duty With Honour...*, 34.

evident in the officer's commission, enlisted members' contracts, the law of armed conflict, and the *National Defence Act*.⁴⁸ In contrast, the US and Australian militaries have rightly concluded that a formalized ethical code is essential to inform members of their professional and ethical obligations and to hold them accountable.⁴⁹

Clearly, the culture in the military and the subcultures of the Army and the CAR were plagued by the soldiers' separateness from society, a lowering of standards of professionalism and the lack of standardized code of ethics. These factors, coupled with the uncertainty associated with peacekeeping missions and the drastic changes the military was being forced to make under significant fiscal constraints, created an unhealthy climate which ultimately contributed to the CAR's crisis in Somalia.

THE PROBLEM DEFINED

The horrific incidents that took place in Somalia were symptomatic of a larger problem with professionalism in the CAF. This problem can be broken down to failures associated with leadership, accountability and socialization which are illustrative of an army that was not able to embody the attributes of the profession of arms – responsibility, expertise, identity and the military ethos.⁵⁰ This section will illustrate problems that were revealed through the Inquiry process that contributed to the crisis. Those problems will highlight the areas in which the Army was in desperate need for reform.

There were leadership failures at both the tactical and institutional levels that facilitated the CAR's professional demise. In accordance with CAF doctrine, instilling military ethos is essential to maintain high standards of professionalism. Moreover, leaders at the tactical level set

⁴⁸Letourneau *et al*, *Dishonoured Legacy*..., 83.

⁴⁹*Ibid*.

⁵⁰Department of National Defence, *Duty With Honour*..., 14.

the ethical and professional tone by clarifying expectations about professional conduct and explaining the purpose of standards.⁵¹

One of the many examples of failure to instill such a military ethos took place on 28 January. According to the Inquiry, Lieutenant-Colonel Mathieu authorized deadly force against armed or unarmed Somalis found within Canadian compounds or absconding with Canadian kit.⁵² In his orders group he also made reference to a well-publicized comment from the Secretary of State for External Affairs and International Trade, Barbara McDougall, who had suggested that soldiers deploying to Somalia had rules of engagement (ROE) that permitted them to shoot first and ask questions later.⁵³ Mathieu's direction and comments did not exude the professionalism expected of a unit commander and certainly did not inspire his subordinates to do the right thing. After some of the junior leaders sought clarification on the orders and ROE, the direction became further muddled by the commanding officer's unhelpful response.⁵⁴

The leadership blunders were not unique to the tactical level; institutional leaders also failed to be stewards of the profession of arms. One of the tenets of stewardship is that senior leaders must epitomize professional qualities and foster and maintain a professional culture.⁵⁵ Douglas Bland, a retired lieutenant colonel and professor of defence management studies, has shown that there were significant concerns with the ethics in the armed forces for at least two decades prior to the deployment to Somalia. He describes a systemic breakdown between officers in NDHQ and public servants: a lack of trust between the civilians and uniformed members which further deteriorated when missions changed and budgets were significantly cut.⁵⁶

⁵¹Department of National Defence, *Leadership in the Canadian Forces...*, 82-83.

⁵²Letourneau *et al*, *Dishonoured Legacy...*, 659.

⁵³*Ibid.*

⁵⁴*Ibid.*

⁵⁵Department of National Defence, *Leadership in the Canadian Forces...*, 115.

⁵⁶Douglas L. Bland and Commission of Inquiry into the Deployment of Canadian Forces to Somalia, *National Defence Headquarters: Centre for Decision* (Ottawa: Dept. of Public Works and Government Services, 1997), 50.

In times of crisis and change there was an obvious requirement for leadership, yet “[s]enior officers did not demonstrate that they understood the pressures placed on units and rarely took a stand before their political masters.”⁵⁷ The Inquiry produced allegations that institutional leaders, up the Chief of Defence Staff (CDS), failed to “ensure that a proper policy analysis and comprehensive estimate of the situation were undertaken with respect to Operation Deliverance and, accordingly, fail[ed] to provide adequate advice to the Minister of National Defence and the Cabinet with respect to matters.”⁵⁸ There was a fractured, unprofessional climate within NDHQ that could not effectively set the conditions for operational success among the subordinate units.

An additional indicator of failure to foster and maintain a professional climate was the inability to enforce discipline and hold appropriate members accountable for their actions, or inaction. Leaders are required to effectively employ individual and collective capabilities and correct and compensate for deficiencies when necessary. According to Arthur Schafer,

[e]ffective performance of military duties, at every level of the hierarchy, requires that there be in place an effective system for monitoring and judging and, where necessary, changing and improving the way things are done. Concern for image ought to be subordinate to concern for professional integrity.⁵⁹

CAR leaders failed to rectify the initial deficiencies in Somalia which led to more serious infractions later.

The Inquiry noted that during the deployment there were 58 incidents of a disciplinary nature. Among them, 10 were serious breaches of the Code of Service Discipline and yet some were never prosecuted. The incidents included theft, insubordination, assaulting a subordinate and alcohol abuse. Videos even emerged of soldiers consuming alcohol while armed. Perhaps the most disturbing and telling disciplinary matters involved the handling of detainees and the

⁵⁷*Ibid.*, 51.

⁵⁸Letourneau *et al*, *Dishonoured Legacy...*, 955.

⁵⁹Schafer and Commission of Inquiry, *The Buck Stops Here...*, 36.

responses of the leadership to these incidents.⁶⁰ Once more, soldiers and leaders were not held accountable for their misconduct.

The Inquiry also revealed that senior leadership were aware of disciplinary issues within the CAR and failed to take appropriate action.⁶¹ It was evident to those involved in the Inquiry that institutional leaders at the highest levels failed to set the conditions for success for the soldiers of the CAR.

Leadership that failed to embody military ethos and failures to hold soldiers accountable were significant downfalls, but the socialization of new members also played an important role. Effectively socializing new members, setting the conditions for professional conduct on operations and exemplifying professionalism are all tenets of stewardship of the profession.⁶² In the military, socialization happens both formally, during courses and training, and informally, in messes and military social functions. Socialization is important because it is how soldiers learn and internalize professional values and norms. CAF leaders failed to ensure the appropriate socialization of new officers and non-commissioned members.

Among the failures to effectively socialize new constituents were the discrepancies between the ethics training offered to officers and non-commissioned members. Before 1992, officers up to the rank of major received training on command, leading subordinates, ethics and professionalism; however, NCM's training only covered definitions of truth, duty, bravery, integrity, loyalty and courage.⁶³ This difference, coupled with the fact that the military did not have a standardized ethical code at the time, illustrates that ethical training, as part of the socialization of new recruits, was not a CAF priority.

⁶⁰Letourneau *et al*, *Dishonoured Legacy*..., 456-457.

⁶¹*Ibid.*, 955, 971, 979, 987.

⁶²Department of National Defence, *Leadership in the Canadian Forces*..., 115.

⁶³Letourneau *et al*, *Dishonoured Legacy*..., 83-84.

Consider also how the Airborne Indoctrination Course was run. The CAR had originally managed the course at the regimental level which ensured that all soldiers were trained to one standard; at some point, however, the responsibility for the course was delegated down to the Commandos, allowing greater freedom to shape the curriculum and creating discrepancies among standards achieved.⁶⁴ Military leaders have an obligation to ensure that new members are socialized effectively and exposed to appropriate institutional values and norms: this oversight was not possible with a decentralized approach to training.

The initiation rites conducted at the completion of courses were clear indicators of how CAR soldiers were not being acclimatized to appropriate professional norms. Sociologist Sheren Razack has described the initiation ritual that was recorded before the CAR deployed to Somalia. A Black corporal was tied to a tree, with KKK written on his shoulder; sprinkled with flour; symbolically anally raped and required to crawl on all fours. All of these actions were symptomatic of entrenched racist, sexist and homophobic attitudes that fundamentally conflicted with military values.⁶⁵ The CAF senior leadership ought to have been aware of the problem and to have done more to align the culture with that of society. One might argue that these rituals only involved a sample of the soldiers and that these attitudes were not a reflection of the Regiment or the military as a whole; however, the CAR was also noted for having a culture of alcoholism which was not necessarily unique to the Regiment.⁶⁶ Military leaders failed in their responsibility to set the conditions for appropriate indoctrination that instilled military values and ethics and were reflections of the society that they were required to defend.

⁶⁴Winslow and Commission of Inquiry, *The Canadian Airborne Regiment in Somalia...*, 91.

⁶⁵Sherene Razack, *Dark Threats and White Knights: The Somalia Affair, Peacekeeping and the New Imperialism* (Toronto: University of Toronto Press, 2004), 71.

⁶⁶Winslow and Commission of Inquiry, *The Canadian Airborne Regiment in Somalia...*, 94.

Clearly, the training of officers and non-commissioned members failed to instill the values associated with the profession of arms. This coupled with the informal socialization fostered an unprofessional climate. Of equal importance, the tactical and institutional leadership failed to embody the tenets of the profession of arms and mishandled disciplinary matters in Somalia which further plagued the climate. These factors were the underlying institutional failures that led to crisis in Somalia.

CONCLUSION

Undoubtedly, there were external factors that contributed to the demise of the CAR in Somalia. Among them were the significant budget cuts the military experienced and the changing security environment in which the CAF was required to operate. While these factors clearly influenced the operational climate within the CAF, the culture of the military, Army and the CAR played a larger role in the downfall. The events that transpired in Somalia were horrific, but they were also symptoms of an Army that required professional reform. In the wake of the Somalia affair, the Army ought to have focused its reforms on leadership, accountability and socialization. The subsequent sections of this paper will examine what actions the Army did take, consider its success and failures to reform and provide further recommendations to foster a more professional climate within it.

CHAPTER 3 – CAF RESPONSE TO CALL FOR PROFESSIONAL REFORM

In recent years, unfortunately, this record of distinction and service has been marred by sad, disturbing and intolerable events. There has been a handful of these highly objectionable incidents, but they have called into question the Canadian military, its leadership, its discipline, its command and management and even its honour. The confidence of Canadians in the Forces has been shaken. To make matters worse our responses to these events has been less than adequate.

- Douglas Young, *Report to the Prime Minister on the Leadership and Management of the Canadian Forces*

In the aftermath of Somalia, the CAF desperately needed to reform. The military, according to historian Randall Wakelam, “was in the throes of the chaos generated by the Somalia Inquiry and the strains of doing much more with a shrinking budget.”⁶⁷ The initial reaction of the CAF was to resist change; it resented civilian oversight and rejected the obligation to revamp PD.⁶⁸ Nonetheless, over the last two decades, and through numerous reviews, the senior CAF leadership has persisted in the search for the best professional development models for officers and NCMs.

This chapter will outline measures taken by the CAF to regain the confidence of the public and re-establish the professionalism of the force. It will commence by highlighting measures taken with respect to officer professional development and education to address the leadership challenges identified by the Somalia Inquiry. Subsequently, it will describe the initiatives taken to reinvigorate professionalism among the NCMs through PD with an emphasis on education. It will conclude with a summary of capstone doctrine that was developed to address inconsistencies with leadership concepts, professionalism and military ethos.

⁶⁷Randall Wakelam and the Department of National Defence, “Dealing with Complexity and Ambiguity: Learning to Solve Problems Which Defy Solution,” *Strathrobyn Papers* No.4 (Toronto: Canadian Forces College, 2010): Editorial Remarks.

⁶⁸David J. Bercuson, “Up from the Ashes: The Re-Professionalization of the Canadian Forces After the Somalia Affair,” *Canadian Military Journal* 9, no. 3 (2009): 37.

OFFICER PROFESSIONAL DEVELOPMENT

In the wake of the crisis in Somalia and while the Inquiry was in progress, the CAF was under significant pressure to make reforms, and leadership was the main target. Nonetheless, the staff school, National Defence College, and two of the three military colleges, Royal Roads Military College and Collège Militaire Royal, both of which were tasked with training and teaching officer cadets, closed in 1994 because of budget cuts.⁶⁹ According to historian Ronald Haycock, these closures and cuts were drastic. Nonetheless, to those who were managing the impact, they became an impetus to long desired changes at a time when change was in desperate need.⁷⁰

Acknowledging the requirement for change in Officer Professional Development (OPD), the CDS, General John De Chastelain, commissioned an Officer Development Review Board (ODRB), led by Lieutenant-General (retired) Robert Morton, with a view to provide recommendations for the requirements of a professional officer corps of the future.⁷¹ One of the key observations from the ODRB was that the Basic Officer Training Course (BOTC) should encompass more leadership training and it should introduce the concepts of “service ethos” and “military ethos.”⁷² The board found that there was only one fourth-year course at Royal Military College (RMC) that dealt with military professionalism and ethics and that the definition and scope of the CAF military ethos was not made explicit to the institution, students or faculty.⁷³ Clearly, the lack of common understanding of military ethos at the institution responsible for developing officers was concerning and ought to have been addressed.

⁶⁹Wakelam and Department of National Defence, “Dealing with Complexity and Ambiguity”..., 9.

⁷⁰Ronald G. Haycock, “The Labours of Athena and the Muses: Historical and Contemporary Aspects of Canadian Military Education,” *Canadian Military Journal* 2, no. 2 (2001): 7.

⁷¹Bernd Horn and Bill Bentley, “The Road to Transformation: Ascending from the Decade of Darkness,” *Canadian Military History* Vol. 16, Iss.4, Article 4 (March 2012): 40.

⁷²Robert Morton and Officer Development Review Board (Canada), *Report of the Officer Development Review Board*, 1995 (Ottawa: The Board, 1995), 42.

⁷³*Ibid.*, 43.

The ODRB, in conducting its analysis, studied a variety of other military professional development models. While the Board found that none of them was perfect, each did provide some applicable concepts that proved helpful in formulating recommendations to restructure OPD. One common element that the Board observed was the value placed upon ethos building and the teaching of ethical values; these concepts were considered by allies to be fundamental to leadership.⁷⁴ All of the militaries that the board examined focused their OPD on the “raison d’être” for militaries, perhaps best articulated in the United States through the term “warfighting.”⁷⁵ The United States Marine Corps first published *Warfighting* in 1989.⁷⁶ While it was recently updated and re-published in 1997, little has changed as the principles, based primarily upon Carl von Clausewitz’s theory of warfare, are enduring. At the time of the board’s review, the CAF did not have such a capstone manual.

The ODRB also stressed that education should be the cornerstone of OPD and that officers should be required to earn university level baccalaureate degrees.⁷⁷ Furthermore, it highlighted the importance of continued education throughout the officers’ career. The board recommended that a greater emphasis be placed on the commissioning of officers and that the commission should mark the official entry into the profession of arms.⁷⁸ The ODRB identified a gap in advanced military education at the operational level and suggested that Canadian Forces College (CFC) had the capacity and competence to fill this gap by initiating a new programme.⁷⁹

The board was critical of the CAF’s senior leadership and suggested that the current system of OPD was not in fact a system but rather “a collection of loosely connected institutions, educational/training programmes, and policies and orders that were not governed by a single-

⁷⁴*Ibid.*, 74.

⁷⁵*Ibid.*

⁷⁶Department of the Navy, MCDP 1, *Warfighting* (Washington D.C.: United States Marine Corps, 1997).

⁷⁷Morton, *Report of the Officer Development Review Board*, 1995..., 8.

⁷⁸*Ibid.*, 7.

⁷⁹*Ibid.*, 54.

purpose hierarchy.”⁸⁰ It concluded that the lack of hierarchical oversight led to skepticism of the system among officers, a lack of integration, a lack of standardization and poor quality control.⁸¹

The Morton report led to a few notable successes. Among them was the establishment of an Advanced Military Studies Course for colonels and naval captains to prepare them for leadership appointments at the operational level and the National Security Studies Course for preparation for strategic level employment.⁸² These courses were designed to employ graduate level delivery methodology to enable students to acquire a degree of mastery of topics through analysis, synthesis and the evaluation of concepts.⁸³ The successes and failures of these two programs ultimately led to the creation of the National Security Programme.⁸⁴ Another success of the ODRB was the establishment of the OPD working group which had a mandate to revise the OPD system.⁸⁵ This group achieved its mandate and published the OPD Handbook which outlined the revised system. In sum, while the Morton report is credited with relatively few direct successes, it did inspire the continued evaluation of professional military education for the CAF leadership.

In 1997, at the same time as the report of the Somalia Inquiry was released, the Minister of National Defence, Douglas Young, published the *Report to the Prime Minister on the Leadership and Management in the Canadian Forces*. In his report, the Minister directed a higher level of military education. He ordered that a review of OPD be conducted, that RMC’s curriculum and its governance structure be reviewed, that CAF ethics and leadership training be

⁸⁰*Ibid.*, 155.

⁸¹*Ibid.* This will become a common thread through all of the reviews on OPD which will eventually lead to the establishment of the Canadian Defence Academy (CDA).

⁸²Department of National Defence, *Advanced Military Studies Course Professional Studies, Admiral-Generalship* (Toronto: Canadian Forces College, 1998). The courses also admitted senior lieutenant-colonels and commanders whose promotions were anticipated in relatively short order.

⁸³Wakelam and Department of National Defence, “Dealing with Complexity and Ambiguity”..., 13.

⁸⁴*Ibid.*, 14.

⁸⁵K. A. Nason, Douglas Taylor and Department of National Defence, *The Officer Professional Development Working Group Final Report* (Ottawa: DND, 1996).

enhanced and that new senior courses be created at CFC.⁸⁶ The CAF, as an institution, had demonstrated that it was incapable of changing fast enough and, therefore, the Minister appointed an independent civilian overseer in the form of the Minister's Monitoring Committee on Change (MMC).⁸⁷ The committee was responsible to monitor the implementation of recommendations from the various reports published since the Somalia crisis.⁸⁸

According to Bernd Horn and Bill Bentley, it was under the scrutiny of the MMC that the CAF finally appeared to be taking significant action to reform and re-professionalize.⁸⁹ Haycock, conversely, described multiple changes, many of which could be credited to the Morton report, that were in progress prior to promulgation of direction from the Minister. The senior CFC courses are one such example.⁹⁰ While change was afoot, on the whole, there was still additional progress required to reshape the officer corps. That would happen following subsequent reviews and reports on OPD.

In accordance with the Minister's direction, the newly appointed RMC Board of Governors enlisted former CDS General (retired) Ramsey Withers to provide recommendations for reform.⁹¹ The Withers report contained 34 recommendations involving significant changes to curriculum to provide a more balanced program of arts, science and core courses to include international affairs, leadership, military history and military theory.⁹² Other notable

⁸⁶Douglas M. Young and Department of National Defence, *Report to the Prime Minister on the Leadership and Management of the Canadian Forces* (Ottawa: DND, 1997), 15-18.

⁸⁷Haycock, "The Labours of Athena and the Muses"..., 14.

⁸⁸John A. Fraser and Minister's Monitoring Committee on Change, *Preliminary Report of the Defence Minister's Monitoring Committee on Change in the Canadian Forces and the Ministry of Defence* (Ottawa: Minister's Monitoring Committee on Change, 1998), 1.

⁸⁹Horn and Bentley, "The Road to Transformation"..., 38.

⁹⁰Haycock, "The Labours of Athena and the Muses"..., 15-16.

⁹¹Bercuson, "Up from the Ashes"..., 37.

⁹²Department of National Defence and Royal Military College of Canada Board of Governor's Study Group, *Report of the RMC Board of Governor's Study Group: Review of the Undergraduate Programme at RMC* (Kingston: The Board, 1998).

recommendations were establishing a CAF University to integrate RMC into the CAF chain of command, improving the quality of academics and strengthening the military pillar.⁹³

According to Horn and Bentley, few of the recommendations gained traction and others were completely rejected.⁹⁴ Historian Adam Chapnick suggests that Horn and Bentley ignored some of the successes such as the “difficult but successful process to get its professional Master of Defence Studies (MDS) program for majors and lieutenant commanders accredited by the Ontario Council of Graduate Studies.”⁹⁵ John Cowan, former principle of RMC, also sees reasonable success falling out of the Withers report. The new core curriculum that was implemented in 1999 provided officer cadets with the requisite education for officership and was “predicated on the certainty that [one] will need to know more than others in society. Indeed, the knowledge base for the profession of arms spans most of human knowledge.”⁹⁶

Cowan maintains that the transformation of RMC “could not have been done without a concomitant shift in the attitude towards all aspects of higher education amongst the senior leadership in the CF.”⁹⁷ He offers that one of the challenges of implementing higher education at RMC is that it competes with socialization, or the indoctrination of young Canadians from diverse geographic locations, speaking different languages and having different cultural backgrounds all with different military occupations.⁹⁸ The latter is an onerous task in and of itself. Determining the right balance of education and socialization to bring together students from the full socio-economic spectrum of Canadian society to share the same values and form a

⁹³*Ibid.*

⁹⁴Horn and Bentley, *Forced to Change...*, 102-103.

⁹⁵Adam Chapnick, “Are Canada’s Senior Officers Poorly Educated,” *The Dorchester Review* Vol. 5, no.2 (2015): 32.

⁹⁶John Scott Cowan, “RMC and the Profession of Arms: Looking Ahead at Canada's Military University,” *Canadian Military Journal* 2, no. 3 (2001): 6.

⁹⁷*Ibid.*, 5.

⁹⁸*Ibid.*, 7.

cohesive team is challenging.⁹⁹ Another challenge Cowan suggests as a barrier to change are the few members of the CAF who still believe that too much education is an impediment. Despite this barrier, he concludes that “there is evidence of profound change in that education, even at the masters and doctoral levels, is becoming accepted and even valued in the CAF.”¹⁰⁰

Paul Mitchell, Director of Academics at CFC, has written about the challenges experienced in introducing civilian academics into military professional education in order to elevate the education delivery. He suggests that there were several points of friction when academic professionals were integrated into the CAF military structure. The challenges were not so much the fault of CAF leaders avoiding change as they were the uncertainties of how to achieve such change. CAF leaders expected to “add Ph.D.s and stir” but both academics and military professionals had biases which they needed to overcome in order to reap the benefits of integrating academics into the programmes offered at CFC. He goes on to describe the anti-intellectual culture of the military profession based on the ethic of practice as opposed to one of intellectual reflection. Moreover, getting the right academics was a challenge because within academe there was widespread lack of interest or regard for military education and academics who demonstrated interest in research and education in the military realm were often ostracized by their academic colleagues in other universities. Mitchell concludes that the military and academic professionals developed into an effective partnership over six years, although not without hiccups along the way. There are still issues to be resolved and professional tensions occasionally surface based on significant cultural differences. However, he describes the current situation as symbiotic for the military and academic professionals. Programmes have been recognised as being on par or superior to American equivalents and the Department of Defence

⁹⁹*Ibid.*

¹⁰⁰*Ibid.*, 6.

Studies, one of the largest faculties devoted to the subject in any Canadian university, are both products of the partnership.¹⁰¹

In its 1999 interim report, the Minister's Monitoring Committee expressed concern that, while there was significant effort from individual educational and development institutions to reform, there was a lack of strategic direction and clear vision for the changes the CAF was implementing.¹⁰² The committee's final report that same year concluded that real progress had been made by the CAF but "the idea of cultural change [was] not yet internalized enough to trigger instinctively feelings of determination, persistence and urgency to get the job done."¹⁰³ To demonstrate to the MMC a concerted attempt to change, the CDS, General Maurice Baril, established a Special Advisor for Professional Development (SA-PD) and assigned Lieutenant-General Romeo Dallaire to the position.¹⁰⁴ Dallaire's task was to define the professional development requirements for future CAF leaders. According Brigadier-General Charles Lemieux (retired), Dallaire's successor as SA-PD, the CDS believed that "the CF needed to produce a new generation of leaders who would reflect the values and attributes essential for the future."¹⁰⁵ Thus, the SA-PD developed a Statement of Requirement (SOR) to shape officer professional development entitled *Canadian Officership in the 21st Century*.

Dallaire identified eight discrepancies that needed to be addressed to bring the officer corps to where it needed to be by 2020: general education, the technological environment, the

¹⁰¹Paul Mitchell, "“Add Ph.D.s and Stir” – Creating an Academic Department in a War College,” *Unpublished*, n.d.

¹⁰²John A. Fraser and Minister's Monitoring Committee on Change, *Minister's Monitoring Committee on Change in the Department of National Defence and the Canadian Forces Interim Report - 1999* (Ottawa: DND, 1999), 2-3.

¹⁰³John A. Fraser and Minister's Monitoring Committee on Change, *Minister's Monitoring Committee on Change in the Department of National Defence and the Canadian Forces Final Report - 1999* (Ottawa: Dept. of National Defence, 1999), 7.

¹⁰⁴Horn and Bentley, "The Road to Transformation"...,42.

¹⁰⁵Charles Lemieux, "Articulating the Vision of the Canadian Officer Corps of 2020: Understanding the Leadership and Ethical Challenges," *Canadian Military Journal* 3, no. 1 (2002): 32.

operational environment, civil-military relations and the Canadian way of life, the theory and structure of conflict, bilingualism and pluralism, leadership theory and practice and a concept of operations to implement the officer PD philosophy. *Canadian Officership in the 21st Century* therefore focused on three components: the requirement for additional educational institutions; the introduction of a core curriculum; and the establishment of a university to provide the hierarchical command structure for all of the CAF's educational institutions.¹⁰⁶

The SOR identified four revolutions that would have an impact on future officers. First, future operations were expected to be increasingly complex. They would have ambiguous mandates, political driven ROEs and be made up of non-cohesive multi-national coalitions. The second trend was the public's requirement for transparency with respect to resource management, particularly human resources. Third, society was changing to becoming more individualistic, rejecting of authority and knowledgeable about world affairs. All three of these factors would dramatically impact how the CAF attracted, educated, employed and retained members and especially officers. The fourth change was an ongoing information revolution which needed to be considered in developing OPD.¹⁰⁷

Dallaire reviewed the four distinct development periods (DPs), and concluded that the DP framework was effective and should be maintained.¹⁰⁸ He did, however, elaborate on the appropriate emphasis for each of the DPs. The Statement of Requirement emphasized that the key to DP1 was military socialization. This was anticipated to be particularly challenging based on the more individualistic society and the anticipated distrust of authority. Therefore, Dallaire

¹⁰⁶Roméo A. Dallaire and Department of National Defence, *Canadian Officership in the 21st Century: OPD 2020 Statement of Operational Requirement* (Ottawa: Special Advisor to the Chief of the Defence Staff (Officer Professional Development), 2000), iii-iv.

¹⁰⁷*Ibid.*, 9.

¹⁰⁸*Ibid.*, 39.

suggested that more time and effort needed to be spent on this period.¹⁰⁹ The SOR indicated that the primary focus of DP2 must be on training and experience to develop an environmental identity and ethos.¹¹⁰ DP3 would focus on education, including post-graduate education available through Staff College and practical staff experience with the aim of focusing the officer on the CAF's broader practitioner identity in joint and combined operations.¹¹¹ Dallaire stressed that "officers moving from DP3 to DP4 must have demonstrated the moral and intellectual development necessary for senior command and leadership roles."¹¹² Finally, DP4 was to focus on inspiring professional identity. The SOR suggested that War College would be the final formal intellectual development and it would focus on anticipatory command. According to Dallaire:

General Officers must identify themselves as ethically above reproach, embodying the essence of the Canadian military ethos. As such, they must be models of professional excellence, displaying absolute and uncompromising integrity of character, taking responsibility for their actions and those in their charge. Their performance must be anchored on virtuous conduct, service to the nation and concern for the welfare of CAF members. Overall, they must be exceptionally competent and visionary leaders capable of taking the CAF forward in the next 20-30 year leap.¹¹³

Indeed, the four DPs were not a new concept; however, the emphasis placed on military ethos, accountability and professionalism would greatly impact other change initiatives, including the establishment of educational institutions and the development of doctrine.

Similar to the Morton report, Dallaire's Statement of Requirements emphasized the importance of education. It concluded that all officers should possess an undergraduate degree and all DP 4 officers required at least one post-graduate degree.¹¹⁴ The SOR also endorsed the

¹⁰⁹*Ibid.*, 41.

¹¹⁰*Ibid.*

¹¹¹*Ibid.*, 42.

¹¹²*Ibid.*

¹¹³*Ibid.*, 43.

¹¹⁴*Ibid.*, 45.

establishment a CF University. It was envisioned as a virtual institution with limited infrastructure but still maintaining the requisite leadership to make a clear distinction between education and training. The ascribed university would include RMC, the Canadian Armed Forces Joint Applied Military Science College, CFC, the language school, and a War College for general officers' education and the Leadership Institute, which would provide the standards function of leadership education and training.¹¹⁵ Despite initial resistance to the SOR from the senior leadership, the CDS directed it be analysed at all levels and revised; *Canadian Officership in the 21st Century (Officership 2020)* was the final version and received the endorsement of the CDS and Minister of National Defence.¹¹⁶

Officership 2020 contained recommendations that were not dissimilar from those in Dallaire's previous version; however, it also contained significantly more detail on the implementation process and thus drove change. The report begins with the vision for the officer corps of 2020, which reads:

exemplary leaders serving Canada and devoted to the profession of arms. Leading by example, fully accountable, they are dedicated to their subordinates and inspire loyalty and mutual trust. They possess the spirit and expertise to succeed in a wide range of operations. These officers of high intellectual ability operate effectively in a technological and information rich environment. With an understanding of national policies, military doctrine and their application to diverse national and international circumstances, they will boldly accept the risk and ambiguity inherent in the demands of their profession. They embrace the military ethos, understand and apply the appropriate levels of force, and draw strength from the values and aspirations of the pluralistic nation they serve. They welcome challenge and serve with courage and integrity.¹¹⁷

Based on this vision, eight strategic objectives were developed to address the gap between current OPD and that required to shape the officers of 2020: ordered application of force,

¹¹⁵*Ibid.*, 50-51.

¹¹⁶Horn and Bentley, "The Road to Transformation"..., 42.

¹¹⁷Department of National Defence, *Canadian Officership in the 21st Century (Officership 2020): Strategic Guidance for the Canadian Forces Officer Corps* (Ottawa: Department of National Defence, 2001), I-4.

application of sound leadership, highest standards of professionalism, officers who think critically, embrace and manage change, the CF as a learning organization, the CAF as a career of choice and governance.¹¹⁸

In order to achieve the strategic objectives, eight key initiatives were developed: ensure intellectual development, improve the common body of knowledge, develop policy and doctrine, strengthen the military ethos, cultivate external relations, provide OPD flexibility, provide organizational capacity and resources and establish accountabilities, incentives and performance management.¹¹⁹

The implementation plan identified six major areas of emphasis required to achieve reform. Similar to previous reports on OPD, a governance structure in the form of a university was identified as the first requirement. Second, the plan called for the identification, growth and integration of centres of excellence, with the establishment of the Leadership Institute as a priority. The third and fourth areas of emphasis were intrinsically linked: the development of a common body of knowledge and the production of three CF capstone manuals - the profession of arms, leadership and joint and combined operations. Fifth, the plan required the promulgation of human resource strategy and policy on education, which would shape the curriculum of the various institutions. Finally, the implementation strategy articulated the importance of leader motivation and support of the plan to inspire confidence and acceptance.¹²⁰

The CAF achieved relatively quick successes despite previous resistance to change. The first significant success was the creation of the Canadian Forces Leadership Institute (CFLI) in 2001. CFLI was responsible for the creation and promulgation of doctrine specific to leadership

¹¹⁸*Ibid.*, I-23.

¹¹⁹*Ibid.*, I-23 – I-24.

¹²⁰*Ibid.*, II-2 – II-5.

and the profession of arms.¹²¹ These manuals, which are further discussed in subsequent sections of this chapter, marked the second major success and contributed to the establishment of a common body of knowledge on leadership and the profession of arms. A third notable achievement was the establishment of Canadian Defence Academy (CDA) in 2002. According to Lemieux, CDA was created to provide strong centralized governance to enhance professional military education, advance the profession of arms and ensure CAF educational processes were coherent, with education successfully integrated with training and professional development.¹²²

Over the two decades since the Somalia affair, the CAF has completed multiple reviews on OPD and military professional education which have led to progress in terms of quality of education and coherence of professional development. The number of reviews and leadership responses in allocating resources to implement the changes was indicative of CAF leadership's commitment to change. Horn and Bentley, however, assessed that the CAF resisted change until they were forced under the watch of the MMC. In 2001, Haycock described the change he saw over the previous two years:

there has been perceptible change in the CF's attitude to education. Now it has more value in the profession than it ever has had before. The traditional high level [CAF] training is being modified and coordinated to meet certain education requirements; it is therefore double-hatted and cost effective for soldiers who have only a relatively short career time to be both well educated and well trained.¹²³

Similarly, the MMC, in 2003, commended CAF leadership for the progress made in terms of education and professional development and attributed much of the success to the strategic vision provided in *Officership 2020*.¹²⁴ Finally, in 2013 Commander CDA requested that the

¹²¹Horn and Bentley, "The Road to Transformation"..., 42.

¹²²Lemieux, "Articulating the Vision of the Canadian Officer Corps of 2020"..., 36.

¹²³Haycock, "The Labours of Athena and the Muses"..., 18-19.

¹²⁴John A. Fraser and Minister's Monitoring Committee on Change, *Progress Report II: Land Force Reserve Restructure, Professional Development, Education and Leadership* (Ottawa: The Committee, 2003), 25.

Defence Science Advisory Board determine the role and value of education needed at each DP or stages of one's career. The board concluded that the progress since the 1990's had been satisfactory and thus simply offered suggestions for small changes and a warning against regression.¹²⁵ Undoubtedly, despite initial resistance and barriers to change, the CAF made improvements to officer education and professional development. The next section will examine the changes with respect to NCM PD.

NON-COMMISSIONED MEMBER PROFESSIONAL DEVELOPMENT

The popularity and immediate successes of *Officership 2020* had a second order effect of encouraging the NCMs to conduct a similar review of their professional development program. The expectations on the officer corps were greater than those of NCMs; however, the Somalia affair caused the public to question the professionalism of all members of the CAF. Up until the early 2000s, in Douglas Bland's words, non-commissioned officers (NCO) were "creatures of the officer corps." Indeed, they were not traditionally included in the process of developing NCM PD.¹²⁶ Having NCOs creating the vision was clearly a step in the right direction to resolve this and get commitment from the NCMs to evolve. Four experienced senior chief warrant officers were added to the SA-PD team to develop the NCM PD plan and, where possible, to align it with the officers' to create a strong mutually supporting officer/NCM team.¹²⁷

The Canadian Forces Non-Commissioned Member in the 21st Century (NCM Corps 2020) reads very similarly to the officer version and therefore affords synergies in implementation. The report defines the vision for the NCM corps of 2020 as:

¹²⁵Defence Science Advisory Board (Canada), *The Role and Value of Education in the Intellectual Development of the Canadian Armed Forces' Officers and Non-Commissioned Members* (Ottawa: DND, Defence Science Advisory Board, 2013), vi.

¹²⁶Douglas L. Bland and Queen's University School of Policy Studies, *Backbone of the Army: Non-Commissioned Officers in the Future Army* (Kingston, ON: Queen's University School of Policy Studies, 2000), xii.

¹²⁷Horn and Bentley, "The Road to Transformation"... , 43.

Military professionals serving Canada and devoted to the profession of arms. NCMs are proud, dedicated members of the profession of arms, whose esprit de corps and expert knowledge unites and distinguishes them as true professionals. As leaders, they are accountable, integral members of the officer/NCM team, supporting the CF mission and selflessly serving Canada with pride and distinction. NCMs deliver excellence in tactical, technical and operational skills, exemplifying the Canadian military ethos with its bonds of tradition, comradeship and mutual respect. Their teamwork and professional competence are the foundation of CF operational effectiveness. They possess the intellectual, emotional and physical qualities required to apply ordered force, including lethal force, in the successful execution of a military mission. NCMs excel when challenged in environments characterized by risk and ambiguity, achieving success by responding to rapid change and by creatively integrating new ideas and technology. The loyalty, courage and integrity of NCMs are an example and source of pride to all Canadians.¹²⁸

Based on this vision and the team's analysis, eight strategic objectives were developed to advance NCM PD: tactical excellence, a fully professional NCM corps, a knowledgeable NCM Corps, outstanding leaders, integral members of a strong officer/NCM team, a career with choice, an exemplary workplace and good governance.¹²⁹

The NCM plan similarly identified the key initiatives required to meet these objectives: strengthening military ethos, career-long intellectual development, advanced training, developing concepts, policies and doctrine, evolving the roles of NCMs and officer/NCM relationships and delivering PD.¹³⁰ The majority of these objectives and initiatives, and those of the officer plan, can be more generally categorized into calls for improvements to leadership, accountability, professionalism and socialization into the profession of arms. Not surprisingly, these are themes of many of the recommendations that followed the Somalia Inquiry.

Because of the nature and scale of the changes recommended in *NCM Corps 2020*, the implementation plan focused primarily on what should be achieved in the first five years and

¹²⁸Department of National Defence, *The Canadian Forces Non-Commissioned Member in the 21st Century: Detailed Analysis and Strategy for Launching Implementation (NCM Corps 2020)* (Ottawa: DND, 2002), I-3.

¹²⁹*Ibid.*, I-28.

¹³⁰*Ibid.*, I-28 – I-29.

linked the plan to the major areas of emphasis from *Officership 2020*. This plan was revolutionary for NCM PD in that it was calling for increased responsibility for NCMs and major changes to officer/NCM relationships. According to Chief Warrant Officer Camille Tkacz (retired), the NCM PD system was redesigned to produce NCMs that are critical, relevant and effective links in the CAF chain of command through education, training, experience and self-development.¹³¹ Similar to the officer plan, it placed great emphasis on education. It is worth noting, however, that an emphasis on education was a new concept for NCMs who to date had been developed primarily through training and experience.¹³²

One major success was the establishment of the NCM PD Centre in Saint-Jean which became the engine for delivery of challenging leadership courses for junior leaders up to the rank of chief petty officer first class or chief warrant officer.¹³³ There was considerable resistance to the proposed more highly educated NCMs and the more demanding roles for them; however, considerable progress has been made that can be attributed to this plan.¹³⁴ The Defence Science Advisory Board suggested that there was still room to improve NCM PD by elevating the level of education they were exposed to, specifically for the senior NCOs. The board suggested that NCOs at the rank of master warrant officer and above would benefit from university level courses and that chief warrant officers working at the strategic level should attend the Joint Command and Staff Program, or some variation thereof, at CFC.¹³⁵

NEW CAPSTONE DOCTRINE

¹³¹Camille Tkacz, "The Canadian Forces Non-Commissioned Member Professional Development System," in *Backbone of the Army: Non-Commissioned Officers in the Future Army*, ed. Douglas L. Bland (Kingston, ON: Queen's University School of Policy Studies, 2000), 110.

¹³²Horn and Bentley, "The Road to Transformation"..., 43.

¹³³Horn and Bentley, *Forced to Change*..., 111.

¹³⁴Horn and Bentley, "The Road to Transformation"..., 43.

¹³⁵Defence Science Advisory Board, *The Role and Value of Education*..., 18-20.

Some of the progress made in terms of officer and NCM PD can be credited to the common body of knowledge which came from the doctrine produced in accordance with the recommendations of multiple reviews. Specifically, *Officership 2020* advocated the publication of key capstone manuals like *Duty With Honour: The Profession of Arms in Canada*, first produced in 2003. According to Bercuson, the manual served to define the profession of arms from a Canadian perspective.¹³⁶ It did so as follows:

The profession of arms in Canada is composed of military members who are dedicated to the defence of Canada and its interests, as directed by the Government of Canada. The profession of arms is distinguished by the concept of service before self, the lawful, ordered application of military force, and the acceptance of the concept of unlimited liability. Its members possess a systematic and specialized body of military knowledge and skills acquired through education, training and experience, and they apply this expertise competently and objectively in the accomplishment of their missions. Members of the Canadian profession of arms share a set of core values and beliefs found in the military ethos that guides them in the performance of their duty and allows a special relationship of trust to be maintained with Canadian society.¹³⁷

Furthermore, it described professionalism as comprising four attributes: responsibility, expertise, identity and military ethos.¹³⁸

Since the Somalia Inquiry placed military ethos at the heart of the crisis, the second chapter of *Duty with Honour* is fundamental. It provides a clear definition of the Canadian military ethos, which had not previously been clearly articulated. According to the CAF doctrine, military ethos comprises three components: the beliefs and expectations about military service including accepting unlimited liability, fighting spirit, discipline, teamwork and physical

¹³⁶Bercuson, “Up from the Ashes”..., 38.

¹³⁷Department of National Defence, *Duty With Honour*..., 9.

¹³⁸*Ibid.*, 11-13.

fitness;¹³⁹ Canadian values, defined as those values expressed in the *Canadian Charter of Rights and Freedoms*;¹⁴⁰ and finally, Canadian military values of duty, loyalty, integrity and courage.¹⁴¹

This manual provided the common concept of what it means to be a member of the profession of arms and clearly defined military ethos something called for by the Somalia Inquiry and the PD reviews. The CAF now had doctrine which could be integrated into the evolving officer and NCM PD. It also became the basis of the Defence Ethics Programme which had been in development since 1994 and was officially approved in 1997.¹⁴²

The next capstone manual was published in 2005 to address lack of common concepts with respect to leadership in the CAF. *Leadership in the Canadian Forces: Conceptual Foundations* was envisioned to provide the conceptual foundation to shape leadership from the tactical to the strategic levels. Of primary importance, the manual offers a definition of effective CF leadership: “directing, motivating, and enabling others to accomplish the mission professionally and ethically, while developing or improving capabilities that contribute to mission success.”¹⁴³

The first chapter defines key concepts and differentiates between command, management and leadership, emphasizing the uniqueness of command to the military.¹⁴⁴ Chapter two focuses on the importance of values-based leadership highlighting that there are multiple sources of values: conduct, civic, legal, ethical and military which leaders need to balance.¹⁴⁵ Chapter three provides an overview of the legal framework for the CAF emphasizing that the military is

¹³⁹*Ibid.*, 27-29.

¹⁴⁰*Ibid.*, 30.

¹⁴¹*Ibid.*, 32-33.

¹⁴²Denis Beauchamp and Defence Ethics Program, *Basics of Canadian Defence Ethics* (Ottawa: Defence Ethics Program, NDHQ, 2002).

¹⁴³Department of National Defence, *Leadership in the Canadian Forces...*, 30.

¹⁴⁴*Ibid.*, 8-9.

¹⁴⁵*Ibid.*, 21-23.

subordinate and accountable to civil authority.¹⁴⁶ Chapter four outlines general responsibilities of leaders and differentiates between officers and NCMs and between leading the people and leading the institution. Leading the people refers to “developing individual, team, and unit capabilities and using those capabilities to execute tasks and missions.”¹⁴⁷ Leading the institution differs in that it is “primarily concerned with developing and maintaining the CF’s strategic and professional capabilities and creating the conditions for operational success.”¹⁴⁸ Chapter five focuses on leader power, leader characteristics and influence behaviours. It explains that leaders will rely on different sources of power over their careers. The highlight of the chapter is how it explains the theory of transformational leadership and its advocacy of this leadership style as worthy of emulation by military leaders.¹⁴⁹ Transformational leadership is defined as: “a general pattern of influence based on shared core values and mutual commitment and trust between the leader and led, and intended to effect significant or radical improvement in individual, group, or system capabilities and performance.”¹⁵⁰ Chapters six and seven provide overviews of the responsibilities associated with leading people and leading the institution respectively. Finally, chapter eight brings all of the theory from the previous chapters together to provide the CAF leadership model and philosophy.

The content of this capstone manual provided the conceptual foundation for leadership education and training. However, this doctrine is theoretical in its orientation and as such has limited applicability to practitioners at the tactical and operational levels. To address that gap, CFLI also produced *Leadership in the Canadian Forces: Doctrine* and *Leadership in the Canadian Forces: Leading the Institution*, which were released in 2005 and 2007 respectively.

¹⁴⁶*Ibid.*, 41.

¹⁴⁷*Ibid.*, 131.

¹⁴⁸*Ibid.*

¹⁴⁹*Ibid.*, 74.

¹⁵⁰*Ibid.*, 133.

These manuals provided more practical applications of the theory presented in the capstone manual. Indeed, they provided the conceptual foundation required to clarify the roles and responsibilities of leaders; paired with the complementary manual *Duty With Honour*, they offered the requisite doctrine upon which to base common curriculum for leadership courses.

CONCLUSION

There has clearly been significant progress made in an effort to re-professionalize the CAF in the aftermath of the Somalia crisis. The profession of arms reinvigorated itself and gained the nation's pride and interest in its military.¹⁵¹ The establishment of advanced military courses at CFC for colonels and general officers, as recommended by the Morton report, began to provide higher level education and to prepare officers for staff and command at the strategic level. The curriculum at RMC was revamped to provide entry officers a better rounded education preparing them for the complexities of modern conflict. Finally, Roméo Dallaire's SOR evolved to become *Officership 2020* and is credited with the establishment of CDA which provides the hierarchical oversight of RMC, CFLI, CFC and Campus Fort St Jean including the NCM PD Centre. After successful acceptance of the OPD plan, a complementary plan to reinvigorate NCM PD was also developed. This plan led to higher educated NCMs with greater responsibility and improved officer/NCM relationships. Finally, the doctrine produced by CFLI provided the conceptual foundation for leadership, professionalism and military ethos upon which officer and NCM education and training could be based.

Clearly, these successes address the recommendations of the various reports made public following the Somalia crisis; however, they are primarily strategic-level successes and change was equally needed at the tactical level.

¹⁵¹Wakelam and Department of National Defence, "Dealing with Complexity and Ambiguity"... , Editorial Remarks.

CHAPTER 4 – ARMY RESPONSE TO CALL FOR PROFESSIONAL REFORM

It was a tough time to be a soldier. The Canadian military was in crisis, divorced from the population and being used as a punching bag by the government.

- General (Retired) Rick Hillier, *A Soldier First: Bullets, Bureaucrats and the Politics of War*

In response to the Somalia Inquiry, the CAF took action to reform. These reforms were strategic in nature but forced additional transformations at the tactical level. The Army, being the force generator of the CAR for Somalia, was the environment that most obviously required change and was therefore under particular scrutiny for how it would adapt its training and culture to embrace the newly defined leadership concepts, profession of arms and military ethos. It follows that, given the limitations in time and space that shape this study, this paper will now focus on the Army's response rather than that of the Armed Forces as a whole. The analysis that follows will suggest that the Army was indeed proactive in changing. The leadership developed a strategy for the future with an emphasis on changing the culture to better align with the newly articulated Army ethos.¹⁵² Since Somalia, then, the Army has made positive reforms and has succeeded in largely regaining the confidence of the Canadian population; however, further change is still required.

This chapter will begin by highlighting the doctrine that the Army developed to define Army ethos and provide the doctrinal foundation upon which to base training. Second, it will describe the strategy developed to transform the Army and align Army culture with the Army ethos. Third, it will describe the Army Ethics Programme (AEP) that was initiated to promote ethical conduct and decision making across the service. It will conclude with an examination of Army training and how the doctrine and strategy have been incorporated into it.

¹⁵²Department of National Defence, *Advancing with Purpose: The Army Strategy: One Army, One Team, One Vision* (Ottawa: DND, 2002).

NEW ARMY DOCTRINE

In 1997, the government was moving to achieve a generational and cultural change amongst the Army's leadership and, as a result, the CAF saw one of the largest peacetime changes of senior leadership.¹⁵³ The Army, under the leadership of General Maurice Baril and subsequently Lieutenant-General William Leach, developed *Canada's Army: We Stand on Guard for Thee*, to shape the cultural and ethical dimension of the Army. This work was framed by the *Young Report*, and the Army commanders dedicated significant resources to implementing the initiatives.¹⁵⁴ The purpose of *Canada's Army* was three-fold. First, it described the Army and its critical role in serving Canadian interests at home and abroad. Second, it outlined the challenge facing the Army in that it must reflect Canadian values while still fulfilling its required role of warfighting. Most significantly, the final purpose was to establish the doctrinal foundation for the professional competency of all ranks in the Army. This publication was intended to guide all future Army instruction and training.¹⁵⁵

Chapter two of the report is of particular relevance since it served to define the profession of arms, explained the concept of unlimited liability and defined military ethos. It also highlighted the importance of command and commanders' responsibilities. The Army leaned forward in publishing *Canada's Army* prior to the publication of *Duty with Honour*. While the two publications define similar concepts, *Canada's Army* focused on the applicability to Army soldiers. It defined the profession of arms as being established on the principles of: service on behalf of a legitimate authority or the people through the government, conduct of military operations within the Law of Armed Conflict and the requirement of members of the profession

¹⁵³Michael Jeffery, email conversation with author, 3 April 2016.

¹⁵⁴*Ibid.*

¹⁵⁵Department of National Defence, *Canada's Army: We Stand on Guard for Thee* (Ottawa: DND, 1998), i.

to maintain a high standard of discipline and act in the common good.¹⁵⁶ Furthermore, it defined the attributes of professionalism as responsibility, expertise and corporateness.¹⁵⁷ These concepts were based on the works of the political scientist, Samuel P. Huntington in *The Soldier and the State* and the military sociologist, Morris Janowitz in *The Professional Soldier*. Those same fundamentals were reflected in *Duty with Honour* a few years later when the team at CFLI, made up in part by those involved in drafting *Canada's Army*, was directed to consider *Canada's Army* as a component of the CLS' input to the development of common profession of arms doctrine.¹⁵⁸ The release of *Canada's Army* was indicative of an Army that recognized the need to define these concepts for soldiers and institutionalize them through training and professional development.

The Army's expression of military ethos differed in semantics from the one defined in *Duty with Honour*; however, it captured the same essence (Table 1 illustrates the similarities and differences between the two publications). The Army defined four precepts which make up the ethos: duty, integrity, discipline and honour. Duty referred to the obligations that soldiers have to Canada, their superiors, peers and subordinates and highlighted the importance of subordination of self to the mission at all times. Integrity implied the requirement to always do the right thing in accordance with professional values. Discipline was defined as the soldier's most important quality. It encompassed obedience to lawful orders, maintaining a high standard of personal

Table 1 – Comparison of Concepts in *Duty with Honour* and *Canada's Army*

<i>Duty with Honour</i>	<i>Canada's Army</i>
Attributes of the Profession of Arms	
Responsibility: the core responsibility of the CAF is the defence of Canada and Canadian interests, and the country's	Responsibility: directly assigned to officers in the charge made to them upon commissioning to discharge their duty, to

¹⁵⁶*Ibid.*, 31.

¹⁵⁷*Ibid.*, 31-32.

¹⁵⁸Alan Okros, email conversation with author, 5 April 2016.

military professionals are collectively accountable to the government and the people of Canada for the successful execution of this primary duty. Individuals need to be held accountable for his or her performance, always acting in compliance with the law and maintaining the highest standards with respect to all the professional attributes. A fundamental division of responsibility in the Canadian profession of arms occurs between officers and NCMs in terms of competencies, authority and responsibility.	observe and follow orders and directions. It is also reflected in the Oath of Allegiance that all CAF members swear to serve the nation. Responsibility further requires commanders to render objective military advice to political leaders; to implement loyally and effectively decisions and policies of the Government; to be responsive to the needs and interests of the personnel in their charge; and to be accountable for actions they take.
Expertise: expertise resides in a deep and comprehensive understanding of the theory and practice of armed conflict — a theory that incorporates the history of armed conflict and the concepts and doctrine underpinning the levels inherent in the structure of conflict, ranging from the tactical and operational to the military strategic and political-military (policy) levels. Increasingly, the military professional, especially when advancing in rank, must master the domain of joint, combined and inter-agency operations and, in the highest ranks, have an expert understanding of national security issues.	Expertise: reflected in members’ extensive and authoritative knowledge in the field of armed conflict, including what constitutes appropriate military actions during peace and war. It encompasses leadership and management skills required for planning, preparing and executing complex military operations, as well as sound understanding of the capabilities of personnel, weapons, and equipment. Expertise is acquired through formal education, self study, training, and experience.
Identity: CAF personnel derive a collective unity and identity from the unique function they perform. The core of this function revolves around three concepts with which all members identify: voluntary military service; unlimited liability; and service before self.	Corporateness: resides in the common military identity of CAF’s members and their shared commitment as citizen volunteers in serving the nation. It derives from the organization and institutions, and also in its self-regulating discipline, standards, and procedures.
Military Ethos: embodies the spirit that binds the profession together. It clarifies how members view their responsibilities, apply their expertise and express their unique military identity. It identifies and explains military values and defines the subordination of the armed forces to civilian control and the rule of law.	
Precepts of the Military/Army Ethos	

Duty: duty entails service to Canada and compliance with the law. It obliges members to adhere to the law of armed conflict while displaying dedication, initiative and discipline in the execution of tasks. Duty further demands that CAF members accept the principle of the primacy of operations and that military leaders act in accordance with the professional precept of “Mission, own troops, self.”	Duty: manifested in responsibility and devotion to Canada; loyalty to superiors, peers and subordinates alike; courage, resolve and competence in the execution of tasks; pursuit of professional knowledge and self-development; use of initiative; application of judgement, intellect and decisiveness; and subordination of self to mission at all times. Duty for leaders also entails tending to the needs of subordinates.
Loyalty: entails personal allegiance to Canada and faithfulness to comrades across the chain of command. For loyalty to endure, it must be reciprocal and based on mutual trust. It requires that all CAF members support the intentions of superiors and readily obey lawful orders and directions. Leaders must ensure their subordinates are treated fairly, and prepare and train them spiritually, mentally and physically for whatever tasks they are assigned.	Honour. Honour lies in being loyal to unit and faithful to comrades; granting quarter to an opponent and respecting fully the law of armed conflict; adhering to professional values and upholding the traditions of the service; and displaying gallantry, courtesy, dignity, and chivalry in one’s everyday actions and conduct.
Integrity: insists that actions be consistent with established codes of conduct and institutional values. It specifically requires transparency in actions, speaking and acting with honesty and candour, the pursuit of truth regardless of personal consequences, and a dedication to fairness and justice. Integrity must especially be manifested in leaders and commanders because of the powerful effect of their personal example on peers and subordinates.	Integrity: ensuring one’s personal standards are consistent with professional values, and being committed to act in accordance with these values. Consists of ethical, principled behaviour; transparency in actions; speaking and acting with honesty and candour; the pursuit of truth regardless of consequences; dedication to fairness and justice; possessing moral courage; and most importantly, always doing what is right.
Courage: distinctly personal quality that allows a person to disregard the cost of an action in terms of physical difficulty, risk, advancement or popularity. Courage entails willpower and the resolve not to quit. It enables making the right choice among difficult alternatives. Courage is both physical and moral and both are required to meet the demands of the profession of arms.	Discipline: self-discipline is a state of mind which instils self-control and, in battle, helps fortify individuals against the corroding influence of fear. It encompasses obedience to lawful orders and directives; a high standard of deportment; and the display of fortitude, endurance and resiliency in the face of adversity. Discipline of both the individual soldier and the group is essential to success in operations and is

	the most important quality that soldiers must possess.
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Sources: Department of National Defence, *Duty With Honour...*, 10-33 and Department of National Defence, *Canada's Army: We Stand on Guard for Thee...*, 31-35.

conduct and thriving in the face of adversity. Honour referred to being loyal to one's unit and comrades, respecting the law of armed conflict and upholding service traditions. *Canada's Army* also emphasised the importance of commanders in promoting and sustaining the military ethos. And it highlighted the role of the regimental system, rank and uniforms in promoting military ethos through the preservation of traditional symbols. The latter was intended to assist soldiers in understanding the importance of commanders, comradeship and tradition to the profession of arms.¹⁵⁹

Canada's Army defined the duties and responsibilities of soldiers and leaders from private to the Minister of National Defence. It outlined the responsibilities in simple terms so that all ranks could understand that soldiers were subordinate to civilian authority and the various responsibilities at each level of the chain of command. Commanding officers are identified as the most important and influential level of command in the Army because units are where military ethos is most visibly manifested and applied. This is the highest level at which the commanding officer exercises direct influence over subordinate officers. As a result, it is at this level that success can be achieved by the determination of soldiers inspired by their commander. It equally described the critical role of the individual soldier, even at the rank of private, as a full member of the profession of arms. Soldiers must conduct themselves in accordance with the tenets of military ethos and reflect credit upon themselves, their comrades, their regiment, the Army and Canada. In turn they can expect to be accorded respect and have their welfare tended to by their

¹⁵⁹*Ibid.*, 34-37.

superiors. This portion of the doctrine is most useful in that it provides the practical application of the military ethos to all ranks of the Army.¹⁶⁰

According to historian Peter Kasurak, although *Canada's Army* was designed to establish the “moral and ethical basis for the army professionalism,” it fell short. Rather, much of the discussion on military ethos seemed to be a “defence of tradition.”¹⁶¹ Nevertheless, this publication still provided soldiers with a common understanding of what it means to be a professional soldier. It therefore responded appropriately to the direction from the Somalia Inquiry.

Still, there was significant resistance among the rank and file. According to Lieutenant-General Michael Jeffery, former Chief of Land Staff (CLS), the late 1990s was a very dark period for the Army. He described why soldiers rejected the new initiatives:

On top of the strain they felt from the [operational] tempo, they faced personal financial challenges as their pay had stagnated for years and they felt they had been abandoned by the leadership. They had to respond to a variety of directed programs designed to “re-educate” them on ethics and conduct which were in general not well received. The implication was that these programs are being implemented because they failed when in fact most had acquitted themselves very well in operations, despite poor support from the government and the CF.¹⁶²

This explains the challenges faced by Army leadership in implementing change and provides the rationale for the subsequent strategy.

STRATEGY TO ALIGN ARMY CULTURE AND ARMY ETHOS

With its doctrine complete, the Army next sought to produce a new strategy to meet the demands of the 21st century. Lieutenant-General Jeffery built upon the work of his predecessors; however, he felt that the focus of ethics alone was seen as negative by the Army and, thus, his

¹⁶⁰*Ibid.*, 48-53.

¹⁶¹Peter Kasurak, *A National Force: The Evolution of Canada's Army, 1950-2000* (Vancouver, BC: UBC Press, 2013), 271.

¹⁶²Michael Jeffery, email conversation with author, 3 April 2016.

strategy aimed to rebuild the faith in the leadership and establish hope for the future.¹⁶³ Jeffery described the Army climate the year he was appointed CLS:

in 2000, the army was at best fragile. While a number of initiatives were starting to have a positive impact, the core issues faced had not been resolved. The lack of resources was crippling and the tempo was eroding the sustainability and morale of our people. But perhaps the most important issue, as I saw it, was that the army had no vision for the future. As a result there was little unity and while many were working hard, too many were pulling in opposite directions. Perhaps, most critically, there was not a positive story to tell our soldiers and, as a result, no hope.¹⁶⁴

Jeffery developed a strategy to bring the Army together and instill such hope.

Advancing with Purpose: The Army Strategy, published in 2002, began by defining the strengths, weaknesses and centre of gravity for the Army along with supporting objectives. The primary strength of the Army was “the overall quality and motivation of [the] soldiers and leaders, bound by the important ties of ethos and a sense of common purpose.”¹⁶⁵ This strength was grounded in the Army’s expression of the military ethos. The strategy identified significant weaknesses such as morale, a sense of insecurity and mistrust of leadership and a “lack of unity in thought, purpose and action.”¹⁶⁶ These weaknesses were important because they threatened the institutional credibility which was identified as the centre of gravity for the Army.¹⁶⁷

The strategy identified four objectives to be achieved in order to maintain institutional credibility, the most critical of which was shaping the Army culture. There had been shifts in societal attitudes towards war and conflict, and these shifts posed a challenge to aligning the Army ethos, or “how things should be done,” with Army culture, or “how things are done.” The strategy suggested that the ideal Army culture would exactly mirror the Army ethos, even if such

¹⁶³*Ibid.*

¹⁶⁴*Ibid.*

¹⁶⁵Department of National Defence, *Advancing with Purpose: The Army Strategy*..., 6.

¹⁶⁶*Ibid.*

¹⁶⁷*Ibid.*, 14.

perfection was impossible. Still, the process of aligning Army culture and ethos was an essential responsibility of the Army leadership.¹⁶⁸

The strategy defined three milestones to be achieved within five years. First, the Army ethos had to be reformulated to better reflect the social, strategic and operational realities of the 21st century. Second, Army leadership, doctrine and practices had to be renewed to reinforce the importance of the Army ethos to Army culture. Finally, the Army had to better differentiate its unique place in Canadian society and within the CAF. The document highlighted the importance of communicating to Canadians, potential recruits and the Army's own soldiers, the role of the Army, soldiers' obligations and the concept of unlimited liability, in order to solidify the modern concept of Army professionalism. The objective to be realized after ten years was to "[r]einforce the Army ethos and culture, in harmony with and supportive of stated Canadian values, to emphasize the Army's basic purpose—combat and the conduct of operations."¹⁶⁹

This strategy provided the guidance to Army leadership to reformulate the Army ethos and better incorporate it effectively into doctrine and training. Prior to reformulating, however, it was important to understand the discrepancy between the ethos and Canadian values. The CLS therefore commissioned two surveys to identify and define the major elements of Army culture.¹⁷⁰ The results of these surveys were published in *Canada's Soldiers: Military Ethos and Canadian Values in the 21st Century*.

One observation from the surveys was that soldiers felt combat operations to defend Canada, peace support operations and disaster relief operations were all legitimate Army roles, but promoting societal values was not. This attitude was particularly prominent among male

¹⁶⁸*Ibid.*, 18-19.

¹⁶⁹*Ibid.*, 19.

¹⁷⁰M. Capstick, et al, *Canada's Soldiers: Military Ethos and Canadian Values in the 21st Century: The Major Findings of the Army Climate & Culture Survey and the Army Socio-Cultural Survey* (Ottawa: Land Personnel Concept and Policy, 2005), 2.

junior NCMs.¹⁷¹ Indeed, as this paper noted earlier, some junior members of the CAR demonstrated their disregard for the promotion of societal values during initiation rituals which reflected racist, sexist and homophobic attitudes and fundamentally conflicted with Canadian values.¹⁷² The media attention these rituals received degraded the trust of the Canadian public. This should have been of primary concern because, as sociologists Christopher Dandeker and Donna Winslow state, “it is society that funds them and bestows on them their legitimacy; and it is society from which they recruit their personnel.”¹⁷³ The Army, undoubtedly, ought to see itself as having a role in promoting Canadian values.

The common theme that emerged as a result of the surveys was that the Army was not one homogeneous group but rather consisted of a number of distinct groups, all of which needed to be led and developed differently. Junior NCMs were deemed the most critical and cynical. This group was searching for meaning, and not necessarily from within the Army. They scored lowest on commitment to the Army and CAF. They emerged as an intolerant group with respect to ethnic and gender diversity. Finally, this group expressed a desire for less structured leadership and a distaste for authority. Other differences that emerged were the differences between men and women and the differences in attitudes of soldiers from the different regions across Canada.¹⁷⁴

The observations led to recommendations to address the gap between the Army’s espoused ethos and the actual culture. The first recommendation addressed soldiers’ expectations about service. In general, soldiers expected to be held to high standards of behaviour and provided with opportunities to develop themselves. The observations, however, indicated that

¹⁷¹*Ibid.*, 25.

¹⁷²Sherene Razack, *Dark Threats and White Knights: The Somalia Affair...*, 71.

¹⁷³Christopher Dandeker and Donna Winslow, “On ‘The Need to be Different’: Recent Trends in Military Culture,” in *Backbone of the Army: Non-Commissioned Officers in the Future Army*, ed. Douglas L. Bland (Kingston, ON: Queen's University School of Policy Studies, 2000), 63.

¹⁷⁴Capstick, *et al*, *Canada’s Soldiers ...*, 47-50.

soldiers perceived the standards to be minimal and that they often felt bored in garrison. The study therefore recommended a re-examination of Army courses and training to ensure that they provided soldiers with a sense of accomplishment. Further, commanding officers would have to be provided with additional resources to conduct challenging training, especially during reconstitution periods.¹⁷⁵

The next observation was particularly relevant: higher levels of commitment resulted in more positive attitudes towards the institution. Soldiers needed to be more involved in learning and decision making in order to develop their commitment. Expressions of the military ethos would have to be included in all Army courses to ensure a common understanding of the profession of arms and of the Army itself. In addition, individuals would feel more committed to their development if they had input into their PD and career management, and soldiers seemed to feel that the current mechanisms to influence were inadequate. Finally, the surveys revealed that soldiers did not see the Army as a true “learning organization.” The After Action Review process therefore had to be used in all training activities and courses to better capitalize on lessons learned. Another recommendation was for Army leadership to engage more with unit level commanding officers since they demonstrated particular frustration in not being able to influence Army transformation.¹⁷⁶

The surveys exposed two major areas of concern with respect to leadership. The first was that majority of soldiers felt that a transactional leadership style was still dominant even though doctrine encouraged more transformational styles. The rationale offered was that it would take time for the transactional leaders to be replaced by a newer generation. The second area of concern was the lack of confidence in senior leaders, specifically those above the unit level. It

¹⁷⁵*Ibid.*, 51-52.

¹⁷⁶*Ibid.*, 52-54.

was suggested that taking the same actions as had been recommended to address the commitment of soldiers, along with increased engagement with unit level commanding officers would help in this area. Again, though, such action would take time to meet soldiers' expectations, alleviate mistrust, and to strengthen their commitment to the institution.¹⁷⁷

Based on her research exploring the relationship between Canadian society and its Army, sociologist Donna Winslow attributed the mistrust to downsizing, over-tasking and understaffing, all of which led to the notion that the government did not care to provide the requisite resources for the military to do its job. She suggested that the sentiment was exacerbated by the perception that senior leaders had abandoned their troops after the Somalia Inquiry. She concluded that there were signs of a re-establishment of a trusting relationship, but that progress was slow.¹⁷⁸

The final recommendations addressed the regional differences identified by the survey. It was concluded that they would likely persist but that they could be managed. Formal exchanges between units from different regions would encourage an exchange of ideas. Grouping units from different regions at major training exercises would also help, as would ensuring that all national-level Army institutions included representation from each of the areas of the land force.¹⁷⁹

In general, the findings of the surveys demonstrated that the vast majority of the soldiers did reflect the values, attitudes and beliefs of Canadian society, and that they equally subscribed to the military ethos and values.¹⁸⁰

ARMY ETHICS PROGRAMME

¹⁷⁷*Ibid.*, 54-55.

¹⁷⁸Donna Winslow, "Canadian Society and its Army" *Canadian Military Journal* 4, no. 4 (2004): 18.

¹⁷⁹Capstick, *et al*, *Canada's Soldiers* ..., 54-55.

¹⁸⁰*Ibid.*, 59.

The 2002 Army strategy demonstrated that shaping Army culture was a CLS priority. In 2005, General Rick Hillier issued the Land Force Command Order (LFCO) to formally direct the implementation of the AEP. The programme had initially started in 2000 as directed by the Defence Ethics Programme; however, the AEP specifically addressed operational applications of Army ethos.¹⁸¹

The LFCO ordered the Director Army Training responsible for developing and maintaining the specifications for ethics training and for validating the training in all leadership courses and DP training for the Army. Annual PD training would consist of 400 minutes of instruction for all Army personnel. Finally, ethics coordinators would be established within the chain of command at the area and unit levels. These coordinators were to be responsible for the annual training, assisting commanders with the execution of the AEP and in providing assessments of the ethical climate within the Army.¹⁸²

In 2008, psychologist Peter Bradley and a team of researchers evaluated the AEP. The programme had been effectively implemented; however, it remained too early to reach firm conclusions about its effectiveness. Bradley's team offered relatively minor recommendations for improvement, including clearly stating the objectives of the programme, making the website more user friendly, fostering discussion on ethics and developing ethical decision making tools.¹⁸³

These improvements were made and the AEP has continued to evolve. In 2009 the CLS, Lieutenant-General Andrew Leslie, issued supplementary guidance to address ethics in operations and ethical decision making. *Duty with Discernment: CLS Guidance in Ethics in*

¹⁸¹Department of National Defence. LFCO 21-18, *Army Ethics Programme (AEP): Policies and Procedures*, (Ottawa: DND, 2005), 1-2.

¹⁸²*Ibid.*, 3-4.

¹⁸³J.P. Bradley, *et al*, *Measuring the Effectiveness of the Army Ethics Program: Army Ethics Program Evaluation Report, Year-end Report for Fiscal Year 2007/08* (Kingston, ON: RMC, 2008).

Operations also rectified the alignment of the terminology in the Army ethos and the CAF military ethos in *Duty with Honour*. The strategic document complemented the direction in the LFCO and amplified the importance of commanders in ensuring ethical conduct of the soldiers in their units. In his forward, Leslie stated:

If you fail to assert positive leadership, someone or some idea will inevitably lead your troops astray. Should you fail to properly inform, train, or prepare your soldiers, they will be neither positioned for success nor empowered with the requisite insight to make the discerning judgements required of the strategic corporal, captain, and colonel of today. Similarly, if you fail to inculcate, demonstrate, and police the values and beliefs inherent in our Army ethos, your soldiers will be denied the ethical certainty they require to know what “right looks like” and to do their “duty with discernment.”¹⁸⁴

The publication provided the practical guidance for commanders to lead their soldiers to make ethical decisions and thus keep the support of the Canadian population.

The guidance delineated the responsibilities of commanders and senior NCMs in contributing to ethical conduct on operations. According to Bernd Horn:

the senior NCO conducts the daily business of the army. He is expected to carry out instructions to achieve the institutional aim, as well as ensure the well-being of the soldiers. He is also trusted to pass on the ethos and traditions of the military in general, and the respective regiment in particular. Furthermore, he is required to pass on and explain directives from his superiors to his subordinates, as well as ensure that all direction is efficiently and effectively executed.¹⁸⁵

This makes the senior NCM particularly well suited to be the “immediate role models for ethical behaviour” as outlined in the CLS’ guidance.¹⁸⁶

The document explained difficult concepts in a logical manner that soldiers could understand and relate to. It articulated the unique challenges that soldiers face in their role of closing with and destroying the enemy:

¹⁸⁴R. J. Walker and the Department of National Defence, Directorate of Land Concepts and Designs, *Duty with Discernment: CLS Guidance in Ethics in Operations* (Ottawa: Directorate Army Public Affairs, 2009), 6.

¹⁸⁵Bernd Horn, “A Timeless Strength: The Army’s Senior NCO Corps” *Canadian Military Journal* 3, no. 2 (2002): 42. Ironically, Horn uses gendered language which itself could be an indicator of a culture of hyper-masculinity.

¹⁸⁶Walker and Department of National Defence, *Duty with Discernment...*, 23.

We are a professional Army which follows an Army ethos. We pursue an enemy relentlessly and as violently as required, but what sets us apart from our enemies is how we behave. In everything we do, we must observe the standards and values that dictate we treat non-combatants and detainees with dignity and respect.¹⁸⁷

Such clear language is used throughout the document and can be easily understood by all ranks.

The manual concludes with concise guidance to aid in ethical decision making in the form of a soldiers' card which provides a tool to augment the AEP and enable commanders in training operational ethics.

Duty with Discernment provided guidance to shape what Jeffery described as the biggest obstacle to cultural change: “the attitude of the mid-level leaders; unit [commanding officers] and the Company, Squadron [and] Battery Commanders and their Warrant Officers.”¹⁸⁸ This influential group of leaders needed to embrace the required changes, feel like they could influence those changes and finally be active in their implementation. Without the support of this group, it would be impossible for change to transcend down to the junior officers and NCMs.

In 2013, a Canadian Army Order (CAO), which superseded the LFCO, was issued. The order contained no significant change from the original direction. It did, however, emphasize the responsibility of commanding officers to ensure that ethics training was conducted and made clear that their participation in the training was essential to foster cultural change. It also reiterated the importance of ethics in operations, highlighting *Duty with Discernment* as its primary reference.¹⁸⁹

Shortly after, Peter Bradley and Shaun Tymchuk of the RMC psychology department produced a research paper titled “Anticipating and Managing Ethical Risk in the Canadian Army.” Their research was based on review of ethics literature for best practices, surveying

¹⁸⁷*Ibid.*, 28.

¹⁸⁸Michael Jeffery, email conversation with author, 3 April 2016.

¹⁸⁹Department of National Defence, CAO 21-18, *Canadian Army Ethics Programme (CAEP)* (Ottawa: DND, 2013).

allied military psychologists and interviewing AEP personnel. While they did not specifically evaluate the success of the AEP, they did suggest that the AEP had not been implemented as envisioned by the Army commander. Their recommendations included integrating ethics into military practices, incorporating ethics training into all professional military training, developing ethics training material for unit leaders, encouraging leaders to be ethical role models, including ethical risk analysis in operational planning doctrine and training and assessing ethical risk with surveys and polling service members.¹⁹⁰ These recommendations are indicative of an Army that has made progress but still has a way to go to improve the ethical climate.

In sum, the Army recognized that the ethical failures in Somalia had tarnished its reputation. Army commanders issued orders and supplementary guidance to facilitate professional development to improve the service's ethical climate. The intent was that ethics would be an integral part of training and all Army courses, demonstrating its importance. The next section will examine how training evolved to address this priority.

PROFESSIONAL DEVELOPMENT AND TRAINING

Since the crisis in Somalia, the Army has adapted its training principles and produced multiple doctrinal manuals. Changes have been incorporated into training at the individual and collective levels. The first manual produced following the Somalia Inquiry was *Training Canada's Army*, released in 2001. This manual defined the four pillars of PD as education, training, experience and self-development.¹⁹¹ The subsequent two training manuals that were published in 2010 and 2014, each superseding the previous, also included the same PD model; however, they elaborated on the specific models for officers and NCMs and placed increased

¹⁹⁰Peter Bradley, Shaun Tymchuk and The Royal Military College of Canada, *Anticipating and Managing Ethical Risk in the Canadian Army* (Kingston, ON: RMC, 2013), 42-43.

¹⁹¹Department of National Defence, B-GL-300-008/FP-001, *Training Canada's Army* (Ottawa: Chief of the Land Staff, 2001), 30.

emphasis on education. The emphasis placed on professional military education is most prominent in the 2014 version, *Training for Land Operations*.¹⁹² This emphasis was indicative of the Army's attempt to institutionalize the recommendations from the various PD reviews conducted following the Somalia Inquiry.

Prior to the Somalia crisis, Haycock suggested that many in the CAF saw little need for higher education, especially in the Army. Sending officers to graduate school meant that they were not available to their regiment for an extended period. As a result, the CAF began to take the education to the clients. Beginning in 1992, post-graduate studies began to be offered at CFC. Moreover, the education was relevant to what dedicated soldiers wanted, the profession of arms. Leaders have since increasingly recognized the value of education.¹⁹³

Concurrently, there has been an increasing emphasis on ethics in training. In 2001 the manual included the principle of “train within the law” and referred to requirement to obey the Law of Armed Conflict, the Criminal Code of Canada and the National Defence Act.¹⁹⁴ This principle evolved to be “train to make ethical decisions” which incorporated the laws but also emphasized the importance of military ethos and Canadian values and noted that there was a requirement to practice and strengthen soldiers moral skills.¹⁹⁵ Ethics was even further stressed in the 2014 version which dedicated an annex to it. The annex reads:

The awareness of ethics has increased throughout the CA, but certain attitudes inconsistent with Canadian values persist. This strongly suggests that soldiers do not believe what they are being trained in, or that the training is of insufficient intensity to imprint its meaning on the soldiers. Creating belief and faith in our ethical approach to operations is fundamentally a command issue. Commanders must find the time to build genuine acceptance. At minimum, commanders should be coaching and mentoring their principal subordinates. Leadership must be

¹⁹²Department of National Defence, B-GL-300-008/FP-001, *Training for Land Operations* (Ottawa: Commander Canadian Army, 2014), 3-3-1.

¹⁹³Haycock, “The Labours of Athena and the Muses”..., 11-15.

¹⁹⁴Department of National Defence, *Training Canada's Army*...2001, 5.

¹⁹⁵Department of National Defence, B-GL-300-008/FP-001, *Training for Land Operations* (Ottawa: Chief of the Land Staff, 2010), 1-13.

proactive and offer a consistent message linking ethical conduct to mission success, to individual resilience and mental health, and to unit integrity. This is not an afterthought or merely an andragogical add-on. The CA can only amplify ethics awareness if commanders at all levels move past abstract, academic notions to see ethical considerations as an integral element of operations, complementary to other factors that go into all planning at the three levels of war.¹⁹⁶

This statement clearly demonstrated the Army's intention to produce soldiers capable of ethical decision making as well as its recognition of the importance of representing Canadian values.

A final relevant theme that emerged in all three manuals was the notion of training to facilitate learning. Each manual had a dedicated section to the After Action Review process and described the importance of conducting them at the end of each and every training event. The manuals described the process, the roles of the participants and the relevant training aids. It was clear, then, that the Army commander intended to foster a learning environment.¹⁹⁷

Nonetheless, the Army appears to have been selective on the content that has been incorporated into its courses. A review of the *Basic Military Officer Qualification – Land: Training Plan* makes clear that Army ethos is not formally taught despite being an evaluated criterion on the course report.¹⁹⁸ Conversely, on the leadership course for junior NCMs there is a performance objective for developing subordinates that dedicates training time to teaching fostering an ethical climate and promoting the Army ethos.¹⁹⁹ Military ethos is rightly taught on basic officer training and the basic military qualification course for NCMs; however, given the emphasis placed on Army ethos and ethical decision making, one would expect this to be covered on all Army leadership courses.

¹⁹⁶Department of National Defence, *Training for Land Operations*...2014, I-2.

¹⁹⁷Department of National Defence, *Training Canada's Army*...2001, 89-97; Department of National Defence, *Training for Land Operations*...2010, H-1 – H-6; Department of National Defence, *Training for Land Operations*...2014, H-1 – H-6.

¹⁹⁸Department of National Defence, A-P1-002-D10/PH-B01, *Basic Military Officer Qualification – Land: Training Plan: Canada's Army* (Ottawa: Land Force Doctrine and Training System, 2006).

¹⁹⁹Department of National Defence, A-PD-002-PLQ/PC-B01, *Qualification Standard: Army Non-Commissioned Members: DP2 Primary Leadership Qualification Army* (Kingston, ON: Land Force Doctrine and Training System, 2015).

CONCLUSION

The Army took action to reform and regain the confidence of the Canadian population. It was proactive in producing doctrine to provide a clear articulation of Army ethos to facilitate cultural change. The Army also developed a strategy to transform and took measures to better understand the culture in order to develop a plan to align it with espoused Army ethos. Commanders issued direction and guidance to enhance education among all ranks, to institutionalize ethics training and to foster a learning environment. The Army has implemented many successful reforms. Despite the successes, however, there are still measures that could be taken to enhance the service's professionalism and ethical climate.

CHAPTER 5 – SUCCESS AND FAILURE ON THE ROAD TO REFORM

The military professional must meet the highest standards of professionalism and have a full understanding of the obligations inherent in military service.

- Department of National Defence, *Duty with Honour: The Profession of Arms in Canada*

In the wake of the Somalia crisis, the CAF, and the Army in particular, took action to reform with varying degrees of success. These reforms sought to better educate institutional leaders, shape the culture to align with the military ethos and re-establish institutional credibility. Despite these measures, the credibility of the CAF has been repeatedly questioned as a result of several lapses in judgement and public awareness of professional misconduct. A study of two of these lapses and the CAF's response to them provides evidence of an evolving organization that has indeed professionalized since the Somalia Inquiry, even if more work still needs to be done.

This chapter will examine two situations that have resulted in public scrutiny and called into question the re-professionalization of the institution. It will include incidents that occurred during operational deployments in Afghanistan more than a decade after the release of the Somalia Inquiry, thus allowing sufficient time for the institution to implement change. More specifically, it will consider the actions of Captain Robert Semrau in Afghanistan and the situation that led to the removal of Brigadier-General Daniel Ménard from command of the Joint Task Force in Afghanistan.²⁰⁰ While these incidents are very different in the nature of the transgression, both reflect lapses in upholding the Army ethos and illustrate that despite measures taken, violations are likely to reoccur. An analysis of the CAF response to these incidents will reveal where the institution has been successful and areas where progress can still be made.

²⁰⁰The Sexual Misconduct that received media attention in 2014 is another case that reveals evolution; however, the CAF is still in the progress of implementing its response and thus it is too early to reach conclusions on the success of their actions.

A DECADE LATER: MISCONDUCT IN AFGHANISTAN

Captain Robert Semrau Charged with Murder

Just over a decade following the release of the Somalia Inquiry, the CAF faced public scrutiny again for the conduct of its soldiers in Afghanistan. This scrutiny was instigated by the actions of an army captain who deployed to Afghanistan in 2008 as a member of the Operational Mentor Liaison Team for the Afghan National Army. Robert Semrau was the commander of a four person team and was responsible for mentoring an Afghan infantry company. On 19 October 2008, the company he was mentoring encountered an enemy insurgent position. Among the insurgents, one was wounded; the severity of the wounds differed based on testimony at the court martial. Semrau was accused of shooting the wounded insurgent and faced court martial.²⁰¹

What actually happened remains somewhat contested based on discrepancies in testimony and Semrau's decision to not tell his story during his court martial. Later, Semrau wrote a book about his experience. In it, he reflected that:

As a Canadian citizen, I had the right to remain silent during my trial. I could not be forced to testify. I chose to remain silent during my murder trial, and I never gave testimony on the stand, nor did I make a statement for the police. The truth of that moment will always be between me and the insurgent.²⁰²

In the end, Semrau was found not guilty of second degree murder, of attempt to commit murder using a firearm and of negligent performance of a military duty; however, he was found guilty of behaving in a disgraceful manner contrary to section 93 of the *National Defence Act*.²⁰³ Semrau was sentenced to dismissal from Her Majesty's service and a reduction in rank to the rank of second lieutenant.²⁰⁴

²⁰¹Department of National Defence and Office of the Chief Military Judge, *Queen V. Captain R.A. Semrau* (Ottawa, ON: Chief Military Judge, 2010), 2-3.

²⁰²Robert Semrau, *The Taliban Don't Wave* (Mississauga, ON: John Wiley & Sons Canada, Ltd, 2012), 172.

²⁰³Department of National Defence, *Queen V. Captain R.A. Semrau...*, 1-2.

²⁰⁴*Ibid.*, 13.

This incident provides a case study in the successes and failures associated with the CAF's response to the misconduct. It revealed a few areas in which the CAF had progressed since Somalia. The first area is the CAF's recognition of the responsibility to the public to be transparent. On 2 January 2009, DND released a message to inform the public that a charge had been laid relating to the death of a presumed insurgent in Helmand Province, Afghanistan on or about 19 October 2008. This release indicated that the Commander of Task Force Kandahar was made aware of the allegation on 27 December 2008 at which time he initiated an investigation.²⁰⁵ The media criticized the CAF for taking two months to release the news; however, given the circumstances of the incident, the number of casualties the deployed force was dealing with, and the obligation to protect the legal rights of the accused, it was understandable that it took time for the allegations to surface.²⁰⁶ DND archived media releases reveal that timely and accurate information was consistently provided to the public on the charges, detention and court martial proceedings.²⁰⁷ This was indicative of an Army that had learned the importance of accountability to the public and that had effectively balanced transparency with the rights of the accused.

Semrau was also held accountable for his actions. Colonel Denis Thompson, Joint Task Force Commander Afghanistan during Semrau's deployment, testified that:

[t]his particular conduct... is such a blow to the credibility of the institution that as a deterrent, I don't believe we have any other option than to release him from the service... We need to ensure the health of the institution and that all those who are members of it follow the rules as the people of Canada expect them to.²⁰⁸

²⁰⁵Department of National Defence, "Charge Laid Relating to Death of Presumed Insurgent," accessed 13 April 2016, <http://www.forces.gc.ca/en/news/article.page?doc=charge-laid-relating-to-death-of-presumed-insurgent/hnps1uy3>.

²⁰⁶Emily Mathieu, "Murder Charges Place Military Under Scrutiny," *Toronto Star*, 3 January 2010.

²⁰⁷Department of National Defence, "Canadian Forces Officer to Face General Court Martial," accessed 13 April 2016, <http://www.forces.gc.ca/en/news/article.page?doc=canadian-forces-officer-to-face-general-court-martial/hnps1uxi> and Department of National Defence, "Captain Semrau Sentenced Following Court Martial Proceedings," accessed 13 April 2016, http://news.gc.ca/web/article-en.do?nid=564019&_ga=1.198055407.1558499184.1443374062.

²⁰⁸Richard J. Brennan, "Semrau was 'Amazing' Leader," *Toronto Star*, 27 July 2010.

His statement confirmed that Semrau's actions fundamentally contradicted Canadian values and the *Law of Armed Conflict* and that he needed to be released both to deter others from similar actions and to demonstrate to the public the institution's willingness to hold members who disregard Canadian values and laws accountable.

Thompson's opinion was not unanimous among the Army leadership, as was evident in Semrau's commanding officer, Lieutenant-Colonel Kevin Cameron's testimony. Cameron testified in mitigation during the sentencing portion of the hearing, stating: "he would welcome [Semrau] in his battalion without reservation if [he] were permitted to remain in the [CAF]." ²⁰⁹ Despite the lack of solidarity in Army leadership, Lieutenant-Colonel Jean-Guy Perron's ruling reflected the sentiment expressed by Thompson. When passing the sentence he stated:

You failed in your role as a leader because you chose to put aside your training and orders. Thus you put your subordinates in one of the most precarious situations imaginable: that of knowing their leader had committed a serious breach of discipline. Now, what were they supposed to do? Report you, as it was their duty, or support their leader, knowing that what he did was unlawful and that their silence was also wrong? Each member of your team has had to make decisions since that incident and has had to live with the consequences that flowed from these decisions. You might have been torn between your personal moral values and your duties as a Canadian soldier when you made your choice; but did you consider the dilemma you were inflicting upon your subordinates? How can we expect our soldiers to follow the laws of war if their officers do not? How can we expect the ANA to follow the laws of war if the Canadian officers mentoring them do not? ²¹⁰

Perron's comments, and those of Thompson, which were intended to represent the CAF chain of command, indicate an appreciation for the responsibility of officers and the importance of holding them accountable.

Finally, at the court martial, Perron concluded that the code of conduct had been taught to every Operational Mentor Liaison Team member and that it was reflected on the soldier's card

²⁰⁹Department of National Defence, *Queen V. Captain R.A. Semrau...*, 6.

²¹⁰*Ibid.*, 9-10.

that each member was issued. He stated: “[i]t was clear from the testimony of every witness that one cannot shoot an unarmed and wounded enemy.”²¹¹ This is quite different from what the Somalia Inquiry revealed and thus demonstrated the progress made through the study of ethics.

Despite the successes identified, the case also revealed that the institution was still in need of further reform. Indeed, the incident alone is indicative of potential deficiencies in ethics training. Since 2009, the Semrau case has been the subject of scholarly and professional debate with regard to battlefield ethics. Peter Bradley suggested that it revealed that Canadians held a range of views on the ethics of mercy killing and highlighted the importance of ethics education.²¹² Michel Reid, a retired infantry Lieutenant-Colonel, and Rémi Landry, a political scientist and retired Lieutenant-Colonel, offered different perspectives. Reid suggested that perhaps there is a gap in the AEP and military law that should address the instances when ethics and legality conflict.²¹³ Landry, on the other hand, suggested that the institution and political leaders were in part responsible for the unethical conduct of Semrau because they assigned the mission and were responsible to ensure preparation for it.²¹⁴ The scholarship and professional debate which ensued in the *Canadian Military Journal* have improved awareness that transgressions can occur, offered relevant points of view to consider in improving the AEP and highlighted the importance of educating soldiers on ethically complex decisions that need to be made on the battlefield. The Semrau incident is now used as a case study on courses at RMC, CFC and in units when conducting ethics training.

Media coverage of this case revealed a second significant challenge for the CAF. There was a notable discrepancy among Canadians in terms of the acceptability of Semrau’s actions.

²¹¹*Ibid.*, 3.

²¹²Peter Bradley, “Is Battlefield Mercy Killing Morally Justifiable?” *Canadian Military Journal* 11, no. 1 (2010): 7.

²¹³Michel Reid, “Where Ethics and Legality Collide,” *Canadian Military Journal* 11, no. 3 (2011): 12.

²¹⁴Rémi Landry, “Was Former Captain Robert Semrau Solely Responsible, from an Ethical Point of View, for Killing and Injured Man?” *Canadian Military Journal* 12, no. 2 (2012): 59.

Opinions ranged from those that sympathized with columnist Peter Worthington, who suggested the actions were completely legitimate and expected by serving soldiers, to those who condemned the actions, like Thompson.²¹⁵ The vast majority of the media attention suggested some degree of support for Semrau and a general lack of understanding of the impact of his actions on institutional credibility.²¹⁶

It is important that the CAF recognize when there is discrepancy between societal values and those of the military in order to establish mechanisms to ensure new members are assimilated to the military values and to educate the public on why they differ. Through transparency, this process has improved, but public ignorance as to why Semrau had to be held accountable indicates that this is an area on which the CAF needs to continue to focus.

Brigadier-General Daniel Ménard Relieved of Command

In the midst of the court martial proceedings for Semrau, a much less grave transgression also occurred. Nonetheless, based on the rank of the offender, it had a similar effect of eroding confidence in the CAF. In November 2009, Brigadier-General Ménard was deployed to Afghanistan as the Joint Task Force Commander. While in theatre, it was found that he was having an extramarital relationship with Master Corporal Bianka Langlois. This relationship contravened the theatre standing orders which prohibited sexual activity or intimate contact in the area of operations. In the month following the initial allegations, which were revealed by an

²¹⁵Peter Worthington, "Semrau Verdict Will Only Hurt Our Soldiers' Morale: Mercy Killing is Not a Valid Defence in the Military, But it is What Every Soldier Would Wish for Himself in that Situation," *Toronto Star*, 6 October 2010. Even Major-General (retired) Lewis MacKenzie supported Semrau and he expressed his support by writing the forward for Semrau's book. Coincidentally, MacKenzie was a senior serving Army general officer at the time of the Somalia crisis. He faced public scrutiny for decisions he made while deployed as a commander in Yugoslavia which contradicted UN mandates.

²¹⁶Michael Friscolanti, "A Soldier's Choice," *Maclean's* Vol 123, Issue 19 (24 May 2010) and Richard J. Brennan "Semrau was 'amazing' Leader," *Toronto Star*, 27 July 2010.

American journalist in a blog in April 2010, Ménard denied the affair and convinced Langlois to retract her story, but she later reconfirmed the relationship.²¹⁷

In response to this incident, Lieutenant-General Marc Lessard, commander of Canadian Expeditionary Force Command, made the decision to relieve Ménard of command for breaking a rule, lying when asked directly about the relationship, but most importantly because he had lost confidence in Ménard's ability to command soldiers.²¹⁸ Additionally, the CAF issued press releases detailing Lessard's decision and Ménard was charged and faced court martial. After admitting guilt, Ménard, according to the court martial decision:

was found guilty of two service offences under section 129 of the *National Defence Act* for having taken part in activities of a sexual nature with a person at the rank of master corporal, contrary to the JTF Afghanistan Theatre Standing Orders, and for having obstructed the inquiries into the facts regarding the proper performance of your duties as commander.²¹⁹

He was also charged with an additional four counts of obstructing justice under the Criminal Code of Canada, which were subsequently dropped.²²⁰

When the judge passed sentence, he highlighted four considerations that determined for him the seriousness of the offence. First, he described the breakdown of trust between superiors and subordinates, which led to Lessard relieving Ménard of his duties. He referred to the lack of integrity and honesty Ménard's actions reflected. Second, he weighed the fact that the offence happened in a theatre of operations where soldiers ought to have been entitled to complete trust in their commander. Third was Ménard's responsibility to set an example and how his failure eroded respect for the hierarchy. Finally, the judge considered that Ménard had committed another offence that year, and although it was unrelated and less serious in nature, it had to be

²¹⁷Department of National Defence and Office of the Chief Military Judge, *Queen V. Brigadier-General J.B.D. Ménard (Retired)* (Ottawa, ON: Chief Military Judge, 2011), 2.

²¹⁸Marc Lessard, email conversation with author, 20 April 2016.

²¹⁹Department of National Defence, *Queen V. Brigadier-General J.B.D. Ménard (Retired)*..., 4.

²²⁰Rene Bruemmer, "Life Ruined by Affair Disclosure: Disgraced General," *National Post*, 21 July 2011.

taken into consideration. In the end, Ménard was sentenced to demotion to the rank of colonel and fined \$7,000.²²¹

This incident revealed that Ménard, a senior military leader and rising star, did not embody the military ethos. More importantly, it also revealed, through the CAF response, that progress had been made to re-professionalize. The CAF leadership openly reported the dismissal and charges to the media which is indicative of its understanding of the requirement for transparency with the public.²²²

This incident also demonstrated that leaders will be held accountable for their transgressions. The journalist Denise Balkissoon suggested that the firing of Ménard was meant to demonstrate that when it comes to intimate relationships on deployed operations there is one standard, regardless of rank.²²³ General Walt Natynczyk, the CDS, reported to the media that Ménard's removal would inspire confidence in the deployed soldiers because they had seen others sent home for similar offences, and they would see that everyone is held accountable to the same standard.²²⁴ Lessard indicated that over his career from the time when he was a commanding officer in Bosnia in 1993, through the time of the Somalia crisis, and until his retirement in 2011 he had experienced a definite cultural shift towards a more professional Army. He suggested that evidence of this shift was the solidarity amongst the Army and CAF leadership in supporting the relief of Ménard.²²⁵

This incident received tremendous media attention because, as journalist Matthew Fisher reported, Ménard was the first Canadian general officer to be dismissed on the battlefield since

²²¹Department of National Defence, *Queen V. Brigadier-General J.B.D. Ménard (Retired)...*, 4-8.

²²²Department of National Defence, "Charges Laid Following Brigadier-General Ménard Investigation," accessed 17 April 2016, <http://news.gc.ca/web/article-en.do?nid=546979>.

²²³Denise Balkissoon, "Canada's Top Soldier in Afghanistan Ousted," *Toronto Star*, 30 May 2010.

²²⁴Juliet O'Neill, "Top Soldier Defends Removal of Ménard; On Eve of Mission," *National Post*, 3 June 2010.

²²⁵Marc Lessard, email conversation with author, 20 April 2016.

the Second World War.²²⁶ The media coverage indicated mixed societal opinions on the acceptability of the general's conduct. The journalist Leah McLaren suggested that the military is draconian in prohibiting sexual relations on operations.²²⁷ Her gritty commentary illustrated ignorance of military structure and that at least a portion of society found the general's actions to be acceptable. She chose not to relate the accusations of the inappropriate relationship to a lack of loyalty, blatant disregard for rules, good order and discipline, nor did she recognize that personal relationships, especially in combat, where generals may have had to order soldiers into harm's way, could hinder their ability to command. Her comments, and those of several other journalists that shared her opinion, were illustrative of the potential divergent values of society and the military. This raises the issue of the extent to which the military needs to represent Canadian values. If divergence is acceptable, there needs to be adequate socialization and training to ensure that new members embrace the military ethos. Equally, there needs to be a strategy to communicate military values, and the reasoning behind them, to the public.

SUCSESSES ON THE ROAD TO REFORM

The response to Semrau's and Ménard's transgressions revealed an Army that understands the importance of transparency and the requirement for accountability. This success can be attributed to the shift in culture. The values, defined in *Duty with Honour* and *Canada's Army*, appear to have transcended the soldiers and leaders of the institution. This is evident in the testimony of the soldiers at the Semrau trial, with the exception of those officers that supported Semrau, and in the Army leadership's response to Ménard. While it is clear that the CAF has made marked improvement in aligning culture and ethos, the Semrau incident and the few Army

²²⁶Matthew Fisher, "General in Sex Scandal Fired; Ménard Headed Canadian Troops in Afghanistan," *National Post*, 31 May 2010.

²²⁷Leah McLaren, "Rules of Engagement: Let's Give General Ménard a Break," *The Globe and Mail*, 4 June 2010.

leaders that supported him, including his company commander and commanding officer, illustrated that the cultural shift was not yet complete.

Another undeniable success that has contributed to improved professional credibility is training in ethics and ethical decision making. The soldiers who testified at the Semrau trial all indicated that they understood that shooting the wounded and unarmed insurgent was not appropriate. It was apparent that they had covered similar scenarios during their pre-deployment training for the operation in Afghanistan. This is a testament to the Army ethics program and the direction issued in *Advancing with Purpose: The Army Strategy*.

Nonetheless, despite better awareness of ethically complex decisions that soldiers will encounter on the battlefield, the CAF continues to struggle with the delivery of education on ethics. In 2012, an online course was developed for all members of the Department of National Defence and the CAF entitled “Introduction to Defence Ethics.”²²⁸ The content of this course would be better suited for a professional development session with the chain of command. Soldiers need to hear their leaders talk about the complex ethical challenges they may face, and online training is not the vehicle to achieve that interaction and ingrain ethical values. More positively, the CAF is attempting to assess the value of this course through online surveys, which is indicative of the commitment to institutionalizing ethics and ethical decision making.

A final reason for success is not easily linked to the Semrau and Ménard cases specifically. It is now widely recognized that education of both the officer and NCM corps has contributed to a more professional force. Major-General Daniel Gosselin (retired), in his critique of *Forced to Change*, concluded that, “the 2015 officer and senior NCM corps are both more

²²⁸Department of National Defence, “Introduction to Defence Ethics,” accessed 15 April 2016, <https://dln-rad.forces.gc.ca/>.

experienced and better educated than those that were leading the CAF twenty-five years ago.”²²⁹

He further suggested that the CAF has continued to make course corrections on the balance of education and experience as evident in the 2013 CDS-initiated review of senior officer professional development and the current CDS, General Jonathan Vance’s plan to focus on the profession of arms during the next planned gathering of general and flag officers in 2016.²³⁰

Clearly, the CAF has made progress, but it is important that it continues to assess the appropriate weight to place on operational experience and education to develop the best institutional leaders.²³¹

AREAS STILL IN NEED OF REFORM

In sum, while progress has clearly been made, the Army has not fully realized the improvements envisioned by the government and CAF leadership. It is extremely difficult to measure the success of the Army’s reform as there are no clear measures of effectiveness. However, in a fully reformed Army a general officer would not disregard rules and lie outright to his superior as Ménard did. This incident could suggest that if a senior leader, who has been identified as having outstanding potential, could lapse like this there are likely problems lower in the hierarchy. Similarly, an Army that truly exemplified its ethos should not have senior leaders that support an officer who shot a wounded and unarmed insurgent and placed his subordinates in the precarious position of whether to report him or not. Thus, despite the successes identified, there should be concern that the cultural shift is not yet complete and that there are still areas in need of reform in order for the CAF to take its place as a credible institution.

²²⁹Daniel Gosselin, “Book Review Essay: Forced to Change: Crisis and Reform in the Canadian Armed Forces,” *Canadian Military Journal* 16, no. 2, (2016): 83.

²³⁰*Ibid.*

²³¹This debate is not unique to CAF, retired US officers are equally evaluating the appropriate balance for professional military education. David H. Petraeus and Ralph Peters, “To Ph.D. or Not to Ph.D....,” *The American Interest* (July/August 2007): 16-28.

One reason that the Army has not fully realized the aspired cultural change is simply that such change takes time. Allan English described the challenge associated with changing organizational culture as follows: “culture is hard to change [because] it is often deeply ingrained and behavioural norms are well learned; therefore, members must unlearn the old norms before they can learn new ones.”²³² He offered possible ways to expedite change, including leaders embodying the new values and not just talking about them.²³³ Ménard’s conduct was illustrative of one general officer who either did not understand or blatantly disregarded the influence that he had in his position. Similarly, the officers that offered their support during and after Semrau’s trial sent a message to members that Semrau’s actions were acceptable. Institutional leaders need to realize how influential they are and that their actions, if contradictory to the ethos, can undermine all the education to instill it. Lapses among leadership have detracted from progress made and delayed the cultural change.

Another reason for failure offered by Lieutenant-General Jeffery is the competing agendas that Army commanders had to balance. He argues that following the Somalia Inquiry: “the Army was facing the highest operational tempo since Korea. In addition, it was facing one of the worst resource crises in years. So while the professionalism and ethical agenda was a high priority, it was by no means the only game in town.”²³⁴ Jeffery concedes that: “with the advent of major operations in Afghanistan and the consequent energy required by the Army, I’m not sure the improvements I had hoped for occurred.”²³⁵ In a 2003 article, Colonel Michael Capstick, former Director Land Personnel Strategy, recognized that the cultural change required following the Somalia crisis would take time and would require dedicated personnel resources. He

²³² Allan D. English, *Understanding Military Culture: A Canadian Perspective* (Montreal: McGill-Queen's University Press, 2004), 23.

²³³ *Ibid.*

²³⁴ Michael Jeffery, email conversation with author, 3 April 2016.

²³⁵ *Ibid.*

suggested that a task force was required because command and staff were already operating at maximum capacity.²³⁶ Undeniably, the completing priorities and resource challenges have impacted the progress seen to date.

A third contributor to the CAF's failure to realize the full potential of the change initiatives can be attributed to informal socialization. Peter Bradley and Shaun Tymchuk have suggested that informal social influences have a greater impact on ethical attitudes than formal training methods.²³⁷ While the CAF has come a long way in developing a military and Army ethos to formally indoctrinate soldiers, there are traditions associated with socializing that die hard. There is little research on what happens when soldiers informally socialize or what happens in messes, yet this is an important part of solidifying the institutional values because it is when and where new members look to see how their superiors are doing things and they attempt to mimic in order to fit in. Donna Winslow has studied the impact of the regimental system of the Army in an effort to explain the appalling initiation rituals of the CAR that became public following the Somalia crisis.²³⁸ She concluded that:

Primary group bonding is reinforced through formal and informal sociali[z]ation however, the intense bonding deemed necessary for combat is a double-edged sword....[M]isplaced loyalty can lead to stonewalling, preventing the proper investigation of criminal activities. Group bonding also prevents individuals from speaking out against inappropriate behaviour, which can therefore continue unchecked. The Chain of Command thus becomes short circuited by strong affective ties which it itself encourages. Strong affective ties, which are encouraged by combat norms, create highly cohesive units that can actually impede the good functioning of the overall organisation. Research indicates that one of the ways to control this tendency is to assure that the unit is well

²³⁶M.D. Capstick, "Defining the Culture: The Canadian Army in the 21st Century," *Canadian Military Journal* 4, no. 1 (2003): 53.

²³⁷Peter Bradley, Shaun Tymchuk and The Royal Military College of Canada, *Anticipating and Managing Ethical Risk in the Canadian Army* (Kingston, ON: RMC, 2013), 24.

²³⁸Donna Winslow, "Misplaced Loyalties: The Role of Military Culture in the Breakdowns of Discipline in Two Peace Operations," *Journal of Military and Strategic Studies* Vol. 6, Issue 3 (Winter 2004): 5. The Canadian Regimental system is based upon the British system. Regiments are distinct marked by unique insignia and have specific music, rituals and taboos. Regiments have structures of informal and formal authority which affect the functioning of the Army. Members develop strong loyalties to the regiment to which they belong.

articulated with formal authority. Thus primary group loyalty must be encouraged in an environment of strong leadership and discipline.²³⁹

The phenomenon that Winslow describes still plagues the CAF, as was made clear in Marie Deschamps' 2015 report on sexual misconduct. Through her consultations with CAF members across the country, Deschamps argued that inappropriate sexual misconduct has occurred within the armed forces much more frequently than reporting numbers had suggested, and this underreporting was connected to cultural norms.²⁴⁰ If the culture was fully aligned with the ethos, soldiers would feel comfortable reporting because they would trust that the chain of command would handle the situation appropriately. Clearly, based on Deschamps' investigation, the CAF has not yet successfully fully aligned the culture with the ethos.

A final contributor of failure to realize the full potential of the profession of arms is the struggle that the CAF has had in rationalizing the discrepancy between what society wants the military to be and what the CAF feels the Army needs to be. The discrepancy between social values and those of the Army were somewhat revealed in the Semrau and Ménard cases, albeit at a micro level. Winslow has argued that the discrepancy is more significant. To her, it has resulted in a Canadian public that has failed to see "the military as an important national institution."²⁴¹ General Hillier recognized this fact when he was CDS. In his memoirs, he explained: "I started to realize that the problem was that we had lost contact with Canadians, and if we were going to survive, the [CAF] had to win back their respect."²⁴² Indeed, progress was made under Hillier to educate the public on the positive impact of the CAF, especially in Afghanistan. However, Hillier, especially after publishing his book, was known to have created

²³⁹*Ibid.*, 13.

²⁴⁰Marie Deschamps, *External Review into Sexual Misconduct and Sexual Harassment in the Canadian Armed Forces*, (27 March 2015), 28.

²⁴¹Winslow, "Canadian Society and its Army"..., 12.

²⁴²Hillier, *A Soldier First...*, 126.

division among the CAF, civilian DND employees and political leaders.²⁴³ This division has impacted the CAF's ability to communicate with public because it has not been trusted to do so. Institutional leaders need to foster a healthy relationship with the public and with political leaders in order to understand what society wants its military to be. When public perception differs from what the CAF needs, the military leadership needs to better articulate the importance of military values and capabilities to ensure it is able to meet the demands imposed on it. This is an area that should be emphasized in the development of professional military education.

CONCLUSION

This study of the CAF's response to misconduct in Afghanistan a decade after the release of the Somalia Inquiry reveals an Army that has evolved and better reflects its ethos and the profession of arms. Both the Semrau and Ménard incidents illustrated that the Army better understands the importance of transparency, holding members accountable and upholding the Army ethos. On the other hand, they also demonstrated the challenges that the Army faced in rationalizing the difference between its own values and those of Canadian society. The Semrau case illustrated the requirement to continue to improve ethics training as the programme evolves.

The Army's successes can undoubtedly be attributed to a shift in culture achieved through integration of military and Army ethos into education and training. Successes are also clearly a result of the Army's strategy to promote ethical decision making. A final contributor to success is the increased emphasis placed on education of the officer and NCM corps.

Without diminishing the successes, it is clear that the Army is still in need of further reform. Cultural change takes time to achieve. The Semrau and Ménard cases exposed a culture that has evolved; however, the Deschamps report uncovered areas where progress is still

²⁴³Philippe Lagassé and Joel J. Sokolsky, "A Larger 'Footprint' in Ottawa: General Hillier and Canada's shifting civil-military relationship," *Canadian Foreign Policy* 15, no. 2 (Summer 2009): 26-34.

required. Army leadership have attributed the demanding and often conflicting agendas that the Army needs to balance as a reason for not fully realizing the envisioned objectives. Another obstacle to reform has been the informal socialization that is such an integral part of Army culture. A final barrier to change has been the inability to rationalize the discrepancy between societal values and those of the Army. The Army needs to better understand what the public expects it to be so that it can either conform or justify discrepancies.

The subsequent chapter will provide recommendations for what the Army can do to capitalize on the successes that it has seen since the Somalia crisis and address the areas still in need of reform. Continued vigilance will be essential to maintain institutional credibility and public support.

CHAPTER 6 – RECOMMENDATIONS TO ADVANCE THE IMPROVEMENTS IN PROFESSIONALISM

The challenge for the Canadian Forces leadership today – indeed, for all of us – is to not squander the experience and the gains made and to continue to advance the improvements in professionalism and professional development within the Canadian Forces.

- Lieutenant-General (Retired) Michael Jeffery, University of Calgary address,
1 February 2008

The preceding analysis uncovers an Army that has made great strides to re-professionalize; however, it also reveals an institution still in need of further reform. Since the release of the Somalia Inquiry the CAF, and the Army in particular, have implemented change to align the culture with the military ethos. Along the way, it faced challenges caused by a high operational tempo and fewer human resources. This forced commanders to divide their focus on the re-professionalization and operational missions and limited the success they were able to realize. This chapter will provide recommendations for areas on which the Army should focus its efforts to achieve the professionalization envisioned by the Commission of Inquiry.

The recommendations include accepting that the culture still needs to change, improving the delivery of ethics training, amending the way new members are socialized, evaluating the effectiveness of the changes to professional military education and ameliorating the communications strategy.

RECOMMENDATION 1: ACCEPT CULTURE STILL NEEDS TO CHANGE

It would be premature for the CAF to accept that the cultural change envisioned by the likes of Generals Baril and Jeffery was achieved. Under these commanders, the Army developed a strategy to shift the culture with an emphasis on ethical conduct on operations. Given the focus, the Army has been largely successful in professionalizing soldiers' conduct on operations.

However, the Deschamps report reveals an institution struggling to align culture with its ethos in an area that perhaps the CAF and Army initiatives failed to address.

Political Scientist Gregory Inwood's explanation of the policy cycle can offer a rationale for why after developing strategy for change, a new problem could emerge. His scholarship is based on higher level government policy; however, it can be applied to the CAF's strategy to implement change internally. Inwood suggests that once a problem is defined a policy is formulated, implemented and finally goes through a process of evaluation. During evaluation, and as is often the case when dealing with complex issues, a new problem can be revealed that requires a new policy.²⁴⁴

Change in culture is clearly difficult to measure; however, a good indication that there are still problems associated with the culture was elucidated by the Deschamps report. While the transgressions she was asked to report on differ greatly from those that the Somalia Inquiry revealed, both indicate an institution that was failing to conform to its ethos. Thus, either as Inwood would suggest, a new problem has emerged, or the cultural shift is simply not yet complete. In either case, in order to fully align the culture with the ethos, it is important that CAF leadership acknowledge that change is still necessary.

RECOMMENDATION 2: IMPROVE THE DELIVERY OF ETHICS TRAINING

Ethical awareness and ethical decision making were significant aspects of the change initiatives and appear to have been successful in implementation. Based on his study of various countries' approaches to institutionalizing ethics, Lieutenant-Colonel Clark C. Barrett, a student at the US Army War College, concluded that the CAF's ethical work and descriptive military ethos are exemplary and an appropriate model for other states. He specifically complimented the

²⁴⁴Gregory J. Inwood, *Understanding Canadian Public Administration: An Introduction to Theory and Practice* (Toronto: Pearson Prentice Hall, 2009), 222-245.

commitment to ethical performance on and off the battlefield, the robust academic program and the creation and promulgation of an appropriate military ethos.²⁴⁵

While the Army has achieved success in implementing the AEP, it falls short in a few areas. The military historian, Richard Gabriel advocates a formal process of teaching ethics. The first step is creating an ethical code, followed by courses to teach the code and to explain why its precepts ought to be observed. Moreover, it is not enough to expose soldiers to ethics at the beginning of their career. Continued exposure and discussion of the likely ethical dilemmas they may encounter based on their rank would go a long way to solidify the professional ethics. Finally, he suggests that a pocket sized soldiers' card bearing the ethical code that soldiers could be forced to memorize would help to internalize the code.²⁴⁶

The CAF falls short in continuing to expose members to ethical scenarios appropriate for their rank. This was evident through review of the qualification standards for Army courses. These courses offer the perfect opportunity to refresh the understanding of ethics and what it means to the profession of arms and to expose soldiers to ethical dilemmas that they are likely to face in the performance of their duties. The current online ethics course does not promote chain of command involvement, nor are the scenarios tailored to a specific audience. Clearly, improvements can still be made in the delivery of ethics training, and a first step should be to include scenario-based ethics training on all leadership courses.

RECOMMENDATION 3: AMENDING THE WAY NEW MEMBERS ARE SOCIALIZED

²⁴⁵Clark C. Barrett and Army War College (U.S.) Strategic Studies Institute, *Finding "the Right Way": Toward an Army Institutional Ethic* (Carlisle, PA: Strategic Studies Institute, U.S. Army War College, 2012), 17-18.

²⁴⁶Richard A. Gabriel, *The Warrior's Way: A Treatise on Military Ethics* (Kinston, ON: Canadian Defence Academy Press, 2007), 185-191.

Both the formal and informal socialization of new members deserve greater attention in order to be certain that the institution is promoting the values ascribed in the military ethos. Formal socialization happens through doctrine, training and education. This paper's review of the CAF leadership and profession of arms publications has demonstrated that this doctrine is complete; however, the manuals, and specifically the language in them, may not be ideal to educate new members. *Warfighting* and *Leading Marines* are examples of enduring doctrine written to be as relevant to an officer cadet or junior NCM as a senior leader in the institution. These manuals are introduced to Marines at their basic training and subsequently studied throughout their career. A demonstration of the impactful and universal language contained in the manuals is:

Being a Marine is a state of mind. It is an experience some have likened more to a calling than a profession. Being a Marine is not a job-not a pay check; it is not an occupational specialty. It is not male or female, majority or minority; nor is it a rank insignia. Stars, bars, or chevrons are only indicators of the responsibility or authority we hold at a given time.... Marines are convinced that, being few in number, they are selective, better, and above all different.²⁴⁷

Marines are expected to be “better” than society and to valorize their institutional identity. While this language may not be completely appropriate for Canadian doctrine, there is merit in having a manual that is less scholarly to introduce new members to leadership and the profession of arms.

Informal socialization is another area that the Army and CAF should further investigate. There remain, no doubt, some archaic traditions which recur in messes and barracks that fundamentally contradict the military ethos. Certainly, these traditions have evolved and are much more palatable than the likes of the initiation rituals of the CAR that became public following the Somalia crisis. However, Deschamps' revelations of the persistence of a sexualized culture in the CAF, “rooted in cultural norms that permit a degree of discriminatory and

²⁴⁷Department of the Navy, FMFM 1-0, *Leading Marines* (Washington D.C.: United States Marine Corps, 1995), 7.

harassing conduct within the organization,”²⁴⁸ is disconcerting. Clearly, there has been some degree of failure to uphold the precepts of the ethos during informal socialization. This is a recommended area for future research.

RECOMMENDATION 4: EVALUATE THE EFFECTIVENESS OF PROFESSIONAL MILITARY EDUCATION

Professional military education has been transformed as a result of the Somalia crisis and the numerous PD reviews that followed. Nonetheless, this paper uncovered a still-going debate about the effective balance of education and operational experience. The challenge is that the CAF requires leaders that are strong operationally and equally adept at managing the institution and interacting effectively with civilian and political counterparts in Ottawa. There have been a few studies that provide recommendations to enhance the education of officers to address this challenge.²⁴⁹ In 2010, retired Generals Michael Jeffery and Fred Sutherland focused on mentorship for general officers to assist in the transition to institutional leadership.²⁵⁰ Their recommendations were well received but in the end rejected for being too ambitious with respect to general officers’ time.²⁵¹ A subsequent study chaired by the Commandant of CFC suggested staff college curriculum needed greater focus on the demands of working in Ottawa and streamed education for the Joint Command and Staff Program.²⁵² Streamed education was envisioned to provide students with advanced studies in one of three streams: joint warfare, defence and security or institutional policy and to deliver the CAF a better-rounded group of graduates. Many

²⁴⁸Deschamps, *External Review into Sexual Misconduct* ..., 13.

²⁴⁹The US has had similar challenges producing leaders that effectively transition to the institutional level and who deal effectively with civil-military relations. Washington conducted similar studies to Canada that discuss the benefits of streaming senior officers as either operational or enterprise leaders. See David Barno, *et al.*, *Building Better Generals* (Washington, DC: Center for a New American Security, 2013).

²⁵⁰Michael K. Jeffery and Fred Sutherland, *The CF Executive Development Programme (Final Draft)*, 2 March 2010, 55-60.

²⁵¹Department of National Defence and Officer Professional Development Working Group, *Officer Development Period 4/5: Project Strategic Leader* (Toronto: Canadian Forces College, 2014), 7.

²⁵²*Ibid.*, 32-38.

of the recommended initiatives have been implemented; however, it is not likely that Ottawa will see a general officer that is a product of this education until at least 2025, and thus the success of this initiative is a question for the future. Given the magnitude of the changes over the last two decades, continuing professional education should be evaluated to ensure that the right balance of book learning and experience is afforded to current and future CAF institutional leaders.

RECOMMENDATION 5: AMELIORATE THE COMMUNICATIONS STRATEGY

The CAF needs to more effectively communicate why change initiatives are important. General Lessard suggested that in the wake of Somalia, all of the change initiatives seemed to come from the headquarters and that perhaps there was not a good understanding at the lowest levels as to why the institution needed to evolve. This meant that soldiers did not realize how pervasive the problem was and they feared that change would detract from the warrior spirit essential for combat effectiveness.²⁵³

Communicating the strategy and its importance is essential, especially in an institution that changes leadership every two to three years. In order to have continuity of effort, members need to understand the intent of the changes. On a positive note, General Jonathan Vance, the CDS, has demonstrated that he understands the importance of communicating his intent. In response to the Deschamps report, he issued direction in the form of an operation order, which makes his intentions crystal clear:

My intent is to eliminate harmful and inappropriate sexual behaviour within the CAF by leveraging the unequivocal support of my Commanders and all leaders in the CAF. Any form of harmful and inappropriate sexual behaviour is a threat to the morale and operational readiness of the CAF, undermines good order and discipline, is inconsistent with the values of the profession of arms and the ethical principles of DND and CAF, and is wrong. I will not allow harmful and

²⁵³Marc Lessard, email conversation with the author, 20 April 2016.

inappropriate sexual behaviour within our organization, and I shall hold all leaders in the CAF accountable for failures that permit its continuation.²⁵⁴

In addition to the operation order, media lines were released, soldier cards were produced and bracelets were to be worn by members as a constant reminder to eliminate inappropriate conduct. These initiatives demonstrate commitment to resolving the issue and an understanding of messaging to the lowest levels of the institution. His commitment and clear intent should transcend to junior members and set the tone for change. This is a promising sign of an acceptance of the need for cultural change and a commitment to communicate which should be sustained to endure the required change.

²⁵⁴Department of National Defence, *CDS Operation Order – Op HONOUR* (Ottawa: Chief of Defence Staff, 14 August 2015), 3-4.

CONCLUSION

The CAF has evolved significantly and made great progress in professionalizing since the Somalia Inquiry. In the wake of the Somalia crisis it was concluded that the culture of the military, Army and the CAR led to the downfall and needed to change. The events that transpired in Somalia were symptomatic of an Army that needed professional reform. The profession of arms reinvigorated itself through numerous officer professional development reviews. Some of the notable changes include the establishment of advanced military courses at CFC for colonels and general officers, the revamp of the curriculum at RMC to provide entry officers a better rounded education and the establishment of CDA which provides the hierarchical oversight of CAF academic institutions. A complementary plan to reinvigorate NCM PD was also developed and is credited with developing today's higher educated NCMs capable of assuming greater responsibility and of maintaining improved relationships with the officer corps. Finally, the CAF produced capstone doctrine for leadership, professionalism and military ethos upon which officer and NCM education and training could be based.

In addition to the institution wide initiatives, the Army took further action to reform and regain institutional credibility. The Army proactively produced doctrine to formally articulate the Army ethos to catalyze cultural change. The Army also developed a strategy to transform the culture and align it with the Army ethos. Army commanders issued direction and guidance to enhance education among all ranks, to institutionalize ethics training and to foster a learning environment. Clearly, the Army implemented many successful reforms; however, the envisioned cultural shift has yet to be fully realized.

A study of the CAF's response to misconduct in Afghanistan a decade after the release of the Somalia Inquiry exposed an Army that has evolved and better reflects its ethos and the

profession of arms. Both the Semrau and Ménard incidents illustrated that the Army better appreciates the importance of transparency, accountability and upholding the Army ethos.

Notwithstanding the substantial progress made, it is apparent that the Army is still in need of further reform. Though it is evident that the culture has evolved, cultural change takes time to achieve. Army leadership have attributed the demanding and often conflicting priorities that need to be weighed as a factor for not fully realizing the envisioned objectives. Another impediment to reform has been the informal socialization that is such a central part of Army culture. A final barrier to change has been the inability to rationalize the discrepancy between societal values and those of the Army. The Army needs to better understand what the public expects it to be so that it can either conform or justify discrepancies.

Clearly the Army should capitalize on the successes, continue to evaluate the progress and adjust strategies to avoid complacency and to advance the improvements made to the profession of arms. Accepting that the culture still needs to change, improving the delivery of ethics training, amending the way new members are socialized, evaluating the effectiveness of the changes to professional military education and ameliorating the communications strategy are recommendations that will sustain institutional credibility. These initiatives will ensure that the Army continues to improve in professionalism and will assure that the Army has the trust and confidence of Canadian society.

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