



**Why the CAF Needs Military Colleges:
A Second Look at the Recommendations of the Arbour Report**

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JCSP 49 DL

Exercise Solo Flight

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WHY THE CAF NEEDS MILITARY COLLEGES: A SECOND LOOK AT THE RECOMMENDATIONS OF THE ARBOUR REPORT

The nation that will insist on drawing a broad line of demarcation between the fighting man and the thinking man is liable to find its fighting done by fools and its thinking done by cowards.

- William Francis Butler, *Charles George Gordon*, 1891¹

INTRODUCTION

The Canadian Military Colleges (CMCs), Royal Military College of Canada (RMCC) in Kingston and Collège militaire royal de Saint-Jean (CMR-SJ), have come under scrutiny in the wake of the Independent External Comprehensive Review (IECR)—also known as the Arbour Report—led by former Supreme Court Justice Louise Arbour. Two of the recommendations in the report were specific to the CMCs.

The recommendations are as follows:

Recommendation #28: The Cadet Wing responsibility and authority command structure should be eliminated.²

Recommendation #29: A combination of Defence Team members and external experts, led by an external education specialist, should conduct a detailed review of the benefits, disadvantages and costs, both for the CAF and more broadly, of continuing to educate ROTP cadets at the military colleges. The review should focus on the quality of education, socialization and military training in that environment. It should also consider and assess the different models for delivering university-level and military leadership training to naval/officer cadets, and determine whether the RMC Kingston and the RMC Saint-Jean

¹ William Francis Butler, *Charles George Gordon* (London; New York: London; New York: Macmillan, 1891), 85, <https://archive.org/details/charlesgeorgego00butlgoog/page/n98/mode/2up>.

² The Cadet Wing is the hierarchal structure of the student body at the CMCs. Second through Fourth Year students take on roles and responsibilities, which includes the leadership of junior Cadets.

should continue as undergraduate degree-granting institutions, or whether officer candidates should be required to attend civilian university undergraduate programs through the ROTP.

In the interim, the CPCC should engage with the RMC Kingston and the RMC St-Jean authorities to address the long-standing culture concerns unique to the military college environment, including the continuing misogynistic and discriminatory environment and the ongoing incidence of sexual misconduct. Progress should be measured by metrics other than the number of hours of training given to cadets. The Exit Survey of graduating cadets should be adapted to capture cadets' experiences with sexual misconduct or discrimination.³

This paper examines these two IECR recommendations in the context of the military colleges as they relate to policy, academia, professional military education, and the profession of arms. As the Canadian Armed Forces (CAF) embark on a review of the CMCs, it is crucial to understand the potential outcomes of implementing changes, including the possibility of moving all Regular Officer Training Program (ROTP) participants to civilian universities. The CMCs produce 25% of all officers who enter the military annually.⁴ This paper demonstrates that CMC ROTP is vital to generating quality officers and is an essential part of the Professional Military Education (PME) program that helps the CAF uphold the profession of arms.

BACKGROUND

The RMCC (established in 1876), in partnership with CMR-SJ (established in 1952), serve as Canada's military academies.⁵ RMCC was originally established to train British and Canadian army officers. Novel for its time, the college would instruct both regular *and* reserve force, a feature that continues today.⁶ With an initial class of eighteen

³ Louise Arbour, "Report of the Independent External Comprehensive Review," Report (Ottawa, ON, May 2022), <https://www.canada.ca/en/department-national-defence/corporate/reports-publications/report-of-the-independent-external-comprehensive-review.html>.

⁴ National Defence and Royal Military College of Canada (RMC) Board of Governors, "Report to the Board of Governors by the Withers' Study Group – Balanced Excellence: Leading Canada's Armed Forces in the New Millennium," Text, Withers Report (Kingston, ON, 1998), <https://www.rmc-cmr.ca/en/college-commandants-office/canadian-forces-rmc-interface-withers-report>.

⁵ Note: Royal Roads Military College, in Victoria, BC, operated as a CMC from 1975 to 1995, with a history as a military training establishment dating back to 1942. It now operates as Royal Roads University, a private academic institution. "Royal Roads Military College | Royal Roads University Hatley Park," accessed May 20, 2024, <https://www.hatleypark.ca/history/royal-roads-military-college>.

⁶ Richard Preston, *To Serve Canada: A History of the Royal Military College of Canada* (University of Ottawa Press, 1991), 15; National Defence, *QR&O: Volume IV - Appendix 6.1 The Queen's Regulations*

officers, dubbed the *Old Eighteen*, RMCC focused primarily on the development of officers involved in technical military occupations. Graduates of the program would go on to serve in the Boer War and the First World War, mainly as part of British Forces. As Canada emerged from the Armistice and Treaty of Versailles with a unique Canadian identity, RMCC would also be recognized for its contribution to victory in the conflict.⁷

The Second World War would see the college remain open until 1942 with the buildings then used to house personnel and provide training for the war effort.⁸ Reopening in 1948, RMCC Kingston would produce officers for all three services throughout the Cold War. CMR-SJ and Royal Roads Military College became CMCs and granted degrees during this time.

Women were admitted in 1980, causing controversy. Admittance of women was opposed by the military and other political actors. The threat of legal action under anti-discrimination laws forced the military to conform to the ethical principles emerging from societal discussions that would result in the Canadian Charter of Rights and Freedoms in 1982.⁹ Kate Armstrong's memoir, *The Stone Frigate*, recounts the poor treatment and outright harassment of the first thirty-two women during that year.¹⁰ However, with highly motivated candidates, RMCC adapted quickly to the idea of 'Lady Cadets,' and only six years later in 1986, D.L. Tremain, who entered in 1982, was the first woman to be appointed as Cadet Wing Commander, the top role in the student hierarchy of the Cadet Wing.¹¹

In 1995, CAF restructuring led to the closure of Royal Roads and the downsizing of CMR-SJ. Today, the CMCs operate with the primary mission of training and developing leaders for service in the CAF. For the undergraduate Naval and Officer Cadets (N/OCdts), this is achieved using the Four Pillars of the RMC Degree: Academic,

and Orders for the Canadian Military Colleges (QR Canmilcols), 2014, <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/queens-regulations-orders/vol-4-appendices/appendix-6-1.html>.

⁷ Andrew B Godefroy, "The Royal Military College of Canada and the Education of Officers for the Great War," *Canadian Military History* 18, no. 4 (2009): 27–28.

⁸ "The Royal Military College Of Canada: 1876 to the Present | Dispatches | Learn | Canadian War Museum," accessed May 20, 2024, <https://www.warmuseum.ca/learn/dispatches/the-royal-military-college-of-canada-1876-to-the-present/>.

⁹ Preston, *To Serve Canada: A History of the Royal Military College of Canada*, 183.

¹⁰ Kate Armstrong, *The Stone Frigate: The Royal Military College's First Female Cadet Speaks Out* (Dundurn, 2019).

¹¹ Preston, *To Serve Canada: A History of the Royal Military College of Canada*, 188.

Military Leadership, Social Development (which includes bilingualism), and Physical Fitness.¹²

There have been a series of reviews in recent years, some as cost-benefit analyses, and others addressing the issue of sexual misconduct in the CAF, including the 2015 External Review into Sexual Misconduct and Sexual Harassment in the Canadian Armed Forces (the ERA, or Deschamps Report) and the IECR.¹³

With its focal point being the crucial task of eliminating sexual misconduct from all areas of the CAF, it is worth noting that only a small part of the IECR concerns itself with the military colleges. As a result of the IECR's mandate, it would not be possible to examine all relevant factors regarding the CMCs. The Canadian Military Colleges Review Board (CMCRB) was launched in 2023 to address Recommendations #28 and #29.¹⁴ Its mandate allows for a more fulsome analysis and this paper endeavours to provide additional context for the CMCRB.

ANALYSIS

The CMCs and Women's Success in the CAF

RMCC and CMR-SJ are good for the CAF, in terms of officer retention, and particularly, the retention of senior women officers. This statement contrasts significantly with how the CMCs were portrayed in the IECR and in the historical accounts of women who attended the colleges in the 1980s in the early years of women's integration.¹⁵ The CAF has changed significantly, opening all occupations to women in 1989, and has

¹² Howard G Coombs, "The Royal Military College: A National University," *Canadian Military Journal* 23, no. 1 (2023): 42–51.

¹³ GR Maddison et al., *Special Staff Assistance Visit: Report on the Climate, Training Environment, Culture and Regular Officer Training Plan (ROTP) Programme at the Royal Military College of Canada-Kingston* (National Defence, 2017); Canadian Military Journal and National Defence Government of Canada, "Royal Military College of Canada Special Staff Assistance Visit Update" (Government of Canada, National Defence, Canadian Defence Academy, December 20, 2017), <http://www.journal.forces.gc.ca/Vol18/no1/page56-eng.asp>; National Defence and Royal Military College of Canada (RMC) Board of Governors, "Report to the Board of Governors by the Withers' Study Group – Balanced Excellence: Leading Canada's Armed Forces in the New Millennium."

¹⁴ Canada, "Canadian Military Colleges Review Board - Terms Of Reference," National Defence, December 6, 2023, <https://www.canada.ca/en/department-national-defence/services/conduct-and-culture/independent-external-comprehensive-review/canadian-military-colleges-review-board-terms-reference.html>.

¹⁵ Armstrong, *The Stone Frigate: The Royal Military College's First Female Cadet Speaks Out*; Sandra Perron, *Out Standing in the Field: A Memoir by Canada's First Female Infantry Officer* (Cormorant Books, 2017), 346–53.

instituted policies in support of human rights and anti-discrimination.¹⁶ Despite these changes, perceptions of inequality remain at the CMCs and within the greater military.¹⁷ The CAF has a target of approximately 25% women's representation.¹⁸ To date, the target has not been met. However, the data regarding the CMCs and women's integration contains statistics of interest to this analysis.

The data trends for General and Flag Officer ranks are encouraging for the continued progress of women's integration within the CMCs and the greater CAF. The table below illustrates which current (2024) women senior officers attended a CMC.

¹⁶ Grazia Scoppio et al., "Experiences of Officer Cadets in Canadian Military Colleges and Civilian Universities: A Gender Perspective," *Armed Forces & Society* 48, no. 1 (2022): 2; National Defence, *DAOD 5516-0, Human Rights*, 2013, <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/5000-series/5516/5516-0-human-rights.html>; National Defence, *DAOD 9005-1, Sexual Misconduct Response*, 2020, <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/9000-series/9005/9005-1-sexual-misconduct-response.html>.

¹⁷ Scoppio et al., "Experiences of Officer Cadets in Canadian Military Colleges and Civilian Universities: A Gender Perspective," 14–17.

¹⁸ National Defence, *Women in the Canadian Armed Forces*, 2018, <https://www.canada.ca/en/department-national-defence/services/women-in-the-forces.html>.

Name	Undergraduate
Lieutenant-General F.J. Allen, CMM, CD	Queens University
Lieutenant-General M.H.L. Bourgon, CMM, MSC, CD	CMR-SJ
Brigadier-General G.M. Bourque, OMM, CD	Saskatchewan Polytechnic
Brigadier-General D.N. Brais, CD	CMR-SJ
Brigadier-General K.D. Brodie, CD	Royal Roads Military College
Lieutenant-General M.A.J. Carignan, CMM, MSC, MSM, CD	RMCC
Brigadier-General S.M.M. Godin, CD	McGill University
Brigadier-General C.M. Harding, OMM, CD	RMCC
Rear-Admiral M.T.J. Kurtz, OMM, MSC, CD	University of Ottawa
Commodore M.B. Mulkins, OMM, CD	University of Toronto
Brigadier-General M.F.J. Pelletier, CD	CMR-SJ
Major-General J.R. Speiser-Blanchet, CD	RMCC
Brigadier-General V.C. Tattersall, CD	RMCC

Table 1 - Women General and Flag Officers - Academic Background¹⁹

The table shows the list of women General and Flag Officers in 2024, who occupy 13 of 134 positions, or 9.7% of the total. Notably, 8 of the 13 (62%) women General and Flag Officers completed their undergraduate degrees at a CMC. This is significant as the CMCs contribute about 25% to annual officer production. In addition, Lieutenant-General Lise Bourgon (then a Major) examined the trend of women's integration in 2007.²⁰ Her analysis began with data dating from 1989, when women only made up 0.7% of General and Flag Officers. As representation in 2024 is 9.7%, the

¹⁹ Source: Senior Officer Biographies, available of Defence Intranet, data from April 2024

²⁰ Lise Bourgon, "The CF as an Employer of Choice: The Key for a Successful Gender Integration," *Canadian Forces College* 19 (2007): 6–7.

Compound Annual Growth Rate has been 7.8% since 1989.²¹ If this trend remains steady, it is possible that women at these rank levels could conceivably achieve the 25% target in 12 to 13 years.²²

The retention of experienced officers and non-commissioned members is a key policy objective in both the *2022 Retention Strategy* and *Our North, Strong and Free: A Renewed Vision for Canada's Defence*.²³ Retention of senior officers was noted previously in the Office of the Auditor General (OAG) Report of 2017, showing approximately 10% better retention when compared to other entry plans.²⁴ It is not clear from the report, however, whether the 10% figure is on a career basis or annual basis. If the latter, 10% better retention annualized has a compounding effect that is very favourable for CMC graduate retention, as the value of training and experience accrues over time. Removing the CMC ROTP, which is highly correlated with women's success in achieving higher ranks and senior officer retention may be negative as the CAF struggles with personnel shortages. The CMCRB will likely examine increased retention as part of its analysis.

The data illustrates that RMCC and CMR-SJ develop capable and resilient women officers who attain the highest levels of success in the CAF. It should be recognized however, that the trailblazing women who occupy executive roles in the CAF today may have faced a disproportionate amount of suffering and cruelty throughout their careers than the men who are their colleagues.

The CMCs as Institutions for Leadership Development

A series of reviews have called into question the leadership development provided at the CMCs. The Senior Staff Assistance Visit (SSAV) in 2017 resulted in 90 recommendations to improve the institution.²⁵ The 2017 OAG Report was released on the heels of the SSAV report and also critiqued the “weaknesses in military training.”²⁶ It noted that the CMC structure may not be necessary, as many quality officers are

²¹ Calculation of Compound Annual Growth Rate (CAGR). <https://www.investopedia.com/terms/c/cagr.asp>
 $CAGR = (((EV / BV)^{1/n}) - 1) \times 100$, where EV is Ending Value, BV is Beginning Value, n is years
Therefore, $(((9.7 / 0.7)^{1/35}) - 1) \times 100 = 7.8\%$.

²² National Defence, *Statistics of Women in the Canadian Armed Forces*, 2020, <https://www.canada.ca/en/department-national-defence/services/women-in-the-forces/statistics.html>.

²³ Canada, “Canadian Armed Forces Retention Strategy” (Ottawa, ON: Canadian Armed Forces, 2022), 15, 36–37, <https://www.canada.ca/content/dam/dnd-mdn/documents/reports/caf-retention-strategy/caf-retention-strategy-en-2022.pdf>; “Our North, Strong and Free: A Renewed Vision for Canada's Defence” (Canada. Department of National Defence, April 8, 2024), <https://www.canada.ca/en/department-national-defence/corporate/reports-publications/north-strong-free-2024.html>.

²⁴ Office of the Auditor General of Canada Government of Canada, “Report 6—Royal Military College of Canada—National Defence,” November 21, 2017, https://www.oag-bvg.gc.ca/internet/English/parl_oag_201711_06_e_42671.html.

²⁵ Maddison et al., *Special Staff Assistance Visit: Report on the Climate, Training Environment, Culture and Regular Officer Training Plan (ROTP) Programme at the Royal Military College of Canada-Kingston*.

²⁶ Government of Canada, “Report 6—Royal Military College of Canada—National Defence.”

produced in other entry plans such as ROTP at civilian universities or Direct Entry.²⁷ However, the CAF must take advantage of the opportunity available within the CMCs. Kowal observed succinctly, summarizing that the CMCs had difficulty in finding balance between the military and academic programs but noted that “RMC [had] actioned approximately 75% of the SSAV recommendations” within two years.²⁸ These improvements have been beneficial to school-life balance as well as to the leadership development program for staff and students.²⁹

IECR Recommendation #28, elimination of the Cadet Wing, conflicts with traditional thought on learning and youth development. Relevant literature shows that leadership develops with more exposure, not less.³⁰ Practice is not enough, and various research show that youth leadership must have meaningful and authentic experiences, where “decisions must have true impact and consequences.”³¹ Allowing young people *more* opportunities to exercise leadership when it matters improves their performance. Figure 1 (below) shows that practical experience forms a component of professional development within the CAF. This occurs in all Development Periods (DP) for N/OCdts in DP 1 and beyond as they progress through their careers. Implementation of

²⁷ Direct Entry Officers already hold a degree when they enrol in the CAF.

²⁸ Harry J. Kowal, “The Royal Military College of Canada: Responding to the Call for Change,” *Security and Defence Quarterly* 24, no. 2 (June 28, 2019): 96, <https://doi.org/10.35467/sdq/109259>.

²⁹ Virginia Tattersall, “Royal Military College of Canada Special Staff Assistance Visit Update,” *Canadian Military Journal* 18, no. 1 (2017): 56–59.

³⁰ Susan Redmond and Pat Dolan, “Towards a Conceptual Model of Youth Leadership Development,” *Child & Family Social Work* 21, no. 3 (2016): 261–71.

³¹ Redmond and Dolan, 262; Carole A MacNeil, “Bridging Generations: Applying ‘Adult’ Leadership Theories to Youth Leadership Development,” *New Directions for Youth Development* 2006, no. 109 (2006): 27–43; Gina Hernez-Broome and Richard J Hughes, “Leadership Development: Past, Present, and Future,” *Human Resource Planning* 27, no. 1 (2004).

Recommendation #28 removes a significant early leadership experience from the cadets at the CMCs.

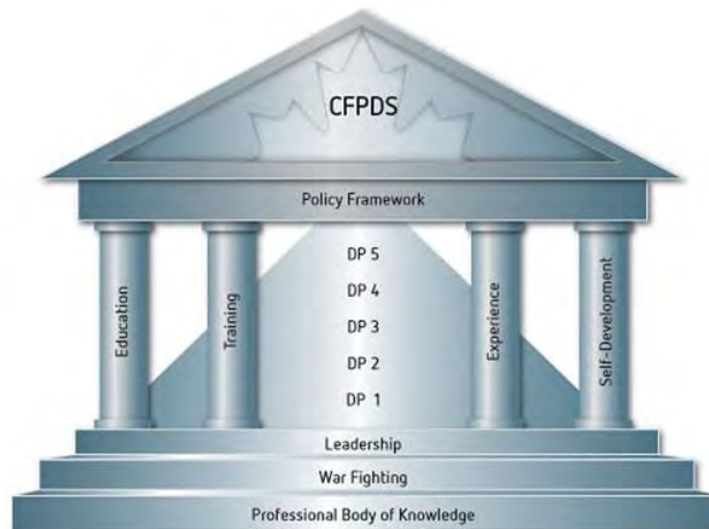


Figure 1 - CAF Professional Development Framework³²

CAF members, in particular those accepted to the ROTP, are recruited with an emphasis on youth leadership. Many of these personnel were members of youth programmes such as sports teams, Cadet Programmes, Scouts/Guides, and others that provide direct leadership experience.³³ The Cadet Wing system at the CMCs can nurture these leadership skills, encouraging them to mature and grow.

Literature has identified strategies linked to positive results in youth leadership development. These include opportunities for decision-making (similar to above), working with diverse teams, and overseas or foreign experiences.³⁴ Leadership roles in the model of “house captains, prefects, and sports captains, buddy programmes between older and younger students” however, are sometimes not appropriately structured and lack adequate mentorship.³⁵ The CMCs already offer a number of successful strategies, but the IECR identified that the Cadet Wing structure should be eliminated entirely. Instead of abolishing the Cadet Wing, the CMCs must reform leadership development in

³² National Defence, *Canadian Armed Forces Professional Development Framework*, 2018, <https://www.canada.ca/en/department-national-defence/services/benefits-military/education-training/professional-development/framework.html>.

³³ Despoina Karagianni and Anthony Jude Montgomery, “Developing Leadership Skills among Adolescents and Young Adults: A Review of Leadership Programmes,” *International Journal of Adolescence and Youth* 23, no. 1 (2018): 86–98.

³⁴ Karagianni and Jude Montgomery, 96.

³⁵ Karagianni and Jude Montgomery, 95.

line with best practices to avoid outdated models that do not harness the creativity and potential of youth.

Military leadership must also contend with risk aversion, a serious problem in the profession of arms.³⁶ Indeed the CAF's policies and leadership doctrine acknowledge that officers must learn to take calculated risks.³⁷ Competition is one way to address the problem of risk aversion. The IECR disparages the competitiveness present at the CMCs, however, a culture of competition is useful for a military and for young people developing their own leadership identity.³⁸ Warfare is the ultimate competition, and the CAF should hone a spirit of competition and a drive to achieve victory. This can be realized with existing programs available at CMCs through sports, academic competitions, or friendly rivalry between Cadet Wing Squadrons and with other universities.³⁹

The Cadet Wing system offers an opportunity for N/OCdts to take roles and responsibilities and practice their skills. The stakes are low while at the CMCs, which contrasts greatly as graduates will eventually lead soldiers, sailors, or aircrew in combat. The idea of abolishing the Cadet Wing also contrasts with the everyday experience of young people who do not go to university, and instead work in dangerous industrial sectors or are entrusted with leadership roles by their employer at a young age. With reforms and adoption of better strategies for the military pillar, the Cadet Wing can remain a useful tool for the practical application of risk-taking, decision making, and ethical leadership.

The CMCs and Academia

The academy is usually equipped with a “full-stack” education, meaning that undergraduate, graduate, doctoral, and post-doctoral studies are available. Universities use this full stack to identify academic talent and to conduct deeper and more specialized research. Undergraduate studies are general and broad, graduate programmes such as Master's degrees enable the pursuit of further specialization, and Doctoral and Post-Doctoral studies promote a deep academic expertise in a specialized field.⁴⁰ The CMCs

³⁶ Brian J Reed, *Leader Development, Learning Agility and the Army Profession* (Institute of Land Warfare, Association of the United States Army, 2012).

³⁷ Department of National Defence, *A-PA-005-000/AP-006, Leadership in the Canadian Forces: Leading the Institution* (Kingston, ON: Canadian Defence Academy - Canadian Forces Leadership Institute, 2007), https://publications.gc.ca/collections/collection_2013/dn-nd/D2-313-5-2007-eng.pdf; Chief of the Defence Staff, “The Canadian Armed Forces Ethos - Trusted to Serve” (Canadian Defence Academy – Professional Concepts and Leader Development, 2022), <https://www.canada.ca/content/dam/dnd-mdn/documents/reports/CAF%20Ethos%20Trusted%20to%20Serve%20-%20English%20-%20FINAL.pdf>.

³⁸ Kim Graves Wolfinbarger et al., “The Influence of Engineering Competition Team Participation on Students’ Leadership Identity Development,” *Journal of Engineering Education* 110, no. 4 (2021): 925–48.

³⁹ Wolfinbarger et al.

⁴⁰ “How University Works,” Undergraduate Programs, August 6, 2020, <https://uwaterloo.ca/future-students/start-here/how-university-works>.

boast a full-stack of education, but specialize in issues of military and Canadian national interest.⁴¹ English envisioned a redesign of the CMCs as ‘service colleges’ in the wake of IECR Recommendation #29 and its question of whether or not students should only attend civilian universities.⁴² However, it is unknown whether a significant cutback in undergraduate studies would jeopardize the academic depth available in a full-stack university, particularly in an environment with fiscal and personnel constraints.⁴³ The CMC’s primary research areas include “defence policy, cyber, Chemical, Biological, Radiological and Nuclear (CBRN), Electronic Warfare (EW), space...” with supporting facilities that include a renowned cyber laboratory, anechoic chamber, and even a nuclear reactor.⁴⁴ In this regard, the CMCs are truly differentiated from other Canadian universities. They exist not only to produce entry-level officers but also to provide a research “University for the Canadian Forces.”⁴⁵

The CMCs are an instrument of the CAF’s PME system. Firstly, they provide advanced studies, and technical and specialty courses. This is done through the Osside Institute for non-commissioned member development, through collaboration with Canadian Forces College in Toronto on advanced officer and executive education, and with specialties such as the Army Technical Staff courses for officers and Warrant Officers. Importantly, RMCC can confer graduate degrees on students completing the Joint Command and Staff Programme or National Security Programme at Canadian Forces College Toronto.⁴⁶ In addition to undergraduate studies, advanced studies make up a significant portion of the Development Periods that constitute the various stages of officer development.⁴⁷

Secondly, the CMCs provide benefits for international relations, as students from the United States of America and European military academies exchange undergraduate officers with the CMCs. This is beneficial for leadership development, permitting N/OCdts to work in diverse environments while fostering relationships with allied nations and their officers early in their careers. In advanced and graduate studies, academic programmes are also attended by students and senior officers from Canada’s allies and partners. Many allies reciprocate, inviting Canadian military personnel to participate in their own PME programs, and equivalencies are offered. From their own

⁴¹ Kowal, “The Royal Military College of Canada,” 101–2.

⁴² Kowal, “The Royal Military College of Canada.”

⁴³ Elliot Ferguson, “‘Difficult Financial Situation’ Could Mean Cuts at RMC in Kingston,” *The Kingston Whig Standard*, May 14, 2024, sec. Local News, <https://www.thewhig.com/news/difficult-financial-situation-could-mean-cuts-at-rmc-in-kingston>.

⁴⁴ Royal Military College of Canada, *Strategic Plan 2023* (Kingston, ON: Canada. Department of National Defence, 2019), <https://www.rmc-cmr.ca/en/strategic-plan-2023>.

⁴⁵ Preston, *To Serve Canada: A History of the Royal Military College of Canada*, 191–204.

⁴⁶ Royal Military College of Canada, *Strategic Plan 2023*.

⁴⁷ National Defence, *Professional Development for Officers*, 2013, <https://www.canada.ca/en/department-national-defence/services/benefits-military/education-training/professional-development/framework/officers.html>.

academies, these allies have concluded that maintaining such programs are beneficial for their militaries and their nations.⁴⁸

Divestment of the ROTP undergraduate programs would severely limit the CAF's contribution to Canadian Academia and its influence amongst allies who send their personnel to be educated in Canada or collaborate on research. Reducing the number of students would inevitably draw down the number of professors required, whose academic research is generally geared towards Canadian military issues. There are indeed war and defence studies departments in other universities, but there are no other universities with an almost exclusive focus on defence and security amongst all faculties. The Withers Report of 1998 observed that this was part of the "total worth" of the institution.⁴⁹ The CMCs do provide education and training beyond undergraduate degrees, but the full-stack balances a deep and symbiotic relationship between undergraduate ROTP, unique research areas, and professional development of CAF and allied personnel.

The CMCs and the Canadian Profession of Arms

A key feature of a profession is self-regulation.⁵⁰ If the CAF promotes itself to be Canada's profession of arms, then it must take ownership of its personnel, use administrative and disciplinary systems to correct or improve those personnel, and dispense with those who are incompatible for service. The CAF's awareness of problems at the CMCs means it is therefore responsible to self-regulate and to avoid 'sweeping them under the rug.' The CAF's ethical doctrine, including *Trusted to Serve*, *Duty with Honour*, and *Leadership in the Canadian Forces: Leading the Institution*, all espouse the principles of ownership and accountability.⁵¹

In exporting all officer production to civilian universities the CAF loses control over factors for which it is accountable to Canada. If the CAF needs to procure ROTP positions, would this then inflate the cost of university education for all? If not, as civilian universities are competitive, how would the CAF guarantee that its quotas would be met for all occupations and their specific degree requirements? This could reduce the CAF's ability to meet recruiting and officer production targets, at least temporarily, in a time when recruiting is in a grave state. These issues are further complicated by

⁴⁸ Paul Mitchell, "Graduate Level Professional Military Education at Canadian Forces College: Adapting to the Demands of the Modern Complex Environment," *Canadian Military Journal* 23, no. 1 (2023): 36.

⁴⁹ National Defence and Royal Military College of Canada (RMC) Board of Governors, "Report to the Board of Governors by the Withers' Study Group – Balanced Excellence: Leading Canada's Armed Forces in the New Millennium."

⁵⁰ Chief of the Defence Staff, "Duty with Honour: The Profession of Arms in Canada" (Canadian Defence Academy - Canadian Forces Leadership Institute, 2009 2003), 18–20, <https://www.canada.ca/en/department-national-defence/corporate/reports-publications/duty-with-honour-2009.html>.

⁵¹ Department of National Defence, *A-PA-005-000/AP-006, Leadership in the Canadian Forces: Leading the Institution*, 88, 97; Chief of the Defence Staff, "Duty with Honour: The Profession of Arms in Canada," 11; Chief of the Defence Staff, "Trusted to Serve," 24–25.

allegations that adversarial nations are attempting to influence western universities and gain access to innovative research.⁵² The CAF has a greater degree of control with the CMC ROTP, and can therefore mitigate the risks incurred by these external factors.

Additionally, given the geopolitical volatility described in Canada's recently announced defence policy, *Our North, Strong and Free*, it is uncertain that peacetime officer production at civilian universities could scale up in times of war.⁵³ The CMCs have a record of adapting officer production in times of crisis. The CMCs adapted dramatically during both world wars to provide officers with the necessary skills to fight, lead, and win. Godefroy detailed the immense change at RMCC Kingston during the First World War. It involved a rapid shift in the academic and military training curricula while managing staff shortages imposed by the recall of British Officers to fight in Europe and by staff volunteering to serve at the local recruiting centre.⁵⁴ RMCC operated differently during the Second World War as it was closed as an Army officer training institution in 1942 and the campus was used to provide urgent wartime training to others. After the war in 1948, it reopened as a tri-service institution producing officers for the Royal Canadian Navy, the Canadian Army, and the Royal Canadian Air Force.⁵⁵ The CMCs are uniquely positioned as military units to adapt to the needs of national crises, precisely because they have ownership over the training of many of the CAF's junior leaders.

Finally, the real worth of any organization can only be truly revealed in times of adversity, when its aim is clear and its product is tested. Few institutions are judged as harshly as those whose aim is to produce a warrior, for failure means the unnecessary loss of lives and perhaps worse, defeat at the hands of an adversary. The First World War was the greatest test that RMC had faced since its inception, and this analysis has demonstrated that the college performed admirably. Never designed to provide educated officers on such a large scale, RMC had proved its ability to train professional soldiers despite the conditions and time constraints that war imposed.

- Andrew B. Godefroy, *The Royal Military College of Canada and the Education of Officers for the Great War*⁵⁶

⁵² Kieran Andrews, "China 'Using Scholarship Schemes to Plant Spies,'" May 13, 2024, sec. Scotland, <https://www.thetimes.co.uk/article/china-using-scholarship-schemes-to-plant-spies-7lw03hhsf>.

⁵³ "Our North, Strong and Free."

⁵⁴ Godefroy, "The Royal Military College of Canada and the Education of Officers for the Great War."

⁵⁵ Preston, *To Serve Canada: A History of the Royal Military College of Canada*, 23–27; "The Royal Military College Of Canada."

⁵⁶ Godefroy, "The Royal Military College of Canada and the Education of Officers for the Great War," 30.

CONCLUSION

There are clear benefits to Canada's military colleges, but work must continue to ensure they meet today's societal standards and the leadership needs of the CAF. The CMCRB has a difficult task in analyzing IECR Recommendations #28 and #29, as it requires balancing ethical imperatives, academics, PME, policy goals, and the CAF's professional ethos. The institutions of RMCC and CMR-SJ, and their graduates who have "Passed through the Arch," have done immense good for Canada, in a tradition of service and sacrifice. Retention and women's integration are key policy goals which appear to be correlated with graduation from a CMC. Shuttering the Cadet Wing to bury the past will only weaken the officers of the future, and there are many unknown secondary effects that risk impacting Canadian military academia, Canada's profession of arms, and the CAF's ability to respond to crises and war. The CAF owes further positive reform to the first thirty-two women cadets and by extension, all CMC graduates. It must take accountability for the necessary changes that will ensure that future CMC Cadets have an institution they deserve, one that is permitted to pursue its motto: *Truth, Duty, Valour*.

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