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DND/CAF JOINT LEARNING AND PROFESSIONAL DEVELOPMENT GOVERNANCE

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DND/CAF JOINT LEARNING AND PROFESSIONAL DEVELOPMENT GOVERNANCE

AIM

1. Seek Assistant Deputy Minister Human Resources – Civilian (ADM(HR-Civ)) and Chief of military personnel (CMP) approval of the concept of a joint governance structure for the management of civilian and military Learning and Professional Development (LPD) in response to the CAF Reconstitution Directive.

INTRODUCTION

2. The CDS/DM Directive for CAF Reconstitution calls for a “relook at the recruiting and training processes and will lead the institution to aggressively modernize them to meet the needs of the National Defence of today and in to the future”¹. The concept of a joint LPD governance, as presented in this service paper, is a mean to achieve this objective through the identification and approval process of mandatory LPD training.

3. As part of the overarching objective, the directive gives the task to all L1 and functional authorities (FA) to:

“[...] review and validate all currently mandated training, including periodicity, in consultation with CMP, ADM(HR-Civ), and the Defence Team People Management Committee (DT-PMC) as appropriate, and submit a detailed business case to CDS/DM for approval with respect to any new mandated training for DND employees and/or CAF members that affects other or all L1s. Unrestricted growth of online training results in a large aggregate drain on workforce to accomplish priority efforts. Risk must be appropriately weighed to ensure that Defence Team members’ time is not treated as an unconstrained resource”

4. This official task can be further divided in two sub-tasks to achieve its intent now and in the future: first support the review of the existing mandated training list to rationalize it and second propose a process to manage and approve future mandated courses. This service paper will focus on the latter and highlight where and how Assistant Deputy Minister Human Resources – Civilian (ADM(HR-Civ)) and Chief Military Personnel (CMP), as the Functional Authority (FA) over Learning and Professional Development (LPD), could join their effort and collaborate on common training. A joint LPD governance will provide the CDS / DM and senior leadership with a clear and complete picture of the state of mandatory training within the Defence team as well expert advice to support their decision-making.

¹ CDS/DM, “CDS/DM Directive For CAF Reconstitution,” October 6, 2022, <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/dm-cds-directives/cds-dm-directive-caf-reconstitution.html>.

5. Considering this aim, this service paper will first situate mandatory training within CAF/DND context. Secondly, it will explain the current issues impacting the control, management, and tracking of mandatory training as well as the challenges faced by CMP and ADM(HR-Civ) in this file. Finally, it proposes a series of criteria, based on research and situation analysis, to serve as guidelines when developing the concept of learning governance.

DISCUSSION

Context

6. Mandatory and required training is defined by TERMIUM Plus as “training to develop the knowledge, skills and behaviors that an employee needs to effectively perform his or her work in the public service....”. The CAF does not have a readily accessible definition for mandatory training.

7. More specifically, mandatory training applying to DND/CAF public servants and military includes courses identified externally, such as by the Government of Canada and/or the Treasury Board (TB); as well as courses identified within the DND/CAF, at the DM/CDS level or by Level 1 Advisors (L1s)/L2s based on the perspective of their functional authority.

- a. The training deemed mandatory by the Treasury Board includes the following:
 - i. Orientation for all employees newly appointed to the core public administration;
 - ii. Leadership skills for all first-time managers at all levels;
 - iii. Knowledge validation for all existing managers and executives to exercise delegated authorities; and
 - iv. Competencies (function-specific knowledge, skills and attributes) required for those employees who are functional specialists in the priority areas/domains identified by the Secretary of the Treasury Board, and which include, - but are not limited to -, finances, human resources, internal audit, procurement, materiel management, real property, information technology, or information management.
 - v. Other mandatory training deemed required in the interest of the priorities established by the GoC; and
- b. The training deemed mandatory within the DND/CAF is usually training that could result in risks to the department if not implemented, and is linked to:
 - i. A departmental priority/requirement (e.g. culture, conduct, diversity and inclusion), or
 - ii. The functions/duties of a position or group of positions (e.g. unit finance officer).

8. DAODs 1000-7² and 1000-9³ divide the functional authority (FA) over learning and professional development (LPD) in the Defence Team between ADM(HR-Civ) and CMP. These

² DM / CDS, “DAOD 1000-7, Policy Framework for Military Personnel Management,” n.d., <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/1000-series/1000/1000-7-policy-framework-military-personnel-management.html>.

³ DM / CDS, “DAOD 1000-9, Policy Framework for Department of National Defence Employee Management,” n.d., <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative->

policies also indicate they have a joint responsibility for common DND and CAF LPD. DOAD 5031-0⁴ further assigns LDP to Director Learning and Professional Development Strategies and Policies (now Director Workforce and Professional Development (DWPD)) and Director Training and Education Policy (now Director Individual Training and Education).

9. Common to CAF and DND is interpreted as the training that either all members of the Defence Team must complete, or courses targeted for civilian and military supervising public servants and vice-versa.

10. Although both organizations have the same FA they have different audiences. DAODs 5031-50 specify that HR-Civ is responsible for public servants and supervisors of civilian and DAODs 5031-2 indicates that CMP manages the military and DND employees who act as heads of functional centres of expertise or requirements advisors.

CAF and DND LPD Governance

11. The joint responsibility between CMP and ADM(HR-Civ) is best managed through collaboration between both groups but currently depends on the players in place as there is no formal mechanisms to facilitate it.

12. DAOD 5031-50⁵, *Civilian Learning and Professional Development* as well as the *Instrument of Delegation of Human Resources Authorities for Civilian Public Service Employees of National Defence* (Section 5) delineate the current civilian LPD governance structure within the DND/CAF.

13. In accordance with (IAW) DAOD 5031-50 civilian LPD governance is exercised through three strategic committees that advise and guide the ADM (HR-Civ), i.e:

- a. The Civilian Workforce Management Board (CWMB);
- b. The Civilian Human Resource Management Committee (CHRMC); and
- c. The Regional Human Resources Planning and Coordination Committees;

14. IAW Instrument of Delegation of Human Resources Authorities for Civilian Public Service Employees of National Defence, functional authority for civilian learning is shared between two sets of FAs, i.e.:

[orders-directives/1000-series/1000/1000-9-policy-framework-department-national-defence-employee-management.html](https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/1000-series/1000/1000-9-policy-framework-department-national-defence-employee-management.html).

⁴ ADM(HR-Civ) / CMP, "DAOD 5031-0, Learning and Professional Development," n.d., <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/5000-series/5031/5031-0-learning-and-professional-development.html>.

⁵ ADM(HR-Civ), "DAOD 5031-50, Civilian Learning and Professional Development," October 1, 2014, <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/5000-series/5031/5031-50-civilian-learning-and-professional-development.html>.

- a. L1 FAs, who have the authority to establish what civilian learning is required DND/CAF-wide from the perspective of their functional authorities; **but** whose range of authority is limited to within their own organization; and
- b. ADM (HR-Civ)/DGWD, who have the authority to develop and promulgate civilian learning policy instruments applicable throughout the DND/CAF; **and** whose range of authority is linked to their **function** (i.e. they have the functional authority for DND/CAF-wide civilian learning).

15. The responsibility for common training within the CAF rest mostly with the Commander of the CDA. As part of their LDP governance, two committees of interest, the Standing Committee on Individual Training & Education (SCIT&E) as well the Professional Development Council (PDC) form a robust structure to manage common training. IAW DAOD 5031-2 PDC's mandate has been updated to "provides advice to the Comd CDA with respect to issues of strategic importance relating to the overall leadership, administration and management of the IT&E and PD systems.

Issues and challenges

16. In response to the demands of the *Defence Policy Strong, Secure and Engage*⁶ and of the new *Policy on People Management*⁷ for an agile, upskilled and high-performing workforce, the DND/CAF L1s identified further learning requirements, leading to several courses being added to the mandatory training list and putting increasing pressures on the human and financial resources of the DND/CAF.

17. The current DND/CAF LPD governance lacks the systemic and centralized coordination structure required to:

- a. Control and integrate the training requirements of all those L1 Functional Authorities (FAs); and
- b. Ensure L1s receive the support required to successfully and efficiently meet their learning needs.

18. This situation has led some L1s to misinterpret ADM (HR-Civ)'s range of functional authority over the management of DND learning initiatives. As a result, some courses were promulgated by L1s/L2s (other than ADM (HR-Civ)) as mandatory for all DND/CAF public servants department-wide, but without ADM (HR-Civ)'s approval and in breach of the *Instrument of delegation*.

19. Analysis of the current civilian LPD governance structure revealed several deficiencies, including, but not limited to, the following:

⁶ National Defence, "Canada's Defence Policy, Strong, Secure, Engaged (SSE)," n.d., <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/canada-defence-policy.html>.

⁷ TBS, "Policy on People Management" (Government of Canada, n.d.), <https://www.tbs-sct.canada.ca/pol/doc-eng.aspx?id=32621>.

- a. An obsolete suite of advisory committees that no longer meet and/or pursue effective agendas and processes (see Ref A);
- b. The lack of a working-level management tool or mechanism:
 - i. Aligning and linking the interests & requirements of the two sets of L1s that share the complementary FAs related to civilian learning (Ref B), namely (1) ADM(HR-Civ)/DGWD & (2) the other L1 FAs; and
 - ii. Allowing these 2 sets of L1 FAs to work collaboratively in practice; and
- c. Issues at the DGWD/DWPD level, which lacks:
 - i. An official mechanism to assess or prioritize the requests for new training (including those for new mandatory training); and
 - ii. The means to achieve integration, monitoring and management of all DND mandatory training.

20. The lack of overview and control significantly increased the time and efforts required by all members of the Defence Team either directly as added requirement for learners or indirectly as an additional workload to the staff required to manage and track. For example, between 2018 and 2021:

- a. Public servants must complete an additional 16 mandatory courses (from 25 to 41 courses);
- b. All Military members: 2 new mandatory courses for an additional 10 hours of education;
- c. Executives to complete a total 213 hours of common mandatory training throughout their careers; and

21. DND currently has an up-to-date list of mandated courses that are common across the organisation but lack situational awareness for specialty/functions mandatory courses as well as those mandated within an L1. CAF is facing similar challenges with collecting a complete list of mandatory courses for military members. This means that senior leadership has only a partial view of the state of mandatory training within DND/CAF.

22. In the absence of a proper joint governance, L1 FAs are making decision affecting the whole of DT. This decentralization of authority, which is not authorized by the instrument of delegation nor the DAOD 5031-2, has led DND/CAF in the situation we are facing right now:

- a. Unrestricted growth of online training results in a large aggregate drain on workforce to accomplish priority efforts⁸;
- b. No checks and balances in place to ensure the course align with the intent, is recommended by the appropriate FA and is absolutely required;
- c. Lack of proper means and planning in place to track completion; and
- d. Limited accountability imposed on the FA to manage the course and on the learner if any, consequences for non-completion of a course.

⁸ CDS/DM, "CDS/DM Directive For CAF Reconstitution."

Potential solution

23. To identify potential solutions, effective LPD governance structures used by Other Government Departments (OGDs) and other DND/CAF L1s who have similar FA-sharing models (such as Agri-Food Canada, Canadian Security Intelligence Service (CSIS); Military Personnel Generation; ADM (Mat)) were surveyed.
24. CMP and ADM(HR-Civ) have a joint responsibility for common training as such the structure of governance must allow both organizations to collaborate in the review, assessment, update and approval, when appropriate, of common CAF/DND mandatory training. Furthermore, consideration should be given to include specialty and functional mandatory courses as part of the scope of this governance.
25. When designing the concept for the joint LPD governance, the following criteria were considered to address the identified issues and deficiencies (para 17 to 22), as well as to better align with the Instrument of delegation for Human resources and DAOD 5031-2:
- a. Abide by TBS policies and the instruments of delegation;
 - b. Provide the tool and mechanism to align and link the interests & requirements of the two sets of L1s that share the functional authorities linked to learning (see para 19.b);
 - c. Foster collaboration between CMP and ADM(HR-Civ);
 - d. Foster collaboration between the L1s, value L1 input, and promote trust and buy-in;
 - e. Enhance communications and stewardship amongst L1 FAs on mandatory training;
 - f. Provide an official mechanism to assess and/or prioritize corporate mandatory learning requirements;
 - g. Ensure compliance with the delegation of FAs assigned to ADM HR-Civ/DGWD and CMP/CDA; and
 - h. Integrate wherever possible within existing governance.
26. Based on the finding from para 22-23 and the criteria from para 24, a four levels joint LPD governance structure to allow for a deliberate and transparent screening and review process initiated at the tactical/operational level all the way to the strategic for final decision. The proposed concept for the Joint LPD Governance is in Annex A.
27. A more centralized management and approval over mandatory courses will avoid duplication of training, confirm courses aligns with government and DM/CDS priorities and ensure a better tracking of the number of mandatory courses as well as the completion of said courses. This concept also offers the possibility create a framework for the implementation of the courses, support a clear and fair prioritization of training requests, socialize policies and support the establishment of corporate learning priorities.

CONCLUSION

28. To achieve the objectives directed in Reconstitution to modernize training to meet the needs of the National Defence of today and into the future as well as support the government and

departmental priorities, it is critical to manage, approve and track the learning imposed on our members.

29. ADM (HR-Civ) and CMP, as the FA over LPD, requires the tools and mechanisms to better collect, assess, coordinate, prioritize and track organizational mandatory learning requirements and completion. As part of these means, a Joint LPD Governance will foster collaboration, communication and stewardship amongst all L1 FAs and restore and/or reinforce respect for the delegation of FAs as describe in DOADs 1000-7 and 1000-9.

30. While policies clearly establish the FA of ADM(HR-Civ) and CMP over learning and professional development, the reality is that the current context does not promote its application. This decentralization of authority on the DND side is the result of the deficiencies of the existing governances as noted in the Issues and challenges section. This is why a revitalized and updated Joint LPD Governance is recommended.

RECOMMENDATION

31. Regulating and reviewing mandatory courses through a LPD governance structure will provide the means to focus on the governmental and corporate critical education requirements. In turn, it will support the Defence Team members in optimizing their training time while remaining operational.

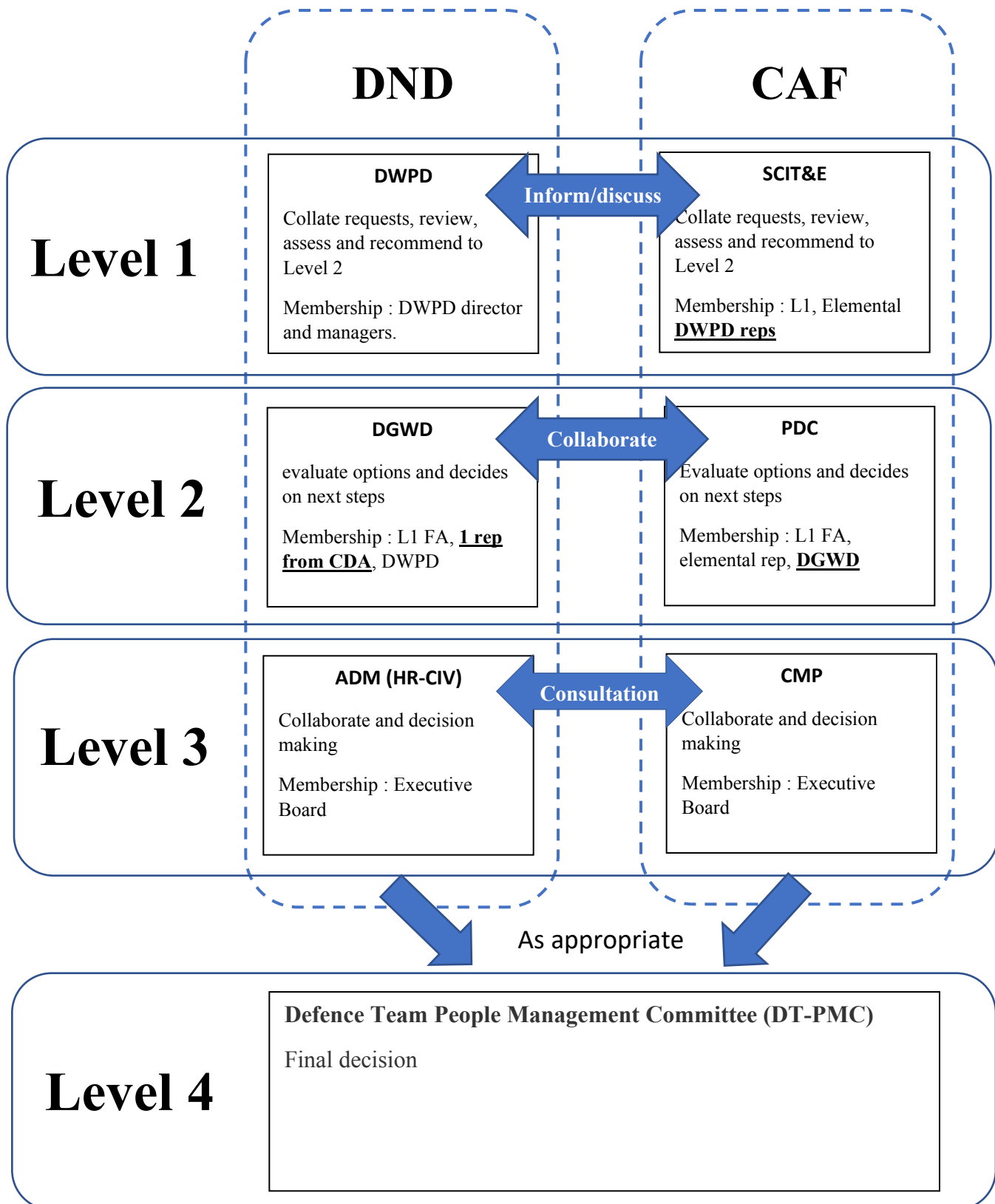
32. It is recommended to support the adoption of a joint LPD governance committee structure with associated mechanisms, directives and policies. The concept of a 4-level governance is presented in annex A.

Annexes:

Annex A: Concept of a Joint LPD Governance

Annex B: Bibliography

Concept of Joint LPD Governance



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