

**Royal Military Colleges of Canada Alumni Association
L'Association des ancien(nes) des collèges militaires royaux
du Canada**

Submission to the Canadian Military Colleges Review Board:

***RENEWING THE
CANADIAN MILITARY COLLEGES***

Submitted 15 September 2024

Table of Contents

EXECUTIVE SUMMARY: RENEWING THE CANADIAN MILITARY COLLEGES	2
INTRODUCTION	5
TOWARDS RENEWAL: A FOUR-STAGE PROCESS	7
THE SEVEN PROPOSITIONS FOR RENEWAL AND HOW WE GOT THERE	10
COMPENDIUM.....	12
OVERVIEW OF MAJOR REPORTS	12
CASE FOR RENEWAL AND PROPOSITIONS	15
PROPOSITION #2: PROGRAM STRUCTURE.....	22
PROPOSITION #4: INSTRUCTORS and STAFF	38
PROPOSITION #5: RESPECT FOR THE DIGNITY OF ALL PERSONS	42
PROPOSITION #6: GRIEVANCES and MENTAL HEALTH	51
PROPOSITION #7: STUDENT QUALITY OF LIFE	61
ENGAGEMENT WITH THE CMCRB	65
CONCLUSION – RENEWAL OF THE CANADIAN MILITARY COLLEGES	67
ANNEX A: SCOPE OF WORK.....	68
Scope of Work for Boston Consulting Group.....	68
ANNEX B: EXTERNAL STEERING COMMITTEE MEMBER BIOGRAPHIES.....	69
ANNEX C: DATA ACQUISITION.....	71
ANNEX D: ALUMNI CLASS, BRANCH AND INDIVIDUAL SUBMISSIONS.....	76
ACRONYM LIST	79
LIST OF FIGURES.....	81

EXECUTIVE SUMMARY: RENEWING THE CANADIAN MILITARY COLLEGES

Systemic and cultural failings have allowed sexual assault, harassment, discrimination and related misconduct to occur and persist in the Canadian Armed Forces (CAF) and at the Canadian Military Colleges (CMCs). The Royal Military College Alumni Association is inspired by the courage of the survivors who have come out and shared their stories. Our unwavering commitment is to advance change so that such abuses never happen again. The CMCs are where an important core of new leaders for the CAF are shaped. Renewing the CMCs is an opportunity to have a lasting impact on improving the overall leadership and culture of the CAF and Canada as a nation.

The Royal Military College Alumni Association ("the Alumni Association") is a non-profit organization and charity committed to the advancement of Canada's military colleges. The Alumni Association represents thousands of alumni with lived experience at the CMCs. We serve both the alumni and the current officer and naval cadets of the Colleges to provide peer support, guidance, mentorship, financial resources, and promotion of the history and heritage of the Colleges.

Since 1876, the CMCs' critical vocation has been to produce leaders for the CAF. Its graduates have gone on to lead and serve in many ways, woven into the history and fabric of Canada. Yet, as has been well-documented in the report of the Independent External Comprehensive Review (IECR) and other reports, the CMCs have allowed serious systemic and cultural problems to persist. As a result, the very future of the CMCs is in question. The Alumni Association knows the importance and uniqueness of the leadership education offered by the CMCs yet is profoundly concerned about the continued prevalence of sexual assault, discrimination and misconduct at the CMCs. The CMCs must change and become safe and effective for all who attend them today and in the future. Renewed CMCs can become the wellspring from which needed cultural changes in the CAF cascade.

To help inform the ongoing work of the Canadian Military Colleges Review Board, which was struck to consider the future of the CMCs, the Alumni Association has undertaken a comprehensive, evidence-based study, supported by an external research and advisory partner, the Boston Consulting Group (BCG). The study was guided by an external Steering Committee made up of experts in the areas of academia, the military, public service, and youth mental health. Multiple streams of evidence inform the study including alumni views garnered through 1,400+ online survey responses; 200+ emails and class, branch or individual submissions; 40+ interviews with experts; and benchmarking against allied Service Academies including those in the U.S., UK, and Australia, as well as civilian institutions.

The product of this study are seven propositions for Renewal which aim to make systemic improvements through better safeguards and supporting cultural evolution. Each proposition contains several specific actions.

The propositions are based on the following four core beliefs:

- There is a **role for the CMCs** in the broader CAF landscape to be a leadership center of excellence and to lead national security research in a fast-evolving security landscape;
- There is a **need for cultural transformation** at the CMCs. We are supportive of the holistic changes required to cultivate the next generation of leaders in the CAF;
- The CMCs have an **institutional responsibility** for the wellbeing and development of officer and naval cadets; and
- **Support from the broader Government of Canada and CAF is required** to prioritize the right investments. The CMCs are where the foundations can be laid that can help operationalize broader changes in the CAF.

The **seven propositions for Renewal of the Canadian Military Colleges** are summarized below. The research and analysis underpinning each of the propositions is detailed in the full report.

1. **Purpose of the CMCs:** Recenter the focus of the CMCs on their original purpose (to develop future CAF leaders) and modernize the four pillars to better reflect evolving CAF leadership doctrine.

- 1A. Add a cross cutting foundational pillar on “Character and Professionalism”;
 - 1B. Refresh the positioning of the military pillar to focus on adaptive leadership; and
 - 1C. Broaden the fitness pillar to include “health, physical and mental fitness”.
2. **Program Structure:** Maintain the CMCs as degree-granting institutions with the hallmark Regular Officer Training Plan (ROTP) program and explore adding a one-year program for other officer streams.
 - 2A. Retain the CMCs as undergraduate degree granting institutions;
 - 2B. Maintain the four/five-year program structure at the CMCs as the hallmark ROTP experience; and
 - 2C. Consider adding supplemental military programs for ROTP/other officers who attended civilian universities.
 3. **Cadet Wing:** Reorient the Cadet Wing's purpose, scope and structure to ensure it is an effective mechanism for peer leadership, while limiting the possibility for misuse of power.
 - 3A. Refresh the Cadet Wing's foundation and modus operandi to better embed principles of adaptive leadership;
 - 3B. Maintain the overall Cadet Wing structure, but increase rotations to provide a wider breadth of experience;
 - 3C. Add leadership capability assessments from junior leadership roles as selection criteria for more senior appointments;
 - 3D. Shift sanctioning authority from Cadet Wing members to instructors with the addition of active coaching of senior cadets on process / outcomes;
 - 3E. Apply a “rehabilitation not retribution” lens to individualized performance correction and support; and
 - 3F. Formalize better feedback mechanisms for cadet leaders to enable them to adapt and adjust their leadership styles to fit the situation.
 4. **Instructors and Staff:** Increase the quality and bolster the effectiveness of the Training Wing staff by attracting, selecting, training and incentivizing those with a strong record of leadership and mentorship.
 - 4A. Increase the staff to officer and naval cadet ratio by expanding sources of instructors including reservist and peer academy secondees;
 - 4B. Raise the quality of instructors by having more stringent selection criteria and aligning incentives to attract top talent; and
 - 4C. Expand leadership training and coaching for instructors that extend beyond direct military experience, and into the realm of effective adult learning.
 5. **Respect for the Dignity of all Persons:** Strengthen the accountability, initiatives and support to attract, select, include and retain diverse officer and naval cadets, staff and instructors at the CMCs.
 - 5A. Develop and externally share explicit CMC leadership commitments and broadcast a cohesive strategy to improve equity, diversity and inclusion at the CMCs;
 - 5B. Expand the recruitment pool through a more targeted value proposition and increase the presence of recruiting efforts in diverse communities;
 - 5C. Improve the retention of diverse officer and naval cadets through more individualized and targeted interventions; and
 - 5D. Develop robust measurement systems and then drive accountability for implementation across instructors/squadrons.
 6. **Grievances and Mental Health:** Ensure the CAF framework and policies related to grievance management and mental health supports consider the CMCs' unique context (including vulnerable and minority populations).
 - 6A. Educate and deter harmful behaviours by developing and rolling out a more holistic prevention program;
 - 6B. Develop investigative policies consistent with CAF's revised grievance management framework, but ensure policies consider the CMCs' unique educational context and demographics; and
 - 6C. Strengthen support resources and mental health programs.
 7. **Student Quality of Life:** Review all elements of a healthy student life to enable officer and naval cadets to thrive in their academic experience.
 - 7A. Review academic offerings to better balance the overall needs of CAF, future officer and naval cadets and the CMCs' ability to deliver them;
 - 7B. Invest in major physical infrastructure upgrades;

- 7C. Develop campus alcohol / substance use policies and make additional interventions to enhance student health and well-being; and
- 7D. Review and adjust broader CMC rituals, policies and procedures to enhance officer and naval cadets' physical, mental well-being and safety.

These propositions are aligned with and rooted in the military ethos expressed in 2024's *Fighting Spirit: The Profession of Arms in Canada* — that respecting the dignity of all persons must anchor the conduct of military professionals. Who we are and how we fulfill our mission is just as important as its achievement. They reflect our commitment to supporting cultural and systemic change at the CMCs to address the root causes of sexual assault, harassment and discrimination, and to sincerely living the CMCs' motto: Truth Duty Valour.

INTRODUCTION

Several reports have spotlighted the symptoms of a toxic culture within the Canadian Armed Forces (CAF) and Department of National Defence (DND), particularly concerning sexual misconduct, discrimination, harassment, and the prevalence of suicides.

The 2022 Independent External Comprehensive Review (IECR) report (also called the Arbour Report) underscored these issues as urgent, calling for transformative changes including a thorough review of the Regular Officer Training Plan (ROTP) cadet education at the Canadian Military Colleges (CMCs). The IECR made two specific, existential recommendations concerning the CMCs:

- **Recommendation 28:** *“The Cadet Wing responsibility and authority command structure should be eliminated.”*
- **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 should continue as undergraduate degree-granting institutions, or whether officer candidates should be required to attend civilian university undergraduate programs through the ROTP.”*

This led to the formation of an external Canadian Military College Review Board (CMCRB) in December 2023, tasked with a year-long review to assess the benefits and costs of continuing Regular Officer Training Plan (ROTP) cadet education at the CMCs.

The Royal Military College Alumni Association (hereafter, the Alumni Association) is a non-profit organization, and a charity committed to the advancement of the CMCs. The Alumni Association represents all persons who have attended a program at the CMCs – including thousands of alumni with lived experience of the ROTP. We serve both the alumni – including active-duty CAF members and veterans – as well as the current officer and naval cadets of the Colleges to provide peer support, guidance, mentorship, financial resources, and promotion of the history of the Colleges.

Thus, the Alumni Association has a unique perspective to contribute to the work of the CMCRB. The Alumni Association is a strong supporter of the CMCs. We know their value first-hand. They have served as a vector for professionalism and culture of the Canadian Armed Forces and have contributed many leaders who fought in Canada’s wars. Alumni have had (and have) remarkable careers in public service, military, business, academia, law, medicine, and engineering. The CMCs are also a centre of excellence for research on national security topics, such as veterans’ health, nuclear power, environmental sciences, and cybersecurity. They offer specialized professional development programs for CAF members and senior NCOs.

However, our intent is not to defend the status quo. We acknowledge that systemic failings at the CMCs enabled abuse to occur and persist. This should not have happened. We are inspired by the courage of the survivors who have come out and shared their stories. We share an unwavering commitment to advance cultural and systemic change, so such abuses never happen again. We believe in the evolution of the CMCs to better support the CAF and broader Canadian society. We want the CMCs to be safer and more effective for everyone who attends them today and in the future. Our intent is to help. We wish to share our unique perspective to assist the Canadian Military Colleges Review Board as they form their recommendations.

The Alumni Association’s perspective is rooted in evidence-based research. This submission was developed with the Boston Consulting Group (BCG), the Alumni Association’s research and advisory partner, selected through a competitive RFP process. The submission incorporates the guidance of an independent expert Steering Committee, external to the Alumni Association, which was tasked with guiding, directing and challenging the development of recommendations.

Multiple streams of evidence were brought together to inform the study including alumni views garnered through survey responses and class, branch or individual submissions; interviews with experts; and benchmarking against allied Service Academies as well as civilian institutions.

This fact and evidence-based review resulted in seven actionable propositions to drive the Renewal of the Colleges, and each proposition is described in detail later in this submission. The Alumni Association has aimed to represent a wide range of alumni experiences and opinions accurately and fairly. However, we recognize that not every member of the alumni community will agree with our findings and the propositions for renewal in their entirety.

This document provides a definitive public record of the comprehensive study completed to develop the Alumni Association's proposed Renewal framework for the CMCs, in response to IECR recommendations 28 and 29. It also provides a record of our engagement with the CMCRB.

TOWARDS RENEWAL: A FOUR-STAGE PROCESS

In the weeks immediately following the release of the report of the Independent External Comprehensive Review (IECR) by Mme Arbour in May 2022, the Alumni Association witnessed and heard a wide range of responses from individual alumni. We recognized and heard clearly the voices of the victims and survivors of sexual assault and discrimination in the alumni community. There are alumni playing key leadership roles in the survivor community, who remain forceful advocates for change. We realized that the status quo must change, and that the CMCs need to change to address the root causes of systemic cultural issues (e.g., sexual misconduct, discrimination and suicides) and improve the Cadet experience. The Alumni Association issued a statement to this effect on 30 June 2022.¹

On 8 May 2023, the Alumni Association issued an RFP to secure the assistance of a research and advisory partner to develop an evidence-based submission to the CMCRB (see Annex A, Statement of Work). On 30 August 2023, we engaged the Boston Consulting Group to be our research and advisory partner. Adding to its credibility within our community, the BCG consultant team is led by a member of the alumni with extensive international experience and expertise in defence human resources, constituting a considerable advantage to the project.

Working with BCG, the Alumni Association selected an external Steering Committee to guide, direct and challenge the work. Steering Committee members provided a broad range of perspectives: critical feminist scholar, social and health science researcher, general/flag officers with expertise in leadership development who did not enter through the CMCs, leadership in the area of equity, diversity and inclusion, US Military Academy experience, expertise in youth mental health, and experience in politics.

The members of the Steering Committee are as follows (their biographies are available at Annex B):

- **Michèle Mullen**, Chair of the Steering Committee. Currently a civilian Director General at DND, an Alumni Association Board Director and Captain (Ret'd);
- **Dr. Alice Aiken**, VP, Research and Innovation, Dalhousie University, and Lieutenant (Navy) (Ret'd);
- **Dr. Wanda Costen**, Dean, Smith School of Business, Queen's University, and West Point Graduate;
- **Dr. Nancy Taber**, Professor and Program Director, Adult Education, Brock University, and Captain (Ret'd);
- **The Honorable Erin O'Toole**, President and Managing Director at ADIT, former Member of Parliament for Durham and former Conservative Party Leader, and Captain (Ret'd);
- **The Honorable Rebecca Patterson**, former Director General, Chief Professional Conduct and Culture, and Rear-Admiral (Ret'd);
- **Christine Whitecross**, former Commandant of NATO Defense College, and Lieutenant-General (Ret'd); and
- **Eric Windeler**, Founder of Jack.org, Honorary Doctorate (LLD), Queen's University, for mental health expertise.

¹ The statement is available at: [statement-by-the-rmc-alumni-association-inc-on-the-report-of-the-independent-external-comprehensive-review-arbour-report](#)

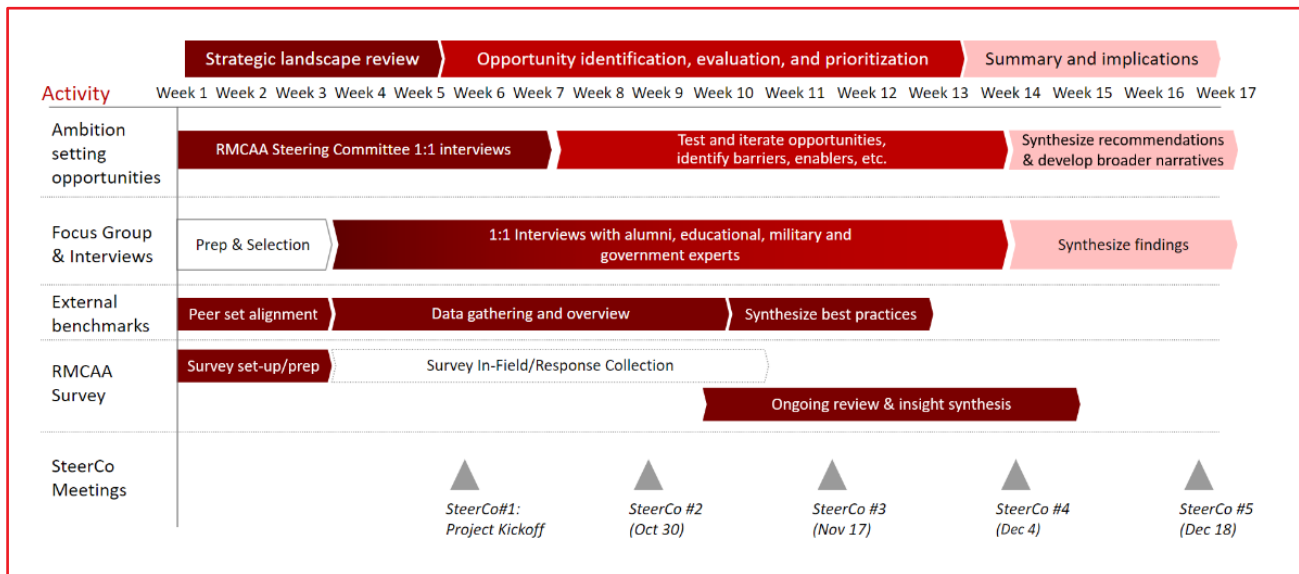


Figure 1: Timeline of Renewal framework Completed in Collaboration with Steering Committee in Fall 2023
Source: BCG analysis

A four-stage process was followed to develop the Renewal strategy.

Stage 1. Strategic Landscape Review and Data Acquisition.

This stage assessed the current state of the CMCs through the review of existing reports, including the 2017 Special Staff Assistance Visit (SSAV) Report, the 2017 Office of the Auditor General of Canada (OAG) Report, relevant statistics furnished by Statistics Canada, and the 2022 IECR Report. Reviewing these studies enabled a baseline understanding of the facts surrounding the current state of the CMCs, which then informed areas for further deep dives in the survey, interviews, focus groups and benchmarks (See Annex X, Data Acquisition).

Stage 2. Opportunity Identification, Evaluation, and Prioritization.

This stage involved the formulation of a holistic framework to evaluate the cadet experience at the CMCs (Figure 2) and entailed the synthesis of insights from the 1400+ alumni survey responses, 40+ expert and 1:1 interviews, 4+ class submissions and 200+ email submissions. We also conducted an extensive benchmarking exercise across the military academies from the U.S., U.K. and Australia, covering Cadet Wing, program design, instructor quality, EDI, grievances and mental health. Additionally, we incorporated best practices from academic institutions (e.g., Western University, McGill University, Queen University, etc.) on EDI initiatives, grievances and mental health support, and academic offering, and private industry sectors on EDI initiatives. The pain points identified in the survey, submissions, interviews and benchmarking helped in the identification, assessment, and prioritization of a series of opportunities for Renewal. These opportunities were then pressure tested in a series of five Steering Committee meetings, where various potential courses of action were fiercely debated, until a consensus was reached on each proposal amongst the committee members, all of whom represented differing perspectives to ensure a well-rounded set of considerations went into each proposal. We then consolidated the detailed analysis and data resulting from each meeting into a compendium (see Compendium section) for future reference.

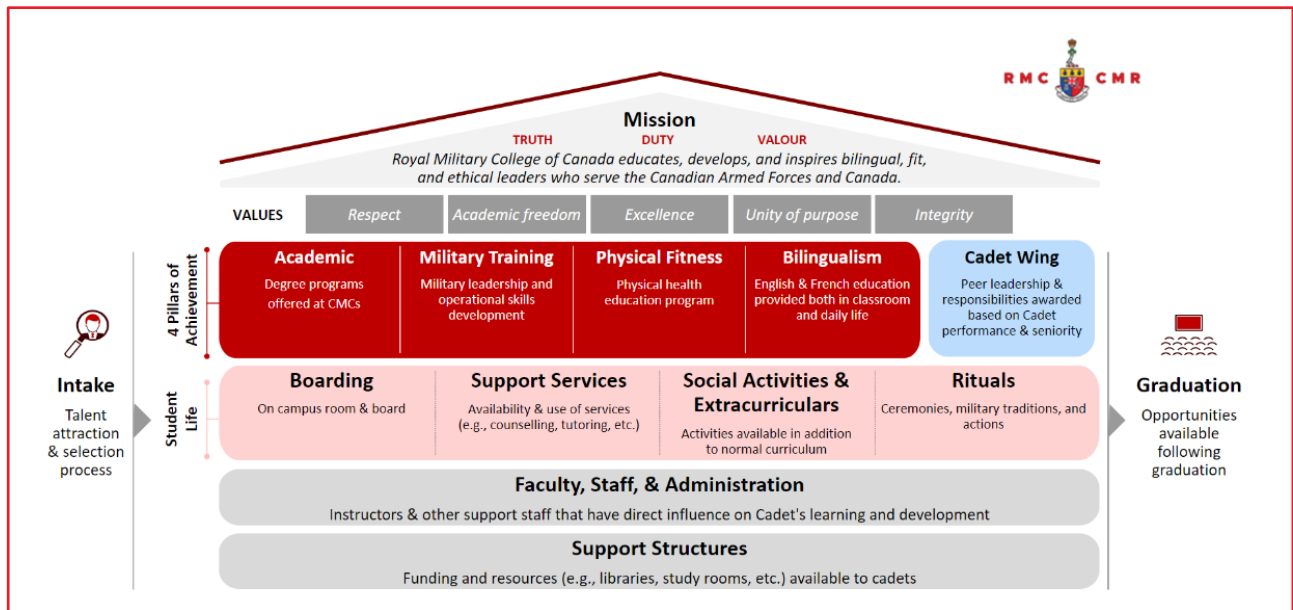


Figure 2: Holistic View Across the Full CMC Cadet Experience From Pillars to Mission, Student Life and Staff
Source: BCG analysis

Figure 2 is an in-depth overview of the CMCs’ offerings and cadet experiences, focusing on a holistic framework following cadets from the point of entry through to graduation. It details key aspects of the cadet journey, including Academic Programs, Military Training, Physical Fitness, Bilingualism, and Cadet Wing leadership roles; as well as key elements of student life. Some of those elements include Boarding, Support Services, Social Activities, Extracurriculars, and Rituals. The framework details the CMC values that cadets are meant to acquire based on the motto Truth Duty Valour, and encompasses Respect, Academic Freedom, Excellence, Unity of Purpose, and Integrity. It states the desired outcome: well-rounded, bilingual, physically fit, and ethical leaders for the CAF and the nation.

Stage 3. Summary and Implications.

This stage summarized the multiple streams of evidence and the Steering Committee’s analysis into seven actionable propositions for Renewal of the CMCs. At this stage, the process, research and findings were shared with key stakeholders (RMCAA Board of Directors and RMCAA members) to ensure it was reflective of the mainstream beliefs of the Alumni community, even if some continued to express divergent views in either direction from the median perspective.

Stage 4. Engaging with CMCRB

This final stage focused on presenting the resulting Renewal Framework to the CMCRB, ensuring the perspectives of the Alumni Association and its members were heard, and advocating for the renewal and modernization of the CMCs and the Cadet Wing structure in order to address the root causes of sexual misconduct, harassment and discrimination at the Colleges.

THE SEVEN PROPOSITIONS FOR RENEWAL AND HOW WE GOT THERE

To help inform the ongoing work of the Canadian Military Colleges Review Board, which was struck to consider the future of the CMCs, the Alumni Association compiled the multi-source research (including benchmarking against civilian universities and allied Service Academies in the U.S., UK, and Australia) undertaken by the Boston Consulting Group (BCG) and combined that with the analysis and recommendations made by the expert Steering Committee of academics, ex-military, public servants and youth mental health advocates to form a comprehensive study.

The product of this study is comprised of seven Propositions for Renewal which aim to make systemic improvements through better safeguards and will support cultural evolution. The seven propositions each contain several specific actions.

The seven propositions are based on the following four core beliefs:

- There is a continuing role for the CMCs in the broader CAF landscape as leadership centers of excellence and as dedicated research institutions in a fast-evolving national security landscape;
- There is a need for cultural transformation at the CMCs. We are supportive of the holistic changes required to cultivate the next generation of leaders in the CAF;
- The CMCs have an institutional responsibility for the wellbeing and development of officer and naval cadets; and
- Support from the broader Government of Canada and CAF is required to prioritize the right investments. The CMCs are where the foundations can be laid that can help operationalize broader changes in the CAF.

The **seven propositions for Renewal of the Canadian Military Colleges** are summarized below. The research and analysis underpinning each of the propositions is detailed in the full report.

1. **Purpose of the CMCs:** Recenter the focus of the CMCs on their original purpose (to develop future CAF leaders) and modernize the four pillars to better reflect evolving CAF leadership doctrine.
 - 1A. Add a cross cutting foundational pillar on “Character and Professionalism”;
 - 1B. Refresh the positioning of the military pillar to focus on adaptive leadership; and
 - 1C. Broaden the fitness pillar to include “health, physical and mental fitness”.
2. **Program Structure:** Maintain the CMCs as degree-granting institutions with the hallmark Regular Officer Training Plan (ROTP) program and explore adding a one-year program for other officer streams.
 - 2A. Retain the CMCs as undergraduate degree granting institutions;
 - 2B. Maintain the four/five-year program structure at the CMCs as the hallmark ROTP experience; and
 - 2C. Consider adding supplemental military programs for ROTP/other officers who attended civilian universities.
3. **Cadet Wing:** Reorient the Cadet Wing's purpose, scope and structure to ensure it is an effective mechanism for peer leadership, while limiting the possibility for misuse of power.
 - 3A. Refresh the Cadet Wing's foundation and modus operandi to better embed principles of adaptive leadership;
 - 3B. Maintain the overall Cadet Wing structure, but increase rotations to provide a wider breadth of experience;
 - 3C. Add leadership capability assessments from junior leadership roles as selection criteria for more senior appointments;
 - 3D. Shift sanctioning authority from Cadet Wing members to instructors with the addition of active coaching of senior cadets on process / outcomes;
 - 3E. Apply a “rehabilitation not retribution” lens to individualized performance correction and support; and
 - 3F. Formalize better feedback mechanisms for cadet leaders to enable them to adapt and adjust their leadership styles to fit the situation.

4. **Instructors and Staff:** Increase the quality and bolster the effectiveness of the Training Wing staff by attracting, selecting, training and incentivizing those with a strong record of leadership and mentorship.
 - 4A. Increase the staff to officer and naval cadet ratio by expanding sources of instructors including reservist and peer academy secondees;
 - 4B. Raise the quality of instructors by having more stringent selection criteria and aligning incentives to attract top talent; and
 - 4C. Expand leadership training and coaching for instructors that extend beyond direct military experience, and into the realm of effective adult learning.

5. **Respect for the Dignity of all Persons:** Strengthen the accountability, initiatives and support to attract, select, include and retain diverse officer and naval cadets, staff and instructors at the CMCs.
 - 5A. Develop and externally share explicit CMC leadership commitments and broadcast a cohesive strategy to improve equity, diversity and inclusion at the CMCs;
 - 5B. Expand the recruitment pool through a more targeted value proposition and increase the presence of recruiting efforts in diverse communities;
 - 5C. Improve the retention of diverse officer and naval cadets through more individualized and targeted interventions; and
 - 5D. Develop robust measurement systems and then drive accountability for implementation across instructors/squadrons.

6. **Grievances and Mental Health:** Ensure the CAF framework and policies related to grievance management and mental health supports consider the CMCs' unique context (including vulnerable and minority populations).
 - 6A. Educate and deter harmful behaviours by developing and rolling out a more holistic prevention program;
 - 6B. Develop investigative policies consistent with CAF's revised grievance management framework, but ensure policies consider the CMCs' unique educational context and demographics; and
 - 6C. Strengthen support resources and mental health programs.

7. **Student Quality of Life:** Review all elements of a healthy student life to enable officer and naval cadets to thrive in their academic experience.
 - 7A. Review academic offerings to better balance the overall needs of CAF, future officer and naval cadets and the CMCs' ability to deliver them;
 - 7B. Invest in major physical infrastructure upgrades;
 - 7C. Develop campus alcohol / substance use policies and make additional interventions to enhance student health and well-being; and
 - 7D. Review and adjust broader CMC rituals, policies and procedures to enhance officer and naval cadets' physical, mental well-being and safety.

These propositions are aligned with and rooted in the military ethos expressed in 2024's *Fighting Spirit: The Profession of Arms in Canada* — that respecting the dignity of all persons must anchor the conduct of military professionals. Who we are and how we fulfill our mission is just as important as its achievement. They reflect our commitment to supporting cultural and systemic change at the CMCs to address the root causes of sexual assault, harassment and discrimination, and to sincerely living the CMCs' motto. Truth Duty Valour.

COMPENDIUM

This section provides a comprehensive compilation of the work that went into our seven Propositions for Renewal. It contains all of the evidence and analysis which informed our work, including an overview of major reports, deep dives of survey results, interviews with experts, benchmarking, Steering Committee deliberations and more.

OVERVIEW OF MAJOR REPORTS

In response to misconduct allegations within the CAF, a series of reports were commissioned to investigate and address systemic cultural issues, as discussed below. As a result, efforts have been made to create a more inclusive and diverse environment, including the creation of the CPCC² to coordinate all cultural initiatives in the CAF. Similar issues were identified within the CMCs, leading to independent reports and studies on their respective cultures, and advocating for change.

Over the years, multiple assessments of the CMCs have been conducted:

1. **2017 SSAV Report:** An internal CAF team investigated RMC Kingston's training environment, culture, and the ROTP program, leading to 79 propositions. Key findings included harmful subcultures in governance and within the Cadet Wing, along with staff selection flaws and inadequate infrastructure;
2. **2017 Office of the OAG Report:** This evaluation questioned the cost-effectiveness of the CMCs in producing quality officers. Predominantly based on the SSAV, the report, as noted by the IECR report, may have downplayed the extent of bullying and sexual misconduct, while also critiquing the confusing governance structure that prioritized academics over military training efficacy;
3. **2019 Statistics Canada Survey:** This presented data from a survey of 512 RMC students, emphasizing the widespread and detrimental impact of sexual misconduct on students' perceptions and utilization of institutional support; and
4. **2022 IECR Report:** This independent review of CAF/DND policies, programs, and culture was built on previous reports and resulted in 48 new propositions. Notably, it suggested eliminating the Cadet Wing and establishing a panel of external experts and Defence Team members to reevaluate the CMCs.

These reports collectively highlight ongoing challenges and the steps being taken to address them within the CMCs. Let's take a look at each of them in more detail.

2017 SSAV Report

The 2017 SSAV Report highlighted four main issues:

1. **Staffing Concerns:** The transient nature of military staff hinders the long-term development of military programs. Many positions lack a process to verify that staff possess the necessary skills and experience to guide cadets effectively. Additionally, some military training staff were unable to provide adequate guidance and instruction. Key recommendations included:
 - **Reco 2c/f:** Establish clear criteria for military staff selection and increase female representation;
 - **Reco 2j:** Appoint the commandant for a minimum of three years to ensure continuity; and
 - **Reco 2i:** Implement a comprehensive training program for Training Wing personnel, covering areas such as coaching, cultural intelligence, misconduct, and suicide awareness.
2. **Governance Structure:** The CAF's most complex governance structure exists at the CMCs. The Commandant and military staff are part of the CAF chain of command, whereas the Principal overseeing the Academic Wing reports to the Commandant but operates within a governance structure outside the military chain, focusing on academic excellence. This has allowed academics to overshadow military training, leading to curriculum disconnections. Key recommendations were:

² <https://www.cbc.ca/news/politics/military-racism-sexual-misconduct-vance-mcdonald-1.5998754>

- **Reco 2k:** Establish a formal Deputy Commandant position to integrate the four pillars of training; and
 - **Reco 4n:** Revise military training to be more relevant, practical, and useful.
3. **Support Services:** Identified issues included an overcrowded library, health and safety concerns in dormitories and other facilities, frequent interruptions in second language training due to understaffing, and a mental health service location that perpetuates stigma. Key recommendations proposed:
- **Reco 3c:** Accelerate the library replacement and potentially integrate a student services center;
 - **Reco 3f:** Ensure adequate staffing at the Language Centre; and
 - **Reco 3j:** Relocate mental health services to a more private setting to ease access.
4. **Cadet Experience:** Issues identified included a lack of transparency and fairness in the junior Cadet Wing appointment process, the influence of various sub-groups on the cadet experience, and cadets' misunderstanding of rules leading to frequent rule-breaking. Key recommendations suggested:
- **Reco 4bb:** Clearly explain the rationale for cadet standards and requirements; and
 - **Reco 4z:** Initiate an annual orientation session to reinforce the RMC's mission, purpose, and priorities among all staff, faculty, and cadets.

2017 OAG Report

The 2017 OAG Report synthesized SSAV findings with new interviews to evaluate the cost-effectiveness and quality of CAF officer training at the CMCs, leading to six propositions aimed at improving governance, military leadership training, and overall cost-effectiveness.

The key findings identified by the OAG report on the CMCs are as follows:

1. **Governance Inefficiencies:** Conflicts between academic and military objectives arise due to the short-term nature of military staff appointments, including the Commandant, with military personnel rotating every 2-3 years. This disrupts the development of consistent military training and its integration with academic programs.
2. **Academic Overemphasis:** Academic programs often overshadow military training, with faculty not required to instill military attributes in cadets, leading to cadets spending significantly more time on academics compared to military training.
3. **Military Leadership Training Shortcomings:** There lacks a clear, measurable standard for required leadership and ethics behaviour, with a curriculum that is more theoretical than practical in military skills.
4. **High Operational Costs:** Operating the CMCs is notably expensive, costing an additional \$40,000 per year per cadet compared to the ROTP-civilian plan, without a discernible difference in the quality of officers produced. This is driven by a high number of degree programs and a low student-to-faculty ratio.

These key findings have subsequently led to 6 propositions for change, with 3 of the 6 calling for cultural improvement within the CMCs. These three propositions are as follows:

1. Ensure that CMC military training staff are well-trained and equipped to cultivate leadership skills in cadets.
2. Appoint the Commandant as the executive authority of the CMCs, responsible for both operations and the integration of military and academic training.
3. Verify that senior cadets in leadership roles uphold high standards of conduct and ethics.

2022 IECR Report: Enhance the curriculum by integrating practical military training with academic education effectively.

The 2022 IECR report, an independent evaluation of CAF/DND policies, programs, and culture, made significant recommendations, including Recommendations 28 and 29 that focused on the elimination of the Cadet Wing and the formation of a panel consisting of external experts and Defence Team members to reassess the CMCs. The report identified several key issues:

1. **Program Structure:** It highlighted an imbalance among the four pillars of the program, with academics overshadowing the others, leading to resource allocation conflicts and intense pressure on cadets to meet expectations across all pillars.
2. **Cadet Wing:** The report criticized the appointment of cadets to leadership positions without proper oversight, which led to a culture where peer loyalty often conflicted with the responsibility to report misconduct.
3. **Instructor Quality:** It pointed out the limited pool of CMC instructors, the perception that instructor postings were a career setback, and the need for instructor training in conflict resolution and interpersonal dynamics.
4. **Diversity and Ethics:** The report noted that despite ethics and diversity training, the CMCs often failed to adequately reward ethical behaviour, fostering a toxic culture.
5. **Governance over Equity Complaints:** It detailed how management of sexual misconduct complaints have deteriorated trust and morale, with victims feeling hesitant to report incidents due to perceived inadequacies in handling and disciplining perpetrators.

A significant increase in reported sexual assaults within the CAF highlights the severity of the crisis, with reported incidents more than doubling from 2018 to 2022³. In response, Minister Blair announced plans to introduce legislation in 2024 that will transfer jurisdiction over sexual offence cases from the Canadian Forces to the civilian criminal justice system⁴. While he acknowledged that it's unlikely that alcohol can be banned in the military, its use must be managed responsibly⁵. This legislative move reflects a proactive approach to address and mitigate the factors contributing to the crisis. However, in specific response to propositions #28⁶ and #29⁷ from the IECR report, the government assembled a CMCRB to assess the viability of continuing cadet education at the military colleges, thereby putting into question the future of the CMCs.

Appointment of the CMCRB

Persistent cultural challenges at the CMCs underscore the urgent need for transformative changes. On December 6, 2023, Defence Minister Bill Blair appointed a distinguished Board to oversee a comprehensive review of these institutions amidst an ongoing sexual misconduct crisis⁸. This board consists of seven members, the majority of whom have not attended the CMCs or previously expressed strong opinions about their future. The board consists of:

- **Dr. Kathy Hogarth**, Chairperson and Associate Vice President of Global Strategy at Wilfrid Laurier University.
- **Dr. Chantal Beauvais**, Rector of Saint-Paul University.
- **Mr. Michael Goldbloom**, Chair of the Board at the Canadian Broadcasting Corporation (CBC) and former Principal and Vice-Chancellor of Bishop's University.

³ StatsCan survey highlighted by CBC News on December 5, 2023

⁴ <https://www.canada.ca/en/department-national-defence/news/2024/05/statement-from-minister-blair-on-the-third-biannual-report-of-external-monitor-jocelyne-therrien.html>

⁵ Global News report on December 13, 2023

⁶ Proposition #28: The Cadet Wing responsibility and authority command structure should be eliminated.

⁷ Proposition #29: An expert panel should review the benefits, disadvantages, and costs of continuing to educate cadets at the CMCs.

⁸ Global News

- **Dr. Renée Légaré**, Executive Vice-President and CHRO at The Ottawa Hospital and part-time Professor at Telfer School of the University of Ottawa.
- **Dr. Martin Maltais**, Professor at the University of Quebec in Rimouski.
- **Ms. Suneeta Millington**, DND Executive Acting Director General of International Security Policy.
- **BGen Kyle Solomon**, Military Representative and Director of Capability Integration in Ottawa.

CASE FOR RENEWAL AND PROPOSITIONS

To help the CMCRB in its mandate, we synthesized all data collected in our extensive research, and found five critical areas to tackle in hopes of addressing the root causes of the underlying cultural issues at the CMCs, ensuring comprehensive reform across various facets of the institution:

1. **Program Design and Activities:** Addressing Proposition 29, we find that while most alumni believe the CMCs prepared them well for careers in the CAF and beyond, recent graduates desire significant revisions to the current structures. They particularly advocate for maintaining the four-year program but suggest it undergo a substantial overhaul (See Proposition #2: Program Structure, and Proposition #7: Student Quality of Life). In terms of the curriculum, there's a consensus that the fitness pillar should expand beyond physical aspects to include mental fitness. Moreover, there is dissatisfaction with the military pillar, and calls for a renewed focus on professionalism and character, and the potential to introduce these as a new horizontal pillar (see Proposition #1: Purpose of the CMCs).
2. **Cadet Wing:** This area is in response to Proposition 28. We found that, while older alumni cherish their experiences within the Cadet Wing, recent graduates have voiced discontent. The majority recognize its value but insist on substantive improvements. Issues highlighted include an outdated command and control leadership style, vague and insufficient criteria for selecting cadet leaders, excessive granted authority without adequate oversight, and a lack of effective supervision and mentoring by instructors (see Proposition #3: Cadet Wing).
3. **Quality of Instructors (Training Wing):** The variation in instructor qualifications, driven by the absence of stringent selection criteria, coupled with limited engagement with cadets, has resulted in recent graduates, especially women and non-binary individuals, perceiving them as poor role models. Additionally, postings within the CMCs often do not lead to favorable career progression in the CAF, nor do they offer additional incentives like professional development programs (see Proposition #4: Instructors and Staff).
4. **Diversity of Cadets:** Our recruitment strategies have been ineffective, resulting in a diversity shortfall of approximately 24% of visible minorities at the CMCs compared to about 40% at Canadian universities, and 23% women at RMC versus 40-50%+ at other universities⁹. While there has been significant progress in making female and minority groups feel included, more efforts are needed to ensure their safety and overall well-being (see Proposition #5: Respect for the Dignity of All Persons).
5. **Governance of Equity Complaints and Mental Health Support:** Approximately 70% of female and non-binary cadets have reported experiencing discriminatory behaviour, with the majority of incidents likely underreported due to distrust in the system and fear of retaliation (see Proposition #6: Grievances and Mental Health). Equity complaints are currently managed through the chain of command, leading to conflicts of interest and a lack of proper training. Additionally, the existing support services for survivors and respondents require significant enhancement (see Proposition #6: Grievances and Mental Health).

These identified areas are crucial for initiating meaningful change at the CMCs, aiming to cultivate an inclusive, supportive, and progressive environment for all cadets.

⁹ IECR Report (2022)

Seven Propositions for Renewal

The Alumni Association has outlined seven strategic propositions to facilitate cultural transformation at the CMCs. These propositions are designed to realign the CMCs by adapting to contemporary military leadership requirements while staying true to foundational objectives.

PROPOSITION #1: PURPOSE OF THE CMCs

Recenter the focus of the CMCs to their original purpose, which is to develop future CAF leaders, and modernize the four pillars such that they better reflect the evolving CAF leadership doctrine.

1A. Add horizontal foundational pillar on "character and professionalism": Explicitly embed leading and acting with strength of character, professionalism and charter values into the overall framework of the CMC program, as a foundation that cuts across the four original pillars. This foundational pillar would be based on a gender-based analysis plus (GBA+) approach and encompass a demonstrated understanding and respect for the diversity of Canada.

1B. Refresh positioning of military pillar: Modernize the "military" pillar to focus on adaptive leadership skills and on the ability to lead in different contexts as opposed to strictly command and control.

1C. Broaden fitness pillar to be "health, physical and mental fitness": Expand "physical fitness" pillar from solely focusing on physical fitness to encompassing mental and emotional health and well-being.

Topic	Concerns	Opportunity	Main source
Foundational Pillar on Character and Professionalism	High standards of personal conduct and performance (i.e., professionalism) and personal qualities, traits, and ethical standards (i.e., character) are not directly addressed in the current curriculum (Figure 4) despite being valued by alumni (Figure 8).	Integrate strength of character, professionalism, and core values into the CMC framework, emphasizing diversity and respect through a GBA+ approach (Figure 4).	CMC Pillars
Refresh Military Pillar	50% of alumni preferred leadership styles that extend beyond traditional command and control (Figure 5) and a large number of recent graduates were dissatisfied with the military pillar (32%-51%, Figure 6-7).	Update the "military" pillar to emphasize adaptive leadership skills for various contexts beyond command and control.	Alumni survey
Broaden Fitness Pillar	Alumni have increasingly reported mental health challenges (61% of recent graduates, Figure 33) during their time at the CMCs (see Proposition #6: Grievances and Mental Health).	Expand the "physical fitness" pillar to include health, physical, mental, and emotional well-being.	Alumni survey

These propositions aim to address issues around the purpose of the CMCs, which is uniquely structured around four core pillars—academic, military, fitness, and bilingualism. There are emerging concerns regarding the comprehensiveness, content, delivery, and workload associated with each pillar. The fundamental questions being addressed include whether the existing pillars sufficiently prepare students for future military leadership and what gaps might exist that require modifications or additional elements.

The work completed to build propositions around the purpose of the CMCs include the:

- Proposition to incorporate a revised structure of the four pillars system including the addition of a new horizontal pillar focused on professionalism and character;
- Comprehensive review of alumni survey results indicating general alumni dissatisfaction with the military pillar, and potential to add requirements for a new pillar on professionalism and character;
- Alumni interviews generating quotes, with explicit views, expressed showcasing dissatisfaction with the military pillar and outlook for the addition of a new pillar focused on professionalism and character; and
- Expert interviews that endorsed the addition of character and professionalism as a standalone pillar and endorsed the inclusion of adaptive leadership and consideration of physical, mental and emotional well-being as part of the curriculum.

Proposed Structure of the Four Pillars and the New Horizontal Pillar on Professionalism and Character

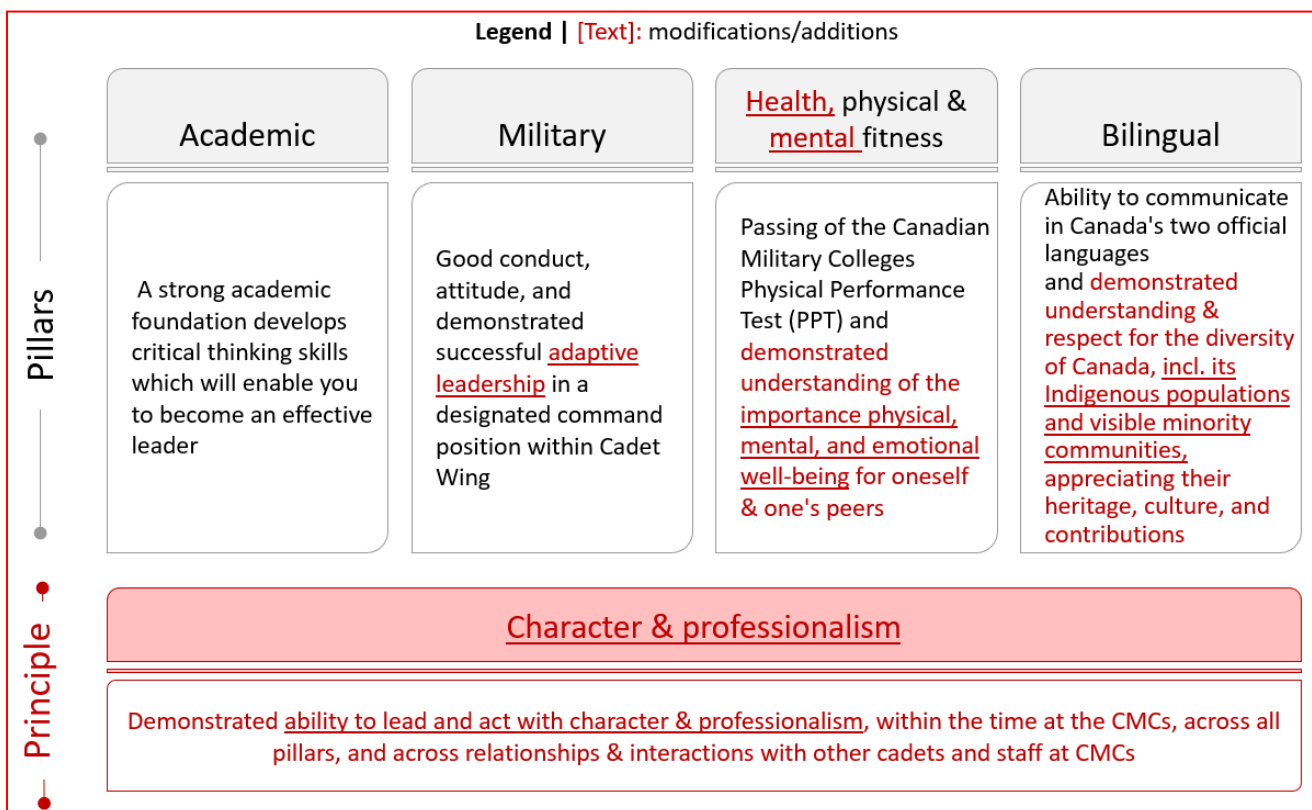


Figure 3: Adaptive Leadership, Mental and Emotional Well-being, Cultural Sensitivities and Character and Professionalism Added to the CMC Pillars

According to the Steering Committee’s recommended changes, the CMC pillars should cover the four current pillars, with modification regarding leadership style, fitness (integrating aspects of mental and emotional well-being) and EDI awareness (Figure 4). An additional pillar addressing character and professionalism as a cross-cutting or horizontal principle was also recommended (Figure 4). This new component would focus on demonstrating the ability to lead and act with character and

professionalism throughout one's time at the CMCs, impacting all pillars and influencing relationships and interactions with cadets and staff.

These proposed changes aim to enhance the foundational pillars to better equip officer and naval cadets for leadership roles within the military. These propositions were made based on detailed research, with supporting documentation below, starting with leadership style, and followed by dissatisfaction of the military pillar and the addition of a new pillar.

Definitions of Command-and-Control, Adaptive and Generative Leadership

Different leadership styles are integral to the training at the CMCs, with a recent shift away from traditional models toward more dynamic approaches. Recent studies by the CPCC underscore the necessity for the CAF (and the CMCs) to transition from a command and control leadership style to one of adaptive leadership¹⁰. This shift is supported by alumni (Figure 5) and entails a move from a philosophy of "all service requires self-sacrifice" to "best service requires best self," and redefining the concept of the warrior from a single ideal hero to encompassing diverse contemporary warriors in modern warfare. Additionally, it advocates transforming leadership dynamics from merely commanding and directing to enabling and supporting teams and evolving team dynamics from being built on conformity and loyalty to fostering trust and authenticity. The different leadership styles are:

- **Command-and-control leadership:** Traditionally favored in military and hierarchical institutions, this style involves leaders holding complete authority and making top-down decisions within rigid structures and strict procedures. However, the CAF is currently transitioning away from this model to embrace more progressive leadership styles.
- **Adaptive leadership:** This approach is tailored to manage complex and evolving environments where threats and challenges change rapidly. Adaptive leadership is characterized by its flexibility, utilizing an evidence-based method to assess situations and modify tactics continuously. It involves a three-step iterative process: observing the environment, interpreting the findings, and designing appropriate interventions based on these insights.
- **Generative leadership:** A holistic style that engages the leader's intellect (head), emotions (heart), and actions (hands). Leaders who practice this style are visionary and transparent, fostering innovation. They are inspiring and empathetic, driving their teams with a strong sense of purpose and recognition, and they focus on execution and innovation, building resilient and learning-oriented teams.

Military leadership requires adaptive techniques due to the complex environment and variable situations. There is a place for command-and-control leadership in the field when lives are at stake, but cadets must learn to utilize more generative leadership styles in non-combat situations. The Steering Committee agreed to add adaptive leadership to the curriculum to enhance the training of future CAF leaders and leaders for the country. This would enable them to contribute more directly to positive culture changes in the CAF by modelling more inclusive behaviours and "fit-for-purpose" attributes. As well, CAF teams are becoming more diverse, and having a foundational source of positive leadership examples can have a compounding effect, as younger individuals often follow suit with those that go before them. This proposition is also supported by a shift in alumni perspective with 50% of alumni believing that the most effective leaders are empathetic and servant, suggesting the need for more adaptive leadership style in the military (Figure 5).

¹⁰ <https://www.canada.ca/en/department-national-defence/maple-leaf/defence/2022/12/evolution-culture-update-cpcc.html>

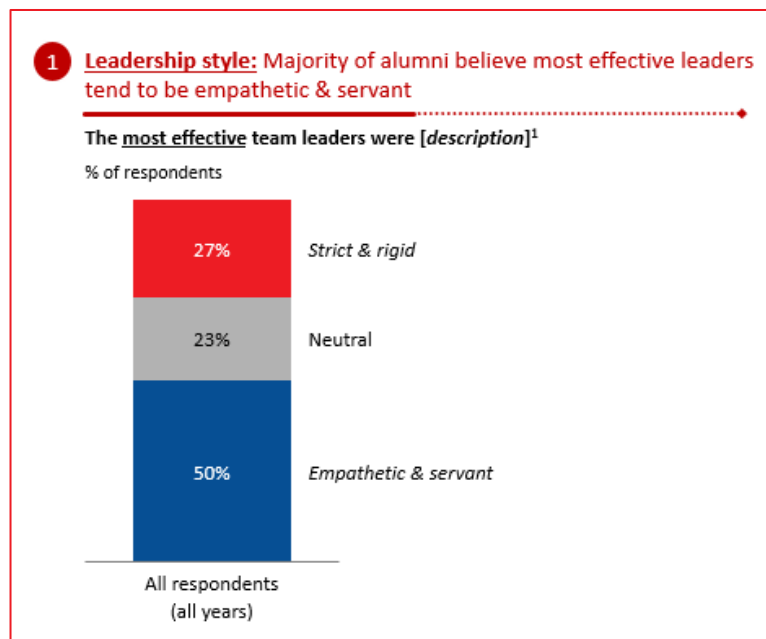


Figure 4: 50% of Alumni Believe That the Most Effective Leaders Are Empathetic and Servant 1. Responses on a 1-7 scale, with 1 = strict and rigid; 7 = empathetic and servant | for the graph, responses 1-3 combined as "strict and rigid"; 4 as "No pref."; and 5-7 as "empathetic and servant"

Alumni Dissatisfied with Military Pillar and Agree to a New Pillar on Professionalism and Character.

The majority of alumni (67% - 91% for class of pre-2010, and 49% - 77% for class of 2010-2023) agreed that the current four pillars have given them a strong foundation to succeed in a military career (Figure 6) and, generally, that an appropriate amount of time and training was spent on each pillar (59% - 91% for class of pre-2010, and 25% - 65% for class of 2010-2023, Figure 7). However, dissatisfaction in the effectiveness of the military pillar was high for recent graduates, in terms of both foundation for success (32%, Figure 6), and time and training spent (51%, Figure 7), suggesting that a renewal of the military pillar is crucial in maintaining satisfaction and excellence.

In terms of adding new pillars, the majority of alumni support the integration of new elements into the existing pillars (Figure 8), with 78% agreeing to add a professionalism pillar, and 68% agreeing to add a character pillar. These results, along with alumni and expert quotes and interviews detailed below, endorsed the re-exploration of the current pillar structure, with the addition of a new cross-cutting pillar addressing professionalism and character.

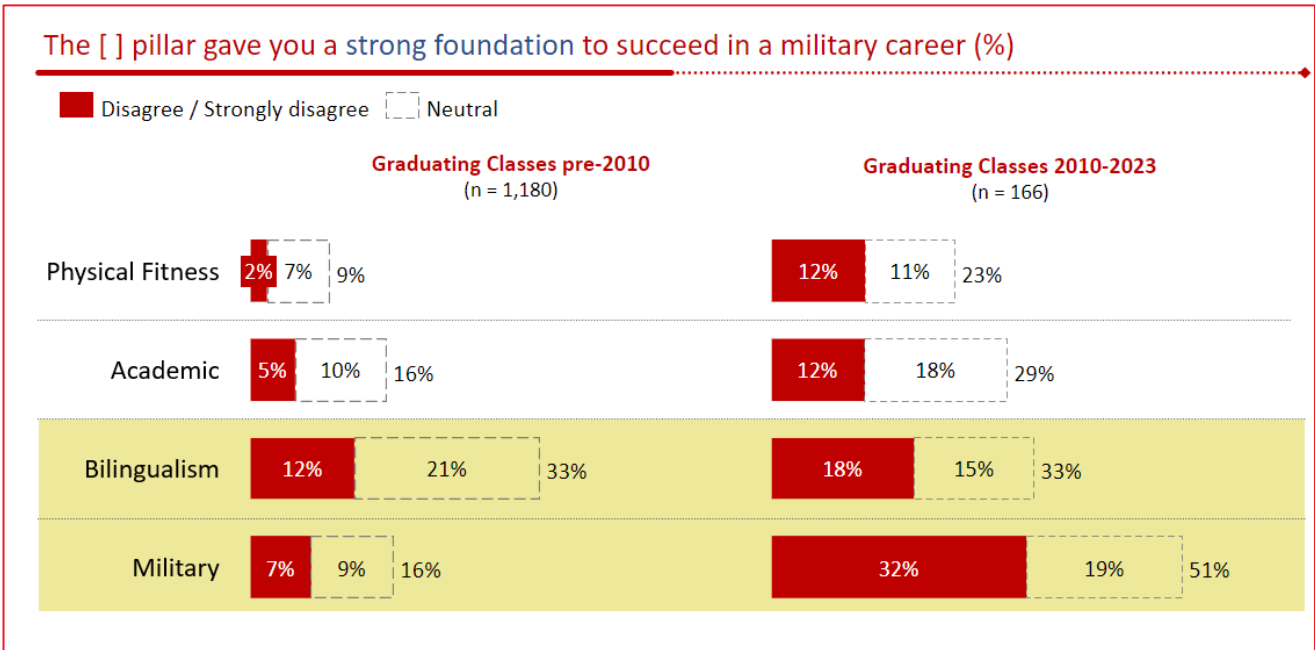


Figure 5: 32% of Recent Graduates Disagree That the Military Pillar at the CMCs Gave Them Strong Foundation to Succeed in a Military Career

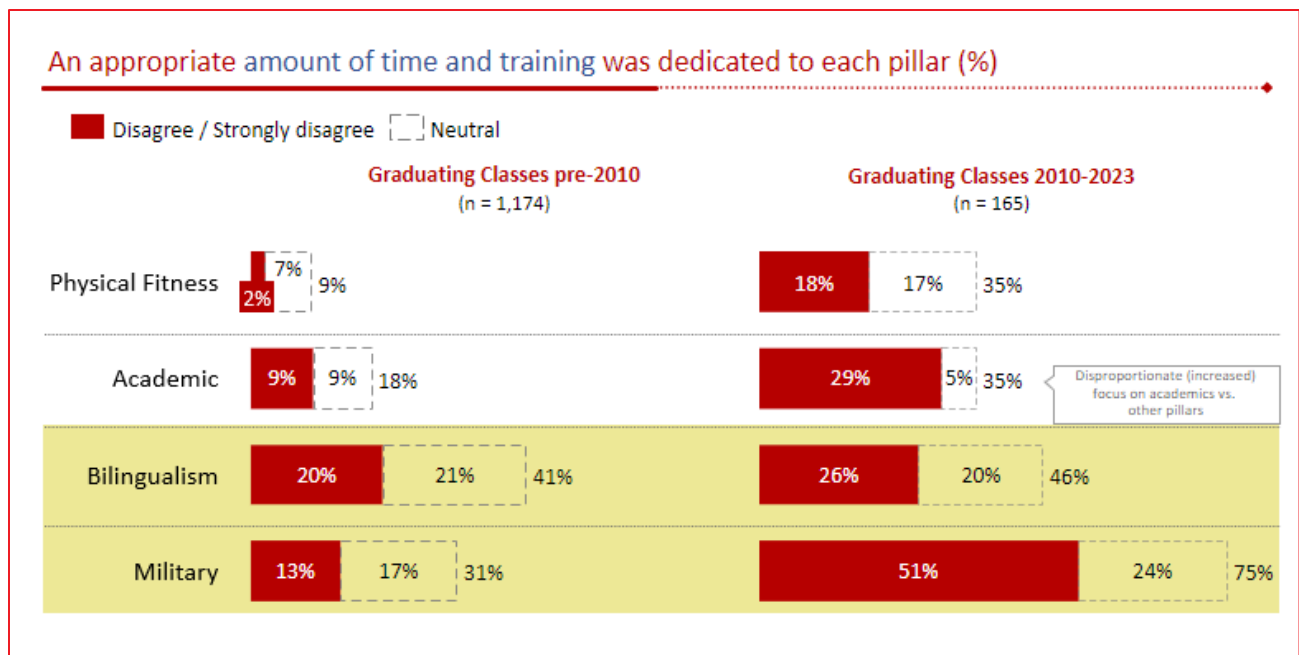


Figure 6: 51% of Recent Graduates Disagree with the Time and Training Spent on Military Pillar

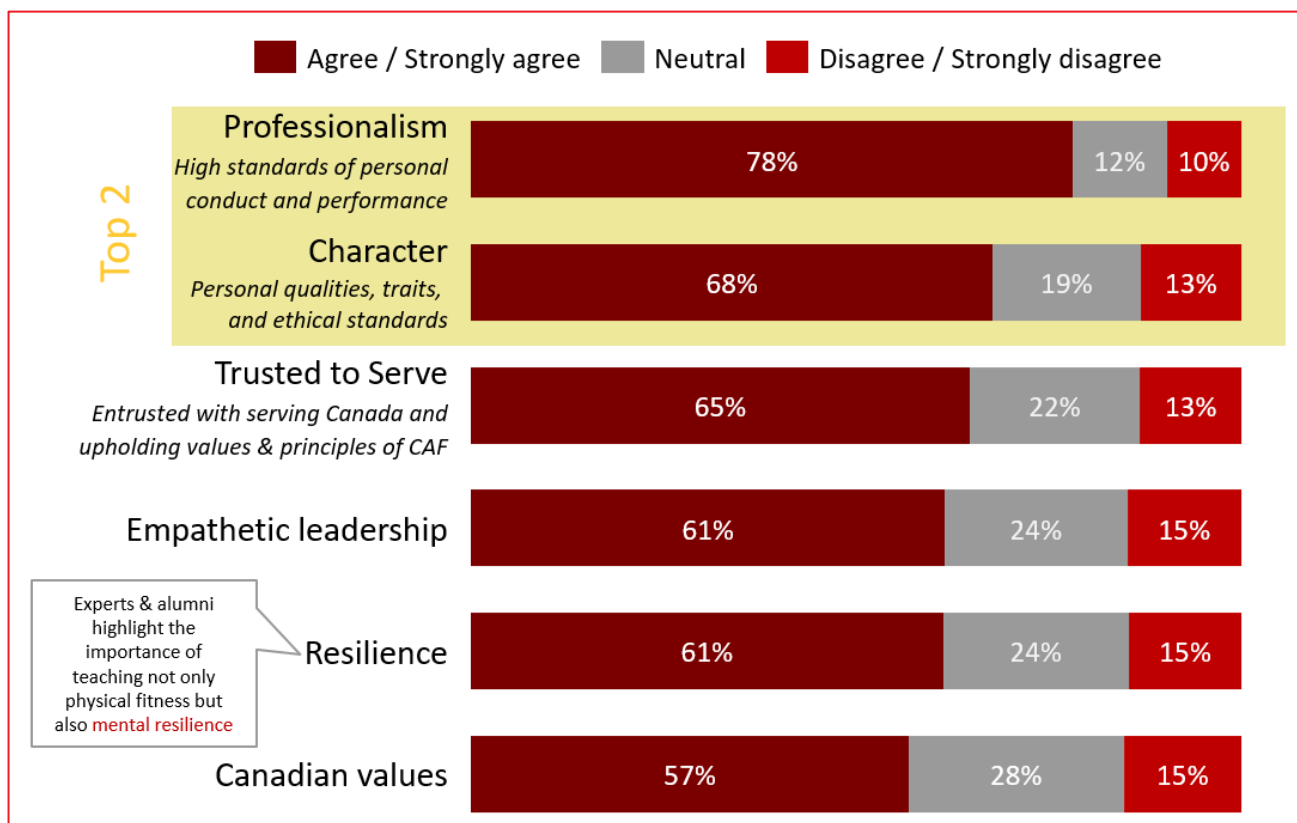


Figure 7: Graduates Agree to Add Professionalism and Character as New Pillars

Alumni and Expert Quotes Regarding Leadership Styles, Dissatisfaction with the Military Pillar and Outlook for a New Pillar on Professionalism and Character

The following quotes are only a small sample of comments from the alumni survey. However, they represent the majority opinion regarding the scope and implementation of the pillars at the CMCs (i.e., dissatisfaction with the military pillar) and perspectives on the inclusion of an additional pillar (i.e., professionalism and character).

“We have done a whole host of research on the behaviors of the new generation and what makes them tick. If we were to lead the new generation the way we were led, we [would] be missing a trick. The new way of leading is far more inclusive, far more developing, and far less screaming”

— Former leader at Sandhurst

“The military pillar could have been better developed with more oversight from the chain of command.”

— Male survey respondent, 2000-2009

“I found that the military component was very poorly structured.”

— Male survey respondent, 2010-2019

“Professionalism [...] would be of value [...], especially as they relate to the different needs and experiences of members.”

— Female survey respondent, 2000-2009

“Character is just as important as sports, academic studies, etc.”

— *Male survey respondent, 2000-2009*

Interviewees Endorse Character and Professionalism, Adaptive Leadership and Physical, Mental and Emotional Well-Being to Be Part of the Curriculum

The purpose of the CMCs in developing the next generation of cadets was discussed with experts, and is detailed below:

Character and Professionalism

Experts believe that a shift toward military character and professionalism is imperative to promoting ethical behaviour and the values of Truth, Duty, and Valor. They discussed how character development and adherence to an honor code should be integral to the CMC program.

Military Pillar and Adaptive Leadership

Interviewees agree that a modern military environment prioritizes teamwork, trust, and responsibility and is moving away from the traditional command and control approach. They emphasized that adaptive leadership skills are important to lead in various contexts and that skills could be taught through in-field exercises and structured peer feedback and requires understanding and respect of diversity.

Fitness Pillar

Experts believe that physical fitness and resilience remain crucial but integrating mental and emotional well-being into the training of cadets is equally important. They believe that peer and mental health support should be included within the training to equip cadets to handle intrapersonal issues effectively.

Conclusion

Interviewees agree that enhancing the CMCs’ programs requires embedding character and professionalism, including adaptive leadership in the military pillar, and broadening the fitness pillar to include mental and emotional well-being.

PROPOSITION #2: PROGRAM STRUCTURE

Continue the CMCs as a degree-granting institution, with the four/five-year ROTP program as the most robust way to develop young leaders, with the potential to add a one-year program for other officer streams to ensure training consistency.

2A. Retain the CMCs as degree granting institutions: Underscore the criticality of an institution that is able to deliver unique military-oriented academic programs and research as a valuable asset to a rapidly evolving defence and security environment.

2B. Maintain the four/five-year program structure at the CMCs as the hallmark ROTP experience: Recognize the benefits that a four/five-year runway provides for most cadets to build in-depth skills, experience and deepen peer relationships for a future CAF career and the potential to review what degrees are offered to ensure that the program best reflects the future needs of the CAF and the leaders the CAF is trying to develop.

2C. Consider adding prerequisite military programs for ROTP and other officers who attended civilian universities: Evolve the CMCs to become true CAF leadership centers of excellence and form a cornerstone of the officer training curriculum that will drive consistency in leadership development and experience across cohorts. This includes the potential to introduce a more diverse student population inside and outside of the classroom to act as role models for junior cadets.

Topic	Concerns	Opportunity	Main source
Retain the CMCs as Degree-	A critical issue highlighted in proposition #29 of the IECR report is whether the CMCs should	Highlight the importance of the CMCs in providing unique military-oriented academic programs and research to support	Expert Interviews, Alumni Survey

Granting Institutions	maintain their status as undergraduate degree-granting institutions or require cadets to enroll in civilian university ROTP programs instead.	the evolving defence and security environment.	and Peer Benchmarking
Maintain Four/Five-Year Program Structure	Given proposition #29 of the IECR report, there is concern about whether the current program structure is beneficial to the officer and naval cadet training.	Emphasize the benefits of a comprehensive program that builds in-depth skills and strong peer relationships, while potentially reviewing degree offerings to meet the future needs of the CAF.	Expert Interviews, Alumni Survey and Peer Benchmarking
Add Prerequisite Military Programs	Need for consistency in officer training between ROTPs and officers from civilian universities.	Consider introducing prerequisite leadership consistency military programs for ROTPs (~30% of CAF officer intake today) and officers from other intake streams to make the CMCs true centers of leadership excellence, fostering consistency in leadership development and bringing in diverse role models for junior cadets. This could enable positive leadership development which would support cascading culture change throughout the broader CAF.	Expert Interviews

These solutions were developed after incorporating feedback from our Steering Committee and:

- Evaluating four program structure options including from Allied Service Academies;
- Alumni survey responses agreeing with the benefit of a four/five-year program at the CMCs; and
- Experts' interviews agreeing with the benefit of a four/five-year degree-granting model at the CMCs.

Evaluation of Four Program Structure Options Including from Allied Service Academies

Program structure and curriculum at the CMCs are under scrutiny due to cultural challenges and public concerns regarding their effectiveness. The IECR report emphasizes the need for an extensive evaluation of various models for delivering both university-level education and military leadership training. As such, we reviewed four potential restructuring models to address ongoing challenges, ranging from minimal to significant changes:

Option 1: Maintain Status Quo but enable Renewal

- **Structure:** ROTP candidates either attend the CMCs or civilian universities, with military training conducted during the summer. A similar model is used by U.S. Service Academies.
- **Pros:** Provides unique developmental opportunities, fosters strong cadet networking, and maintains deep familiarity with the CAF; requires no new implementation efforts apart from improvements.
- **Cons:** Limits exposure to civilian life norms and the current curriculum lacks inclusivity, such as diversity in majors.

Option 2: Partnership with Civilian Universities

- **Structure:** ROTP candidates would engage in a joint program where the CMCs handle physical and military training while a civilian university covers academic and bilingual aspects. This model mirrors the Australian Defence Force Academy (ADFA), associated with the University of New South Wales (UNSW).

- **Pros:** Focuses and centralizes resources on strengthening the military pillar, increases exposure to civilian norms.
- **Cons:** The model is complex and challenging to implement, especially considering different geographical locations of military and civilian training facilities.

Option 3: Year-Long Post-Graduate Military Program

- **Structure:** Candidates complete their undergraduate degrees at civilian universities followed by one year of military training at the CMCs, akin to the U.K.'s Sandhurst model.
- **Pros:** Cadets gain civilian experience, and the program requires fewer resources to oversee more mature candidates.
- **Cons:** Delays the start of military careers and misses the chance to influence cadets' development during their more formative years.

Option 4: Closure of the CMCs and Expansion of Civilian University Programs

- **Structure:** All ROTP training would shift to civilian universities with seasonal military training. This option does not have a direct international counterpart as no peer countries rely solely on this model.
- **Pros:** Maximizes exposure to civilian norms.
- **Cons:** Could result in less cohesive CAF familiarization, reduced networking opportunities among cadets, and the loss of unique benefits such as CMC conducted research and specialized graduate programs.

In the Canadian context, the four/five-year boarding ROTP program provides officer and naval cadets with unique developmental opportunities, including experiential leadership, the formation of strong peer bonds, extensive familiarity with the CAF, and early development of military skills. It also provides solid training in specialized skillsets required by DND/CAF, such as cybersecurity, nuclear engineering, and military studies. These skills are becoming increasingly more relevant as Canada, NORAD and NATO enter a period of increased adversarial threats.

In addition, the ROTP Program is an important way to ensure that successful students from lower-income communities can earn the opportunity to attend University on a full-ride scholarship basis. Canadian students whose academic averages are high enough, and who have well-rounded interests and accomplishments, are able to count on the ROTP program as a way of self-propelling in life without taking on debt, and with the guarantee of a career path post-graduation.

West Point is similarly an undergraduate degree-granting program, often referred to as the “CEO Factory”, for having trained many business leaders, public officials, and military leaders. West Point also faces similar concerns with sexual misconduct and harassment, but it has more robust guardrails in place that will be detailed in later Propositions.

From an international perspective, the closure of the CMCs could potentially result in reputational risks and a negative perception of Canada’s capabilities amongst key allies. At present, there have been publicized reports of Canada’s shortfall in military personnel, with the Department of National Defence saying there is an under-manning of positions totaling up to approximately 16,000 personnel¹¹. Additionally, Canada has also not met its 2% GDP defence spending target, something that key allies within the NATO alliance have criticized Canada for¹². As such, the negative optics and practical resourcing implications of closing down one of Canada’s largest avenues for recruiting professional military officers (the ROTP program makes up ~30% of Officer Corp intake) whilst not meeting defence spending targets and experiencing an acute shortage of military personnel must also be taken into consideration.

As such, retaining the four/five-year boarding ROTP program was the preferred option raised by our analysis of alumni perspective and more, as shown in the next sections.

¹¹ CTV News: Canadian Armed Forces facing member shortage 'crisis' (April 5, 2023)

¹² CTV News: U.S. senators write to Trudeau asking him to meet 2% GDP defence spending commitment (May 23, 2024)

Alumni Survey Suggests Majority Agrees with the Benefit of a Four/Five Year Program at the CMCs

Our research has shown that alumni overwhelmingly agree that the CMCs have been critical to the development of leaders for the CAF. A significant majority of alumni—86%—agree that the CMCs effectively prepared them for careers in the CAF and beyond, with 92% believing that the program structure equipped them to tackle challenging situations (Figure 19). In addition, the majority view their experience at the CMCs positively, acknowledging their contribution to developing leadership skills (Figure 10). Amongst the several key skills developed during their time at the CMCs, graduates rated coping with stress (82%), problem-solving (79%), and decision-making (77%) the highest (Figure 11). These perspectives highlight the value of the CMCs to the development of officer and naval cadets in their future careers. Additionally, 81% of alumni agreed that the CMCs provided a foundation for cultural changes within the CAF, underlining the opportunity that the CMCs have to address current challenges (Figure 12). Overall, despite a wide range of perspectives from alumni, most express strong appreciation for the CMCs and their intended role, with 88% of alumni against the CMCs being wound down (Figure 12), providing a strong basis for maintaining the four/five-year degree-granting programs at the CMCs.

Anecdotally, many alumni who have deployed on operations (i.e., Oka Crisis, Somalia, Bosnia, Afghanistan) immediately following their graduation reported how critical the CMCs had been in giving them confidence to lead soldiers, sailors, and aviators in the real world, many of whom are much older and have significantly more experience. They report how the prolonged experience they had in the Cadet Wing of the CMCs prepared them to lead through resistance and have confidence in their abilities.

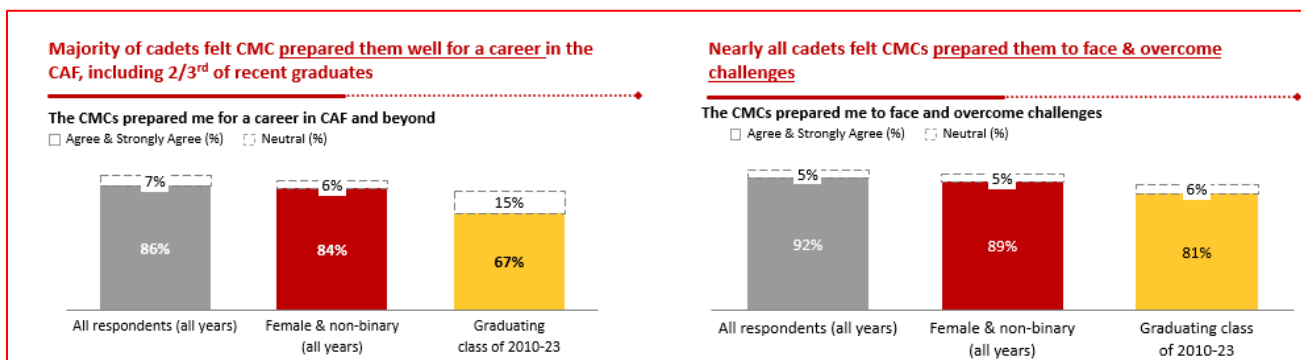


Figure 8: Alumni Believe the CMCs Prepared Them for CAF Careers and to Overcome Challenges

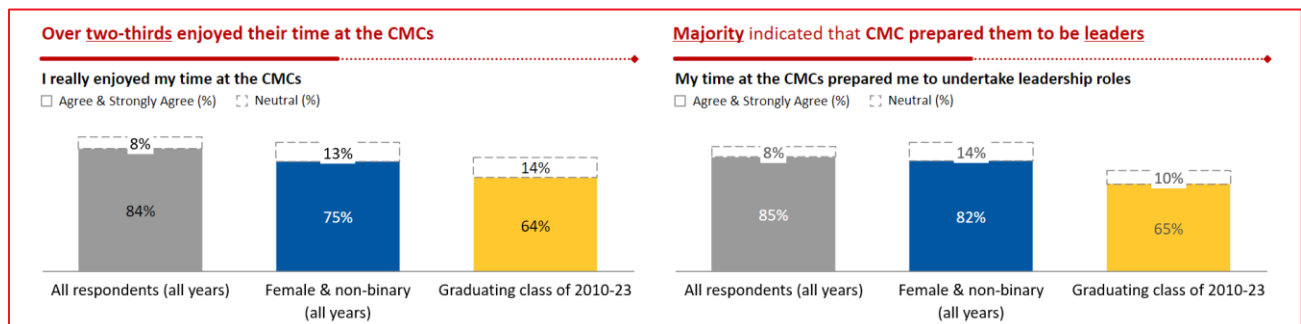


Figure 9: Alumni Enjoyed Their Time at the CMCs, Which Prepared Them for Leadership Roles

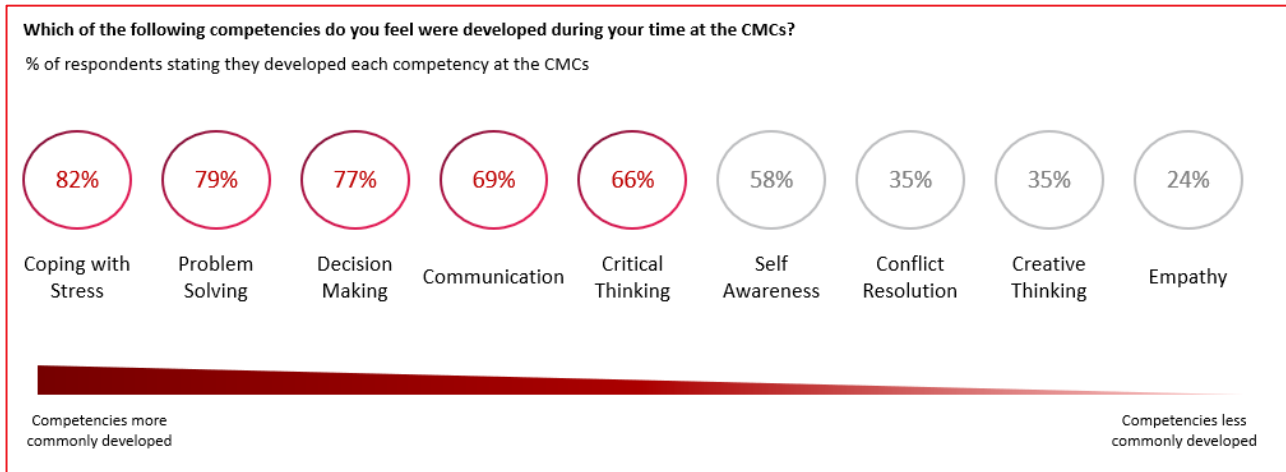


Figure 10: Coping With Stress and Problem Solving Among the Highest Competencies Developed at the CMCs

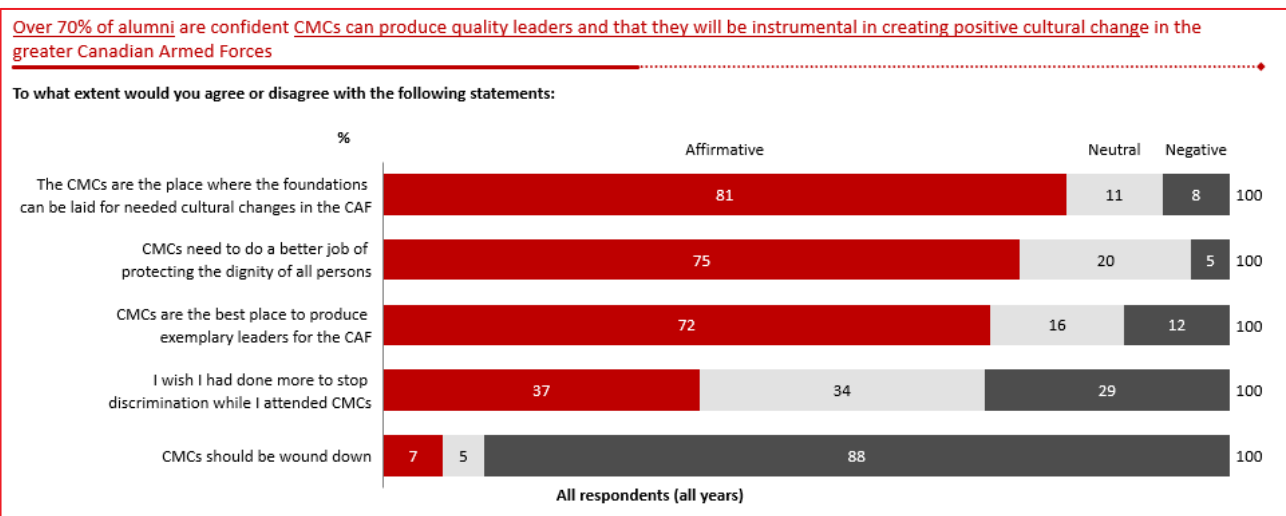


Figure 11: Alumni Believe the CMCs Are a Place Where Foundational Change Can be Laid for the CAF

Experts Agree That the CMCs As Four/Five-Year Degree Granting Institutions Are Beneficial for Cadets

Interviewees discussed the benefits of the CMCs’ program structure, with details described below:

The CMCs as Degree Granting Institutions

Experts have mentioned that the CMCs needed to remain degree-granting institutions to provide professional officers for the CAF but needed to do so through a GBA+ lens. The interviewees were firm in the necessity of professional military education in this purpose. The experts also raised the importance of the CMCs in offering significant social mobility opportunities for young Canadians who seek degrees, in part through subsidized education.

Four/Five-Year Program

The traditional program structure of the CMCs provides comprehensive education and training for cadets, including professional military training, academic periods, and extracurricular activities. Over a four to five-year program, experts stated that cadets share experiences that foster strong connections and camaraderie.

Prerequisite Military Program

Experts agree that embedding military preparedness and adaptive leadership skills is crucial, and thus endorse additional training and development for officers from civilian universities to ensure consistency. At present, the ROTP program makes up approximately 30% of officer intake in the CAF. Consistency in officer training across all intake cohorts (e.g., ROTP, ROTP-Civilian Plan, Direct Entry Officer Plan) could enable positive leadership development opportunities amongst future CAF leaders, which can then be cascaded throughout the broader CAF to catalyze culture change.

Conclusion

Keeping the CMCs as degree-granting institutions for the CAF will provide valuable opportunities for Canadians seeking to enter military careers or access higher education, with experts supporting the continuation of the CMCs in its current four/five years format, albeit with curriculum modification. For officers from civilian universities, they agree to a military training to ensure consistency.

PROPOSITION #3: CADET WING

Restructure the Cadet Wing purpose, scope, and structure to ensure it serves as an effective mechanism for peer leadership while minimizing the possibility for misuse of power.

3A. Refresh the Cadet Wing's foundation and modus operandi to better embed principles of adaptive leadership: Shift leadership principles, training and feedback towards a more modern vision of leadership, including emphasis on EDI. In addition, ensure a better understanding and classification of types of Cadet Wing leadership roles (e.g., those that require command and control vs. mentorship).

3B. Maintain overall Cadet Wing structure but increase rotations to provide wider breadth of experience: Review 200+ leadership roles to ensure relevancy (e.g., add diversity leads, reduce cadet admin roles that should be done by clerical staff). Increase frequency of position rotations to ensure balanced exposure to a variety of leadership roles and situations (e.g., peer support vs. training drills vs. coordination roles).

3C. Add leadership capability assessments from junior leadership roles as selection criteria for more senior appointments: Beyond strong performance in each of the four pillars which are how senior Cadet Wing leaders are chosen today, add leadership capability as a criterion to select cadets who proved themselves in junior roles.

3D. Shift sanctioning authority to instructors with active coaching to senior cadets on process and outcomes: Remove all sanctioning authority from Cadet Wing and shift to instructors, to minimize possible misuse of power. Revisit sanctioning framework to add guidelines that are commensurate with infractions and create better links to desired behaviours vice purely punitive ones. Continue to involve senior cadet leaders in process for mentoring and training (e.g., propositions, explanations on rationale/outcomes).

3E. Apply a "rehabilitation not retribution" lens to individualized performance correction and support: Transition role of senior Cadet Wing leader from disciplinarian to one of coach and supporter for junior peers (e.g., academic tutoring, peer-led extra physical training sessions).

3F. Formalize better feedback mechanisms for cadet leaders to enable them to adapt and adjust leadership style: Incorporate 360-degree feedback, including instructor and peer evaluations, to expand development for leadership style and capability.

Topic	Concerns	Opportunities	Main source
Adapt Cadet Wing Leadership Training Methodology	There are numerous concerns regarding the influence of the Cadet Wing on the culture at the CMCs (e.g., female and non-binary are 1.5x more likely to feel power imbalance in the Cadet Wing (Figure 16), and only 18% of recent graduates feel that the staff had good oversight of the Cadet Wing leaders (Figure 17)). However, the Cadet Wing embodies the military pillar and is central to leadership training at the CMCs.	Shift to adaptive leadership principles by incorporating techniques into regular training and practice. This initiative aims to cultivate a contemporary, inclusive leadership culture that strictly prohibits racist and sexist behaviour, with violations resulting in removal from positions.	Expert Interviews and Alumni Survey
Increase Role Rotations	Best practices from U.K. Sandhurst model suggest that Cadet Wing structure should include diverse leadership experiences.	Maintain Cadet Wing structure but review and update leadership roles for relevancy and increase rotation frequency to provide diverse leadership experiences. This approach to leadership roles is dynamic, with a significant reduction in fixed positions to a more fluid system where roles are frequently rotated to broaden leadership perspectives.	Benchmarks
Leadership Capability Assessments	Majority of alumni think that leadership skills were not sufficiently present (78% of recent alumni, Figure 14) and should be included in the current criteria for selecting leaders in the Cadet Wing (71% of all alumni, Figure 15).	Revise the selection criteria for cadet leaders to focus more on leadership, character, and professionalism. These attributes will not only guide selections but also form the basis of ongoing feedback. Incorporate leadership capability as a criterion for senior appointments, based on performance in junior roles.	Alumni Survey
Shift Sanctioning Authority	45% of alumni believe that more supervision is needed on the Cadet Wing leaders (Figure 16).	Move sanctioning authority from Cadet Wing to instructors, with senior cadets receiving active coaching on processes and outcomes. Shift all sanctioning responsibilities to instructors to minimize the potential for power misuse and to enhance the mentorship aspect of leadership.	Alumni Survey
Rehabilitation Focus	50% of alumni believe that leaders should be integrating empathetic and servant leadership skills (Figure 5).	Transition senior cadet leaders from disciplinarians to coaches, supporting junior peers with academic and physical training. Invest in training and supporting senior cadet leaders, such as coaching on leadership styles and how to effectively support peers' mental health and other challenges.	Alumni Survey
Enhanced Feedback Mechanisms	The idea that the best leaders require the best self requires a system that fosters personal and	Implement 360-degree feedback, including instructor and peer evaluations, to help cadet leaders adapt and develop their leadership styles. Increase instructor involvement and	Steering Committee

	professional development and learning opportunities.	interaction with cadets, particularly after academic classes, to foster a more engaged learning environment.	
--	--	--	--

The following analyses and studies led to the proposition to refresh the Cadet Wing:

- Cadet Wing Overview: selection process, authority, supervision, organization, and sanctions;
- Alumni believe that Cadet Wing should be kept, but with significant changes;
- Comparison with U.S. Service Academies' Cadet Wing shows differences in selection criteria, supervision and authority of Cadet Wing leaders;
- Comparison with Sandhurst's Cadet Wing shows differences in leadership training structure; and
- Interviews highlighted the need for leadership training, peer input and more as part of a holistic approach to the Renewal of the cadet wing.

Cadet Wing Overview: Selection Process, Authority, Supervision, Organization, and Sanctions

The IECR proposition #28 advocates for the elimination of the Cadet Wing's command structure. This raises critical questions: Can the Cadet Wing be restructured to drive significant cultural changes while preserving its fundamental benefits? Or should it be completely dismantled and replaced with a different method to cultivate leadership?

The Cadet Wing at the CMCs provides cadets with practical leadership experience that mirrors the CAF chain of command structure. This distinctive approach forms the backbone of the military pillar and sets the CMCs apart from civilian universities.

In the Cadet Wing, leadership experience is gained through a military command structure recreated among the cadets, and primarily the third and fourth-year students known as the "Bar Slate." These cadets are elevated to leadership roles where they oversee and direct the primary activities of their peers, including training exercises and various duties. This system is foundational to their leadership training and mirrors the CAF's Basic Officer and Specialty Training, which selects students for rotational leadership roles. These roles simulate real chain of command responsibilities and test leadership acumen, a practice also seen in U.S. Service Academies. The overview of the Cadet Wing practice is described below:

Key Parameters of the Practice:

- **Selection Process:** Cadets are selected for leadership positions based on excellence across all four pillars: academic, physical, military, and bilingual abilities, with each pillar given equal weight. Senior leadership positions are assigned by Training Wing staff or CMC leadership without peer input and with limited emphasis on actual leadership capabilities. Junior positions are appointed by senior cadet leaders.
- **Scale of Authority:** The authority granted to cadet leaders is meticulously defined in the published Cadet Wing Instructions (CADWINS) through matrices that outline corrective measures and the loss of privileges, which are dependent on the cadet leader's rank.
- **Supervision:** Military staff members provide oversight during regular working hours, ensuring that the practices align with professional military standards.
- **Organizational Structure:** The organization of the Cadet Wing is bifurcated into two main parts: headquarters, which handle centralized operations, administrative tasks, training, and competency-related roles; and divisions, which are responsible for the oversight of cadet divisions (Figure 13).

This structured, hands-on leadership training is crucial for developing cadets' capabilities to manage real-life military responsibilities effectively and ethically, equipping them with the necessary skills to transition smoothly into active military roles. The structure mimics the complex real-world military hierarchy, where there are also local, regional, national, and service based hierarchical structures, each with their respective jurisdictions. Learning this while at the CMCs is an important part of familiarization with these structures during cadets' formative training years.

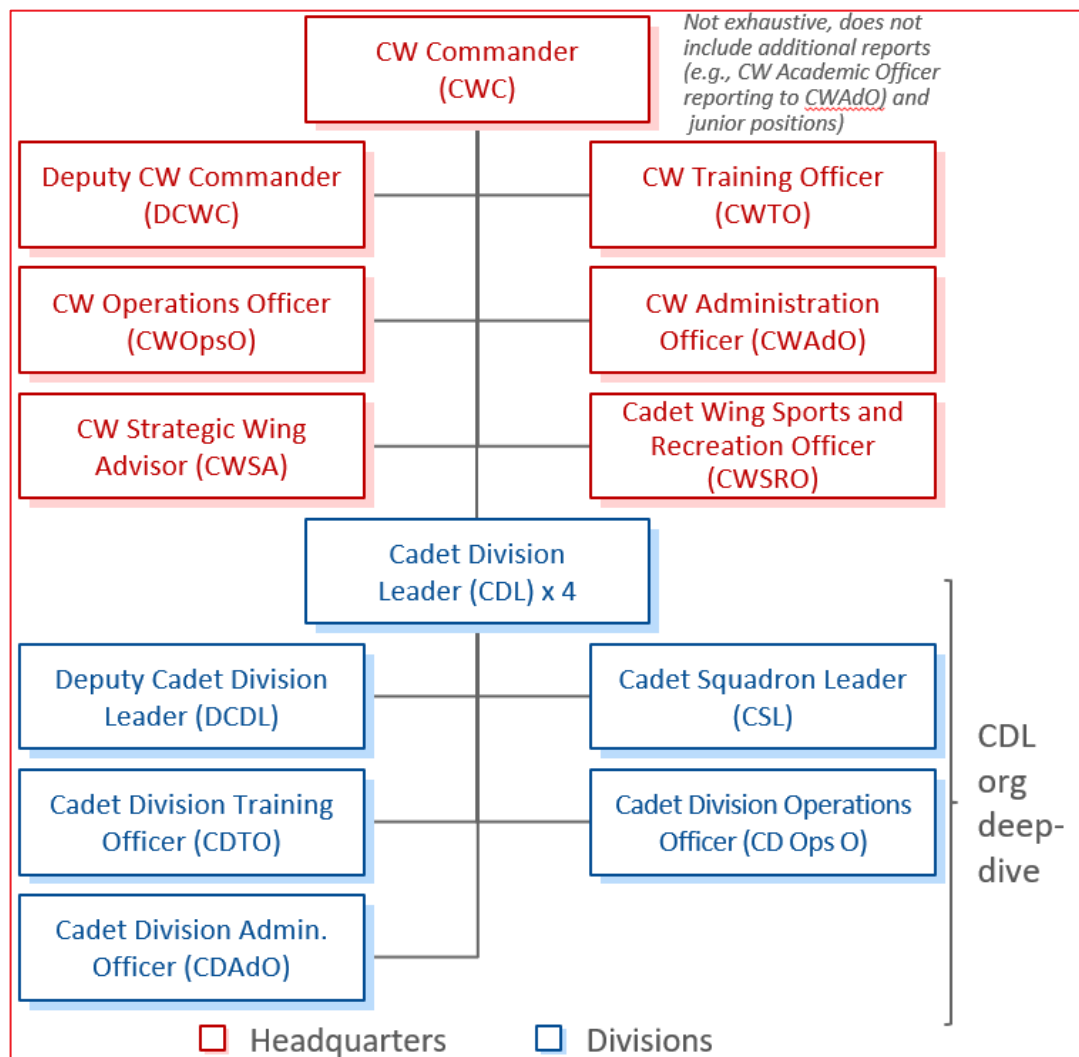


Figure 12: Leadership Roles Within Cadet Chain of Responsibility (CCoR).
Sources: CADWINS (2023-2024); SSAV report (2017); Expert interviews; BCG analysis

Another important aspect is the sanctions within cadet training programs. Sanctions are categorized as either minor or major, depending on their nature and severity. This classification should be refined further during implementation, potentially with input from cadets and mental health professionals.

Examples of Minor Sanctions*

These are generally less severe and may include activities such as:

- Attending daily inspection parades.
- Participating in daily supplementary drills.
- Running a maximum of eight circuits around the running track.
- Reporting to the Cadet Duty Officer (CDO) at specified times.
- Restrictions on wearing civilian clothes.
- Completing professional development training or essay writing.

Examples of Major Sanctions*

These are more severe and often involve some form of social isolation:

- Issuing a public apology.
- Prohibition of visitors on college grounds.
- Loss of privileges to use the Cadet Drinking Mess.
- No access to any common rooms.
- Restriction to college grounds, including training areas and base facilities.

*These examples serve to illustrate the potential range of sanctions, categorized into minor and major for clarity, and are not reflective of final decisions.

Sanctions within the CMCs should be implemented to fulfill a dual role of deterrence and rehabilitation, rather than merely serving as punitive measures. The nature and severity of sanctions should be carefully calibrated to be proportional to the undesirable actions committed and should be administered within structured guidelines to ensure fairness and officer oversight. The process is designed to maintain camaraderie and consider the physical and mental well-being of the cadets, ensuring that sanctions contribute positively to the educational and developmental objectives of the CMCs.

However, it should also be noted, and as evidenced in the below survey results, that there is a sense that the Cadet Wing lacks the necessary guardrails to prevent misconduct and an abuse of power by senior Cadets. The following reviews the alumni survey responses regarding the Cadet Wing structure and leadership, and a comparative analysis with Allied military institutions.

Alumni Believe that Cadet Wing Should Be Kept, but with Significant Changes

The Cadet Wing at the CMCs plays a pivotal role in fostering camaraderie and establishing strong connections among cadets. However, our surveys and expert interviews have highlighted concerns about the culture it promotes. Several root causes underlie these cultural challenges: a legacy leadership style characterized by command and control, insufficient selection criteria that lack peer input, excessive authority granted to Cadet Wing leaders, and inadequate supervision by military staff, particularly during off-duty hours.

1. **Legacy Leadership Style:** The current command and control leadership style is seen as outdated (Figure 5). While it was effective in the past, it no longer resonates with newer generations of cadets, highlighting the need for ongoing evaluation and reform. Survey results show that alumni prefer leadership that is empathetic rather than strict and rigid, emphasizing a broader call within the CMC community to adopt more understanding and supportive leadership styles (Figure 5). This change mimics the parallel changes to parenting styles within society as compared to previous generations.
2. **Selection Criteria:** The criteria for selecting cadet leaders lack clarity and transparency (according to 70% of recent alumni, Figure 14). Notably, peer input, leadership skills and ability to handle sensitive situations are not adequately considered in the selection process, necessitating a revision to make it more inclusive and representative of a cadet's capabilities (Figure 14, 19).
3. **Authority of Cadet Leaders:** The extensive authority vested in cadet leaders often focuses on punitive measures, such as imposing physical tasks for academic failures, which may not effectively address the underlying issues. There is also a noted deficiency in training and supervision for cadet leaders on how to administer sanctions appropriately, with power imbalance 1.5x more likely to be experienced by female and non-binary, and recent grads (Figure 16).
4. **Supervision by Military Staff:** Supervision by military staff is limited to normal working hours, and is often lacking, particularly after ~4 PM, and often carried out by officers with less than five years of career experience, which may compromise the quality of oversight and guidance provided to cadets. This is supported by a large proportion of graduates that agree that more supervision is needed (Figure 16, 17). The need for more supervision is particularly in regards to the types of punishment delivered to cadets by Cadet Wing leaders, in part related to the unfairness of rules and arbitrary application of punishments (Figure 17).

Despite these concerns, a significant majority of alumni, including 81% overall and 71% of female and non-binary graduates, do not support dismantling the Cadet Wing (Figure 18). Similarly, 71% of all alumni and 54% of female and non-binary alumni oppose reducing its role to merely conducting military exercises (Figure 18). In fact, alumni firmly believe that the Cadet Wing effectively facilitates experiential learning (81%) and fosters camaraderie among peers (79%, Figure 19).

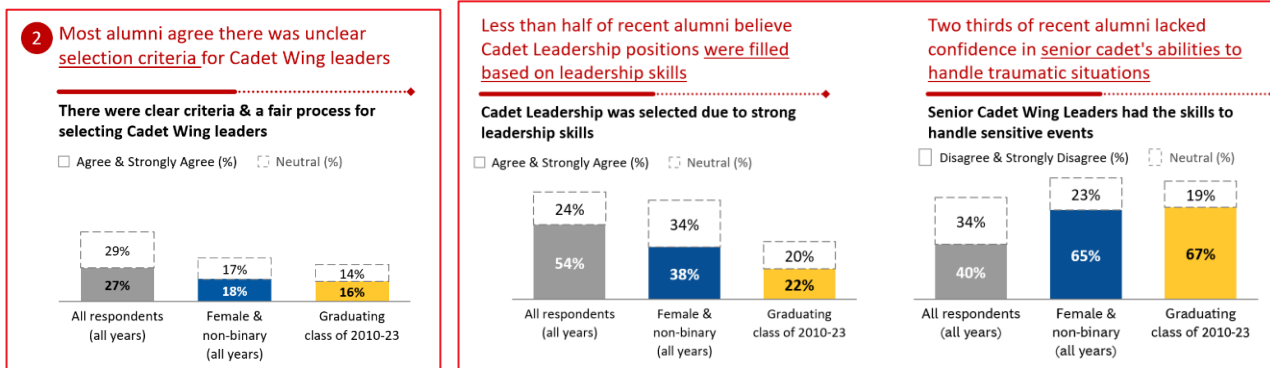


Figure 8: Alumni Do Not Agree Criteria for Cadet Wing Leaders Were Clear, or That They Had the Necessary Skills to Handle Sensitive Events

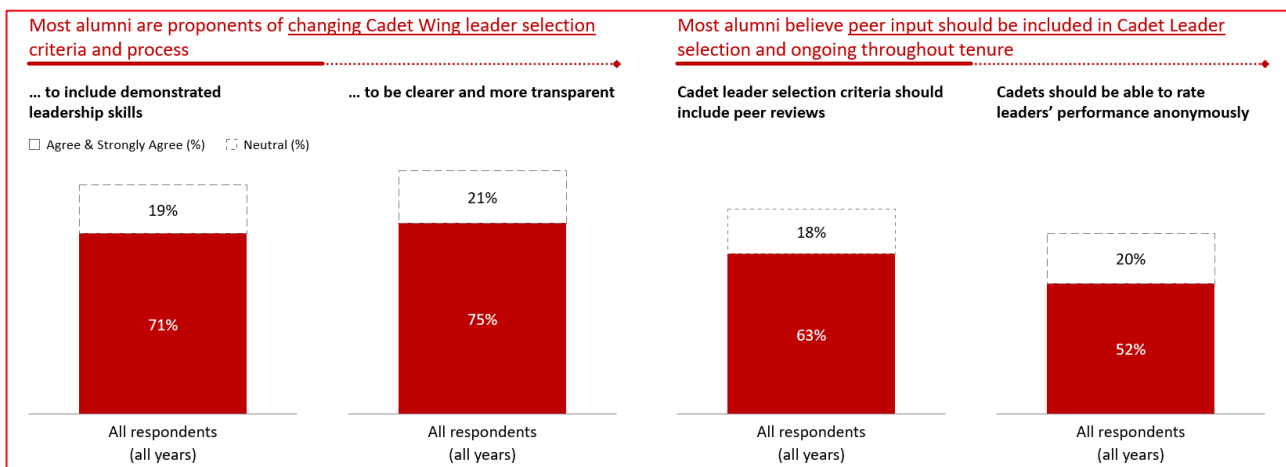
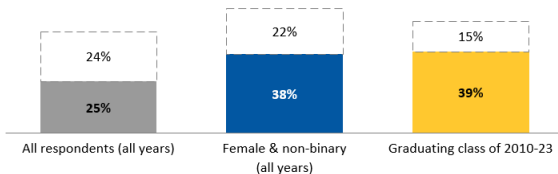


Figure 9: Alumni Agree to Include Leadership Skill (71%) Transparency (75%) and Peer Input (52%-63%) to Selection and Performance Review of Cadet Wing Leaders

3 Authority: Recent grads & females are **1.5x more likely to feel power imbalance**

Senior cadets had too much power over peers

□ Agree & Strongly Agree (%) □ Neutral (%)



4 Supervision: Two-thirds of female and non-binary Cadets think **more supervision is needed**

Need more after-hours instructor supervision

□ Agree & Strongly Agree (%) □ Neutral (%)

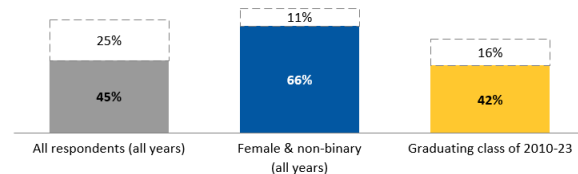
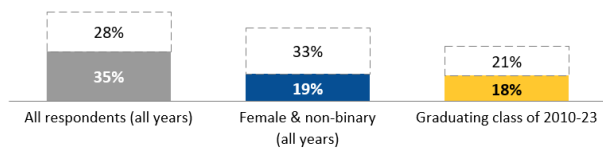


Figure 10: A Large Portion of Alumni, Especially Women and Non-Binary Believe Senior Cadets Had Too Much Power and Not Enough After-Hours Supervision

Majority of alumni believe there is a lack of supervision and control over Cadet Wing leader's punishment decisions...

College staff exercised good oversight over the types of punishments that Cadet Wing leaders handed out to other cadets

□ Agree & Strongly Agree (%) □ Neutral (%)



...contributing to many seeing **punishments as unfair and unjust**

Rules and punishments (e.g., corrective measures, loss of privileges) were applied to all cadets equally and fairly

□ Agree & Strongly Agree (%) □ Neutral (%)

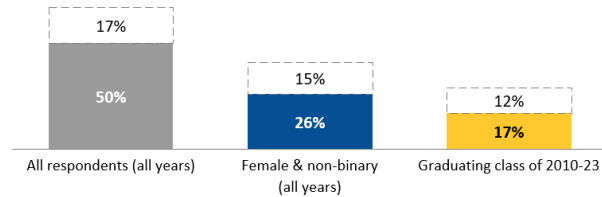
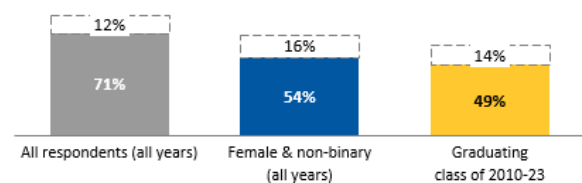


Figure 11: Most Graduates Do Not Believe Cadet Wing Have Sufficient Supervision or Fair Punishment

Majority of alumni do not want to see role of Cadet Wing leadership reduced to only military exercises

Cadet Leadership should only be allowed during military training

□ Disagree & Strongly Disagree (%) □ Neutral (%)



Majority of alumni across all cohorts including female & non-binary do not agree with dismantling the Cadet Wing

The Cadet Wing should be dismantled

□ Disagree & Strongly Disagree (%) □ Neutral (%)

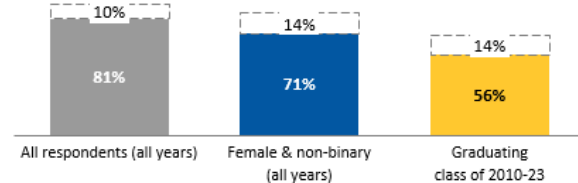


Figure 12: Alumni Believe That Cadet Wing Structure Should Be Maintained

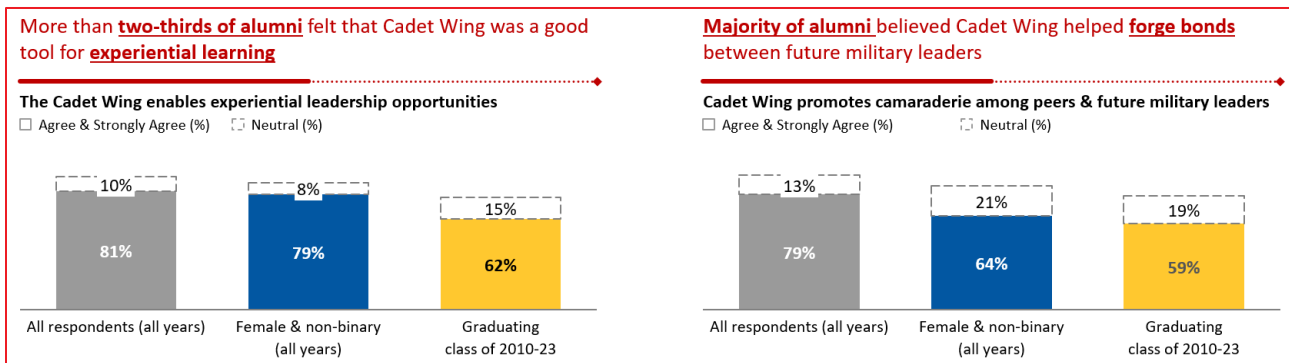


Figure 13: Alumni Agree That Cadet Wing Enables Leadership Experience and Camaraderie

Comparison with U.S. Service Academies' Cadet Wing Shows Differences in Selection Criteria, Supervision and Authority of Cadet Wing Leaders¹³

The U.S. Service Academies offer a robust Cadet Wing structure with notable features. They emulate a multi-layered military structure where duties of cadet leaders include executing policies and ensuring efficiency and motivation. Leaders are typically selected from third and fourth-year cadets via a chain of command.

Key Differences with the CMCs:

- **Selection Criteria:** Leadership assessment includes both informal and formal peer inputs, utilizing an evaluation grid to measure leadership qualities.
- **Staff Supervision:** Most staff and instructors reside on campus, providing strong supervision, especially during evening and night hours.
- **Authority of Cadet Leaders:** Cadet leaders can impose simple sanctions, such as physical exercises, but are not authorized to enforce more severe sanctions like restricting leave from campus on weekends—these are reserved for officer assignments.

Comparison with Sandhurst's Cadet Wing Shows Differences in Leadership Training Structure¹⁴

Sandhurst, in contrast to U.S. Service Academies operates without a traditional Cadet Wing structure, focusing instead on instilling leadership through hands-on military exercises. These exercises are managed by the Centre for Army Leadership, which serves as a pivotal leadership think tank for the army. The center is composed of five members, including senior military leaders and academic researchers, all focused on leadership excellence. Its mission is to enhance leadership capabilities within the army and position it at the forefront of contemporary leadership practices. The Centre accomplishes this by contributing to leadership training at Sandhurst and organizes events, debates, and publishes relevant findings and insights. One of its key collaborations is the Forward Institute, which focuses on organizational and systemic change.

Leadership Training Structure at Sandhurst:

- **Leadership Exercises:** Cadets engage in leadership training primarily through structured military exercises that occur monthly.
- **Appointment System:** Leadership roles among cadets rotate, providing diverse experiences and responsibilities.

¹³ Sources for this comparison include institution websites, the Brigade striper organization, and selection procedures from the USNA in 2021, alongside expert interviews and analysis by BCG.

¹⁴ Sources for this comparison include institution websites, alongside expert interviews and analysis by BCG.

- **Frequency:** Exercises last between 2 to 5 days each month, with the frequency increasing as cadets progress through the program.
- **Instructors:** The exercises are led by top-performing non-commissioned officers (NCOs) such as Sergeants and Colour Sergeants, known for their expertise and leadership skills.
- **Assessment:** Cadet performance is evaluated through formal peer feedback and individual debriefings with instructors, ensuring comprehensive learning and development.

These practices and the strategic focus of the Centre for Army Leadership underscore Sandhurst's commitment to developing highly competent military leaders through dynamic and effective training methodologies. However, most cadets do not want to see the Cadet Wing dismantled or diminished to military exercises (Figure 18), supporting the continuation of the Cadet Wing, albeit with significant changes (i.e., proposition #3: Cadet Wing).

Interviewees Highlighted the Need for Leadership Training, Peer Input and More as Part of a Holistic Approach to the Renewal of the Cadet Wing

Interviewees provided valuable perspective from their experience at the CMCs or at Allied military academies regarding military leadership training of cadets and the Cadet Wing. Insights from these interviews are described below:

Cultural Shift and Leadership Criteria

Sandhurst experts have discussed how Sandhurst is undergoing a cultural shift by teaching officers how to lead rather than pure military skills. This is partly achieved through peer input, frequent rotations and emphasis on integrity through reporting and ownership. Experts agree that moving away from command and control to focus on teamwork, trust, and responsibility aligns with modern leadership principles.

Leadership Experiences

Interviewees have underscored that increasing the frequency of position rotations ensures cadets gain various leadership experiences. Experts suggest that reviewing and possibly reducing the number of leadership roles within the Cadet Wing is essential. Some positions do not directly enhance leadership abilities within the military pillar, partly due to their administrative burdens. These tasks could be managed by clerical staff instead. Introducing clerical staff to handle administrative duties would streamline cadet responsibilities and allow them to focus more on developing leadership skills.

Leadership Appointments

Interviews stressed the need to incorporate feedback, and performance in junior roles as criteria for senior leadership appointments to ensure cadets are selected based on demonstrated leadership capabilities.

Sanctions

Experts from U.S. Service Academies discussed how cadets have limited authority over their peers and within defined responsibilities. Interviewees agree that sanctioning should be handled by instructors to prevent misuse of power, with cadets involved in mentoring and understanding the rationale behind decisions.

Supportive Approach

Experts confirm that instructors should guide behaviour through teaching and coaching, and they should pass this on to senior cadets such that they also act as coaches and mentors. This transition can be done by integrating academic tutoring and peer-led training sessions as part of the leadership role.

Feedback and Leadership Development

Interviewees suggested that formalized feedback mechanisms, such as peer and instructor evaluations, would be an effective way to develop appropriate leadership styles. They emphasized the importance of ensuring these evaluations are conducted fairly and are supported by training that is adaptive and inclusive.

Conclusion

In conclusion, renewing the Cadet Wing involves redefining leadership criteria to better embed the principles of adaptive leadership, increasing leadership experience diversity by increasing rotations of leadership roles, streamlining administrative roles, handling sanctions appropriately, and fostering a supportive discipline approach.

Potential approaches to reorienting the Cadet Wing structure also include the shifting of sanctioning authority to Training Wing instructors, with coaching provided to senior cadets on performance evaluation processes and outcomes, emphasizing 'rehabilitation, not retribution', and the teaching of conflict resolution techniques that will be invaluable later on in an Officer's CAF career.

Comprehensive feedback mechanisms, including adding mandatory leadership capability assessments of junior roles as selection criteria for more senior appointments, and the inclusion of 360-degree feedback or peer reviews of Cadet Wing performance for more senior leadership roles should also be incorporated and aligned with leadership training to ensure cadets develop into well-rounded, effective leaders. This holistic approach will better prepare cadets for military and leadership challenges, allowing them to make adjustments to their default leadership style and emphasize to them how their leadership affects those around them.

PROPOSITION #4: INSTRUCTORS and STAFF

Enhance the quality and effectiveness of the Training Wing staff by attracting, selecting, and training those who have a proven track record of mentorship.

4A. Improve officer and naval cadet-to-staff ratio by expanding sources of instructors including reservist and peer academy secondees: Expand potential sources for instructors (e.g., secondments from allied military academies, local reservists) to alleviate labour shortfalls. Use added capacity for increased after-hours supervision and mentorship (e.g., better load management between administrative vs. mentorship duties, shifts while cadets are in classes versus after hours, creating more interaction opportunities and mentorship time). Recognize that 24/7 supervision and disciplining of cadets is not the goal (e.g., instructors should not be doing extra room inspections, after-hours physical training, etc.) and that after-hours supervision should be grounded in the principles of coaching and support in leadership development which is the goal of the Cadet Wing and the broader military pillar.

4B. Raise quality of instructors by having more stringent selection criteria and aligning incentives to attract talent: Increase desirability of instructor positions by aligning promotion board, pay, performance reviews, and incentives with the position. Elevate selection criteria to ensure high quality instructors (e.g., minimum # of years of experience post-grad).

4C. Expand leadership training and coaching for instructors that extend beyond direct military experience: Consider offering instructors a part-time Master's in Leadership degree at Queen's University that runs concurrent with their CMC Instructor posting to attract the best mentors and those interested in the art of leadership to join the CMCs. Provide education program (based on GBA+ approach) on how to lead, coach and influence younger, less mature cadets who might need higher touch support through complex issues (e.g., mental health, sexual assault, substance abuse) vs. adults with more extensive life experiences upon which to draw to help navigate challenging times.

Topic	Concerns	Opportunities	Main source
Cadet-to-staff ratio	Instructors' roles end at ~4 pm on weekdays, constraining mentorship capacity. This is supported by the fact that only 19% of recent graduates view instructors as effective leadership role models (Figure 21). Adding to this constraint, existing selection guidelines are often sidelined by CAF Career Managers who prioritize operational roles, leading to a shortage of instructors and, subsequently, about 30% of Training Wing positions remain vacant. Often, lower-performing officers are assigned to the CMCs.	Modify the structure to prioritize mentorship over administrative tasks and elevate the priority of instructional roles at the CMCs to the level of operational roles, enforce strict rank and performance requirements, and consider partnerships with allied country academies to exchange instructors.	Expert interviews and Alumni Survey
Quality of instructors	The role is not viewed as prestigious, with less than a third of alumni seeing it as such (29%, Figure 21), and it offers limited credentials which can delay career advancement.	Revise the role to include credentials that support a faster track to promotion and more stringent selection criteria.	Expert interviews and Alumni Survey
Leadership training	Instructors are not viewed as good leadership role models (52% of recent graduates disagreed with the statement that Instructors at the CMCs were good leadership role models, Figure 21)	Mandate comprehensive long-term training programs, potentially awarding civilian academic credentials like diplomas or master's degrees, and counseling training.	Alumni Survey

These propositions require alignment with broader CAF talent management strategies and are aimed at transforming how instructors are integrated and utilized within the CMC environment to ensure they are fully equipped to develop future military leaders.

The objective is to pinpoint deficiencies and devise solutions for the understaffing and performance challenges faced by Training Wing instructors at the CMCs. These instructors are pivotal to the CMC culture as they play essential roles in role-modeling, mentoring, and imparting leadership skills and CAF ethos to officer and naval cadets. However, issues concerning their availability and performance have been highlighted in both the IECR report and survey results. To ensure the elaboration of adequate propositions, we conducted an analysis and synthesis of:

- Training Wing staff impact on officer and naval cadet development;
- Benchmarks best practices in selection process, training, management and recruitment of instructional staff; and
- Interviews highlighting ways of increasing instructor quality through recruitment, training and incentives.

Training Wing Staff Have High Impact on Officer and Naval Cadets Development, but are Under-Resourced

Among the various types of instructors at the CMCs, those in the Training Wing hold the greatest potential to influence cultural transformation at present (Figure 20). However, alumni have expressed substantial concerns regarding the quality and role-modeling capabilities of instructors at the CMCs, with only 19% of recent graduates agreeing that instructors were good leadership role model (Figure 21), prompting the need for change.

Instructor type	# of instructors ¹	Background overview	Primary responsibilities	Potential for impact on culture change
Academic Wing	~150 (60%)	<ul style="list-style-type: none"> • 75%: civilian academia • 20%: military background, CMC alumni • 5%: military background, <u>not</u> CMC alumni 	<ul style="list-style-type: none"> • Teach classes & conduct research 	<ul style="list-style-type: none"> • Limited alumni concerns on quality • Some faculty members highly involved in informal mentorship of cadets
Training (Military) Wing	~50 (20%)	<ul style="list-style-type: none"> • 50% are CMC alumni • 60% are officers who lead the Cadet Wing vs. 40% are non-commissioned members (NCMs) who assist officers 	<ul style="list-style-type: none"> • Oversee cadet leadership development (incl. mentorship & role-modelling) • Manage Cadet Wing leaders • Oversee aspects of non-academic life of cadets (boarding, drills etc.) 	<ul style="list-style-type: none"> • Alumni concerns on quality and availability of instructors (~30% vacancies today) • Leading to challenges in supervision, role-modelling, and engagement of cadets
Athletic (Fitness) Wing ²	~20 (10%)	<ul style="list-style-type: none"> • Personnel Support Program (PSP) employees, some ex-military 	<ul style="list-style-type: none"> • Deliver of sports & fitness activities • Support socialization of cadets 	<ul style="list-style-type: none"> • Some exposure, typically supporting well-being of cadets
Language Center Teaching Staff (Bilingual)	~20 (10%)	<ul style="list-style-type: none"> • CAF personnel from Language Teaching group 	<ul style="list-style-type: none"> • Teach language classes 	<ul style="list-style-type: none"> • Limited exposure to cadets

Figure 19: The Training Wing Has the Most Potential for Culture Change at the CMCs
 1. RMC Kingston only as an example;
 2. Likely need an overhaul if pillar changes from "Physical fitness" to "Health and fitness".
 Source: Expert interviews, BCG analysis

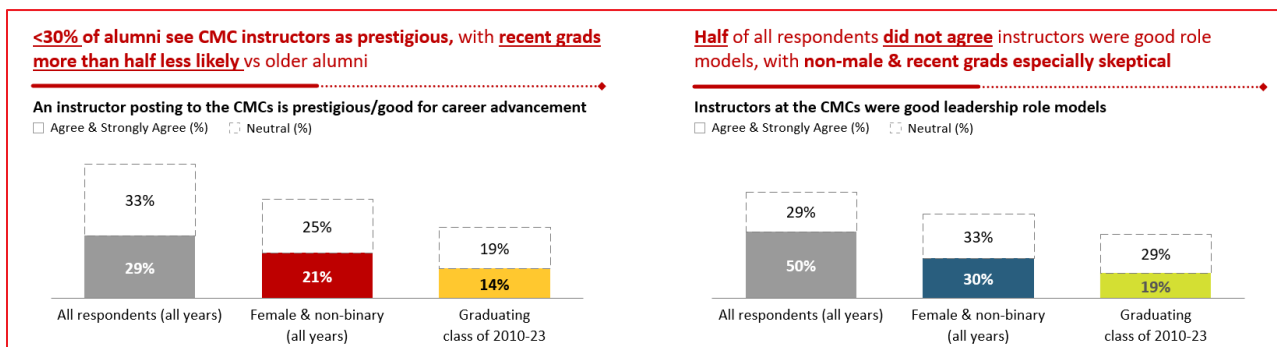


Figure 14: Only 14% of Recent Graduates Perceive Instructor Positions as Prestigious, and 19% as Good Leadership Role Models

U.S. Benchmarks Show Best Practices in Selection Process, Leadership Training and Recruitment of Instructional Staff¹⁵

Training Wing instructors at the CMCs play a pivotal role in shaping the future leaders of the CAF. Their primary responsibility involves supervising the Cadet Wing, where they provide crucial oversight and mentorship. Their tasks include monitoring the physical fitness and drill activities of cadets, making them central figures in the development of cadet leaders. These instructors often represent cadets' first introduction to the CAF, modeling leadership and instilling the CAF ethos by guiding decision-making processes and exemplifying core values.

In contrast, the roles of instructors at U.S. Service Academies are both prestigious and competitive, underscored by a structured training program that includes a one-year master's degree in leadership or behavioural sciences. For example, the USAFA offers master's programs at the University of Colorado, Boulder. These instructors, primarily officers supported by NCOs, are tasked with significant administrative duties and provide comprehensive mentorship to enhance cadets' development across physical, military, and academic disciplines.

At the USMA, instructors are known for inspiring cadets to cultivate effective leadership styles, serving dual roles as administrators and mentors. The Air Officer Commanding (AOC) at the United States Air Force Academy (USAFA) and Navy Company Officers at the United States Naval Academy (USNA) are akin to CMCs' Training Wing officers, where they receive command credit and military record recognition, such as subspecialty codes at the USNA. Selection for these roles is rigorous, involving a selection board, superintendent reviews, personal essays, propositions, and interviews, targeting officers typically in the 6th to 9th year of service at a minimum rank of Major and Captain.

These structured, prestigious roles are designed to attract and retain high-caliber military personnel, emphasizing career progression, leadership training, and diversity as key components of the selection and management process. This system ensures that the most capable officers are equipped to mentor the next generation of military leaders, focusing on developing competencies like self-efficacy, leader identity, ethics, and inclusivity.

Sandhurst Benchmarks Show Best Practices in Selection Process, Duties, Recruitment and Management of Instructional Staff¹⁶

At the U.K.'s Royal Military Academy Sandhurst, instructors predominantly consist of NCOs, emphasizing a coaching and mentoring approach that focuses on monitoring cadet progression and providing detailed feedback. The rationale behind this staffing decision is that cadets should learn from the soldiers they will eventually command. Instructors at Sandhurst

¹⁵ Sources for this section are from institution websites, expert interviews, BCG analysis.

¹⁶ Sources for this section are from institution websites, expert interviews, BCG analysis.

undergo a competitive selection process, have a well-defined dual role that includes both administrative and mentorship responsibilities, and are provided strong incentives and comprehensive training to hold the position:

Selection Process:

- Candidates for instructor roles must be recommended by their Battalion or Regiment.
- The selection process is highly competitive, with about 5% of applicants succeeding, involving physical and mental aptitude tests.
- Applicants typically have around ten years of service and hold at least the rank of Staff Sergeant or Colour Sergeant.
- Character and values are increasingly being considered as part of the selection criteria.

Administrative Duties:

- Deliver the educational syllabus.
- Teach concepts related to planning and executing missions.
- Cover aspects of threat awareness and conflict management.

Mentorship Duties:

- Actively coach and mentor cadets.
- Closely monitor individual progression and offer regular feedback.

Attraction and Advancement:

- Instructors are provided a fast track to promotion after approximately two years at Sandhurst compared to remaining in regular army roles.
- They receive civilian education accreditation for their time spent instructing.

Management and Training:

- Prospective instructors are required to complete multiple preparatory courses before their appointment.
- They undergo a two-week introductory training session at Sandhurst to familiarize themselves with their roles and responsibilities.
- The selection process also includes up to four weeks of pre-cadre and cadre courses, which further prepare NCOs for their instructional roles and potential rank advancement.

These structured programs and the emphasis on professional development ensure that Sandhurst instructors are not only skilled in military tactics but are also effective educators and mentors, equipped to develop the future leaders of the British Army.

The 1:1 interviews with experts and alumni highlighted that:

“Serving as an instructor in Sandhurst is known as getting ‘the Golden Ticket’ because you are fast tracked to success”

— *Former UK Army leader*

“One of the most important things about Sandhurst is the quality of the NCOs, it's a very prestigious role – promotion in the army is based on a point system, instructors get a significant jump in points”

— *Sandhurst alumni*

Interviewees Highlight Ways of Increasing Instructor Quality Through Recruitment, Training and Incentives

Approaches to increasing the quality of instructors have been discussed with experts and are detailed below.

Meeting Instructors Needs

The interviewees emphasized the importance of having high-quality instructors at the CMCs, noting the detrimental impact of inadequate leadership on cadets and the necessity to enhance staff training to meet cadet needs. They highlighted the shortage of staff and the importance of reducing the ratio of squadron commanders to students to improve mentorship and support.

Incentives for High Quality Instructors

Interviewees concurred that instructors play a crucial role in shaping cadet culture, and that attracting high-quality staff is imperative to the Renewal framework. Experts from U.S. academies discussed how serving as an instructor is a key aspect of a military leader's career, fostering professional development and mentorship. Aligning promotions and incentives with instructor positions is vital to attract top talent. At Sandhurst, experts have mentioned that instructor roles are incentivized by career advancement and civilian university accreditation.

Training of Instructors

Integrating leadership training and coaching into instructor development is crucial. Experts from Sandhurst discussed the motto "Serve to Lead", which highlights that leadership is about serving future leaders. As such, Sandhurst partners with the University of Reading and Henley Business School to offer academic courses that can be accredited towards undergraduate and postgraduate degrees in Leadership and Strategic Studies. In addition, experts have mentioned that instructors require training to manage complex issues such as mental health and substance abuse.

Conclusion

In conclusion, improving the quality and effectiveness of instructors at the CMCs requires a comprehensive approach that includes expanding resources, raising selection criteria and incentives, and offering advanced leadership training. These initiatives will attract high-quality talent and ensure cadets receive the best mentorship and support. Adopting best practices from U.S. academies and Sandhurst can further enhance the effectiveness of CMC instructors.

PROPOSITION #5: Respect for the Dignity of All Persons

Strengthen accountability, initiatives, and supports in place to attract, select, include, and retain a diverse body of officer and naval cadets, staff and instructors at the CMCs.

5A. Develop and externally share explicit CMC leadership commitments and cohesive strategy to improve respect through Equity, Diversity and Inclusion (EDI) : Build comprehensive EDI strategy that includes visible leadership commitments and goals, accountability for Key Performance Indicators (KPIs) and enablement plans for the senior CMC leaders (e.g., commandants, instructors and Cadet Wing HQ). Embed EDI within broader curriculum, education and training across the four/five-year program, such as implementing gender-neutral physical testing (that still recognizes physical differences, respects gender identities and maintains high standards of the CMCs) and profiling diverse leaders in course material.

5B. Expand recruitment pool through a more targeted value proposition and presence in diverse communities: Develop more targeted recruitment practices aimed at more diverse population (e.g., physical

presence in diverse communities). Refresh value proposition to resonate better with diverse population needs (e.g., academic offering variety, highlight subsidized education).

5C. Improve retention of officer and naval cadets through more individualized and targeted interventions: Refresh retention interventions to target root causes (e.g., racism, sexism, ableism, homophobia) and adopt broader best practices for inclusion and equity (e.g., individualized approaches, active role models, robust peer support systems). Formalize exit interview process (e.g., anonymously collect and categorize data by squadron, flight and section) to form basis of root cause analysis that inform future interventions.

5D. Develop robust measurement systems and drive accountability across instructors and squadrons: Establish a measurement system that has defined EDI goals and metrics that are transparent and able to be segmented. Drive accountability to lower levels by sharing metrics and working with leaders to proactively address root causes (e.g., don't just backfill a cadet's departure, instead investigate the causes of attrition in the context of a squadron's overall EDI metrics performance).

Topic	Concerns	Opportunities	Main source
Leadership Commitment and Strategy	The frequent rotation of CMC leadership, including Commandants and instructors, complicates the consistent implementation and adjustment of diversity strategies.	Establish a clear and visible commitment to diversity by publicly releasing a comprehensive diversity strategy plan that includes specific metrics and tracking mechanisms. Enhance accountability by regularly reporting diversity metrics at various organizational levels within the CMCs, from the College down to the Squadron, Flight, and Section levels.	Expert Interviews
Recruitment	Existing recruitment messages may not effectively communicate the benefits of subsidized education (~70% under-represented alumni agreed) and the appeal of a career in the CAF (~60% under-represented alumni agreed), which are primary motivators for diverse candidates enrolling at the CMCs (Figure 23).	Adjust recruitment focus to target diverse communities more effectively. Reevaluate and adapt the degree offerings to better match the interests of diverse candidates, and prominently feature unique programs such as Military and Strategic Studies or Space Science to attract a broader candidate pool that cannot find these niche degree programs anywhere else.	Alumni Survey
Retention	High rates of voluntary attrition among female cadets contribute significantly to the dropout rate before graduation (16pt higher for female cadets, Figure 22).	Implement a systematic approach to track and analyze retention data, particularly for priority diversity segments, to uncover the underlying causes of attrition. Develop tailored retention strategies for diverse groups and formalize the exit interview process to anonymously gather and analyze data by Squadron, Flight, and Section to better understand specific issues.	A Study of the Regular Officer Training Plan Using Gender-Based Analysis Plus: Phase 1 (July 2018)

<p>Measurement and Accountability</p>	<p>There is a lack of systematic tracking of both quantitative and qualitative data related to diversity at the CMCs, which is necessary for conducting thorough root cause analyses of issues like voluntary withdrawals.</p>	<p>Establish a transparent system for measuring, reporting, and tracking diversity-related data, including the reasons behind cadet attrition. Utilize exit interviews or anonymous questionnaires to gain insights into cadet experiences. Use this data to drive accountability and identify specific areas requiring intervention, particularly if attrition rates for diverse cadets are found to be higher in certain squadrons than others.</p>	<p>Expert Interviews</p>
--	--	---	--------------------------

These propositions aim to strengthen the diversity initiatives at the CMCs by ensuring that they are supported by robust leadership commitment, strategic recruitment efforts, focused retention strategies, and rigorous accountability measures, and were based on the assessments of:

- Challenges in recruitment and retention at the CMCs highlighted by low diversity, variety, reputation and support systems, and high complexity;
- Benchmark best practices for recruitment and retention initiatives, as well as measurements and accountability; and
- Interviews highlighting EDI initiatives, and recruitment and retention strategies to implement at the CMCs.

Challenges in Recruitment and Retention at the CMCs Highlighted by Low Diversity (~ Half of Civilian University), Variety, Reputation and Support Systems, and High Complexity

Minority group representation among active military members has tripled compared to relative proportions among veterans¹⁷. As such, leaders in the armed forces must be equipped to manage an increasingly diverse body of soldiers. Further, research underscores that diversity not only enhances external legitimacy but also improves the military's capability to project influence and engage effectively with international allies¹⁸.

However, despite the recognized importance of diversity, the CMCs currently trail behind civilian universities and peer military academies in recruiting a diverse class of cadets (~50% less than civilian university, Figure 22). As the pool of eligible recruits diminishes due to an aging population, it becomes increasingly important to tap into broader talent pools and attract diverse interest groups. Additionally, the CMCs experience a high rate of voluntary releases, indicating potential areas for improvement in retention and inclusivity strategies. This analysis points to a critical need for the CMCs to bolster their diversity initiatives to better prepare cadets for leadership roles in a dynamic global military environment.

- **Diversity in recruitment:** The CMCs fall behind civilian institutions in terms of diversity representation. Women account for approximately 24% of CMC ROTP applicants, yet only 17% of these applicants are accepted¹⁹. In comparison, women represent 40-50%+ of the student body at Canadian universities (Figure 22). However, it should be noted that when compared to peer Service Academies such as USMA (Figure 22), the CMCs see a similar proportion of female representation. Visible minorities make up about 24-26% of the CMC population versus approximately 40% at Canadian universities (Figure 22). This discrepancy raises critical questions about how the CMCs can attract the best talent and make the academies an appealing choice for officer candidates from diverse backgrounds, in contrast to civilian university options. Some of the reason in the lack of diversity in recruitment could be attributed to:

¹⁷ Statistic Canada

¹⁸ RAND Corporation

¹⁹ "A Study of the Regular Officer Training Plan Using Gender-Based Analysis Plus: Phase 1 (2018),"

- **Program Variety:** The CMCs offer significantly fewer degree programs compared to even smaller civilian universities (Programs explored in more detail in Deep Dive on Steering Committee Proposition #7: Student Quality of Life), which could reduce the pool of applicants.
- **CMC Reputation and Prestige:** Less than half of non-white alumni and fewer than 25% of female alumni considered the colleges' reputation when deciding to attend, indicating that the CMCs' prestige does not heavily influence enrollment decisions for these groups (Figure 23). The primary reasons for choosing the CMCs among female cadets and cadets from visible minorities are subsidized education (70-71%) and an interest in joining the CAF (55-62%; Figure 23). This suggests a need to realign current recruitment messages to better reflect the actual motivations for applying.
- **Complex Admissions Process:** Another important aspect to consider in barriers for recruitment is that the CMCs feature a notably more complex admissions process compared to civilian universities due to the dual nature of the offer, which includes both admission to the college and employment within the CAF (Figure 24). Indeed, the CMC admissions involves several additional steps beyond academic evaluation. This includes the Canadian Forces Aptitude Test (CFAT), a psychometric test designed to assess military potential based on aptitude and personality traits. Candidates undergo a medical examination and a series of interviews as part of the enrollment process into the ROTP, which incorporates employment with the CAF. Together, this means that the entire process, from initial application to the final admissions decision, typically spans approximately four to six months. In comparison, typical university applications in Ontario are predominantly online and can be completed within one to two hours. These applications are chiefly assessed on academic potential, though competitive programs may also consider co-curricular activities, volunteering, and past work experience. In addition, most Ontario universities utilize a centralized online system that streamlines the process, allowing for quick uploads of transcripts and forms. Applicants generally experience fewer additional steps while awaiting the admissions decision.
- **Retention challenges:** From 2010-2016, about 23% of female cadets were released from the RMC St-Jean, compared to about 26% of male cadets²⁰. Of the female cadets who left, two-thirds did so voluntarily, while the remaining third were released involuntarily due to academic or military failures, or for medical or other reasons (Figure 22). In contrast, approximately 55% of male cadets who left did so voluntarily, and about 22% due to academic or military failure (Figure 22). These statistics highlight the need to support cadets throughout their four years at the CMCs to minimize both voluntary and involuntary attrition.
- **Perceived Respect and Bias:** Less than 50% of female cadets at the CMCs felt that they were treated respectfully in a bias-free environment²¹, which is crucial for retention, especially considering that almost one in five female cadets opt to leave voluntarily (Figure 22).
- **Allyship and Peer Support:** Support for diversity is lacking, with less than half of female, non-white, and non-straight alumni feeling they had allies to champion or support diversity during their tenure at the CMCs (Figure 25-26). For those who attended the CMCs, many alumni, especially women (~55%) observed difficulty speaking up (Figure 25)

²⁰ Data from RMC St-Jean

²¹ "A Study of the Regular Officer Training Plan Using Gender-Based Analysis Plus: Phase 1 (2018),"

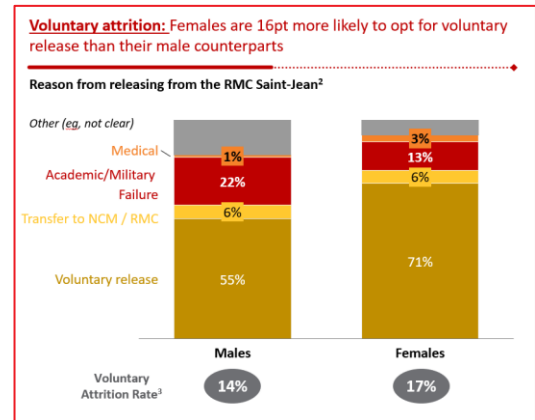
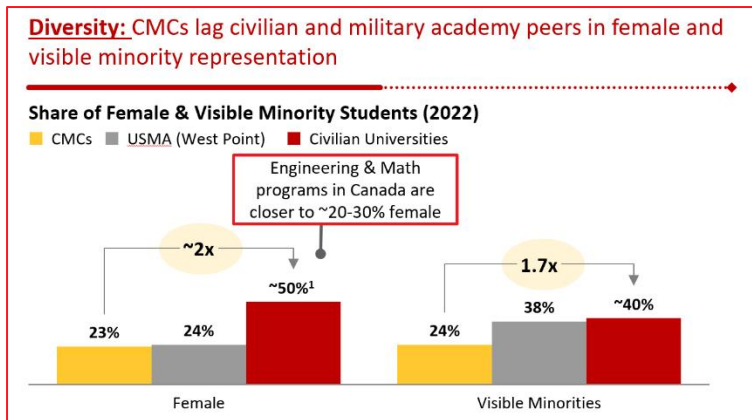


Figure 15: Representation of Women and Visible Minorities Lag Behind at the CMCs, with Higher Voluntary Release for Women 1. Overall female student enrollment for all university programs; does not factor in enrollment by type of program (e.g., STEM programs tend to have lower female enrollment) 2. Study used reason for release data from 2010-2016 for RMC Saint-Jean 3. Data only available as overall voluntary attrition rate from 2010 to 2016. Sources: RMCAA Alumni Specific Survey (October 2023), Statistics Canada, Queen's University, Maclean's Education, IECP Report, BCG analysis

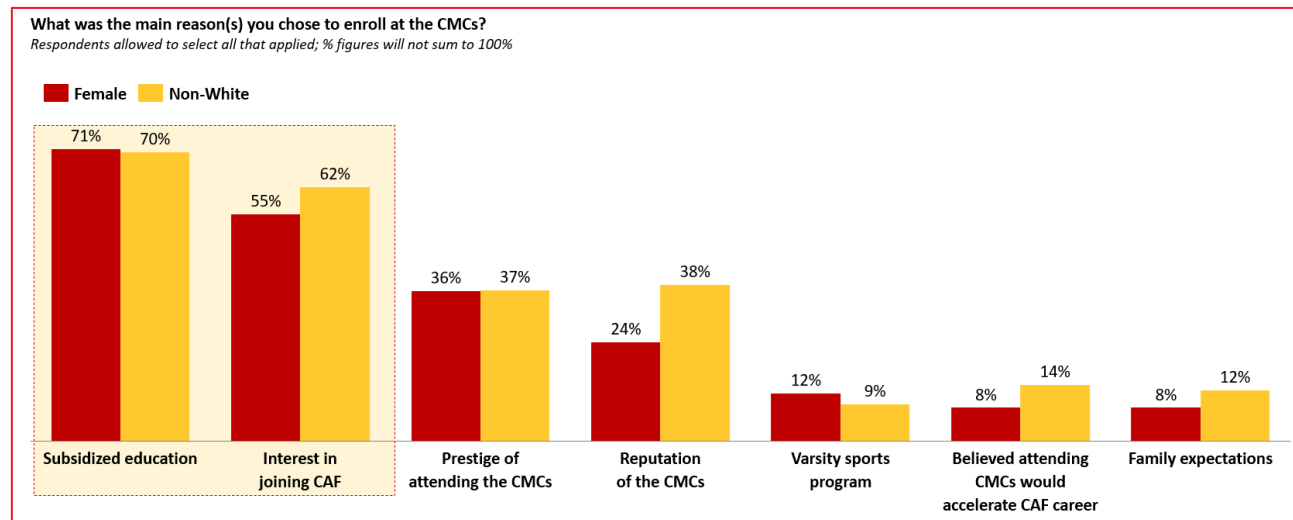


Figure 16: Reasons for Enrollment of Under-Represented Groups Mainly Subsidized Education (~70%) and Interest in Joining CAF (~60%) Note: This was a multiple select survey question where respondents could choose all answers that applied. Hence, figures across different options will not sum to 100%.

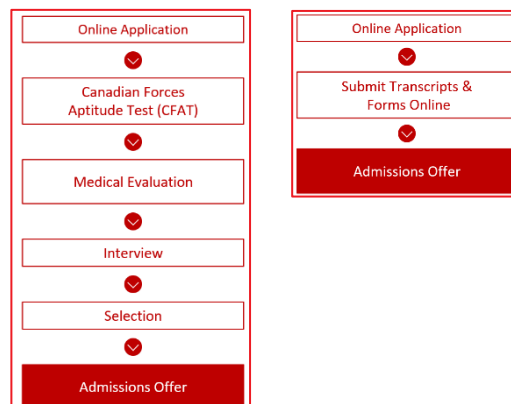


Figure 17: Comparative Overview of the Complexities of the CMCs' Admission Process. Sources: RMC-CMR Registrars Office, OUAC, BCG analysis

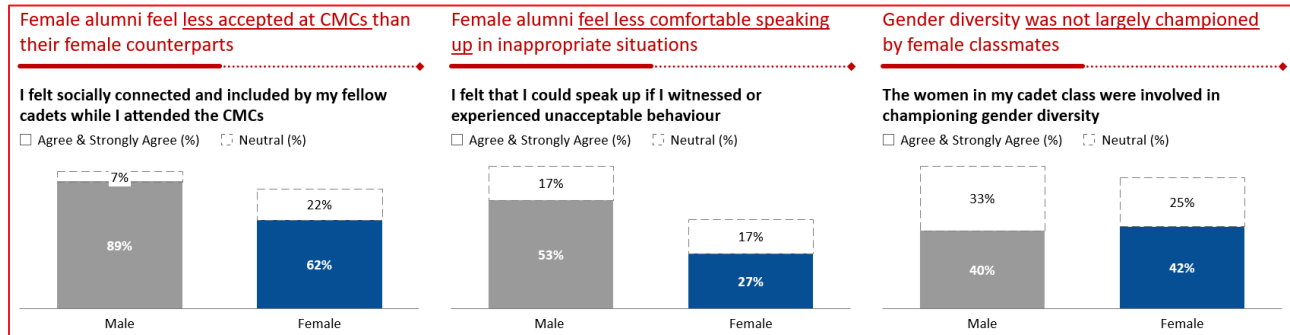


Figure 18: Recent Alumni Did Not Believe That They Could Speak Up If They Witness Unacceptable Behaviour

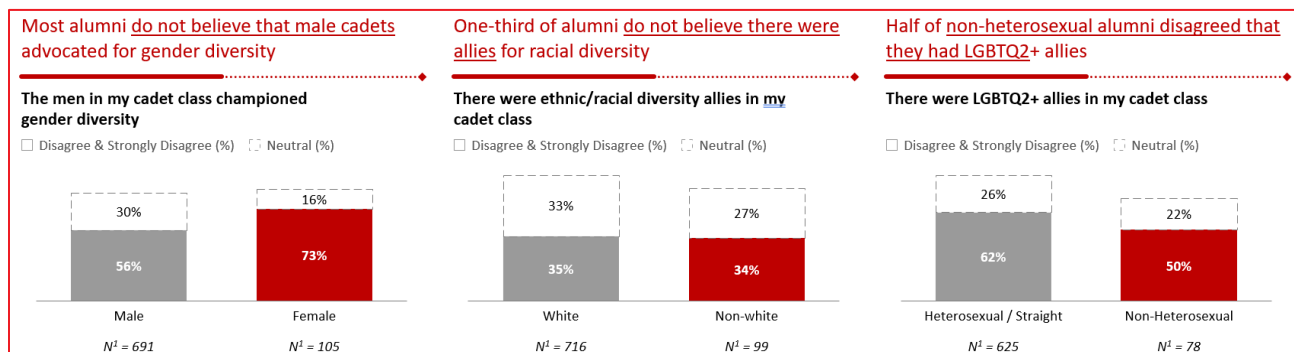


Figure 19: Majority of Alumni Disagreed that Male Cadets Championed Gender Diversity, and That Cadets Were LGBTQ2+ Allies
1. Lower N due to higher rate of "N/A" responses in this

Benchmark Shows Best Practices for Recruitment and Retention Initiatives, as well as Measurements and Accountability

To enhance diversity tracking metrics and develop personalized support initiatives we need to leverage expertise from civilian universities and corporate leaders. Below are examples of initiatives for recruitment and retention of members of under-represented groups, as well as measurements and accountability initiatives.

Recruitment and Retention Strategies: Personalized support for diverse students is crucial for improving both recruitment and retention rates.

- **Western University** implements a 'Big Sister, Little Sister' mentorship program²² within its engineering faculty, where female students, who represent only about 20% of engineering students²³, can receive additional support by

²² <https://www.eng.uwo.ca/undergraduate/women-in-engineering.html>

²³ <https://swe.org/research/2022/canada-undergraduate-enrollment/>

pairing with upper-year students. It has also established a support center for 2SLGBTQIA+ students offering a variety of resources²⁴.

- **McGill University** has published an EDI Strategic Plan for 2020-2025²⁵ outlining five main aspirations and conducts student demographic surveys to better understand the student body and inform enrollment and operational decisions.
 - **McGill University** has also launched the 'Branches' program²⁶, which provides academic programming and community mentorship for under-represented youth to help reduce barriers to higher education and support them once they are enrolled.
- **Queen's University** is expanding its candidate pool by crafting a more targeted value proposition and enhancing its presence in diverse communities and is focused on improving the retention of diverse students through personalized and targeted interventions including through:
 - **Access and Inclusion Team**²⁷: This team actively meets with students and families in underserved communities, primarily in the Greater Toronto Area (GTA) and Ottawa. They assist with the application process, promote the university's financial aid programs, provide campus tours for high school students, and host a series of events to address prospective students' questions.
 - **DEAP**²⁸ (**Diversity and Equity Assessment and Planning Tool**): This tool aids in understanding EDI dynamics within groups and helps develop action plans and timelines to boost inclusion.
 - **Yellow House**²⁹: Serves as a central hub for equity-related activities, offering events such as BIPOC study halls, meditative initiatives, and Queer gatherings, which enhance the sense of community and support among diverse student groups.
 - **Measurement and Accountability for EDI Initiatives**: Transparency in tracking progress is key to enhancing outcomes over time:
 - **Queen's University** has developed interim metrics to publicly monitor efforts to increase representation from under-represented groups, including the establishment of action groups to expand diversity related to gender, sexuality, and minority status in the student body (Figure 27).
 - **University of Toronto** publishes a Tableau report³⁰ that tracks admissions, enrollment, and student outcomes relative to Ontario and GTA averages. It conducts annual performance indicator reviews, providing commentary on results and assessing metrics such as student well-being, graduation rates, retention, and employment equity.
 - **BCG** adopts a 'Segment of one' approach for women and minority employees, creating tailored strategies that respond to each employee's unique needs, such as mentorship opportunities.

These examples highlight the importance of targeted support and robust measurement frameworks in fostering an inclusive and diverse academic or corporate environment.

²⁴ <https://www.uwo.ca/health/psych/2SLGBTQIA+.html>

²⁵ https://www.mcgill.ca/equity/files/equity/mcgill_strategic_edi_plan_2020-20251.pdf

²⁶ <https://www.mcgill.ca/branches/>

²⁷ <https://www.queensu.ca/queensubound/equity-diversity/access-and-inclusion>

²⁸ <https://www.queensu.ca/equity/educational-equity/diversity-and-equity-assessment-and-planning-deap-tool>

²⁹ <https://www.queensu.ca/yellow-house/>

³⁰ <https://data.utoronto.ca/facts-and-figures/>

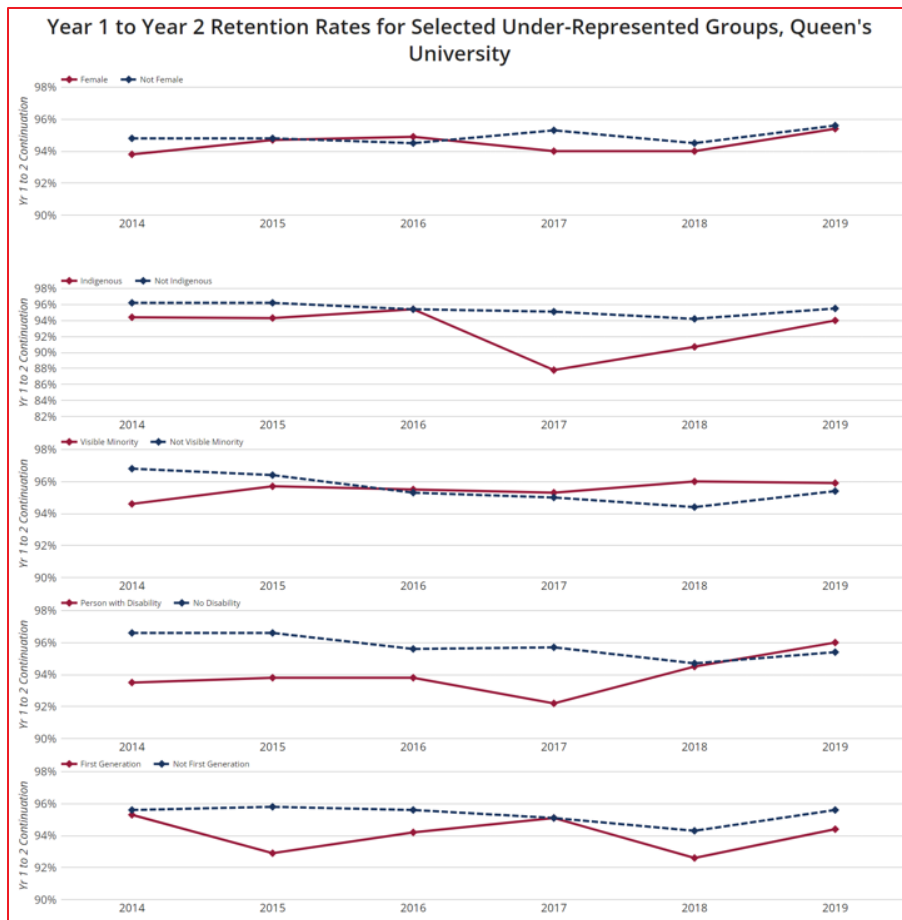
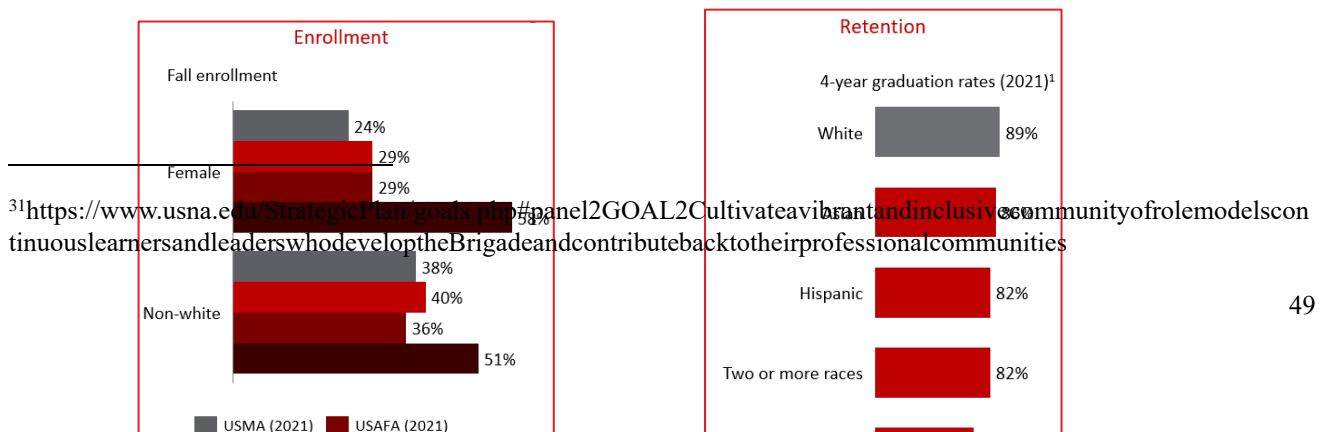


Figure 20: Queen's University Drive Accountability with a Measurement System

As for U.S. Service Academies, like the CMCs, they are encountering difficulties in both recruiting and retaining a diverse corps of cadets. Challenges related to EDI are evident from the enrollment (~27% female compared to 58% at civilian university; ~38% visible minority compared to 51% at civilian university) and retention (highest for white students at 89%) at these academies (Figure 28). Nevertheless, there have been positive developments in diversity initiatives at the academies. For the admission process, the USNA's 2030 strategy³¹ underlines a strong commitment to enhancing the diversity of its Brigade. Retention challenges are being addressed through comprehensive initiatives that target broader EDI issues, such as implementing mental health programs and other supportive measures to create a more inclusive academy environment.



³¹<https://www.usna.edu/StrategicPlan/goals.php#panel2GOAL2> Cultivate vibrant and inclusive community of role models, continuous learners and leaders who develop the Brigade and contribute back to their professional communities

Figure 21: U.S. Service Academies Experience Less Enrollment and Retention of Under-Represented Cadets 1. Unweighted average for USMA, USNA, and USAFA 2. Only for USAFA due to challenges in data reliability for other academies 3. Aggregate data for USMA, USNA, and USAFA 4. 2021-22. Source: United States Government Accountability Office Report (2022)³², BCG analysis

Interviews Highlight EDI Initiatives, and Recruitment and Retention Strategies to Implement at the CMCs

Interviews have discussed initiatives for EDI, recruitment, retention, and accountability detailed below.

Support for EDI Initiatives

Experts discussed the roles of the AGORA group and the Visible Minority Advocacy Group, both aimed at supporting EDI initiatives within the cadet community. These groups provide social networking, advocacy, and educational support. However, experts agree that these are not enough, and that embedding EDI within the broader curriculum is crucial, along with visible commitments to drive EDI initiatives.

Diversity Challenges and Recruitment

A lack of diversity and challenges in attracting and retaining talent were highlighted as critical issues. The insufficient number of women in leadership positions, despite recent increases, was raised as a concern. A more diverse recruitment strategy is necessary. As such, interviewees have discussed programs aimed at attracting more women and minorities, including targeted recruiting efforts, as well as integrating diverse leaders and instructors to reflect the changing demographics of the cadet population. Examples of U.S. military academies were provided such as visits to non-target schools by minority admissions officers.

Addressing Retention

Interviewees suggested implementing peer support systems and targeted interventions to address issues like racism, sexism, and homophobia, thereby improving retention rates. Individualized approaches and active role models are also important aspects raised by the experts for improving retention and ensuring cadets feel supported throughout their training.

Accountability and Oversight for EDI

Interviewees concurred that meaningful reforms are possible with a focus on accountability and oversight. Measurement systems should include defined EDI goals, with metrics segmentation to cover all under-represented populations. Transparent reporting and regular reviews are necessary to ensure continuous improvement.

Conclusion

In conclusion, supporting EDI initiatives through advocacy groups, addressing diversity challenges with targeted recruitment, implementing robust support systems, and ensuring accountability and oversight are critical steps toward

³² <https://www.gao.gov/assets/gao-22-105130.pdf>

fostering a more inclusive and supportive environment at the CMCs. These actions will help attract and retain a diverse cadet population and improve overall cadet well-being.

PROPOSITION #6: GRIEVANCES and MENTAL HEALTH

Ensure that the CAF's frameworks and policies for grievance management and mental health support consider the CMCs' unique context (including equity-seeking populations).

6A. Educate and deter harmful behaviours by developing and rolling-out a more holistic prevention program: Using a GBA+ approach, build a cohesive education and prevention program, enhanced training (e.g., unconscious bias training), and ensure greater supervision. Create a specific program for 1st year officer and naval cadets, recognizing that they are living away from home for the first time and may require more support.

6B. Develop an investigative policy consistent with CAF's revised grievance management framework, but ensure policies also consider the CMCs' unique context and demographics: CMC grievance management policies should be aligned with CAF's new framework and CPCC's overall propositions. Recognize need to maximize accessibility and trust for the CMCs' specific demographics (i.e., equity-seeking populations), which means creating CMC-specific resources (e.g., dedicated ombudspersons and sexual assault support coordinators for the CMCs) in addition to CAF-wide resources. The goal is to create different avenues for raising grievances based on differing comfort levels. Ensure that CMC resources are specifically trained to serve the needs of young people operating in both an academic and military setting (i.e., have unique needs beyond CAF adult soldiers with more life experience upon which to draw when navigating life's challenges).

6C. Strengthen support resources and mental health programs: Review and strengthen existing mental health support resources / programs, including reducing stigma associated with use, providing more transparency / anonymity around available resources and enhancing peer-support programs.

Topic	Concerns	Opportunities	Main source
Holistic Prevention Program	Sexual misconduct and discriminatory behaviour have been experienced by many alumni while at the CMCs, including 84% of recent female and non-binary graduates (Figure 30).	Develop and implement a comprehensive education and deterrence program, including GBA+ approach, unconscious bias training, and greater supervision, with special support for first-year cadets.	Alumni Survey
Tailored Investigative Policy	Only 43% of alumni agree that steps undertaken by the CMCs in response to discriminatory behaviours are sufficient (Figure 29).	Align CMC grievance management with CAF's revised framework, but tailor policies to the CMCs' unique context, providing dedicated resources like ombudspersons and a sexual assault support coordinator, and multiple avenues for raising grievances.	Alumni Survey
Strengthen Support Resources	44% of recent alumni found that mental health resources were inadequate (Figure 34).	Enhance mental health programs, reduce stigma, increase transparency and anonymity of resources, and improve peer-support programs.	Alumni Survey

This section delves into identifying gaps and suggesting potential improvements to the policies and procedures that oversee grievance management and mental health support at the CMCs. The propositions were developed following the examination of:

- Challenges regarding grievances and mental health at the CMCs highlighted by lack of deterrence, policies and support systems;
- Statistics Canada survey on grievances showing prevalence of misconduct at the CMCs;
- Best practices to address grievances and mental health challenges, which emphasize need for education, deterrence, support, and adequate investigation framework;
- Benchmarks from Military Service Academies and civilian universities featuring student-lead program and various support services; and
- Expert interviews agreeing with the creation of prevention programs, a comprehensive grievance management and support system, and the strengthening of mental health support.

Challenges Regarding Grievances and Mental Health at the CMCs Highlighted by Lack of Deterrence, Policies and Support Systems

The majority of recent grads have reported witnessing discrimination/harassment (Figure 29), including over 70% of female and non-binary grads. Sexual misconduct and discriminatory behaviour (such as unwanted sexual contact and harassment) have been directly experienced by 84% of recent female and non-binary graduates (Figure 30). However, only 27% of females felt comfortable speaking up (Figure 25). Alumni attribute peer behaviours and practices, such as peer pressure, along with entrenched legacy practices, as the primary factors responsible for shaping the current environment (Figure 31). Most alumni (74%) believe that enhanced enforcement of discipline and professionalism can have a high impact in addressing issues (Figure 32) of this nature.

Mental health challenges are also prevalent at the CMCs, with 90% of recent graduates having witnessed cadets facing mental health challenges and being nearly twice as likely to have experienced them themselves (Figure 33). Yet, less than a third of recent graduates used mental health services, while more than half of those who did not use them reported needing them (Figure 35). This could be due to perceived challenges across access, adequacy, and the establishment of trust with broader mental health service support (Figure 34). Below we divided issues raised by alumni based on initiatives that could prevent misconduct and mental health challenges. These include Educate and Deter, Identify and Investigate, Support and Rehabilitate.

Educate and Deter:

- **Use of non-inclusive legacy practices:** 76% of alumni agree that legacy practices such as hazing contribute to discriminatory behaviours (Figure 31).
- **Perceived gaps in awareness and training:** ~70% of alumni agree that enhanced ethics, leadership, professionalism training and 62% agree that bystander training can help reduce discriminatory behaviours (Figure 32).
- **Gaps in understanding discriminatory behaviours:** Majority of female and non-binary alumni (57%) agree that misunderstanding what constitutes discriminatory behaviour contributes to increased discrimination (Figure 31).
- **Lack of enforcement and severe sanctions:** 69% of alumni agree that more serious sanctions are needed for enhanced enforcement (Figure 32) for more serious infractions.

Identify and Investigate:

- **Unclear processes are likely barriers to reporting:** Majority of recent grads (55%) agree that unclear reporting processes are responsible for higher rates of discrimination (Figure 31).
- **Alternative process opportunity:** ~75% of recent grads believe creating an independent investigation unit (instead of relying on the chain of command) will have a high impact in addressing discrimination (Figure 32).

Support and Rehabilitate:

- **Limited access and adequacy of mental health support:** half of alumni agreed they could have sufficient access to mental health services (Figure 34).
- **Adequate support:** 40%+ of female and non-binary and recent grads do not find the support adequate for the issues that they are experiencing (Figure 34).
- **Challenges in establishing trust with providers:** One-third of recent grads do not agree that they could trust their mental health services provider (Figure 34).

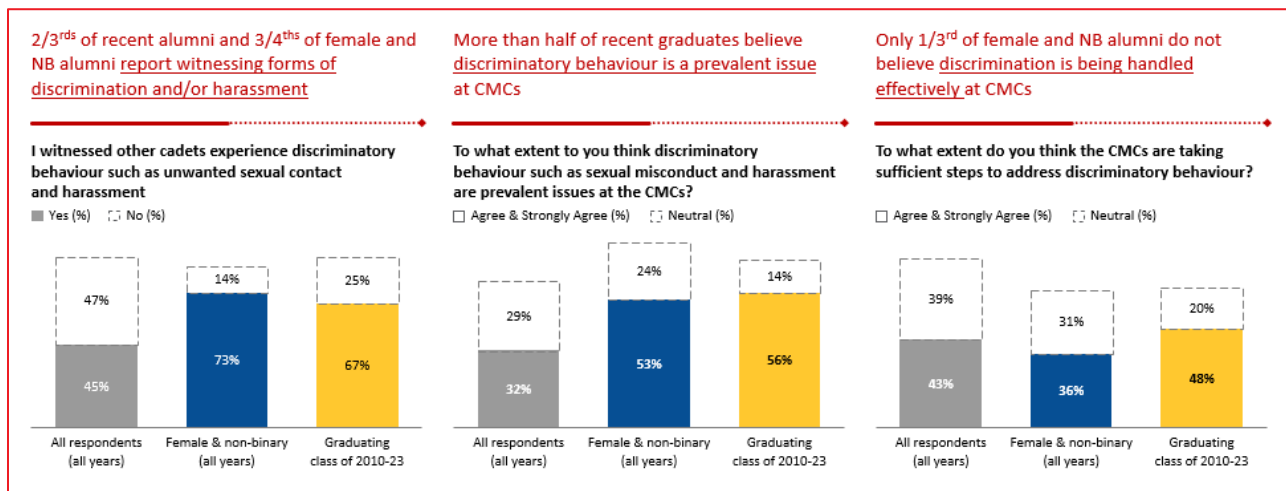


Figure 22: Increased Prevalence of Sexual Misconduct at the CMCs

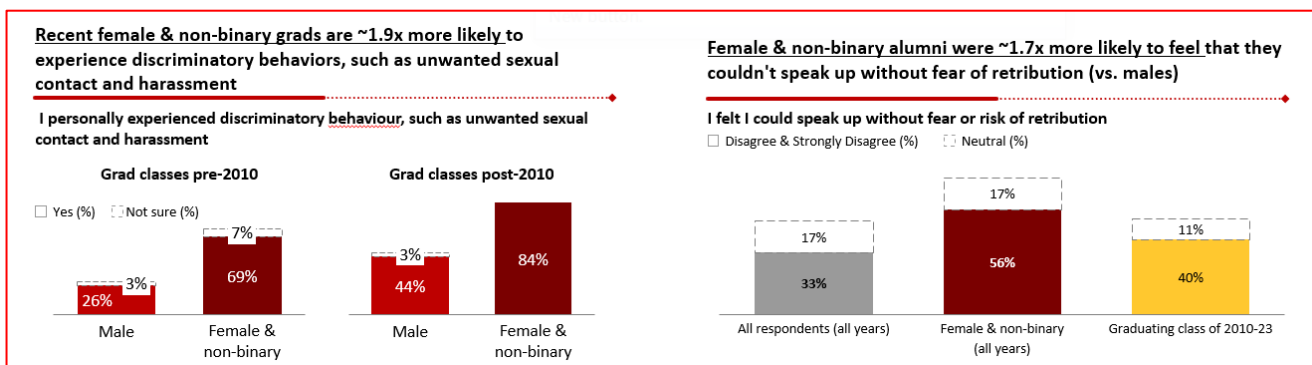


Figure 23: 84% of Female and Non-Binary Recent Graduates Experienced Discriminatory Behaviour and 56% Experience Fear of Retribution

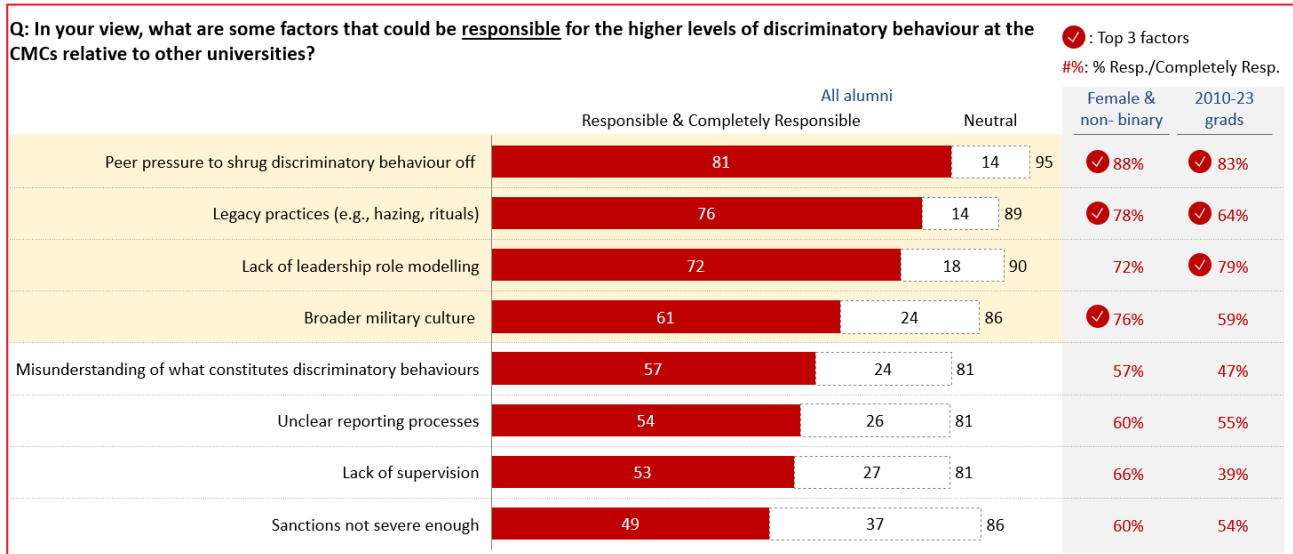


Figure 24: Peer Pressure and Legacy Practices Among Highest Behaviours Responsible for Discrimination According to CMC Graduates

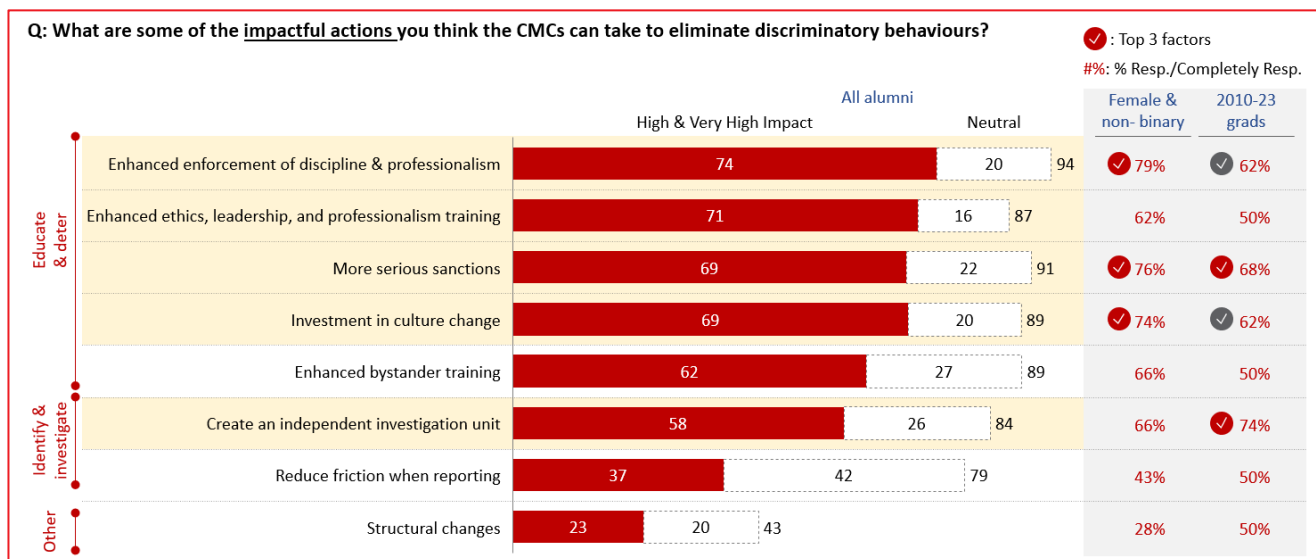


Figure 25: Alumni Agree That Steps Can Be Taken to Eliminate Discriminatory Behaviour

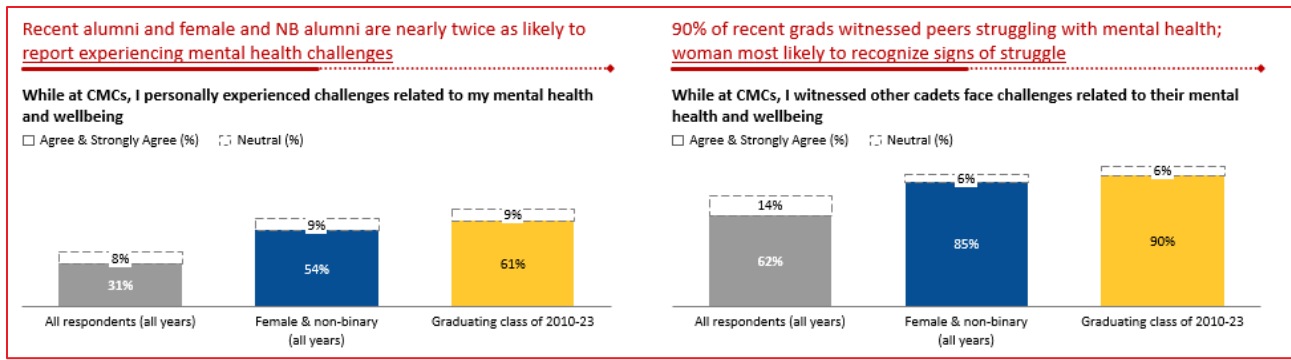


Figure 26: Majority of Recent Graduates Experienced Mental Health Challenges While at the CMCs

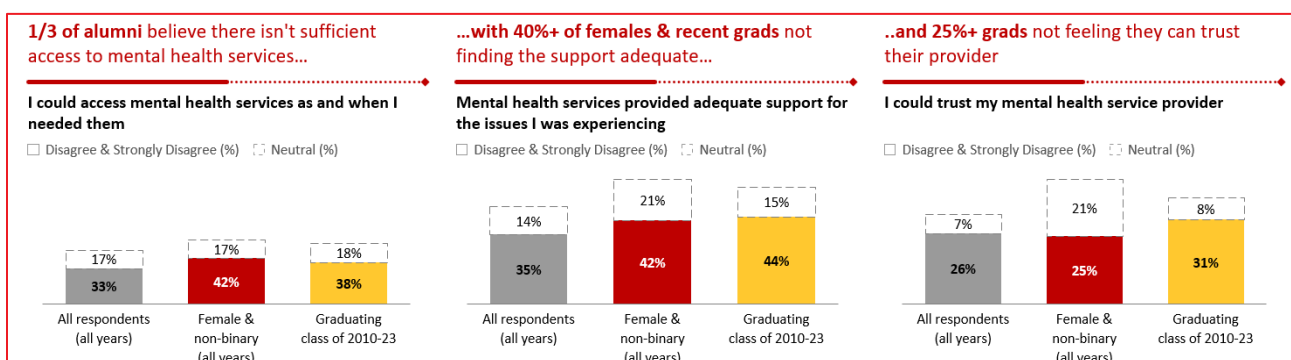


Figure 27: Majority of Alumni Do Not Agree That Mental Health Services Were Adequate or Trust-Worthy

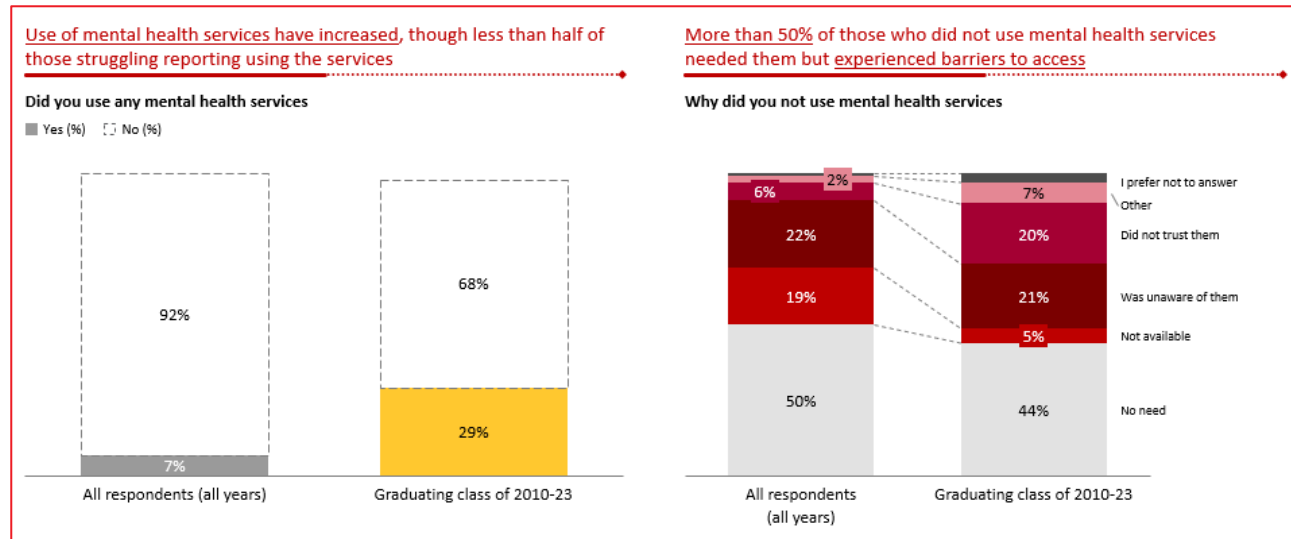


Figure 28: A Large Proportion of Alumni Needing Mental Health Services Did Not Use Them

Statistics Canada Survey on Grievances Shows Misconduct Prevalent at the CMCs

In alignment with the results found in the alumni survey, a 2019 Statistics Canada survey of 512 students from the CMCs highlighted the pervasive issue of sexual misconduct and its negative impact on officer and naval cadet support-seeking behaviours. The survey aimed to shed light on the prevalence of sexual misconduct and the experience of minority groups within the CMCs compared to the general post-secondary student population.

Findings on Toxic Culture and Sexual Misconduct at the CMCs:

- **Discrimination Perception:** Two out of five CMC students reported witnessing or experiencing discrimination, often centered around gender stereotypes, such as beliefs about how "a man does not act like a man is supposed to."
- **Attitudes Toward Sexual Comments:** Three times as many male students agreed or strongly agreed that "people get too offended by sexual comments, jokes."
- **Perceptions of Sexual Harassment:** Twice as many male students compared to female students agreed or strongly agreed that "certain harmless behaviours are wrongly interpreted as sexual harassment."
- **Incidence of Sexual Misconduct:** A significant seven out of ten CMC students (this would represent over 1200 students) reported witnessing or experiencing unwanted sexualized behaviours.
- **Perpetrators and Location of Incidents:** A staggering 94% of these unwanted behaviours were committed by fellow CMC students, predominantly male. Moreover, 78% of these incidents occurring on campus took place in campus residences, indicating that most incidents happened in communal settings.

Disproportionate Impact on Minority Students:

- **Female Cadets:** Representing 21% of the CMC student population, female cadets are twice as likely to experience unwanted sexualized behaviours and six times more likely to receive "catcalls" and to be sexually assaulted - rates approximately twice those of the general post-secondary student population. They are also more likely to feel less secure on campus and suffer emotional or mental health impacts due to these behaviours.
- **Non-heterosexual Cadets:** These students are three times more likely to face discrimination and twice as likely to encounter unwanted sexualized behaviours compared to their heterosexual peers.
- **Disabled Cadets:** This group is twice as likely to experience discrimination and 1.4 times more likely to encounter unwanted sexualized behaviours than non-disabled students.
- **Underutilization of Support Services by Victims:** Despite a higher awareness of available support services at the CMCs, victims of sexual misconduct are less likely to seek help. The survey highlights that:
- CMC students are twice as likely to be aware of support services for sexual assault and harassment compared to the general student population.
- 56% of students chose not to report incidents of unwanted behaviour because they perceived the situations as not serious enough.
- Victims of sexual assault are seven times more likely to hold a negative perception of the effectiveness of CMC support. Those who experienced unwanted sexualized behaviour are twice as likely to doubt that the school would handle a sexual violence complaint fairly.

These findings reveal a critical need for cultural and behavioural changes within the CMCs to address and mitigate sexual misconduct effectively. They underscore the need for the CMCs to enhance their support systems and create a safer, more supportive environment for all cadets, particularly those from minority groups who are disproportionately affected by such misconduct.

Best Practices to Address Grievances and Mental Health Challenges Emphasize Need for Education, Deterrence, Support, and Adequate Investigation framework

The IECR report and results from alumni surveys have revealed several deficiencies in the current system governing equity complaints, ranging from training inadequacies to issues in reporting mechanisms and support for survivors. Equity complaints cover all instances of discriminatory behaviour, including those based on ethnic/racial and sexual/gender dimensions. Robust policies and procedures for managing equity complaints are crucial for ensuring that all cadets feel included and protected within the CMC environment. This is particularly important since a large proportion of women and recent graduates have experienced discriminatory behaviours (84% of female and non-binary recent graduate, Figure 30) and mental health challenges (61% of recent graduates, Figure 33), highlighting the necessity of the Renewal framework.

Best practices for reducing incidents of harmful behaviours³³:

Educate and Deter:

- **Training Requirements:** Mandate ethics and bystander training for all students and faculty to promote awareness and proactive behaviours.
- **Policy Enforcement:** Implement clear consequences for violations of policies to ensure compliance and safety.
- **Nighttime Support:** Provide support resources during nighttime hours, when most assaults occur, including security staff presence.
- **Substance Policies:** Establish and enforce strict alcohol and drug policies, coupled with education on consent particularly in scenarios involving substance use.
- **Housing Choices:** Offer options for students to choose their living arrangements, such as female-only housing, to enhance safety and comfort.

Support Mental Health and Well-being:

- **Counseling Options:** Offer a range of counseling services for survivors, ensuring easy access to mental health support.
- **Protective Measures:** Guarantee the protection of claimants/survivors throughout the investigative process, including accommodations like the option to change dorms or residences.
- **Community Rebuilding:** Facilitate connections with peer groups to help rebuild trust and camaraderie among students.

Identify and Investigate:

- **Confidential Services:** Provide confidential, anonymous, and independent support services to encourage reporting.
- **Diverse Reporting Options:** Detail support and reporting procedures in various accessible formats, such as online platforms and phone services.
- **Investigation Fairness:** Maintain fair and transparent investigation policies and procedures to ensure justice and integrity.
- **Legal Support:** Connect claimants with legal clinics or law services upon request, providing necessary legal advice and support.

These strategies are designed to cultivate a safe and supportive educational environment, addressing prevention, support, and proper handling of incidents to foster a respectful and secure community for all members.

³³ From benchmarking, including from U.S. Service Academies and McGill University

Benchmarks From Military Service Academies and Civilian Universities Feature Student-Lead Programs and Various Support Services

US Service Academy Examples

Numerous initiatives are currently being implemented to address equity complaints and enhance mental health and well-being across U.S. Service Academies. These efforts demonstrate a proactive approach in creating a supportive environment for students.

Educate and Deter Initiatives:

- **Dedicated Offices and Taskforces:** The USAFA operates an "Equal Opportunity Office"³⁴ focusing on education and policy, alongside a taskforce specifically for sexual misconduct. Similarly, the USNA has established a Sexual Assault Prevention and Response Office (SAPR)³⁵ staffed with both active-duty and civilian experts.
- **Student-Led Programs:** The USMA has initiated the ACT Program³⁶, which is spearheaded by trained cadets who facilitate peer-led discussions aimed at prevention.

Identification and Investigation Measures:

- **Revised Authority Structure:** An Executive Order issued by President Biden in 2023³⁷ mandates that investigation and prosecution authority will shift from the traditional chain of command to specialized independent military prosecutors. These prosecutors will initially be contacted by military police following a crime to determine jurisdiction.
- **Reporting Mechanisms:** Incidents are to be reported through Sexual Assault Response Coordinators (SARCs) and Victim Advocates (VA)³⁸. However, other equity complaints will continue to be managed within the chain of command.

Support and Rehabilitation Efforts:

- **Policies to Facilitate Healing:** The USMA's "Return to Health" policy³⁹ supports the healing and recovery of cadets after sexual assault, promoting access to necessary services.
- **Mental Health Programs:** During the 2021-22 academic year, USNA provided access to NeuroFlow⁴⁰ for 4,500 midshipmen. This clinically validated program offers resilience techniques, including meditation and guided breathing, to bolster mental well-being.

These measures reflect a comprehensive strategy to tackle the issues of sexual misconduct and mental health, ensuring that cadets receive both preventive education and necessary support.

³⁴ <https://www.usafa.af.mil/Units/HQ-USAFA/Equal-Opportunity/>

³⁵ <https://www.usna.edu/SAPRO/index.php>

³⁶ <https://www.westpoint.edu/news/press-releases/west-point-remains-committed-creating-culture-of-trust>

³⁷ <https://www.whitehouse.gov/briefing-room/statements-releases/2023/07/28/fact-sheet-president-biden-to-sign-executive-order-implementing-bipartisan-military-justice-reforms/>

³⁸ <https://www.sapr.mil/?q=d-saacp>

³⁹ <https://www.westpoint.edu/news/press-releases/west-point-remains-committed-creating-culture-of-trust>

⁴⁰ <https://start.neuroflow.com/usna>

Civilian University Examples:

McGill University's programs and initiatives to educate and deter harassment and sexual violence:

Educational and Deterrent Initiatives:

- **It Takes All of Us⁴¹**: A mandatory program for all students and faculty designed to raise awareness and maintain a community free from sexual violence.
- **Alcohol and Drug Policies⁴²**: Enforces a detailed policy on campus regarding the consumption of alcohol and drugs, including measures such as requiring trained servers at events and prohibiting alcohol at orientation events.
- **Ombudsperson⁴³**: Offers independent, impartial dispute resolution services, providing advice, intervention, and referrals.
- **WalkSafe⁴⁴ (Peer Buddy System)**: A student buddy system that ensures mutual safety by accompanying each other, especially during night hours.

Investigation Processes:

- **Office for Sexual Violence Response, Support and Education⁴⁵**: This university service offers confidential, non-judgmental support to individuals affected by sexual violence, helping them navigate their reporting and support options.
- **Information and Assistance for Reporting**: Provides detailed explanations of the processes associated with each reporting option and assists with both internal (McGill) and external (police) reporting.
- **Direct Support**: Includes group therapy, trauma support groups, and various self-care and healing options.
- **Crisis Response Planning**: Advises on protection and safety measures post-assault.

Support Services:

- **Sexual Assault Center of the McGill Students' Society (SACOMSS)⁴⁶**: A peer resource that empowers survivors and raises awareness about sexual assault both at McGill and in the wider Montreal community.
- **DIAL**: A phone line staffed by volunteers trained to listen and provide support.
- **Advocacy Branch**: Volunteers assist survivors by explaining procedures, accompanying them to appointments, and helping navigate complaint processes.
- **Resources**: Offers information on sexual health, healthy relationships, consent, mental health, self-care, and allyship.

These comprehensive programs and initiatives at McGill University are aimed at creating a safe and supportive environment, educating the community, preventing sexual violence, and providing essential support to those impacted.

⁴¹ <https://www.mcgill.ca/osvrse/education/online-modules>

⁴² https://www.mcgill.ca/secretariat/files/secretariat/policy_concerning_alcohol_cannabis_and_other_drugs.pdf

⁴³ <https://www.mcgill.ca/ombudsperson/>

⁴⁴ <https://walksafe.ssmu.ca/>

⁴⁵ <https://www.mcgill.ca/osvrse/>

⁴⁶ <https://www.sacomss.org/wp/>

Expert Interviewees Agree with the Creation of Prevention Programs, Comprehensive Grievance Management and Support Systems, and the Strengthening of Mental Health Supports.

Expert interviews covered a wide array of topics regarding grievances and mental health. These are highlighted below:

Holistic Prevention Programs and First-Year Cadet Support

Experts emphasized the need for cohesive education and deterrence programs that include bystander training, unconscious bias training, and presentations from military personnel that incorporate a GBA+ approach. The need to implement these programs specifically for first-year cadets was discussed, as they require additional support while adjusting to being away from home for the first time.

Misconduct Issues and Grievance Management

Experts have highlighted that misconduct issues are not unique to Canada but are a broader, significant concern. Therefore, they suggested aligning the CMCs grievance management policies with the CAF's new framework, such as by establishing dedicated ombudspersons and sexual assault support coordinators. They also agreed that more psychologists and comprehensive sexual misconduct action plans are necessary. Additionally, they discussed the need for policies that maximize accessibility and trust for equity-seeking populations.

Strengthening Mental Health Support

The interviews emphasized the importance of reviewing and strengthening existing mental health support resources and programs, such as by reducing stigma, providing more transparency and anonymity around available resources, and enhancing peer-support programs. Ensuring cadets are aware of and can easily access mental health resources is paramount to this Renewal.

Conclusion

In conclusion, implementing holistic prevention programs, supporting first-year cadets, addressing misconduct issues with a comprehensive grievance management system, and strengthening mental health support are critical steps toward improving the overall environment at the CMCs. These changes will help create a safer, more supported, and well-prepared cadet community.

PROPOSITION #7: STUDENT QUALITY OF LIFE

Review all elements of a healthy student life to enable officer and naval cadets to thrive in their academic experiences.

7A. Review academic offerings to better balance the overall needs of CAF, future officer and naval cadets, and the CMCs' ability to deliver them: Recommend that the CMC Review Board conduct a thorough analysis leading to a potential reset of the CMCs' degree offerings to balance future CAF needs and to enhance the ability to attract diverse talent. Economic trade-offs and current capabilities should also be considered to ensure funding is directed at highest-value classes and programs (e.g., rationalizes classes with insufficient enrollment).

7B. Invest in major physical infrastructure upgrades: The GC and CAF should prioritize infrastructure investments aimed at increasing security for officer and naval cadets (e.g., better lighting, functional locks on all doors). Invest in core facilities to ensure comparability with civilian universities and in select areas, create top-tier infrastructure as a means of attracting top talent to the CMCs (e.g., sports arenas). Where funding is unavailable to make certain facilities secure and livable, consider alternate arrangements (e.g., off-campus living).

7C. Develop campus alcohol and substance use policies and plan additional interventions to enhance student health and well-being: Reset alcohol and substance use policies and programs to support broader health and safety initiatives (e.g., mess monitors to prevent overconsumption, safe serve certifications etc.). Recognize that a deeper review will be required to identify the right policies and interventions to avoid creating unintended consequences (e.g., alcohol use in unsupervised, private settings).

7D. Review and adjust broader CMC rituals, policies and procedures to enhance officer and naval cadets' physical and mental well-being and safety: Conduct holistic review of all formal and informal rituals, policies and procedures with the lens of improving the overall well-being of officer and naval cadets (e.g., policies around locking doors, off-campus passes, special requests for changes).

Topic	Concerns	Opportunities	Main source
Review Academic Offerings	Program offerings and the CMCs ranking compared to other universities (Figure 36-38) suggest more attention may be given to high-value classes.	Ensure the CMCs' degree programs balance future CAF needs, attract diverse talent, and ensure funding is directed towards high-value classes and programs.	Benchmarks
Invest in Infrastructure Upgrades	2017 SSAV Report highlighted the inadequate infrastructure at the CMCs, raising significant concerns.	Prioritize security improvements (e.g., better lighting, functional locks) and invest in core facilities to match civilian universities and attract top talent, with alternative arrangements for inadequately secure facilities.	SSAV report
Develop Alcohol and Substance Use Policies	Drinking culture is pervasive amongst student population, including at the CMCs according to ~65% of alumni (Figure 38).	Implement policies and programs to promote student health and safety, such as mess monitors and safe serve certifications.	Alumni Survey
Enhance Well-Being and Safety	76% of alumni agreed that rituals like hazing was contributing to discriminatory behaviour (Figure 31).	Review and adjust CMC rituals, policies, and procedures to improve the physical and mental well-being and safety of officer and naval cadets.	Alumni Survey

The 2017 SSAV report partly informed the infrastructure proposition. As for the proposition on well-being and safety, it was guided by alumni survey responses and interviews discussed earlier. Notably, Figure 31 shows 76% of alumni agree

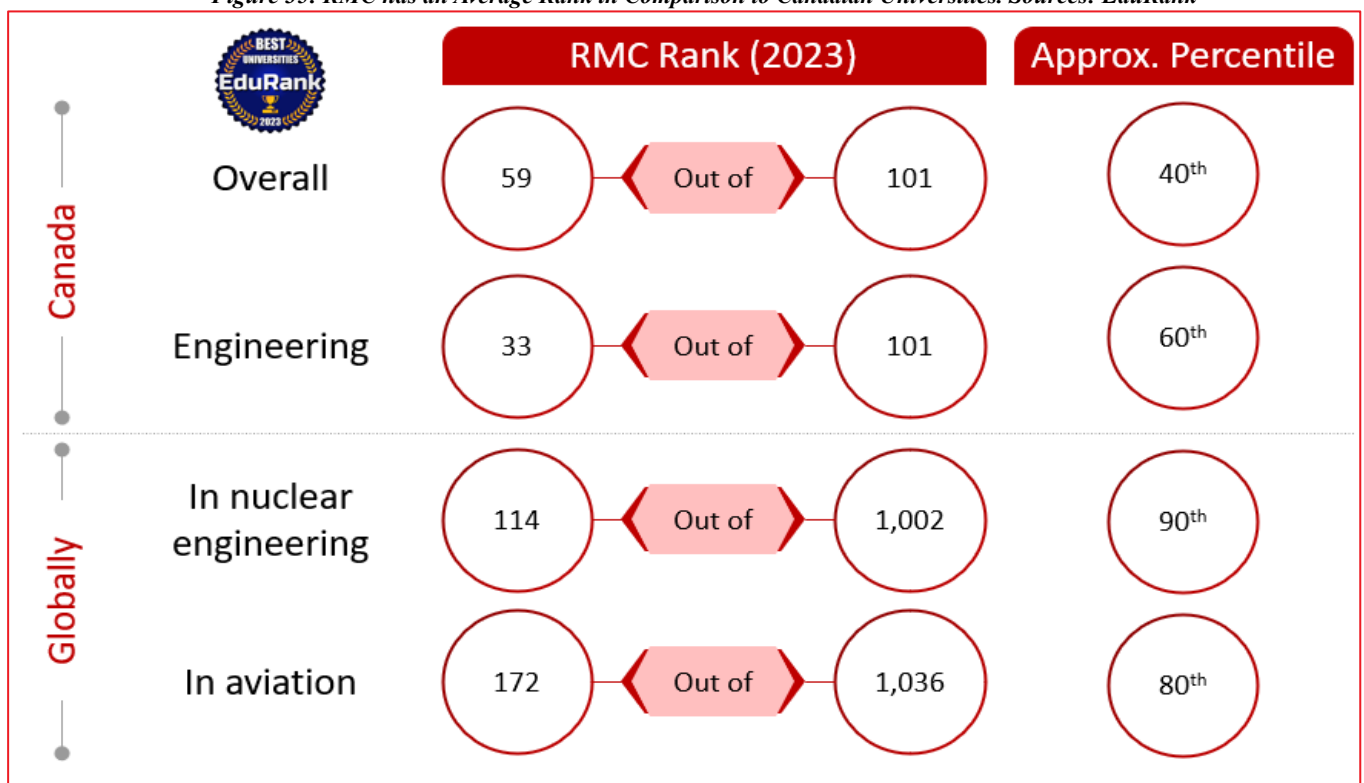
that legacy practices led to discriminatory behaviors, and Figure 33 reveals that 61% of recent graduates faced mental health challenges at the CMCs. Below is a review of the additional material that has informed our two other propositions, and more, as part of the Proposition #7: Student Quality of Life:

- Academic offering is lagging behind at the CMCs compared to other universities;
- Alumni agree that alcohol culture is pervasive at the CMCs; and
- Experts support changes to academic offering, infrastructure and policies to enhance student quality of life.

Academic Offering is Lagging Behing at the CMCs Compared to Other Universities

The academic ranking of the CMCs is considered average compared to other universities (Figure 36), and the CMCs offer less choice in programs versus civilian universities (Figure 37). RMC offers less than one-fifth the number of programs found at larger universities like Queen's or Waterloo, while 80% of RMC's programs are commonly found in larger civilian universities⁴⁷. These results suggest that a review of the current academic offering is necessary to ensure that resources are spent on high-value programs and attract diverse students. This is important since the limitations in academic offerings can lead to a less engaging campus environment, and thus affect students' quality of life. In this same topic, the next section explores the attitudes alumni have with regards to alcohol use at the CMCs.

Figure 35: RMC has an Average Rank in Comparison to Canadian Universities. Sources: EduRank



⁴⁷ BCG analysis

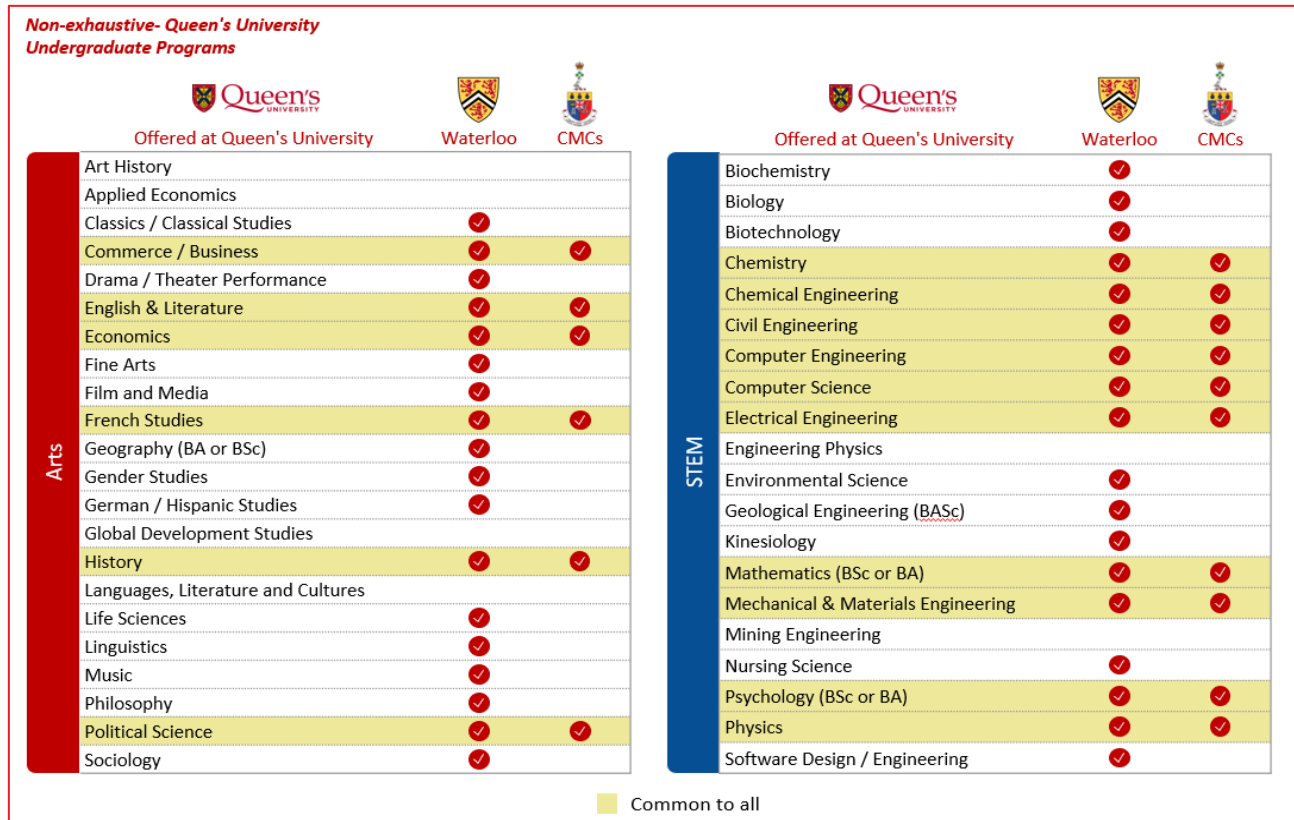


Figure 29: There are Fewer Programs Offered at the CMCs vs Civilian Universities.
Sources: Queen's University, RMC, University of Waterloo, QS Top Universities, literature search, BCG analysis

Alumni Agree that Alcohol Culture is Pervasive at the CMCs

With regards to alcohol consumption at the CMCs (on- and off-campus), alumni agree (47%-53%) that alcoholism among the student population was encouraged, and even more so recently (58%-69%; Figure 38). Recent graduates have also agreed that ethical incentives have declined (23% for all respondents vs 50% for recent graduates; Figure 38), prompting the establishment of alcohol and substance use policies

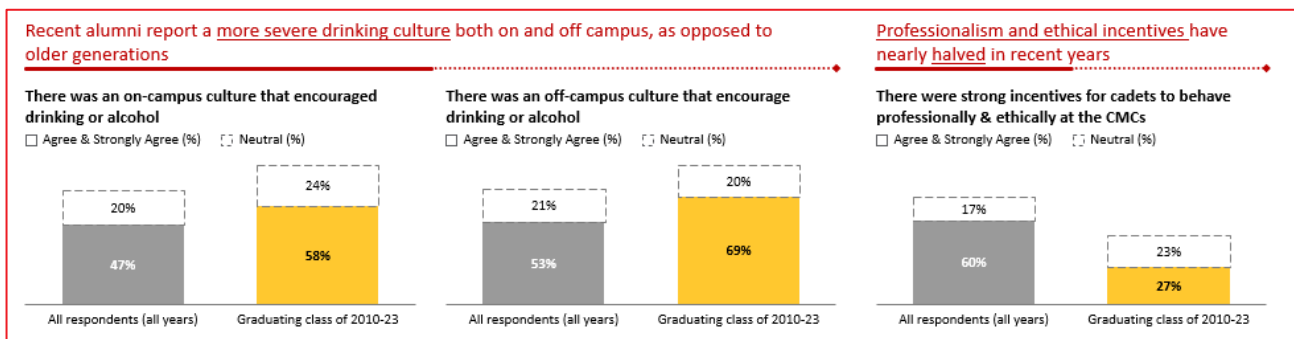


Figure 30: Alumni Agree That There is an Alcohol Culture at the CMCs and Lack of Professionalism.

Responses grouped by ratings 1-3, 4 (neutral), 5-7

Experts Support Changes to Academic Offerings, Infrastructure and Policies to Enhance Student Quality of Life

The four key aspects underlying this proposition were discussed during expert interviews. An overview of these perspectives is described below for each of the four concerns underlying Proposition #7: Student Quality of Life:

Academic Offerings

Interviewees agree that the current academic offerings do not adequately prepare cadets for military leadership and emphasized the need to review and update the core curriculum and degree offerings to ensure they align with CAF requirements.

Infrastructure

Experts stressed the necessity of better physical infrastructure. This includes secure locks and better lighting. In addition, the recent wave of suicides highlighted the urgent need for more mental health resources and facilities. Therefore, experts suggested prioritizing infrastructure investments that enhance security and living conditions. The Alumni Association would welcome the opportunity to collaborate on ways to amend the current policy limitations and governance models that prevent the use of publicly raised donated funds for major capital infrastructure investments on the RMC campus. Some form of public-private-partnership (P3) would be a welcome addition to the infrastructure landscape of the CMCs, and we hope to see more of this cooperative investment approach result from this review process to enable the kinds of change that are needed despite the current economic climate.

Substance Use Policies and Support Systems

Regarding substance use on campus, interviewees noted the need for preventive measures and structured support. This includes a comprehensive review of alcohol and substance use policies as well as support systems to help cadets deal with substance use and prevent abuse. Creating a healthier environment for cadets through monitored and controlled substance use policies is vital.

Rituals, Policies, and Procedures

Finally, interviewees raised concerns regarding the outdated legacies and traditional hazing practices. Experts from U.S. Service Academies have reported that hazing was largely eliminated, with formal channels in place for reporting issues. As such, experts recommended revising the CMCs' policies to better prioritize safety and mental health.

Conclusion

In summary, it is imperative to undertake a comprehensive review and update of the core curriculum, physical infrastructure, substance use policies, and traditional rituals to better support the overall well-being of cadets. These changes will ensure that our cadets are well-prepared for modern military leadership, and that they remain safe and healthy during their time at the CMCs.

ENGAGEMENT WITH THE CMCRB

Representatives of the Alumni Association Board of Directors met with the CMCRB on 13 June 2024. The Alumni Association team presented a summary of our Renewal Strategy to the CMCRB, followed by a Question-and-Answer period. We presented the context of our work, our approach to developing a renewal strategy, and the seven propositions along with the major facts and data points that support our recommendations. The presentation also highlighted the important contributions of the CMCs to Canadian society, including:

- Graduating alumni who had remarkable careers in public service, military, business, academia, law, medicine, and engineering;
- Being a vector for Professionalism and Culture of the Canadian Armed Forces, being a symbol of Canadian sovereignty and taking steps towards independence after Confederation;
- Contributing many leaders who fought in Canada's wars, including the Boer War, the two world wars, Korean War, the Cold War, the Balkans, Afghanistan and NATO's forward presence in Europe;
- Leading research on national security topics, such as veterans' health, nuclear power, environmental sciences, and cybersecurity, which is increasingly becoming important with the rise of great power competition; and
- Offering specialized professional development programs for CAF members and senior NCOs.

The CMCRB stated its appreciation for our independently conducted, professional, and rigorous study and opened the door for further collaboration as their mandate progresses over the next six months. We emphasized our readiness to assist. The CMCRB explored the intended outcomes sought by the Alumni Association. This was expressed to them as supporting cultural and systemic change at the CMCs to address the root causes of sexual assault, harassment and discrimination and to ensure that the CMCs are safe and effective for all who attend. The CMCRB asked that this be more clearly set out in our submission, and we have endeavored to do that here.

CMC Review Board members asked whether the Alumni Association believes that any of its current practices and policies influence organizational culture at the CMCs. This question generated an engaging discussion on opportunities for the Alumni Association to question and review its own practices and traditions that may be more exclusive rather than inclusive.

CMC Review Board members were interested to know more about the impact that the CMC ROTP experience has on the lives of alumni over time, post-graduation. Our 2023 survey results clearly indicate that over 86% of alumni believe the CMCs have prepared them to undertake leadership roles and for a career in CAF and beyond. A follow-up survey conducted among 2,056 alumni in 2024 provided more detail:

- 92% of respondents replied that their time at CMC made them more successful as a leader, 86% believed their CMC experience made them more successful in their military career or occupation, and 79% believed their CMC experience made them more successful in their civilian career or occupation.
- When asked about the skills and abilities developed by CMCs the top three were Teamwork (84% of respondents), Time Management (83%) and Leadership (82%).
- 69% of respondents said the CMCs were Excellent or Very Good in 'Providing transferable work skills that I could apply to civilian as well as military work.'
- Respondents were asked to rate the impact of their CMC experience on a scale of 1 to 10. The rating across all respondents was 8.6 (Male - 8.6, Female - 8.7).
- 90% of respondents agreed or somewhat agreed that their CMC experience created life-long bonds, 86% felt that it helped them have positive relationships with subordinates, superiors and peers, and 76% felt the CMC experience and network helped them navigate through career changes.
- Respondents were asked to identify three to five professional values they associate with CMC alumni. The most frequently identified were: Integrity (61%), Responsibility (57%), Loyalty (46%), Reliability (44%) and Accountability (40%).
- When asked to identify three to five values important to them personally, respondents identified: Integrity (75%), Honesty (46%), and Responsibility (41%).

- Alumni were asked about their parents' educational attainment and economic background. More than half of respondents indicated that their parents had a High School diploma or less and 56% of respondents reported that their families struggled to meet basic needs or were just able to meet their basic needs.

The Alumni Association's engagement with the CMCRB also included a discussion on a key difference between the CMCs and U.S. service academies. We noted that U.S. service academies receive considerably more in philanthropic contributions for capital infrastructure and equipment from alumni, because they operate in a different fiscal policy framework. We also noted that when compared to civilian universities and colleges in Canada, the scope of philanthropic funding requested by the CMCs is less substantial, since it excludes all capital infrastructure investments as a matter of policy.

At the same time, we noted that the Alumni Association currently provides approximately \$1.2 million annually in donations towards a range of activities, as requested by the CMCs, that provide a margin of excellence for Cadet leadership development, sports, academic and related experiences, further enriching the cadet experience. The Alumni Association is proud of the legacy of philanthropic contributions continually being made by alumni and other donors to the CMCs.

However, with respect to funding for capital infrastructure, we noted that this is an area where we are intent on working with the Government of Canada, the Department of National Defence and CAF to find new and innovative ways of contributing more financial support to ensure that there is adequate, and indeed excellent infrastructure on both the campus of RMC and RMC St Jean. This subject most certainly warrants further consideration by the Government of Canada, if it is deemed beyond the mandate of the CMCRB. In an era when the Government of Canada is keen to demonstrate growth in Defence spending despite current fiscal realities, the Alumni Association may indeed be part of the solution.

CONCLUSION – RENEWAL OF THE CANADIAN MILITARY COLLEGES

When the IECR Recommendations were issued and the Government of Canada struck the Canadian Military Colleges Review Board to examine the recommendations of the IECR, the Alumni Association felt it was important that the perspective of the people who had already come through the system be heard on them too.

Our responses to the two recommendations could perhaps have been anticipated:

- Recommendation 28:** *“The Cadet Wing responsibility and authority command structure should be eliminated.”*

The Alumni Association’s view is that the Cadet Wing must be vastly altered and improved so that it can achieve the desired leadership outcomes while minimizing opportunities for misconduct – including abuse of power. As such, the Cadet Wing should be retained, but it requires far more robust safeguards.
- 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 should continue as undergraduate degree-granting institutions, or whether officer candidates should be required to attend civilian university undergraduate programs through the ROTP.”*

The Alumni Association believes that the CMCs should continue to exist as under-graduate degree granting institutions and that they have an important role to play in the future of Canada, the CAF and the profession of arms in Canada. The CMCs are unique, national institutions, that each have played a key role in the history of building Canada as a country. It is not enough, however, to rely on this legacy of contribution to Canada as the rationale for their continuation. Significant improvement – or renewal – is needed to ensure the CMCs continue to produce the leaders that this country needs, well into the future.

But we went further than those predictable responses. Because we understood the review as a generational opportunity to address and attempt to resolve the grave and persistent problems of sexual assault, discrimination and misconduct at the CMCs, we mobilized and engaged experts to help. We gathered evidence from multiple streams and sought to understand the best practices in use at other comparable institutions. We did this because we recognized the review as an opportunity to improve one of Canada’s essential institutions for current and future generations. The resultant product culminates in the seven Propositions for Renewal set forth in this document. It is important to reiterate that these propositions are aligned with, and rooted in, the military ethos expressed in 2024’s *Fighting Spirit: The Profession of Arms in Canada* — that respecting the dignity of all persons must anchor the conduct of military professionals, that who we are and how we fulfill our mission is just as important as its achievement. It is important to be clear about the outcome we seek: we do not wish to defend the status quo. We wish to advocate for cultural and systemic change at the CMCs to address the root causes of sexual assault, harassment and discrimination so that the CMCs are safe and effective for all for generations to come.

Truth Duty Valour

ANNEX A – SCOPE OF WORK

Scope of Work for Boston Consulting Group

This section sets out the Scope of Work undertaken by BCG as the Alumni Association's research and advisory partner:

1. **Provide strategic counsel, advice, research, analysis and communications support** to develop a comprehensive submission to the CMCRB, responding to IECR recommendations 28 and 29, within the parameters of the Alumni Association's mission, with evidence-based **propositions** to:
 - 1.1. Enhance the educational experience of ROTP students;
 - 1.2. Improve effectiveness of leadership development in the ROTP;
 - 1.3. Change elements of CMC and Alumni culture required to improve psychological safety; and
 - 1.4. Eliminate sexual misconduct.
2. **Gather evidence** to support these propositions by:
 - 2.1. Conducting research, including thorough interviews and surveys of Alumni members and other comparator groups.
3. **Gather and analyze best practices** from:
 - 3.1. Other post-secondary institutions, including in Canada; and
 - 3.2. From other militaries and foreign military academies.
4. **Develop and implement communications and engagement plans** required to support this project in coordination with the Alumni Association and its communications team.

ANNEX B – EXTERNAL STEERING COMMITTEE MEMBER BIOGRAPHIES

Michèle Mullen, As Director General of Military Communications and Space Systems at the Department of National Defence (DND), Michèle is responsible for new capability delivery and in-service support for Radio Frequency (RF) Communications, Satellite Communications (SATCOM) and Space-Based Intelligence, Surveillance and Reconnaissance (ISR) systems in support of the Canadian Forces both domestically and abroad. Michèle graduated from Royal Roads Military College (RRMC) in 1991 with an honours Bachelor's degree in Applied Military Psychology, and has since completed post-graduate studies in Business Technology at Boston University, the Canadian Security Studies Program (CSSP) at the Canadian Forces College, and the Senior Executives in National and International Security (NIS) Program at Harvard University's prestigious Harvard Kennedy School (HKS).

Dr. Alice Aiken, VP Research and Innovation, Dalhousie University. Dr. Aitken is a co-founder and the former Scientific Director of the Canadian Institute for Military and Veteran Health Research, a unique consortium of over 41 Canadian and 7 international universities dedicated to researching the health needs of military personnel, Veterans, and their families. She served 14 years in the CAF, including service on the military staff at RMC. She is currently the Honorary Captain (Navy) for Canadian Forces Health Services Atlantic.

Dr. Wanda Costen, Dean Smith School of Business, Queen's University. Dr. Costen earned a Ph.D. in sociology at Washington State University, an EMBA from Pepperdine University, and Bachelor of Science from the United States Military Academy. She has undertaken research in areas such as managing diversity, racial and gender inequality in organizations, women and leadership, and strategic human resources.

The Honourable (Ret'd) Erin O'Toole, President and Managing Director ADIT NA (RMC '95). Mr. O'Toole served as a Member of Parliament for 10 years, including service as Leader of the Official Opposition and as Minister of Veterans Affairs. He is a graduate of Dalhousie Law School and has worked as a corporate lawyer and in-house counsel. He is a graduate of RMC, and began his career as an Air Navigator, flying on Sea King helicopters in the Royal Canadian Air Force.

The Honourable Rear-Admiral (Ret'd) Rebecca Patterson. A registered nurse by training, Senator Patterson enjoyed a rewarding career with the Canadian Armed Forces (CAF). As a provider and executive health leader, she worked in military healthcare delivery, education, training, and operational and strategic planning, both at home and on international deployments. On promotion to Flag (General) Officer, she was the first person with a military nursing background to ever lead at that rank. She has led in many different domains in the CAF. From serving as the Defence Champion for Women, addressing sexual misconduct and leading culture change efforts in the CAF, to commanding Canada's 14th health system, the Canadian Forces Health Service at the height of the COVID 19 pandemic, she has always been focused on creating healthy work environments and uplifting others. She has been a strong advocate to transform the culture, eliminate harmful behaviour, and re-establish public trust in the Canadian military.

Dr. Nancy Taber, Professor and Program Director, Adult Education Brock University (RMC '93). Dr. Nancy Taber is a professor in the Department of Educational Studies at Brock University. Her research explores the ways in which learning, gender, and militarism intersect in daily life, popular culture, museums, militaries, and educational institutions. She has a particular focus on women's experiences in the Canadian Armed Forces as relates to organizational culture, official policies, education, and informal everyday practices, with respect to gender discrimination, sexual harassment, and sexual assault. She is a retired military officer who served as a Sea King helicopter air navigator. Dr. Taber is Co-Director of the Transforming Military Cultures (TMC) Research Network.

Lieutenant-General (Ret'd) Christine Whitecross, Former Commandant of NATO Defense College. Lieutenant-General Whitecross has a Bachelor in Chemical Engineering from Queen's University and a Masters in Defence Studies from the Royal Military College of Canada. She was appointed Commander of the Canadian Forces Strategic Response Team on



Sexual Misconduct, and assumed the duties as Commander, Military Personnel Command in June 2015. She was appointed the first Senior Mentor for the Athena Network of the Royal Military College of Canada.

Eric Windeler, Founder Jack.org, Honourary Doctorate (LLD) Queen's University. Eric started an initiative (The Jack Project) in partnership with Kids Help Phone and then Queen's University, after losing his son Jack to suicide in March 2010. In 2013, Eric received the Champion of Mental Health award from CAMIMH and the QE Diamond Jubilee Medal. In 2015, Eric was honoured by Queen's University, receiving an honorary degree (LLD) recognizing his work in the field of mental health. Eric works tirelessly to inspire mental health discussion and engagement, especially among young people.

ANNEX C: DATA ACQUISITION

DATA ACQUISITION

The Alumni Association adopted an evidence based and methodical approach, engaging a broad spectrum of experts and stakeholders to gain a deeper understanding of the current situation at the CMCs. This involved:

- 1400+ alumni survey responses
- 40+ expert and 1:1 interviews
- 200+ email and class submissions
- Benchmarking from U.S., U.K., and Australia
- Reports and CMC data
- 5 meetings of the Steering Committee

We recognize there were a wide range of perspectives that were shared by our alumni, that included very divergent opinions on the matter. As such, we have based our recommendations on the majority opinion, while still acknowledging views that exist on either end of the spectrum. As well, in some cases, we have had to draw inferences from the data due to limitations in acquiring additional contextual material. Although we did not explicitly study the attitudes toward the issues at hand through a generational lens, we did note that the earlier cohorts generally seem to hold more positive views of their CMC experiences than more recent classes. This might be an interesting area for further study in order to better quantify generational trends. Our research did not identify the specific academic or extracurricular programs of respondents, so we were not able to attribute higher levels of stress or pressure to specific programming. We do acknowledge that the balance of academic, military training, and athletics at the CMCs is already beyond the demands placed on students at civilian counterpart institutions.

Despite these data nuances, we still fundamentally believe in the robustness of our propositions as:

1. We did not leverage a single source, but a wide array of sources in our work; and
2. Our data were inputs to the Steering Committees' discussions. The final propositions are endorsed by a Steering Committee of highly experienced leaders in academia, public service, the military and mental health.

1400+ Alumni Survey Responses

Our propositions were shaped by a broad array of inputs, with 1,462 alumni participating in our comprehensive survey (~23% response rate), and more than 65 questions covering all pertinent topics (e.g., program structure, Cadet Wing, instructors and staff, diversity, grievances, mental health, academic offering, etc.). These questions included open-ended questions regarding alumni opinions and perspectives on current state, potential improvements, and potential changes. The demographic breakdown included about 18% recent graduates (post-2010), 8% female and non-binary participants (117), and 7% visible minorities (Figure 3). 159 respondents attended Royal Military College (RMC) St-Jean. The Alumni Association conducted an alumni perspectives survey that was well-received overall with a demographically representative set of respondents. Response rates may vary by question due to skips or survey drop-off. Graduating class statistics analyze only undergraduate responses to prevent double counting.

Important note regarding alumni survey: Unless otherwise mentioned, data provided in text and figures are from the survey results and input from all alumni were taken into account to build fact-based propositions using the majority rule.

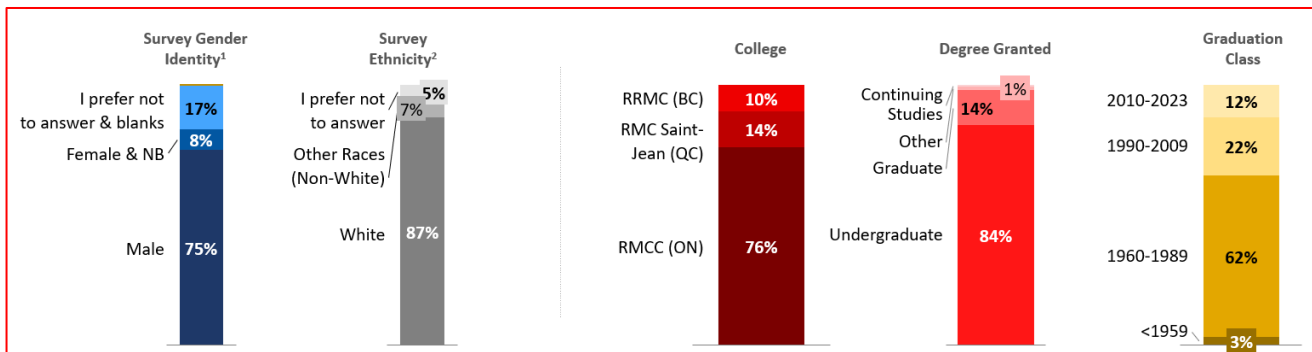


Figure 31: Demographic of RMCAA Alumni Perspectives Align with CMC Demographic 1. Survey gender split is in line with share of women graduates as percentage of all CMC graduates when factoring in pre-1980s when women were not admitted into the CMCs. 2. Ethnic split is broadly comparable with CAF visible minority statistics. Note: Total number of responses per question varies given optional responses and several questions include 'select all that apply' Source: CMC data

40+ Expert and 1:1 Interviews

We conducted over 40 expert and alumni 1:1 interviews, engaging military and academic experts, government officials, and former academy commandants. Some of these notable participants included:

- Retired Flag Officer, Former Commander of USAFA
- Retired Flag Officer and former Commandant, Royal Military Academy Sandhurst
- Former Commandant of NATO Defense College
- Retired Flag Officer and Former Commander, Canadian Defence Academy
- Former Deputy Ministers
- Retired Flag Officer and former Commandant, Australian Command and Staff College
- Former University Executive and service academy alum

Interviewees were chosen based on their past involvement with military colleges, either as alumni, former instructors, or through other direct interactions with cadets or the CMCs. We ensured a diverse group to capture a broad range of experiences. Interviews covered student experiences, Equity, Diversity and Inclusion (EDI), mental health, student-instructor interactions, and cadet leadership. These interviews supported the alumni perspectives highlighted in the survey, helped understand the management framework at the CMCs, and examined experiences in other military training systems internationally.

Note: We were limited in interview scope to talk with former, and not current, staff at the Colleges. We also had 4 interviews with alumni from RMC Saint Jean.

200+ Email Branch, Class and Individual Submissions

We received over 200 individual responses from alumni through the RMCAA IECR response inbox and direct email submissions, alongside more than four comprehensive submissions from various alumni branches and classes that helped inform the Steering Committee on the propositions (see Annex D).

Benchmarking from U.S., U.K. and Australia

Our research included an extensive benchmarking exercise across the military academies from the U.S., U.K. and Australia, covering Cadet Wing, program design, instructor quality, EDI, grievances and mental health. We also incorporated best practices from academic institutions (e.g., Western University, McGill University, Queen University, etc.) on EDI initiatives, grievances and mental health support, and academic offering, and private industry sectors on EDI initiatives. This benchmarking exercises helped draw insight to capture the best opportunities for the Renewal framework.

Reports and CMC Data

The collected data included past reports, CMC materials, and academic studies, featuring pivotal CMC-focused reports such as SSAV, OAG, and IECR, along with Statistics Canada surveys, CMC handbooks, and Defence Research and Development Canada (DRDC) academic studies.

Steering Committee Meetings

The external Steering Committee was comprised of eight members with diverse expertise in academia, military, politics, mental health, and alumni relations. This variety of background ensured balance and well-rounded perspectives. Their oversight played a crucial role in refining opportunity areas and formulating propositions. The Steering Committee's biographies are included at Annex B.

Throughout the duration of this work, five Steering Committee meetings were conducted in the Fall of 2023. An overview of the topics discussed during these meetings and concerns raised are detailed below.

First Steering Committee:

The first Steering Committee meeting occurred on October 11, 2023, and addressed the approach, context, challenges, and opportunities of the CMCs. Specific concerns were discussed regarding the program structure (addressing proposition 29 of the IECR report) and the Cadet Wing (addressing proposition 28 of the IECR report). Regarding program structure, the Committee explored alternatives, such as maintaining the current structure with cultural improvements, partnering with civilian universities for academic and bilingual pillars, transforming into a year-long post-graduate military program, or closing the CMCs to expand the civilian university ROTP program.

In addition, an overview of the survey results and 1:1 interviews were conducted, along with an examination of mental health and discriminatory behaviours. The Steering Committee noted that recent students reported more negative experiences, and the possibility that this results from an increased willingness to report among recent graduates in the wake of the "me too movement". Alumni from international military academies provided benchmarking insights on military training, and the meeting emphasized the need to renew the CMCs, regain public trust, and adhere to the Colleges' mission.

Second Steering Committee:

The Committee met again on October 30, 2023, to assess gaps in the four pillars currently offered at the CMCs (academic, military, fitness, and bilingualism). Alumni agree with the possibility of adding professionalism and character as new pillars. The Committee supported this sentiment but went further to endorse their addition of a single new horizontal pillar, to avoid overloading the existing pillars and to illustrate the cross-cutting importance of these attributes in the development of tomorrow's military leaders. The Committee also agreed with the survey results showing support for making changes to the military pillar including alternate leadership styles that are more fitting of the types of environments CAF officers will encounter in contemporary times. They urged the Alumni Association to include anti-racism and anti-sexism language directly within the pillars and stressed the need to modernize the fitness pillars to emphasize resilience, and mental and emotional fitness as opposed to simply focusing on physical fitness (which continues to be important).

The Cadet Wing's role was evaluated deeply, with careful consideration regarding its redesign or dismantling. The key challenges discussed for the Cadet Wing included appropriate leadership styles and exposure to multiple situational experiences to allow for the deliberate demonstration of various leadership styles. There was also much discussion around the unclear selection criteria, excessive cadet leader authority, and inadequate after-hours supervision by unqualified senior leaders from the Training Wing. Options for many changes were discussed, including integrating leadership into fair and clear selection criteria, improving feedback mechanisms (i.e., 360-degree feedback and peer reviews), and enhancing supervision. The necessity of a command-and-control leadership style within the Cadet Wing was challenged, opening the discussions on adaptive leadership, oversight, and mentorship for cadets. The discussion was so vigorous on this topic that a subsequent Steering Committee meeting needed to be dedicated to finishing the topic before moving on to the Instructor Role topic originally scheduled for that session.

Third Steering Committee:

On November 17, 2023, the Steering Committee continued the debate around various aspects of the Cadet Wing, and then finally moved on to the Instructor Roles.

To address some of the challenges identified in previous meetings regarding the Cadet Wing, the Committee agreed to integrate leadership and character attributes into Cadet Wing assignment selection criteria, incorporating formal peer input for fair and well-rounded feedback, rotating junior leadership roles more frequently, and transferring severe sanctions to Training Wing staff with systematic officer supervision.

With regards to Instructor Roles, the Committee discussed challenges relating to limited mentorship opportunities, delays in career advancement, and inadequate leadership training. As such, the Committee explored opportunities for instructors such as dedicating more time to mentorship, providing credentials for fast-tracked promotions, enforcing rank and performance requirements, and implementing rigorous performance management standards with regular check-ins and 360-degree feedback. The Committee compared models from other institutions, noting that U.S. Service Academies and Sandhurst emphasize mentorship and rigorous selection. Insights on the U.S. system was discussed, such as the requirement for diverse experience for high-potential officers. The Committee suggested that to attract top talent and make the instructor positions prestigious and beneficial for career advancement, the CMCs could offer opportunities for further education, such as Master's in Leadership to attract those who value teaching and mentorship.

Fourth Steering Committee:

On December 4, 2023, the Steering Committee focused on EDI, acknowledging that the CMCs lag behind civilian universities in female and minority representation, with relatively high attrition rates from these segments. The Committee proposed aligning recruitment messaging more closely with the reasons diverse candidates enroll, revisiting degree offerings, simplifying the application process, and enhancing support systems to reduce attrition and foster peer support. Additional points on diversity included anti-bias training for recruiters, involving individuals with diverse backgrounds in the recruitment process, emphasizing the growth of women in STEM fields, and providing a variety of programs to attract more specialized interests. The Committee also discussed the possibility of a preparation program for equitable starting points for all.

Key gaps in grievances and mental health support were identified, including high rates of discriminatory behaviour, fear of retaliation, and insufficient mental health services. Propositions included prohibiting hazing, adopting zero-tolerance policies for bullying, implementing digital reporting processes, expanding mental health services, establishing independent investigation units with adequate investigation processes, and increasing staff supervision. The Committee also emphasized addressing systemic barriers for equity-seeking groups and provide bystander training.

Fifth Steering Committee:

On December 18, 2023, the meeting reviewed the need for CMC leadership to commit to a Cadet Wing reflective of Canada's diversity, along with a dedicated EDI strategy. The importance of peer education on mental health was highlighted, including training student leaders to share experiences and support their peers.

The Committee also shared revised propositions and discussed key topics regarding student quality of life. To enhance quality of life, the Committee recommended to include a thorough analysis of CMC degree offerings to balance CAF needs and attract diverse talent, prioritize infrastructure investments to enhance cadet safety and ensure comparability with civilian universities, and develop campus policies on alcohol and substance use to improve health and well-being.

Conclusion

The culmination of the work of the Steering Committee provided further evidence that the inclusion of such an esteemed panel of experts with such divergent opinions and varied backgrounds and experience-based perspectives was an extremely impactful decision on the part of the Royal Military Colleges of Canada Alumni Association Board of Directors. The richness of discussion, the thoughtfulness of the inputs and well-informed interpretations made by this group of professionals, and the collaborative efforts they made to reach consensus and create a useful and thought-provoking set of proposals toward Renewal on the basis of the facts gathered from such a wide array of sources by our



research partners at BGC are to be credited with the quality of the submission being made on behalf of the Alumni Association and all CMC alumni. It is our sincere hope that this work will make a notable contribution towards the necessary CMC Renewal to ensure that DND/CAF and in fact Canada as a whole, can continue to reap the benefits of the leaders that are formed through this unique programming.

ANNEX D: ALUMNI CLASS, BRANCH AND INDIVIDUAL SUBMISSIONS

In addition to surveying alumni, the Alumni Association has been encouraging individuals, Classes and Branches to share their feedback, questions and perspectives on the topics of the Arbour Report recommendations and the renewal of the Canadian Military Colleges. Over 200 submissions have been received so far. Some submissions were a sentence or two whereas others were dozens of pages of structured feedback on specific questions (especially those received from Classes or Branches). A few were testimonies about misconduct that the writer was subjected to or witnessed. All alumni submissions were carefully reviewed and considered as part of the body of evidence that supports the submission to the CMCRB. What follows are the major themes from alumni submissions along with a few illustrative quotes which have been anonymized.

Those who took the time to send in submission are nearly unanimously of the view that the Canadian Military Colleges serve an essential role as a Canadian leadership institution and must be preserved. Nearly all, however, indicate that significant changes at the CMCs are needed, with a few making the point that getting things right at the CMCs would then help cascade needed changes over the CAF. One of the key points made by most of these submissions is that sexual misconduct at the CMCs must not just be reduced but eradicated.

“The CMC ROTP is vital to generating quality officers and is an essential part of ... Professional Military Education [in the CAF].”

“Many college graduates go on to successful careers outside of the military once their service time is finished. Doctors, lawyers, politicians – leaders in all walks of life come from the graduating classes of RMC. That is testament to the ongoing benefits to society of good leadership training at the colleges.”

“I have been an active supporter of the CMCs, but not blindly so. My time at CMR/RMC was not my favourite life experience. But I learned not only from the positive elements, but also what to avoid in the negative elements. Changes should be made at the CMCs with lessons learned about the negative elements... Closing the fine institutions of the CMCs with all their potential should not be an option. This is an achievable turn-around.”

“While I did not experience any sexual harassment or assault, I am very proud of the women, and gender non-conforming folks, who came forward to talk about the harm they experienced. I believe them. I am listening and I want RMC to change so that it can develop strong officers for the future who are responsive to those they lead.”

“I have two daughters who have stated their desire to follow in their dad’s footsteps, joining the CAF and attending RMC. It would be most disappointing if their dreams are destroyed by a negative outcome from the external review which closes the colleges. I hope that the review can only bring positive progress and make the colleges a safe and better place for my daughters to attend.”

There are a very small number of dissenters from the broadly held view that the CMCs must be preserved AND that changes are needed. These dissenters are sceptical in diametrically opposed ways. On the one hand, a few doubt that the problems described by the Arbour Report even exist (as they are not something that they were aware of during their own days at the College or personally witnessed in their military careers), or are as serious as described, or are any different than what occurs on civilian campuses. For them, the only response needed is to mount a sturdy and unequivocal defence of the CMCs. On the other hand, a few express a loss of faith and deep disappointment with regard to the CMCs and doubt that the problems can be redressed, mentioning that they would not encourage their children or grandchildren to attend a CMC or that they are ashamed to say where they went to school. For them, the recommendation to shut down the CMCs may be the right approach.

On the question of the future of the Cadet Wing, views were a little less unanimous. That said, most of those who made a submission consider that the Cadet Wing still serves an important function in inculcating cadets with practical command experience, and ought, with significant changes, to be preserved.

“If the CAF does not let them lead at RMC, they will be less prepared for their future responsibilities. Can it be better? Yes, it must be, but taking away that learning and growth opportunity (and yes, even making mistakes and being corrected) is unwise.”

The most frequently mentioned problem with the Cadet Wing is that it confers too much unsupervised authority to Cadet over Cadet, allowing for potential abuses of power by young people who do not have much life experience or training in leadership.

“The military pillar is great for professional development, but it's also problematic in that junior leaders are leading junior leaders, and nobody knows how to deal with real issues when they come up. I saw a lot of things get swept under the rug when I was there because the chain of command had so many levels of Officer Cadets that someone was bound to think that your very serious issues were minor complaints that didn't need to be brought higher. So, while Officer Cadets should be in "leadership" positions, there needs to be real leadership mixed in there as well.”

The idea that supervision or oversight of Cadets is insufficient in general came up in many submissions, with proposed solutions of fewer levels of Officer Cadets in the command structure and more “adult supervision,” in the form of greater presence by actual officers.

“When I was at RMC, I mostly learned what kind of leader I did NOT want to be, as opposed to seeing good examples to emulate. Having the NCOs/Officers more closely involved would increase the quality of the leadership.”

“Leaders must not assume that the hierarchal military structure will either identify or cope with all abuse. In the CMCs this means that junior officers at the captain level must have an office and a continual presence in the blocks. Likewise senior officers should at least walk through the blocks from time to time unannounced and speak to individual cadets.”

Indeed, leadership at the CMCs was a strongly recurring theme in alumni submissions. In addition to the aforementioned need to emphasize leadership training (formal and informal) for Cadets, many submissions highlighted the need for more and better leaders at the CMCs. They argue that it is the best and brightest of the Canadian Armed Forces who ought to be brought to the CMCs as instructors, suggesting that a posting there not be seen as a detour in a career but as a part of career progression.

“The culture of any organization is shaped by the worst behaviours the leader will tolerate.”

“Squadron commanders were at RMC primarily for graduate study and their role as coach was secondary and mostly administrative. An alternate recommendation would be to embed fully dedicated military mentors (senior NCOs and Officers) and military subject matter experts for coaching the Cadets that have command responsibility. Learning errors in "the art of command" would be caught early by the coaches and minimize viral outcomes.”

A few made suggestions regarding a potential reconfiguring of the four pillars or refocussing of the CMCs to focus more squarely, as aforementioned, on leadership and military studies, or even to turn the CMCs into institutions conferring graduate degrees, after an undergrad is completed elsewhere.

«Sous-traiter aux universités canadiennes l'ensemble de la diplomation générale universitaire de 1er cycle requise du corps des officiers, selon les dispositions actuelles des deux plans de recrutement PFOR et PEDO (programme d'entrée directe en qualité d'officier; lesquels rencontrent les besoins des FAC, à savoir, l'obtention du brevet d'officier et d'un diplôme de premier cycle. La vocation des CMRC devient donc de former les officiers, gradués des universités ou PEDO, sur les trois autres piliers, en particulier celui de l'instruction militaire. »

But many more submissions indicated support for the four pillars of a CMC education.

“The four-pillar program at the CMC’s is designed to produce outstanding leaders, mentally and physically fit young officers, achieve desired metrics in bilingual training and finally excellent in-class instruction via the CMC Military Leadership and Management faculty. These outcomes cannot and will not be replicated by sending young officers to civilian universities and thereafter away for continuous training post university graduation.”

Several other recommendations for change were made that intend to squarely address the issues of sexual assault, harassment and discrimination. These include advocating for the use of an outside adjudication system to process all CMC abuse reports; including formalized training and education on the issues; creating a separate all-female dormitory; and instilling an ‘if you see something, say something’ culture. Many submissions highlight the importance of a culture that is based on respect for all.

ACRONYM LIST

Acronym	Meaning
ADFA	Australian Defence Force Academy
AOC	Air Officer Commanding
BCG	Boston Consulting Group
CAF	Canadian Armed Forces
CBC	Canadian Broadcasting Corporation
CCoR	Cadet Chain of Responsibility
CDO	Cadet Duty Officer
CFAT	Canadian Forces Aptitude Test
CMC	Canadian Military College
CMCRB	Canadian Military College Review Board
DND	Department of National Defence
DRDC	Defence Research and Development Canada
EDI	Equity, Diversity and Inclusion
GBA+	Gender-Based Analysis Plus
GC	Government of Canada
GTA	Greater Toronto Area
IECR	Independent External Comprehensive Review
KPIs	Key Performance Indicators
NCOs	Non-Commissioned Officers
OAG	Office of the Auditor General
RMC	Royal Military College
RMCAA	Royal Military Colleges of Canada Alumni Association
ROTP	Regular Officer Training Plan
SACOMSS	Sexual Assault Center of the McGill Students' Society

SAPR	Sexual Assault Prevention and Response Office
SARCs	Sexual Assault Response Coordinators
SSAV	Special Staff Assistance Visit
UNSW	University of New South Wales
USAF	U.S. Air Force
USAFA	U.S. Air Force Academy
USMA	U.S. Military Academy
USNA	U.S. Naval Academy
VA	Victim Advocates

List of Figures

Figure 1: Timeline of Renewal framework Completed in Collaboration with Steering Committee in Fall 2023.....	8
Figure 2: Holistic View Across the Full CMC Cadet Experience From Pillars to Mission, Student Life and Staff	9
Figure 3: Adaptive Leadership, Mental and Emotional Well-being, Cultural Sensitivities and Character & Professionalism Added to CMC Pillars.....	18
Figure 4: 50% of Alumni Believe That the Most Effective Leaders Are Empathetic & Servant	19
Figure 5 : 32% of Recent Graduates Disagree That the Military Pillar at the CMCs Gave Them Strong Foundation to Succeed in a Military Career.....	20
Figure 6: 51% of Recent Graduates Disagree With the Time and Training Spent on Military Pillar	20
Figure 7: Graduates Agree to Add Professionalism and Character as New Pillars.....	21
Figure 8: Alumni Believe the CMCs Prepared Them For CAF Career and to Overcome Challenges	25
Figure 9: Alumni Enjoyed Their Time at the CMCs, Which Prepared Them for Leadership Roles	25
Figure 10: Coping With Stress & Problem Solving Among the Highest Competencies Developed at CMCs	26
Figure 11: Alumni Believe CMCs Are a Place Where Foundational Change Can be Laid for the CAF.....	26
Figure 12: Leadership Roles Within Cadet Chain of Responsibility (CCoR)	31
Figure 13: Alumni Do Not Agree Criteria for Cadet Wing Leaders Were Clear, or That They Had the Necessary Skills to Handle Sensitive Events	33
Figure 14: Alumni Agree to Include Leadership Skill (71%), Transparency (75%) and Peer Input (52%-63%) to Selection and Performance Review of Cadet Wing Leaders	33
Figure 15: A Large Portion of Alumni, Especially Women and Non-Binary Believe Senior Cadets Had Too Much Power and Not Enough After-Hour Supervision	34
Figure 16: Most Graduates Do Not Believe Cadet Wing Have Sufficient Supervision or Fair Punishment	34
Figure 17: Alumni Believe That Cadet Wing Structure Should Be Maintained	34
Figure 18: Alumni Agree That Cadet Wing Enables Leadership Experience and Camaraderie	35
Figure 19: The Training Wing Has the Most Potential for Culture Change at the CMCs.....	40
Figure 20: Only 14% of Recent Graduates Perceive Instructor Positions as Prestigious, and 19% as Good Leadership Role Models	40
Figure 21: Representation of Women and Visible Minorities Lag Behind at CMCs, with Higher Voluntary Release for Women.....	46
Figure 22: Reasons for Enrollment of Under-Represented Groups Mainly Subsidized Education (~70%) and Interest in Joining CAF (~60%).	46
Figure 23: Comparative Overview of the Complexities of CMCs Admission Process.....	47
Figure 24: Recent Alumni Did Not Believe That They Could Speak Up If They Witness Unacceptable Behaviour	47
Figure 25: Majority of Alumni Disagreed that Male Cadets Championed Gender Diversity, and That Cadets Were LGBTQ2+ Allies.....	47
Figure 26: Queen's University Drive Accountability with a Measurement System.....	49
Figure 27: U.S. Service Academies Experience Less Enrollment & Retention of Under-Represented Cadets	50

<i>Figure 28: Increased Prevalence of Sexual Misconduct at the CMCs</i>	53
<i>Figure 29: 84% of Female and Non-Binary Recent Graduates Experienced Discriminatory Behaviour and 56% Experience Fear of Retribution</i>	53
<i>Figure 30: Peer Pressure and Legacy Practices Among Highest Behaviours Responsible for Discrimination According to CMC Graduates</i>	54
<i>Figure 31: Alumni Agree That Steps Can Be Taken to Eliminate Discriminatory Behaviour</i>	54
<i>Figure 32: Majority of Recent Graduates Experienced Mental Health Challenges While at CMCs</i>	56
<i>Figure 33: Majority of Alumni Do Not Agree That Mental Health Services Were Adequate or Trust-Worthy</i>	56
<i>Figure 34: A Large Proportion of Alumni Needing Mental Health Services Did Not Use Them</i>	55
<i>Figure 35: RMC has an Average Rank in Comparison to Canadian Universities</i>	62
<i>Figure 36: There are Fewer Program Offered at the CMCs vs Civilian Universities</i>	63
<i>Figure 37: Alumni Agree That There is an Alcohol Culture at the CMCs and Lack of Professionalism</i>	63
<i>Figure 38: Demographic of RMCAA Alumni Perspectives Align with CMC Demographic</i>	73