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Canadian Forces Education and Training for Interagency Operational Contexts

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Abstract

To meet the need for a comprehensive approach to operations, the Canadian government initiated a new strategy for international military operations. Originally called the 3D + C (Defence, Diplomacy, Development + Commerce) approach, and now referred to as the ‘Whole of Government’ (WoG) or ‘Team Canada’, this approach involves laying out a coherent strategy and policy for any given mission that includes the integration and coordination of multiple government departments and agencies, including Canadian International Development Agency (CIDA), Department of Foreign Affairs and International Trade (DFAIT), Royal Canadian Mounted Police (RCMP), Correctional Services of Canada (CSC), and the CF. The goal of this integrated and collaborative WoG approach is to more effectively achieve national goals in international operations as all of the actors bring something to bear on the mission. Similarly, Director of Land Concepts and Doctrine (DLCD) has referred to the capacity to seamlessly integrate CF activities with other entities, i.e., the Joint, Interagency, Multinational and Public (JIMP) framework, as a key enabler to ensure mission success in an increasingly complex land environment. One potential challenge facing the CF is preparing its members to work in the JIMP framework. Unlike past missions, current CF operations must be construed in terms of security as well as development and diplomacy, requiring the integration of many diverse organizations. In response to the potential challenges the CF face when working with multiple players in theatre, Defence Research and Development Canada (DRDC) Toronto has recently begun an applied research program (ARP) exploring the psychological dynamics of interagency trust and collaboration. One requirement of this ARP is to establish a baseline of the current CF education and training efforts for working in an interagency operational context. To this end, we examined a number of CF institutional programmes and courses and met with CF subject matter experts (SMEs) for the following reasons: 1) to identify and detail those efforts that develop CF capacity for collaboratively working in an interagency operational context; 2) with SME input, to consider the potential core competencies that would be required of an individual to work in this particular kind of context; and 3) to uncover the potential challenges facing CF education and training activities for an interagency operational context. Recommendations for future work conclude the report.

Résumé

Pour répondre au besoin d'une approche exhaustive des opérations, le gouvernement canadien a mis en place une nouvelle stratégie relative aux opérations militaires internationales. Appelée à l'origine approche 3D + C (défense, diplomatie, développement et commerce) et maintenant « approche pangouvernementale » ou « Équipe Canada », cette approche consiste à élaborer une stratégie et une politique cohérentes pour toute mission qui comprend l'intégration et la coordination de multiples ministères et organismes du gouvernement, notamment l'Agence canadienne de développement international (ACDI), le ministère des Affaires étrangères et du Commerce international (MAECI), la Gendarmerie royale du Canada (GRC), le Service correctionnel du Canada (SCC) et les FC. Cette approche pangouvernementale d'intégration et de collaboration vise à accomplir plus efficacement les objectifs nationaux dans les opérations internationales puisque tous les intervenants apportent une contribution qui influe sur la mission. De même, le directeur, Concepts et doctrine de la Force terrestre (DCDFT), a indiqué que cette capacité avait pour but d'intégrer de façon transparente les activités des FC avec celles d'autres entités, comme le cadre interarmées, inter-institutions, multinational et public (IIMP), principal facteur pouvant assurer le succès d'une mission dans un environnement terrestre de plus en plus complexe. L'un des défis que les FC peuvent avoir à relever est de préparer leurs membres à travailler dans le cadre IIMP. Contrairement aux missions antérieures, les opérations actuelles des FC doivent être envisagées sous trois aspects : sécurité, développement et diplomatie, qui nécessitent l'intégration de nombreuses organisations diversifiées. Pour répondre aux défis auxquels les FC peuvent se heurter face à une multiplicité d'intervenants dans un théâtre, Recherche et développement pour la Défense Canada (RDDC) Toronto a récemment amorcé un programme de recherche appliquée (PRA) pour explorer les aspects dynamiques psychologiques de la confiance et de la collaboration interorganisationnelles. Ce PRA exige notamment d'établir une base de référence pour les efforts et programmes actuels d'éducation et d'instruction des FC afin de pouvoir travailler dans un contexte opérationnel interorganisationnel. À cette fin, nous avons examiné un certain nombre de cours et de programmes institutionnels des FC et rencontré des experts en la matière (EM) des FC pour les raisons suivantes : 1) décrire en détail les efforts visant à développer la capacité des FC de collaborer dans un contexte opérationnel interorganisationnel; 2) avec l'aide des EM, examiner les compétences potentielles de base qui seraient exigées d'une personne pour qu'elle puisse travailler dans ce contexte particulier; et 3) découvrir les problèmes potentiels qui pourraient nuire aux activités d'éducation et d'instruction des FC dans un contexte opérationnel interorganisationnel. Le rapport se termine par des recommandations de travaux éventuels.

Executive Summary

Canadian Forces Education and Training for Interagency Operational Contexts

**Michael H. Thomson, Courtney D.T. Hall, and Barbara D. Adams;
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In response to the need for a comprehensive approach to operations, in 2005, the Canadian government initiated a new strategy for international operations, involving the Canadian Forces (CF). Originally called the 3D + C (Defence, Diplomacy, Development + Commerce) approach, and now referred to as the 'Whole of Government' (WoG) or 'Team Canada', this approach involves laying out a coherent strategy and policy for any given mission that includes the integration and coordination of multiple government departments and agencies, including Canadian International Development Agency (CIDA), Department of Foreign Affairs and International Trade (DFAIT), Royal Canadian Mounted Police (RCMP), Correctional Services of Canada (CSC), and of course the CF. The goal of this integrated and collaborative WoG approach is to achieve, more effectively, national goals in international operations as all of the actors bring something to bear on the mission. Similarly, Director of Land Concepts and Doctrine (DLCD) has referred to the capacity to seamlessly integrate CF activities with other entities, i.e., Joint, Interagency, Multinational and Public (JIMP) framework, as a key enabler to ensure mission success in an increasingly complex land environment. One potential challenge facing the CF is preparing its members to work in the JIMP framework. Unlike past missions, today CF operations must be construed in terms of security as well as development and diplomacy, requiring the integration of many diverse organizations.

In response to the potential challenges the CF face when working with multiple players in theatre, Defence Research and Development Canada (DRDC) Toronto has recently begun an applied research program (ARP) exploring the psychological dynamics of interagency trust and collaboration. A key objective of this ARP is the development of knowledge products that will lead to recommendations for enhanced CF education and training programs and/or tools to promote interagency collaboration and effectiveness. In support of this research program, it was important to explore and document current CF training and education efforts to establish a baseline. To this end, we examined a number of CF institutional programmes and courses as well as met with 22 CF subject matter experts (SMEs) to look specifically at the current education and training for interagency operational context.

Course and program documentation came from a number of CF education and training institutions. Some of these fell within the charge of the Canadian Defence Academy (CDA) and included the Royal Military College of Canada (RMC), Royal Military College Saint-Jean (RMCSJ), and Canadian Forces College (CFC). Others fell under Land Force Doctrine and Training System (LFDTS) and included the Peace Support Training Centre (PSTC), Canadian Land Force Command and Staff College (CLFCSC), and Canadian Manoeuvre Training Centre (CMTC). The Pearson Peacekeeping Centre (PPC) training and courses were also reviewed and those believed to relate to interagency were discussed. With the assistance of subject matter experts (SMEs), a number of courses and programmes were identified as having direct education and training associated with an interagency operational context. For example, the *Joint Command and Staff Programme* (CFC), *Civil Military Cooperation (CIMIC) Operators Course* and *CIMIC Staff Officers Course* (PSTC), *The Road to High Readiness for JTF HQ* course (CLFCSC), and EXERCISE MAPLE GUARDIAN (CMTC) were considered at the

fore of this education and training.

With input from SMEs, we also identified possible core competencies or “soft skills” (Scoppio, Idzenga, Miklas & Tremblay, 2009) required by military personnel who would be operating in the interagency capacity. Originally, the research team considered knowledge, critical thinking, openness to risk, open-mindedness, cultural awareness, commitment, communication skills, team skills and social skills as necessary competencies for working effectively in an interagency context. This list was then shortened to include only cultural awareness, communication skills, team skills and social skills, as these were deemed as being specific to the requirements of interagency and/or comprehensive settings, as opposed to requirements for success more generally. When possible, courses and programmes believed to train these core competencies were identified. SMEs were also asked *what kind of person would be effective working in an interagency operating environment*. They suggested individuals who were secure, self-assured, confident, intelligent (emotionally and intellectually), personable, open minded to others, exceptional communication skills, cooperative, sense of humour and having the ability to “schmooze” and build relationships.

Finally, we asked SMEs what were the potential challenges existing in the CF education and training for interagency operational contexts. They mentioned potentially limited participation from personnel from other government departments (OGDs) and other government agencies (OGAs) in regular training activities, synchronization of strategies and priorities for the WoG approach to operations, and integration of OGDs and OGAs in the CF operational planning process (OPP).

Recommendations for future work conclude the report.

Sommaire

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Pour répondre au besoin d'une approche exhaustive des opérations, le gouvernement canadien a mis en place en 2005 une nouvelle stratégie relative aux opérations internationales auxquelles participent les Forces canadiennes (FC). Appelée à l'origine approche 3D + C (défense, diplomatie, développement et commerce) et maintenant « approche pangouvernementale » ou « Équipe Canada », cette approche consiste à élaborer une stratégie et une politique cohérentes pour toute mission qui comprend l'intégration et la coordination de multiples ministères et organismes du gouvernement, notamment l'Agence canadienne de développement international (ACDI), le ministère des Affaires étrangères et du Commerce international (MAECI), la Gendarmerie royale du Canada (GRC), le Service correctionnel du Canada (SCC) et, bien entendu, les FC. Cette approche pangouvernementale d'intégration et de collaboration vise à accomplir plus efficacement les objectifs nationaux dans les opérations internationales puisque tous les intervenants apportent une contribution qui influe sur la mission. De même, le directeur, Concepts et doctrine de la Force terrestre (DCDFT), a indiqué que cette capacité avait pour but d'intégrer de façon transparente les activités des FC avec celles d'autres entités, comme le cadre interarmées, inter-institutions, multinational et public (IIMP), principal facteur pouvant assurer le succès d'une mission dans un environnement terrestre de plus en plus complexe. L'un des défis que les FC peuvent avoir à relever est de préparer leurs membres à travailler dans le cadre IIMP. Contrairement aux missions antérieures, les opérations actuelles des FC doivent être envisagées sous trois aspects : sécurité, développement et diplomatie, qui nécessitent l'intégration de nombreuses organisations diversifiées.

Pour répondre aux défis auxquels les FC peuvent se heurter face à une multiplicité d'intervenants dans un théâtre, Recherche et développement pour la Défense Canada (RDDC) Toronto a récemment amorcé un programme de recherche appliquée (PRA) pour explorer les aspects dynamiques psychologiques de la confiance et de la collaboration interorganisationnelles. Un des objectifs clés de ce PRA consiste à élaborer des produits de connaissance qui permettront de recommander de meilleurs programmes d'éducation et d'instruction pour les FC et/ou des outils pour promouvoir la collaboration et l'efficacité interorganisationnelles. Pour appuyer ce programme de recherche, il est important d'examiner et de documenter les efforts déployés actuellement pour établir une base de référence dans l'éducation et l'instruction des FC. À cette fin, nous avons revu un certain nombre de cours et programmes institutionnels des FC et rencontré 22 experts en la matière (EM) des FC afin d'examiner plus précisément l'éducation et l'instruction offertes dans un contexte opérationnel interorganisationnel.

La documentation relative aux cours et aux programmes nous a été fournie par divers établissements d'éducation et d'instruction des FC. Quelques-uns sont du ressort de l'Académie canadienne de la Défense (ACD), dont le Collège militaire royal du Canada (CMR), le Collège militaire royal Saint-Jean (CMRSJ) et le Collège des Forces canadiennes (CFC). D'autres ressortissaient au Système de la doctrine et de l'instruction de la Force terrestre (SDIFT) et comprenaient le Centre de formation pour le soutien de la paix (CFSP), le Collège de commandement et d'état-major de la Force terrestre canadienne (CCEFTC) et le Centre canadien d'entraînement aux manœuvres (CCEM). On a aussi

examiné l’instruction et les cours du Centre pour le maintien de la paix Pearson (CPMP) et discuté de ceux qui nous semblaient pertinents aux opérations interorganisationnelles. Avec l’aide d’experts en la matière (EM), nous avons cerné un certain nombre de cours et de programmes d’éducation et d’instruction directement associés à un contexte opérationnel interorganisationnel. Par exemple, le *Programme de commandement et d’état-major interarmées* (CFC), le *Cours pour opérateurs de coopération civilo-militaire* (COMIC) et le *Cours à l’intention des officiers d’état-major de COMIC* (CFFEP), le cours *Chemin vers un haut degré de préparation opérationnelle pour le QG de la FOIA* (CCEMFT) et l’exercice *MAPLE GUARDIAN* (CCEM) ont été examinés au début de cette analyse de l’éducation et de l’instruction.

Avec l’aide des EM, nous avons aussi cerné les compétences de base possibles ou « compétences générales » (Scoppio, Idzenga, Miklas et Tremblay, 2009) dont aurait besoin le personnel militaire œuvrant au sein de la capacité interorganisationnelle. À l’origine, l’équipe de recherche avait jugé que le savoir, la réflexion critique, l’ouverture au risque, l’ouverture d’esprit, la sensibilisation culturelle, l’engagement, les compétences en communication, l’esprit d’équipe et l’entregent étaient des compétences nécessaires pour travailler efficacement dans un contexte interorganisationnel. Cette liste a ensuite été réduite pour se limiter à la sensibilisation culturelle, les compétences en communication, l’esprit d’équipe et l’entregent, puisque ces qualités étaient réputées répondre spécifiquement aux exigences d’un milieu interorganisationnel et/ou exhaustif, plutôt qu’à des critères de réussite plus généraux. Lorsque la chose a été possible, nous avons déterminé la liste des cours et programmes qui nous semblaient devoir être offerts pour développer ces compétences de base. Nous avons aussi demandé aux EM de préciser *le type de personne qui travaillerait efficacement dans un environnement opérationnel interorganisationnel*. Il s’agirait, selon eux, de personnes confiantes, assurées, intelligentes (émotivement et intellectuellement), sociables, ouvertes d’esprit, sachant communiquer de façon exceptionnelle, capables de collaborer, ayant un sens de l’humour et capables de faire la conversation et de bâtir des relations.

Enfin, nous avons demandé aux EM de signaler les problèmes potentiels qui existaient dans les cours d’éducation et d’instruction des FC appliqués à des contextes opérationnels interorganisationnels. À leur avis, il y aurait sans doute la participation limitée du personnel d’autres ministères et organismes gouvernementaux dans les activités d’instruction régulières, la synchronisation des stratégies et des priorités aux fins de l’approche pangouvernementale des opérations, et l’intégration des autres ministères et organismes gouvernementaux dans le processus de planification opérationnelle (PPO) des FC.

Le rapport se termine par des recommandations de travaux éventuels.

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List of Acronyms

Acronym	Definition
2 EW Sqn	2 Electronic Warfare Squadron
3D + C	Defence, Diplomacy, Development + Commerce
AAR	After Action Reviews
ADOK	Army Digitization Office Kingston
AJIC	CIMIC Staff Officer
ALLC	Army Lessons Learned Centre
ALQ	Advanced Leadership Qualification
AMSP	Advanced Military Studies Programme
ANA	Afghan National Army
ANP	Afghan National Police
AOR	Area of Responsibility
APIM	Advanced Planning for Integrated Missions
ARP	Applied Research Program
AU	African Union
AUIM	CIMIC Operator Course
BMQ	Basic Military Qualification
BOTP	Basic Officer Training Programme
BST	Battle Staff Training
Btl Grp	Battle Group
C2	Command and Control
CANSOFCOM	Canadian Special Operations Force Command
CAX	Computer Assisted Exercises
CBSA	Canada Border Service Agency
CCP	Command Chiefs Programme
CDA	Canadian Defence Academy
CDI	Center for Defense Information
CEFCOM	Canadian Expeditionary Force Command
CF	Canadian Forces
CFB	Canadian Forces Base
CFC	Canadian Forces College
CFFA	Canadian Forces Fire Academy

Acronym	Definition
CFLI	Canadian Forces Leadership Institute
CFLRS	Canadian Forces Leadership and Recruit School
CFLS	Canadian Forces Language School
CFMLC	Canadian Forces Military Law Centre
CFNBCS	Canadian Forces Nuclear, Biological and Chemical School
CFSAL	Canadian Forces School of Administration and Logistics
CFSMI	Canadian Forces School of Military Intelligence
CFSTG	CF Support Training Group
CFTDS	Canadian Forces Training Development Centre
CHEAP BFV	Concerns, hopes, expectations, attitudes, priorities, beliefs, fears, and values
CIDA	Canadian International Development Agency
CIED	Counter Improvised Explosive Device
CIMIC	Civil Military Cooperation
CLFCSC	Canadian Land Force Command and Staff College
CMJ	Canadian Military Journal
CMTC	Canadian Manoeuvre Training Centre
CNO	Computer Networked Operations
CO	Commanding Officer
CoE	Centre of Excellence
COIN	Counter insurgency
Compt	Comptroller Cell
CONOPS	Concept of Operations
COS	Chief of Staff
COs	Commissioned Officers
CPO1	Chief Petty Officers 1 st Class
CPO2	Chief Petty Officers 2 nd Class
CQ	CPO1/CWO Chief Qualification
CRS	Chief Review Services
CS TC (A)	Combined Security Transition Command Afghanistan
CSC	Correctional Services of Canada
CSIS	Canadian Security Intelligence Service
CSSP	Canadian Security Studies Programme
CTC	Combat Training Centre

Acronym	Definition
CWA	Consent Winning Activities
CWO	Chief Warrant Officers
CWS	Campaign Winning Seminar
DAD	Directorate of Army Doctrine
DAT	Directorate of Army Training
DCIMIC	Director Army Civil Military Cooperation
DFAIT	Department of Foreign Affairs and International Trade
DLCD	Director of Land Concepts and Doctrine
DLI	Directorate of Learning and Innovations
DLSE	Director Land Synthetic Environment
DND	Department of National Defence
DoD	Department of Defense
DP	Developmental Periods
DPSYOPS	Directorate of Psychological Operations
DRDC	Defence Research and Development Canada
DTE	Directorate of Training and Education
EBAO	Effects-Based Approach to Operations
EDP	Executive Development Programme
EQ	Emotional Intelligence
ETHAR	Explosive Threat Awareness
EUPOL	European Union Police
EW	Electronic Warfare
FAT	Functional Area Training
Fmn Ops CoE	Formation Operations Centre of Excellence
FTX	Field Training Exercise
HET	Hazardous Environment Training
HICON	Higher Control
HQ	Headquarters
IA	Influence Activity
IAP	Initial Assessment Period
IBTS	Individual Battle Task Standards
ICRC	International Committee of the Red Cross
IGOs	Inter Governmental Organizations

Acronym	Definition
ILQ	Intermediate Leadership Qualification
INFO OPS	Information Operations
IOCB	Information Operations Coordination Board
IOs	International Organizations
IPT	Individual Pre-Deployment Training
IQ	Intelligence Quotient
ISAF	International Security Assistance Force
IT	Individual Training
J5	Strategic Plans and Policy
J7	Operational Plan and Joint Force Development
JCSP	Joint Command and Staff Programme
JIMP	Joint, Interagency, Multinational and Public
JSOP	Joint Staff Operations Programme
JTF-A	Joint Task Force – Afghanistan
KLE	Key Leader Engagements
LCol	Lieutenant Colonel
LFA	Land Force Area
LFDTS	Land Force Doctrine and Training System
LOCON	Lower Control
MilObs	Military Observer
MRX	Mission Rehearsal Exercises
MWO	Master Warrant Officers
NATO	North Atlantic Treaty Organization
NCM	Non-Commissioned Members
NCOs	Non-Commissioned Officers
NCPD	Non-Commissioned Member Professional Development
ND	National Defence
NGOs	Non-Governmental Organizations
NORAD	North American Aerospace Defense Command
NSP	National Security Programme
NSS	National Search and Rescue Secretariat
NSSP	National Security Studies Programme
OAS	Organization of the American States

Acronym	Definition
OCC-P	Operations Coordination Centre – Provincial
OGAs	Other Government Agencies
OGDs	Other Government Departments
OMLT	Operational Mentor and Liaison Team
OPD	Officer Professional Development
OPME	Officer Professional Military Education
OPP	Operations Planning Process
OTS	Operational Training Section
PA	Public Affairs
PCO	Privy Council Office
PD	Professional Development
PIM	Planning for Integrated Missions
PLQ	Primary Leadership Qualification
PO1	Petty Officers 1 st Class
PPC	Pearson Peacekeeping Centre
PPP	Presence Posture Profile
PRT	Provincial Reconstruction Team
PSO	Peace Support Operation
PSTC	Peace Support Training Centre
PSYOPS	Psychological Operations
PWGSC	Public Works and Government Services Canada
Q&A	Question and Answer
QIPs	Quick Impact Projects
RC (S)	Regional Command (South)
RCMP	Royal Canadian Mounted Police
RMC	Royal Military College of Canada
RMCSJ	Royal Military College Saint-Jean
RoCK	Representative of Canada in Kandahar
ROEs	Rules of Engagement
SA	Situation Awareness
SAP	Senior Appointment Programme
SAT	Strategic Advisory Team
SMC	Senior Management Course



Acronym	Definition
SMEs	Subject Matter Experts
SOPs	Standard Operating Procedures
SOs	Staff Officers
TF	Task Force
TMST	Theatre Mission-Specific Training
TTPs	Tactics, Techniques and Procedures
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
UNIMSOC	United Nations Integrated Mission Staff Officers Course
UNMOs	United Nations Military Observers
UNPOL	United Nations Police
USAID	United States Agency for International Development
VIP	Very Important Person
WES	Weapons Effects Simulation
WO	Warrant Officers
WoG	Whole of Government
WW	World War

1. Introduction

1.1 Background

The Canadian Forces (CF) confronts a number of challenges and complexities in today's multidimensional security environment that requires its members to ensure defence and security goals as well as development and diplomacy goals are met. The CF typically operate in failed or failing states that have densely populated urban centres differentiated by ethnic, cultural, and religious affiliation as well as socioeconomic status. In these states, the CF battle irregular forces who are often dispersed over a large geographic area and use a variety of means (e.g., improvised explosive devices, hit and run tactics) to combat more sophisticated and powerful regular armies. According to Lieutenant-General Andrew Leslie, Dr. Peter Gizewski, and Lieutenant-Colonel Michael Rostek (2008), these foes seek to erode the will of coalition forces (e.g., “media savvy” insurgents and terrorists) or maintain power over local populations (e.g., warlords) rather than defeating them militarily. Much of the current operations then consist of convincing the local populations that security and development arising from coalition forces will promote a better, more prosperous way of life to the current status quo.

Today, military legitimacy and successful operations are not defined by military power alone. Because conflict today is driven by material, ethnic, religious, and ideological demands and requires “winning the hearts and minds” of the local populations, the “ability to bear all instruments of national and coalition power and influence upon a problem in a timely, coordinated fashion (i.e., diplomatic, economic, military, and informational) is increasingly essential to achieving effective results” (Leslie et al., 2008). The CF, therefore, cannot conduct operations in isolation. They must adopt a more “comprehensive” approach to operations, and collaborate and cooperate with a number of different actors (such as diplomats, development officers, corrections officials, and police officers) who are simultaneously working toward the same goals. Superordinate goals will require the CF to participate in activities that are both traditional (e.g., defence) as well as non-traditional (e.g., development).

In response to the need for a comprehensive approach to operations, in 2005, the Canadian government initiated a new strategy for international operations, involving the CF. Originally called the 3D + C (Defence, Diplomacy, Development + Commerce) approach, and now referred to as the ‘Whole of Government’ (WoG) or ‘Team Canada’, this approach involves laying out a coherent strategy and policy for any given mission that includes the integration and coordination of multiple government departments and agencies. The goal of this integrated and collaborative WoG approach is to achieve, more effectively, national goals in international operations as all of the actors bring something to bear on the mission. Specifically, the WoG approach consists of utilizing “formal and/or informal networks across the different agencies within that government to coordinate the design and implementation of the range of interventions that the government’s agencies will be making in order to increase the effectiveness of those interventions in achieving the desired objectives” (Department of National Defence (DND) *Evaluation of CF/DND Participation in the Kandahar Provincial Reconstruction Team*; cited in Scoppio, Idzenga, Miklas, & Tremblay, 2009). Such an approach has direct impact on how the CF operates in the current and future security environment. Indeed, the most recent Canadian Forces Doctrine Manual (2009) explicitly addresses the approach to operations.

“In complex contemporary crises, activities and effects from a wide range of government participants need to be coordinated. The CF contribution to this Canadian ‘Whole of Government’ (WoG) approach identifies an effects-based philosophy in seeking to stimulate, wherever possible, a cooperative culture and collaborative working environment between government departments and agencies. Within this philosophy, participants work proactively and share their understanding of situations and conduct planning and activities on the basis of shared favourable outcomes in the short, medium, and long term.” (Canadian Forces Joint Publication: Canadian Military Doctrine, 2009, 6-4 – 6-5).

Similarly, Director of Land Concepts and Doctrine (DLCD) has referred to the capacity to seamlessly integrate CF activities with other entities, i.e., Joint, Interagency, Multinational and Public (JIMP) framework, as a key enabler to ensure mission success in an increasingly complex land environment. The CF must have the “ability to connect all relevant organizations and agencies with CF architecture and provide liaison to support these agencies in the execution of the mission” (Leslie et al., 2008).

According to Leslie et al. (2008), the benefits of operating in a JIMP framework with a WoG approach include increasing the coordinated action on behalf of the CF and other players to securing mission goals and objectives; socializing the CF and other organizations to the challenges each confront in the security environment and how their unique contributions can serve to collaboratively address these; increasing awareness and respect of the resources and contribution of diverse players; desiring to work collaboratively to achieve goals in a non-hierarchical manner; and ultimately fostering more strategic decision making and action.

Though well-versed in multinational and joint operations, the interagency and public¹ dimensions of the JIMP framework represent relatively newer territory for the CF (Leslie et al., 2008). Indeed, much of the professional development programmes for both non-commissioned officers (NCOs) and commissioned officers (COs) centre around preparing CF members to work in a multinational (e.g., United Nations, coalition, or North Atlantic Treaty Organization operations) and/or joint capacity (e.g., Army, Navy, Air Force). And yet, the interagency and public components of the JIMP framework and WoG approach are gaining more prominence in current CF operations (most notably in Afghanistan). The WoG approach requires the CF to work closely with other government departments (OGDs) and other government agencies (OGAs) to achieve operational goals. But preparing CF members to work with a multiplicity of players in a non-traditional role (i.e., enabling development and diplomacy) demands a new way of thinking (Thatcher, 2006). Effectively working within the JIMP environment requires greater cooperation and collaboration among interagencies (such as Canadian International Development Agency (CIDA) and Department of Foreign Affairs and International Trade (DFAIT)), who presumably have operated more independently of one another in the past. As organizations will diverge as a consequence of different organizational cultures, one important step in ensuring cooperation and collaboration in the WoG approach is to gain greater understanding of the various players and identify those critical interactions that will have the greatest impact on favourably promoting operational effectiveness and success.

¹ It is beyond the scope of this paper to include the public component of the JIMP framework.

1.2 Interagency within the JIMP Construct

There are a number of OGDs, OGAs, and non-governmental organizations (NGOs), both domestic and international, as well as international organizations (IOs) and Inter Governmental Organizations (IGOs) that could be included under the category ‘interagency’ within the JIMP construct. Some of these include:

- Canadian Security Intelligence Service (CSIS);
- Canada Border Service Agency (CBSA);
- Elections Canada;
- United States Agency for International Development (USAID);
- United Nations Assistance Mission in Afghanistan (UNAMA); and
- International Committee of the Red Cross (ICRC).

Given the number of possible agencies implicated within the interagency context, and the fact that the concept of the JIMP framework is still quite new, determining exactly which organizations fall into the interagency category is somewhat difficult. Using the WoG approach as opposed to a comprehensive approach, however, helps minimize some of the efforts of categorization because WoG refers only to the activities of those OGDs and OGAs of a particular country (i.e., Canada), whereas comprehensive includes all actors, from IOs to NGOs to private companies or corporations.² Reading the literature exploring CF operations in a JIMP context, discussing with CF subject matter experts (SMEs), and speaking to the Scientific Authority (SA) for the current project, we have identified those interagencies who are most relevant in the current Afghan mission, including CIDA, DFAIT, Royal Canadian Mounted Police (RCMP), Correctional Services of Canada (CSC), and of course the CF.³

The WoG team is illustrated in Figure 1.

² This distinction was provided by an SME, though there is still some confusion with respect to the difference between WoG and comprehensive approach. Some use this term interchangeably.

³ This selection was done primarily in consultation with the Scientific Authority at the outset of the project. However, operational testimony also seems to support this narrow selection. When characterizing the interagency element of Canadian operations in Afghanistan, Stephen Wallace, the Vice-president of CIDA, included CIDA, DFAIT, RCMP, and DND. “When you have CIDA, DFAIT, RCMP and DND working together 24 hours a day, seven days a week, where you roll out of your bunk and you are at work, this idea of working in a coherent, coordinated way is intrinsic.”

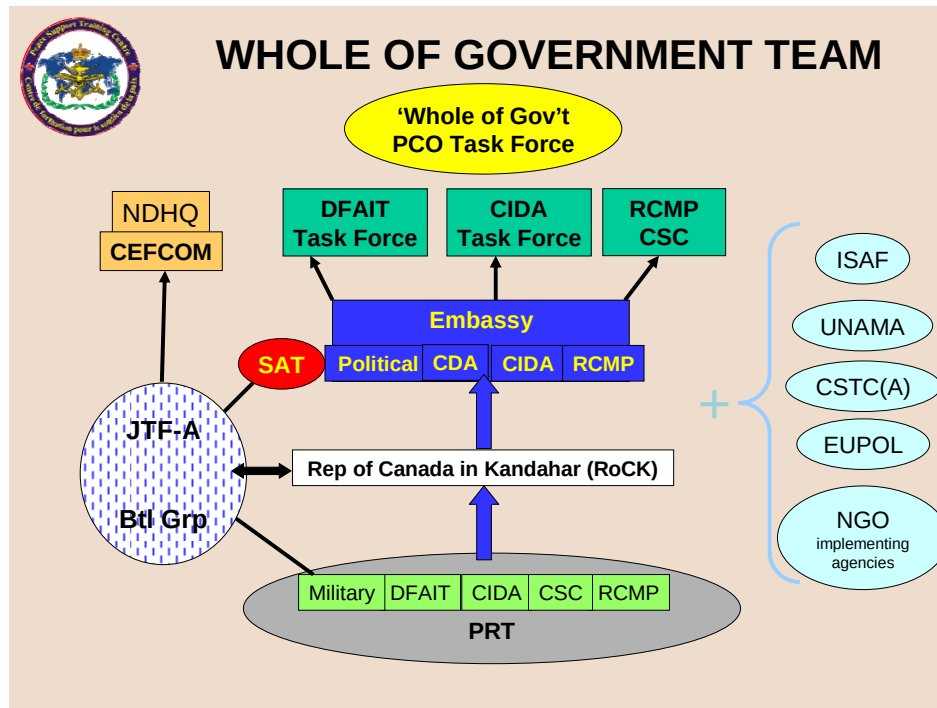


Figure 1: Whole of Government Team⁴

As illustrated, at the tactical level, the PRT or Provincial Reconstruction Team consists of members from the CF as well as DFAIT, CIDA, CSC, and RCMP. In short, these teams consist of military officers, diplomats, development specialists, corrections experts, who work to support Canadian reconstruction, governance, security efforts in unstable states. They report to the Joint Task Force – Afghanistan (JTF-A) and the Battle Group (Btl Grp). All civilians working in Kandahar province work under the direction of the Representative of Canada in Kandahar (RoCK), who in turn is governed by the Canadian Ambassador in Kabul. The RoCK is a senior civilian who interacts with a number of actors, including Afghan provincial government officials and institutions, IOs, NGOs, etc., in an effort to promote development and governance in Kandahar province. Working with the Commander of the JTFA, the RoCK helps to ensure collaboration among the various actors and synchronize efforts to bring about Canadian development, governance, and security objectives in Afghanistan. All of the efforts of the PRT, feed indirectly from the tactical level to the strategic level, represented at the top of the illustration as DFAIT Task Force, CIDA Task Force, and RCMP/CSC. Other actors include ISAF (International Security Assistance Force in Afghanistan), UNAMA, CS TC (A) (Combined Security Transition Command Afghanistan), EUPOL (European Union Police Mission in Afghanistan), and various NGOs.

Again, for the purposes of this project, we have limited our categorization of interagencies to “Team Canada”, including CIDA, DFAIT, RCMP, CSC, and CF. These are briefly described in the sections that follow.

⁴ CIMIC Operator Course, PSTC.

1.2.1 Canadian International Development Agency (CIDA)

CIDA is responsible for Canada's international development assistance programs. Its mandate is to "manage Canada's support and resources effectively and accountably to achieve meaningful, sustainable results and engage in policy development in Canada and internationally, enabling Canada's effort to realize its development objectives" (CIDA, 2009). CIDA makes a contribution to a number of areas in need, including education, environment, health and humanitarian aid, in order to alleviate the problems associated with poverty. It has acknowledged that collaboration with OGDs (e.g., working with DND and RCMP for security sector reform) can enhance the progress in fragile states (Patrick & Brown, 2007). CIDA works collaboratively with development partners, fragile states, countries in crisis, and the Canadian population and institutions (CIDA, 2009). For instance, CIDA is currently working with other international organizations, such as the World Bank and United Nations (UN) Development Program, in Afghanistan to contribute to the international development and reconstruction effort (House of Commons, 2007). CIDA is involved in providing basic services, such as water and humanitarian assistance to people in need, including refugees, in Kandahar province.

1.2.2 Department of Foreign Affairs and International Trade (DFAIT)

DFAIT formulates and implements policies on foreign affairs and international trade, promotes international trade and commerce, and manages Canada's missions in terms of international affairs. Through the RoCK, DFAIT works with a number of OGDs, OGAs, NGOs, IOs, international government officials and institutions as well as the CF (most notably the commander of JTFA), to promote the six Canadian priorities in Afghanistan (Government of Canada, 2009). These include enabling the Afghan National Security Forces (both police and army) in Kandahar to maintain law and order in Kandahar province; strengthen the capacity of Afghan's institutions to deliver core services to the local population; provide necessary humanitarian assistance to those most vulnerable populations (i.e., refugees, displaced people, and repatriated nationals); creating secure borders between Pakistan and Afghanistan; promote Afghan democracy by contributing to the development and sustainment of public institutions and an electoral process; and facilitate efforts for political reconciliation.

1.2.3 Royal Canadian Mounted Police (RCMP)

The RCMP is Canada's national police service. They currently have five strategic priorities, including organized crime, terrorism, youth, Aboriginal communities, and economic integrity (RCMP, 2009). One domestic operation that includes RCMP and CF partnership at home is ensuring security for the 2010 Olympic Games in Vancouver. With respect to Afghanistan, RCMP are involved in helping train the Afghan National Security Forces (notably the Afghan National Police).

1.2.4 Correctional Services of Canada (CSC)

Domestically, CSC emphasizes restorative justice, where equal compensation is given to restore loss, injury or damage. CSC looks to heal victims, involve the community, and ensure the accountability of offenders (CSC, 2009a). According to *Peace-Building and Reconstruction Missions: Afghanistan* (CSC, 2009b), CSC was asked by the United Nations Department of Peacekeeping Operations to assist Canada in the mission in Afghanistan. Since 2002, CSC has participated in reconstruction activities in Afghanistan. Some of these include providing advice for the development of a correctional system; establishing a working group to ensure standardized

treatment of offenders; and separating the correctional system from the police system. Specifically, the Corrections Team offers expertise and mentoring to advance inmate registration, programmes, literacy capacity, medical treatment, and the treatment of women and children. The CSC has played an integral part in reconstructing the correctional system in Afghanistan and assisted in the overall humane treatment and conditions of the Afghan people.

1.2.5 Canadian Forces (CF)

The CF consist of Land Force Command (i.e., Army), Maritime Command (i.e., Navy), and Air Command (i.e., Air Force). The CF defends Canadian values, interest and sovereignty on national and international levels. Their role is protect Canada, defend North America (in cooperation with the U.S.), and contribute to international peace and security (National Defence, 2009a). The current operating framework for CF is to conduct missions in a JIMP environment. In order to ensure that the Canadian Government meets its priorities, the CF's primary role in Afghanistan is to provide protection and security, thereby enabling the diplomacy, development and training mandates of the other participating Canadian OGDs and OGAs.⁵

1.3 Working Collaboratively

Given the recent inception of the JIMP framework and WoG approach to operations, working closely with other interagencies may present some unforeseen challenges for CF personnel. As explained above, the WoG approach requires the CF to conduct operations with other interagencies in order to fulfil the Canadian Government's Afghanistan priorities. And though the CF has familiarity with joint and multinational operational contexts, there is, according to some, a limited history with direct interagency and public operating contexts (Leslie et al., 2008). This is not to say, of course, that these elements have been totally excluded in past operations, involving the CF. Rather, the need for direct inclusion and requisite collaboration of interagencies and the public in military activities can be construed as novel from a CF perspective.

One particular challenge facing the CF then is learning how to trust personnel from other organizations that have very diverse organizational cultures and philosophies (e.g., CIDA). One way to mitigate this challenge may be to learn more about the other organizations that the CF will be working with, including how they function, what their priorities and goals are, etc. (Thompson & Gill, 2009). Organizations have unique cultures. In some cases, there will be similarities among organizations, but in other cases there will be differences. Understanding the differences and similarities of the interagency partners with whom the CF will be operating (such as DFAIT, CIDA, etc.) may help close gaps and align various divergent expectations and goals during the mission. The development of trust between organizations will be one important feature for producing greater collaboration and mission effectiveness (Adams, Thomson, Brown, Sartori, Taylor, & Waldherr, 2008).

But trust development often occurs from previous experience with and knowledge of others. Limited previous experience working with these organizations in a combat mission may further exacerbate the challenge of establishing and maintaining trust between organizations. Relationships between key players may not be fully realized, and research suggests that a core component of trust

⁵ In a recent CBC website (?) article, Chief of Defence Staff Walter Natynczyk summarized Canadian Forces' role in Afghanistan as primarily providing protection and security. He stated "We provide protection, we provide security, we enable governance, we enable development, we enable training. But our function is security and protection. That's the military mission." (Soldiers out of Kandahar by 2011, 2009)- if from website you need provide the e-link & retrieval date .

development between organizations emerges from the interactions between leaders and representatives (Adams et al., 2008). Negative stereotypes and a degree of suspicion among personnel from diverse organizations can be a consequence. It is important for CF personnel to have knowledge about the organizations with which it will be operating, as well as about the individuals representing those organizations. This knowledge and understanding might promote the emergence of trust at the interagency level.

A critical first step to enable interagency collaboration in CF operations is to integrate OGDs and OGAs into the current education and training system, as this may promote heightened understanding of both organizations and key players. Participation may also reveal to CF personnel the interdependence of their objectives and priorities with OGDs and OGAs objectives and priorities. This contact, ideally, will help develop positive relationships, remove any negative pre-existing stereotypes, produce means to align mission objectives and goals, and foster interagency trust. To what extent OGD and OGA integration and participation occurs in CF education and training, however, is not currently well documented. In support of a larger Defence Research and Development Canada (DRDC) Toronto applied research program (ARP) exploring the psychological dynamics of trust in these particular operational contexts, the following report attempts to identify and detail the CF education and training for interagency operational contexts.

1.4 CF Education and Training for Interagency Operational Contexts

In support of the DRDC Toronto research project, we catalogued and summarized CF education and training relevant to an interagency operational context. DRDC Toronto has recently begun an ARP exploring the psychological dynamics of trust in the interagency domain in order to support the development of training for an interagency operational context. A key objective of this ARP is the development of knowledge products that will lead to recommendations for enhanced CF education and training programs and/or tools to promote interagency collaboration and effectiveness. Again, interagency collaboration will be critical to ensure mission effectiveness. In support of this research program, therefore, it is important to explore and document current CF training and education efforts. This will help identify current CF needs in the interagency context to focus research initiatives meant to support training for interagency collaboration.

Our approach included exploring some of the literature pertaining to the JIMP framework for operations, specifically associated with interagency contexts. Following this, we examined the available (and accessible) course and program documentation from a number of CF education and training institutions that included an interagency component. We met with the scientific authority prior to our search of this material to determine those most critical institutions. Although there are many different CF institutions that might provide some small element of education and training relevant to the interagency context, time and budgetary limitations precluded inclusion of all possible institutions. Based on the research team's prior knowledge with CF education and training institutions, we chose a limited number of CF institutions to include in our investigations that we either believed or knew would have some degree of training for interagency operational contexts. Throughout the project, subject matter experts (SME) also turned our attention to particular institutions and courses and programs to consider. At the same time, again with the scientific authority, we also generated a list of possible CF SME contacts for assistance throughout the project. These SMEs were selected on the basis of their involvement with current CF education and training.

Throughout the duration of the project, discussions with several SMEs provided greater detail on the current CF education and training efforts that directly address the interagency operational context. Chapter 2 details the SME input regarding CF training that includes a degree of OGD and OGA integration and participation. As well, we document those courses and programs that appear

to include an interagency component. In some cases, SMEs specifically focused our attention to particular courses and programmes, but in other cases we had to judge as best as possible from documentation accessed on the websites whether there appeared to be an interagency component to the education and training. In most cases, information was obtained by both the website and SME guidance for the courses as well as the training. At the beginning of each section, we indicate the sources of the information presented.

We also wondered if a particular skill set might be most suited to operate effectively in interagency contexts. Traditional military skills (e.g., weapons handling, physical fitness, etc.) might need to be accompanied by other interpersonal skills. Indeed, some of the literature reviewed for this project suggested that CF personnel should have particular competencies to effectively work in a JIMP environment, especially when considering interagency operational contexts (Scoppio, Idzenga, Miklas & Tremblay, 2009; Edwards, Bentley, Capstick, Beardsley & Gilmour, 2008; Chief Review Services, 2008; Kealey & Protheroe, 1995; and Kealey, 2001). For example, Scoppio, Idzenga, Miklas, and Tremblay (2009) argue that several “soft skills” (e.g., cultural awareness/sensitivity, team building, etc.) are critical to working in interagency contexts. Others recommended strong communication skills (Chief Review Services, 2008) and a gregarious personality (Edwards et al., 2008). In chapter 3, we examined CF education and training for core competencies that might facilitate successful interactions in an interagency context. We also summarize SMEs input concerning the kind of person that would be most effective working in an interagency operating environment.

In Chapter 4, we document the challenges SMEs foresee regarding the integration and participation of OGDs and OGAs in future CF education and training. We describe the McKinsey 7-S organizational framework (Pascale & Athos, 1981) which we utilized to help identify and categorize the challenges facing the CF and OGDs and OGAs while working to instantiate the WoG approach. While one among many models (and while this model does not appear to have been empirically validated to this point), this model was useful for our purposes because it provided a descriptive framework to organize SME input in terms of the organizational factors outlined in the model.

Finally, we conclude the report with research ideas to promote more complete understanding of the challenges that the CF may have when conducting operations in an interagency context. Again, the McKinsey 7-S framework is used descriptively to potentially consider and organize gaps and alignments between the CF and OGDs/OGAs regarding the various elements of an organization (such as structure, systems, etc.). Populating this framework with information about the various elements of each organization may help to identify organizational differences and similarities and develop approaches and strategies for successful interactions between organizations, which then can be incorporated into CF education and training initiatives. It also may help to shed light on some of the social psychological phenomenon at play during interactions with individuals from diverse interagencies, such as trust, stereotypes, in-group favouritism and out-group discrimination, and social identity, to name a few.

2. CF Training and Education for Interagency Aspects of JIMP

The following chapter identifies and details those CF education and training activities that include instruction for conducting operations in an interagency context. The institutions that we include either fall under the Canadian Defence Academy (CDA), which reach all elements of the CF (i.e., army, navy, air force), or Land Forces Doctrine and Training System (LFDTS). Though LFDTS is army centric, some of the institutions do include all of the environments (e.g., Peace Support Training Centre (PSTC)). Our investigation also includes the Pearson Peacekeeping Centre (PPC), which falls neither under CDA nor LFDTS, but rather is a not-for-profit Canadian-based institution. Information obtained for this chapter came from the websites of the various institutions and in some cases input from SMEs. An examination of courses, programmes, and training exercises shows some element of education and training for interagency operating contexts. We begin by considering those programmes that fall under CDA.

2.1 Canadian Defence Academy (CDA)

The Canadian Defence Academy (CDA) is responsible for the professional development of CF members. Positioned within Military Personnel Command, CDA promotes the intellectual and professional learning of members through the implementation of coherent and integrated academic programs. This professional development is meant to ensure that CF members can apply military and technical doctrine and procedures with a high degree of expertise; to enhance their power of judgement; and to develop CF members' capabilities to adapt to and manage the ever-changing operational environment. With a heightened level of expertise and knowledge, CF members can be deployed early on in their careers and throughout, on a number of varying missions (National Defence and the Canadian Forces, 2008a).

CDA Headquarters (CDA HQ) has seven functional groups. These are the Office of the Commander, Directorate of Training and Education (DTE), Directorate of Learning and Innovations (DLI), Chief of Staff (COS) cell, Canadian Forces Leadership Institute (CFLI), Canadian Military Journal (CMJ), Comptroller Cell (Compt), and the Canadian Forces Military Law Centre (CFMLC).

CDA HQ acts as managing authority of a number of educational institutions, including CDA Headquarters (CDA HQ), Royal Military College Canada (RMCC or RMC), Canadian Forces College (CFC), Royal Military College Saint-Jean (RMCSJ), Canadian Forces Language School (CFLS), Canadian Forces Leadership and Recruitment School (CFLRS), and Canadian Forces Base (CFB) Borden/CF Support Training Group (CFSTG). This is graphically depicted in Figure 2.

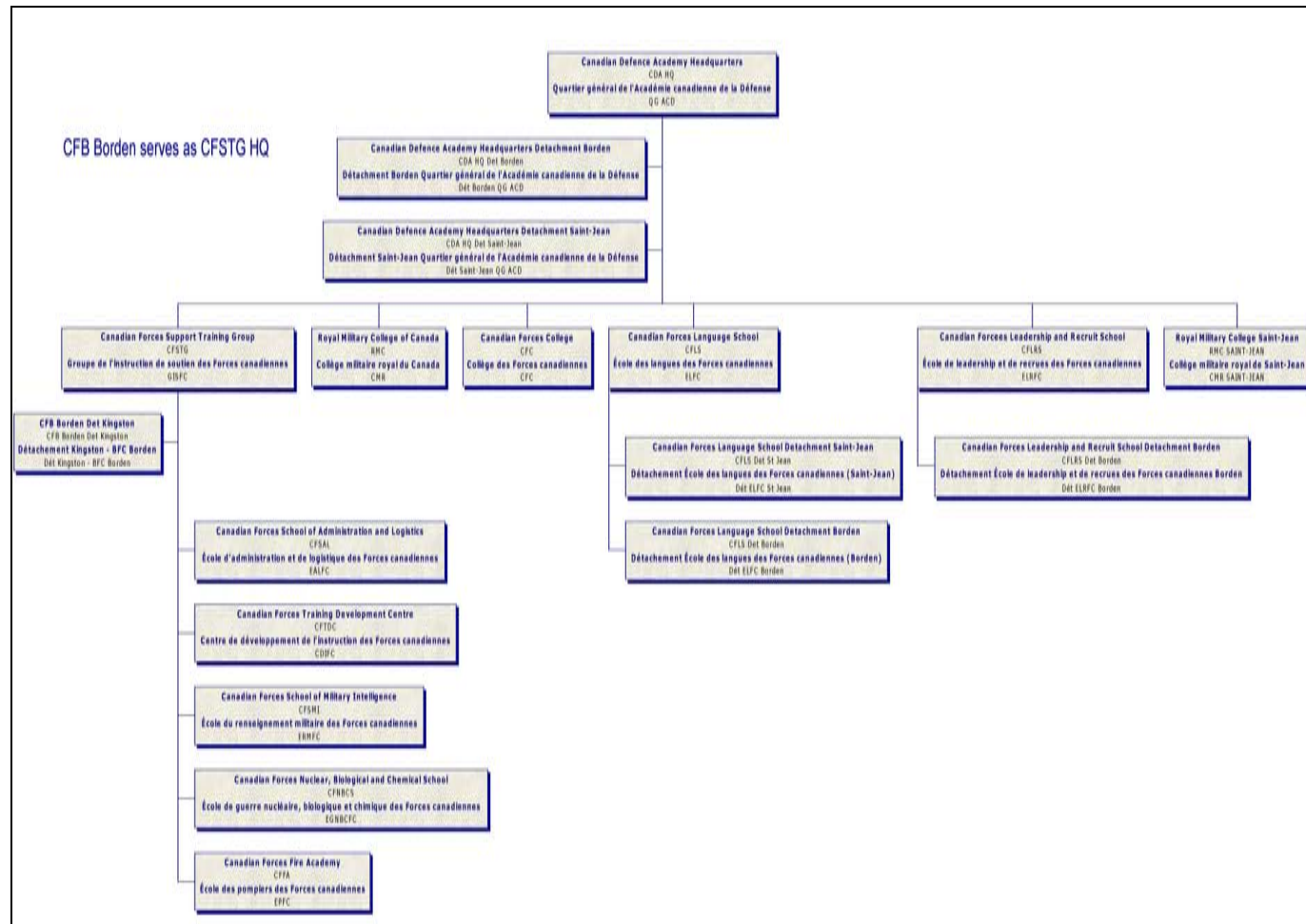


Figure 2: CDA organizational chart (National Defence and the Canadian Forces, 2008a)

As shown in the figure, CDA HQ manages the various learning institutions. DTE, on the other hand, oversees the design, development and maintenance of the training and education programs at these institutions (e.g., RMC, CFC). DTE is responsible for managing the Officer Professional Development (OPD) system, which is meant to prepare officers for a progressive career in the armed forces through education, training, employment experience, and self-development. The OPD is delivered across five distinct developmental periods (DP1 – DP5) or time frames in one's career, each period corresponding to a particular rank. Each DP is associated with a particular CF training and education institute. For example, Officer DP1 is concerned with Basic Officer Development and includes the Initial Assessment Period (IAP) and Basic Officer Training Programme (BOTP). DP1 is conducted at CFLRS. In DP2, officers can receive their Officer Professional Military Education (OPME) and Joint Staff Operations Programme (JSOP), which are offered at RMC and CFC respectively. Senior officer development includes Joint Command and Staff Programme (JCSP) and the Canadian Security Studies Programme (CSSP). Senior officer development prepares Majors/Lieutenant-Commanders and Lieutenant-Colonels/Commanders for joint, multinational appointments. These programs are offered at CFC. As will be shown below, during these development periods, CF members will receive some education and training with respect to the interagency component of JIMP.

Similarly, non-commissioned members (NCM) move through five development periods (DP1 – DP5), and have a number of particular qualifications to obtain throughout their career, including Basic Military Qualification (BMQ), Primary Leadership Qualification (PLQ), Intermediate Leadership Qualification (ILQ), Chief Qualification, and Advanced Leadership Qualification (ALQ). In DP5, there is a Senior Appointment Programme (SAP), Command Chiefs Programme (CCP), and Executive Development Programme (EDP). These courses are taught at various institutions, including Royal Military College Saint-Jean.

To remain within the scope of the current project, we selected (with input from the scientific authority) some of the CDA institutions to investigate in greater detail the course or training offerings specifically addressing the interagency component of JIMP that fall within this developmental structure. In consultation with the scientific authority at the beginning of the project, the following seemed like the most obvious institutions to include, RMC, RMCSJ, CFC, CFSMI, and CFLI. The following sections provide a brief overview of the organizations and the courses offered under professional development programs that specifically address the interagency component of JIMP.

It should be pointed out at the outset that references to “interagency” found in course material and SME input are not typically linked to the notion of trust *per se*, but rather understood in terms like integration, relationship building, participation, and cooperation.

2.1.1 Royal Military College Canada (RMC)⁶

The Royal Military College of Canada (RMC) was established by the Canadian Government to provide a comprehensive education for the military profession. Today, RMC offers a wide range of programmes to military personnel in the Arts, Sciences, and Engineering at both the undergraduate and graduate levels.

At the graduate level, based on the course descriptions (and not confirmation by course instructors or SMEs), we believe there are number of course offerings that include some interagency

⁶ Information for this section was obtained from the Royal Military College of Canada Website (National Defence, 2009b). Input from DTE SMEs confirmed some specific courses at RMC included education in the JIMP framework.

component. For example, *Comprehensive Operations* examines interagency operations in current and future operation environments. Moreover, in *Canada in the Global Strategic Environment*, students are exposed to the role of NGOs and OGAs (such as CIDA). *Civil-Military Relations in Canada* instructs students on the relationship between the military and civilians in relations to CF operations. Both *The Joint Force* and *Joint Warfare Yesterday, Today, and Tomorrow* include some element of interagency according to course description. Other courses, *National Security*, *International Affairs & Defence Management Studies*, *Issues of National and International Relations*, and *War, Politics and International Relations* introduce students to organizations (e.g., UN) likely to have some input into CF operations. Table 1 provides the name of each course and a brief description.

Table 1: RMC courses with possible interagency instruction

Course	Description
Comprehensive Operations	This course examines interagency operations in the current and future operational environment. Students will learn how various factors influence strategic objectives, such as means and ends, conflict theories, concepts, and doctrine.
Canada in the Global Strategic Environment	This course examines Canada's role in an international, political, strategic and economic setting. Students learn about international relations, inter-state relations, the role of NGOs and OGAs, and religious movements, as well as the constraints on using military power.
The Joint Force	This course examines joint force (interagency, multinational) capabilities available to commanders, specifically under the joint doctrine.
Joint Warfare Yesterday, Today and Tomorrow	This course examines war at an operational level. There is an emphasis on the current joint doctrine, which outlines allied, combined, and interagency missions.
National Security, International Affairs & Defence Management Studies	This course examines the impact domestic and international decisions have at the strategic level. Students will learn about Canada's cooperation with international allies, international organizations, and other regions.
Issues of National and International Security in International Relations: Theories & Practices Since 1945	This course examines the change in international security since World War (WW) 2. Specifically, such topics include the development of international organizations (e.g., UN) and laws.
War, Politics and International Relations	This course examines the relationship between international politics and war. Topics will cover international organizations, peacekeeping, and government cooperation.

These are some of the courses offered at RMC that appear to offer some interagency instruction to CF personnel, although none specifically refers to interagency trust. For the future, it would be important to validate this observation with course instructors.

Consistent with the CF development program, RMC also offers the DP2 OPME course at the undergraduate level. According to an SME from DTE, in obtaining OPME, officer candidates complete six courses for DP2 qualification, two which he identified as having a relevant component for the JIMP framework, *Introduction to Defence Management* and *CF and Modern Society: Civics, Politics and International Relations*.⁷ The following are brief descriptions of the courses.

Introduction to Defence Management (DCE001)

The *Introduction to Defence Management* exposes junior officers to managing both military and civilian personnel. This course also provides some knowledge relevant to how relationships among various agencies may have a role in current or future operations (e.g., Government of Canada, Minister of National Defence, search and rescue, and other interested organizations). One of the

⁷ Information for these courses and programmes were provided through consultation with SMEs.

outcomes of the course, therefore, is that students will learn more about the organizations that they may work with during operations, including their roles. Specifically, students learn about the various responsibilities of the organization and how they can be of aid to the CF. As well, exposure to other organizations may provide information regarding their structure and culture. Learning the roles of other organizations may foster a sense of trust when requiring collaboration in interagency operational contexts. However, we could not find any explicit mention of interagency trust or related terms (such as cooperation) in the documentation available.

The *Introduction to Defence Management* course consists of three modules: Operations Management, Personnel Management, and Institutional Management. According to SMEs, the Operations Management module is the most relevant for the interagency component of JIMP. This module itself covers four sub-topics, including National Strategic Level, Military Strategic Level, Military Operational Level, and Military Tactical Level. Learning about the National Strategic Level, students become familiar with the relationship between the Department of National Defence (DND) and the Canadian Government in developing operations. Content areas for this component of the module include an explanation of the role of the Minister of Defence, and his or her relationship to operations. Students also learn about the laws, acts, and agreements that impact the CF and DND, and the accountability framework for military personnel in operations. In the Military Tactical Level topic, students are introduced to the Canadian search and rescue organizations (i.e., National Search and Rescue Secretariat (NSS)) that the CF may interact with in the future.

According to the course calendar, RMC also offers a number of courses that meet the same requirements as the *Introduction to Defence Management* course, namely *Principles of Management in a Defence Setting* (BAE100), *Introduction to Defence Management and Decision Making* (BAE101), *Human Resource Management in a Defence Setting* (BAE240), *Management Decision-Making in Defence* (BAE266), and *Defence Decision-Making* (DM523). Although the requirements are the same, these courses no information was available from the course calendar indicating that students are specifically taught about working within an interagency context.

CF and Modern Society: Civics, Politics and International Relations (POE206)

The *CF and Modern Society: Civics, Politics and International Relations* course teaches junior officers the key issues of Canadian politics within a global setting. Although this module does not explore interagency trust, it does examine trust with the Canadian political system. Specifically, declining trust in politicians is examined. Students who learn about the factors and actions that limit the growth of trust can apply this knowledge to interagency operations. The outcome of this course is to teach students about different cultures and expectations in the event of working in an interagency environment. Other topics that are covered in this course include Quebec nationalism and the inequality of women and Aborigines.

2.1.2 Royal Military College Saint-Jean (RMCSJ)⁸

The Royal Military College Saint-Jean (RMCSJ) offers education at the college level for officer cadets, both commissioned and non-commissioned officers. The college offers science and social science programmes and some of the programmes can be transferred to RMC. While the first year of RMCSJ is similar to grade 12 in high school, year two is equivalent to the first year of university. Students of RMCSJ who have completed year 2 can transfer into RMC and begin at year two. Education and training at RMCSJ are based on academics, athletics, bilingualism and leadership.

⁸ Information for this section was obtained from the RMCSJ website (National Defence, 2009c).

RMCSJ manages and offers three courses required for the Non-Commissioned Member Professional Development (NCPD), namely the *Intermediate Leadership Qualification* (ILQ), the *Advanced Leadership Qualification* (ALQ), and the *CPO1/CWO Chief Qualification* (CQ) (National Defence, 2009c). As will be shown in the sections below, these courses appear to have some degree of interagency instruction. However, we have no SME confirmation regarding the degree of specific interagency instruction. Further consultation, therefore, should be pursued.

Intermediate Leadership Qualification (ILQ)

The *Intermediate Leadership Qualification* (ILQ) course is offered during a non-commissioned member's DP3. The ILQ includes the *National and International Relationships* (307) component. This component examines the relationship between civilians and military on a national and international level. Within this component non-commissioned members (NCM), specifically Petty Officers 1st Class (PO1) and Warrant Officers (WO), are expected to link a number of topics to CF requirements. Topics that include an interagency component are obligations to international treaties and organizations, roles of various organizations (NGOs, North Atlantic Treaty Organization (NATO), North American Aerospace Defense Command (NORAD), Organization of the American States (OAS), UN), and the CF role in NATO, NORAD, and international peacekeeping. Understanding the roles of the CF in operations that consider interagency involvement (e.g., UN) and the particular roles of other organizations provides participants with some knowledge and background relevant to the JIMP framework.

Advanced Leadership Qualification (ALQ)

The *Advanced Leadership Qualification* (ALQ) course is offered during a non-commissioned member's DP4. The ALQ includes the *National and International Relationships* (407) component. Similar to the ILQ course, this component identifies the relationship between civilians and military on a national and international level. NCMs, specifically Chief Petty Officers 2nd Class (CPO2) and Master Warrant Officers (MWO), are expected to explain civilian assistance; the relationship between military, police and security agencies (international and domestic); CF military structure; Defence Team; and the roles of the Government of Canada. Interagency operations may require working with local police or security agencies. This course will provide participants with the understanding of these agencies to prepare CF personnel to work along side them in operations. Again, the ALQ educational instruction to have at least some components relevant to interagency operations.

CPO1/CWO Chief Qualification (CQ)

The *CPO1/CWO Chief Qualification* (CQ) course is offered during a non-commissioned member's DP5. The CQ includes the *National and International Relationships* (507) component. This component identifies the relationship between civilians and military on a national and international level. After completion of the course, NCMs, specifically Chief Petty Officers 1st Class (CPO1) and Chief Warrant Officers (CWO), are expected to explain the impact that policies have on the CF collaboration with NATO, UN, OAS, NORAD, international peacekeeping; the impact recent events have on the CF (e.g., national security); the relationship between the Government of Canada and the CF; and the development of the National Defence Policy. The UN is one organization the CF will likely work with in operations. Learning about how it operates and its relation to CF operations may benefit CF personnel's knowledge base with respect to organizational culture differences and similarities.

Again, though interagency trust was not mentioned in course descriptions for the ILQ, ALQ, and CQ, the interagency component in these courses provides an introduction to the multiple actors in today's operations, which may facilitate greater knowledge of the organizations' culture, including structure, systems (processes, norms, communication methods), etc. This, of course, needs to be

confirmed by SMEs (i.e., course instructors).

2.1.3 Canadian Forces College (CFC)⁹

The Canadian Forces College (CFC) prepares senior military, as well as civilian leaders, to meet complex security challenges, and as such plays a critical role in the professional development of senior CF officers. As a leader in defence and security education, research and outreach, CFC can be understood as the intellectual hub of the CF contributing to the overall effectiveness of the CF within Canada and with its allies (National Defence, 2009d). According to the SMEs, the CFC has several programmes and courses that prepare its students for interagency operations. These programmes include *Joint Staff Operations Programme*, *Joint Command and Staff Programme*, *Canadian Security Studies Programme*, and *National Security Programme*, and each programme is explained in the following sections.

Joint Staff Operations Programme (JSOP)

The *Joint Staff Operations Programme (JSOP)* provides 8 days of education and training in joint operations for junior officers. The objective of this programme is for junior officers to obtain the necessary skills and knowledge to operate at a joint HQ. This course is available primarily to CF Captains, Naval Lieutenants, Majors and Lieutenant-Colonels, as well as OGDs/OGAs and military allies. However, SMEs mentioned that that OGD/OGA participation is relatively rare. The goal of this programme is for officers to reach the level of knowledge and competence required for joint operational planning and joint/combined warfare. This is done through 65 hours of course time and homework. Students experience lectures, participate in discussions, Question and Answer (Q&A) periods, tutorials and readings, and are expected to obtain the knowledge, comprehend the material and apply what they have learned to joint operations. Specifically, students should be able to apply the learned concepts to joint operations and to develop plans using the CF operations planning process (OPP). Students are expected to define operational level of war, roles and capabilities of component forces, and the Canadian doctrine for joint operations; identify campaign planning concepts and OPP; recognize enabling operations (e.g., Civil Military Cooperation (CIMIC), Information Operations, Psychological Operations) and the Joint Targeting Process; describe the role and concepts the CF uses during joint operations (e.g., theatre-level logistics); and employ concepts of the joint operations doctrine and concepts of joint operations command and control. There is also a focus on standardizing language and terminology to ensure CF personnel can operate effectively within other organizations, such as NATO. To this end, two courses are contained within the JSOP that teach the necessary information and skills to participants, namely the *Joint and Combined Warfare* course and the *Joint Operational Planning* course. According to an SME, this programme offers limited education and training regarding the interagency component of JIMP context.

Joint Command and Staff Programme (JCSP)

The *Joint Command and Staff Programme (JCSP)* prepares senior officers for command and staff appointments in the larger international environment and as such has a greater OGD emphasis than the JSOP. The goal of this course is to train senior officers to be effective in the JIMP framework. This programme is taken during the DP3 (level 3 of the professional development programme) and is offered through CFC. Topics covered include leadership, law of armed conflict, ethics, national and international studies, command, operational planning and defence management. The

⁹ Information for this section was obtained from the Canadian Forces College website (National Defence, 2009d), as well as SME input and course handouts.

programme spans one year and consists of over 800 hours of class work¹⁰. Throughout the programme, participants have the opportunity to listen to speakers from Inter Governmental Organizations (IGO) like the UN and OGDs/OGAs (e.g., DFAIT, CIDA). Students also participate in scenarios that mimic the operational environment and require engagement with OGD and OGA guests for successful operational planning. After scenarios, students participate in after action reviews and discuss their strengths and weaknesses in conducting the OPP. Ideally, after action reviews provide an opportunity for students to learn how they performed with respect to interagency collaboration. Moreover, this exposure to OGD and OGA personnel might help them learn how to cooperate more effectively, build relationships and develop interagency trust.

There are five programme goals for the JCSP that are described below. As shown in Table 2, each goal is linked to a desired outcome and an objective for accomplishing the goals.

Table 2: JCSP goals, outcomes and objectives

Goal	Outcome	Objectives
Command, Leadership and Ethics	Obtain the required knowledge and comprehension to be an effective international leader	Use cultural perspectives to analyse leadership and examine the ability to influence others in an international context
	Obtain the required knowledge and comprehension of international command	Make decisions based on cross-cultural contexts and describe multi-agency characteristics in international operations
Communication Skills	Communicate effectively using problem solving skills and/or decision-making skills in an international context	Read, write, listen and oral presentation
Military Operations Planning	Apply the OPP during an exercise	Apply operational functions in planning joint operations
	Plan for joint operations	Design a concept of operations (CONOPS) as well as understand the involvement of OGDs
Component Capabilities	Analyze component capabilities and apply these concepts to planning joint operations	Analyze command components and contribution to planning joint operations
National Security and Defence Studies	Consider the factors that impact Canadian policy making, including the global environment	Analyse international relations (e.g., between Canada and the U.S.), and the development of Canadian policies within an international context

As can be seen in the table, for Military Operations Planning, the objective for planning joint operations requires knowledge of OGD and OGA participation in the process.

The JCSP offers seven courses relevant to preparing senior officers for command and staff appointments, including *Leadership and Ethics*, *Command and Management*, *War and Society*, *Component Capabilities*, *Advanced Joint Operational Planning*, and *National Security and International Affairs*. Of the seven courses, two courses specifically relate to the interagency component of the JIMP context.

The *Advanced Joint Operational Planning* course (DS546) emphasizes planning and conducting joint operations at a high level. Topics include counterterrorism, consideration of OGDs in the OPP, peace support and counter-insurgency. Students work in teams to produce a concept of operations (CONOPS) and are assessed orally, through case studies and through practical exercises. The *National Security and International Affairs* course (DS547) covers the fifth programme goal, national security and defence studies. This course examines both the domestic

¹⁰ Note the programme can be taken through distance learning, which spans two years instead of one.

and international factors that influence Canadian policy making. These factors include international relations, sociocultural factors, values, interests and international organizations. Learning about international organizations may prepare students for working with these organizations in the future. Having a better understanding of an organization's structure, strategy, style, may provide students with the insight of how a specific organization functions. Students are required to present, participate in seminars and discussions, and write a research paper.

According to SMEs, the JCSP prepares officers for joint and interagency environments. The two courses with an interagency component teach participants very different aspects of interagency settings. The *Advance Joint Operational Planning* course focuses on planning and conducting operations with OGDs and OGAs, while the *National Security and International Affairs* course focuses on organizations at the international level. Both courses give participants some insight as to what to expect while working with organizations other than the CF, as well as raises their awareness of the potential OGDs they may be working with in future operations. Interactions with OGDs and OGAs may be understood by instructors more in terms of working together, cooperating, collaborating, building relationships rather than specifically addressing issues using the term of interagency trust, per se.

Canadian Security Studies Programme (CSSP)

The *Canadian Security Studies Programme* (CSSP) is offered during DP3 and DP4 to selected Colonels, Naval Captains, DND civilian members, OGDs (e.g., DFAIT, CSIS), police and emergency services (e.g., RCMP, fire departments), military allies, and those in the defence industry. The CSSP, previously called the *National Security Studies Seminar*, emphasizes the strategy of Canadian security over the course of 10 days. This year specifically, the CSSP will consider security relating to the 2010 Olympics and the Canadian north. In general, the CSSP prepares participants for working with security issues both at home and abroad. It teaches participants about the various relationships Canada has with other nations across the globe.

The goal of this programme is for officers to examine security issues in a seminar setting. These security issues are on both a national and international level. Participants can accomplish this goal by understanding the geostrategic environment and the factors that influence Canada's National Security Policy. To achieve this understanding, officers examine national and international issues. Uniquely Canadian themes addressed include issues such as Canadian security, defence strategy, government, society, and policy. There are many international issues that are covered within the modules. Issues that impact Canada's security include weapons, private security, environmental change, and security in the Middle East. Participants also learn about Canada's relationship with international organizations and agencies. As such, participants enrolled in the CSSP will have an opportunity to consider the Whole of Government (WoG) approach to CF operations. During the CSSP, they learn about the relative input of domestic OGDs and OGAs in operations.

The programme exposes students to SMEs, who are responsible for presenting material and participating in a Q&A period. Students participate in lectures (e.g., presentation and questions), lectures and discussions (e.g., presentation and syndicate discussion), seminars, panel discussions (e.g., presentation and plenary questions) and tutorials. Students are encouraged to read the necessary material and to interact with the other students. The CSSP has been accredited through RMC at both the undergraduate and graduate levels. Thus, after completion of the programme, if participants wish to obtain RMC credit as well, a research paper must be submitted to RMC.

National Security Programme (NSP)

The *National Security Programme* (NSP) is offered during DP4 to selected Colonels, Naval Captains, General/Flag Officers, DND civilian members, OGDs (e.g., CIDA, DFAIT, UN), police,

non-governmental organizations (NGOs), and military allies. The NSP replaces the *National Security Studies Programme* (NSSP) and the *Advanced Military Studies Programme* (AMSP). It is a 10-month programme that prepares students to be leaders and managers at the strategic level, with additional training for military officers to be joint task force commanders at the operational level.

There are many learning outcomes for the NSP. For example, participants learn about the joint/combined doctrine and the strategies and policies of the U.S. Organizations such as the Canadian government, DND, CIDA, and DFAIT are analysed, as well as the roles and functions of other institutions important to Canada (e.g., military institutions). Participants will also learn about the CF's role in joint, interagency, and multinational operations.

These learning outcomes are taught through six core graduate courses offered over three terms. In each term, students are allowed to choose one elective to supplement their learning. Courses are taught in a classroom, but students also have the opportunity to participate in field research, which exposes them to international organizations in different regions around the world. Students are encouraged to interact with SMEs, instructors and other students to maximize their learning potential. Of the 6 courses offered in this programme, 5 include an interagency component and are described below.

Global Strategy and International Affairs: Implications for Canada's National Security (DS571), offered during term 1, considers Canada's role in the international environment. International relations theories are taught to students and then applied in a global context. Other topics include interstate relations, fragile states, political and religious movements, and the use of military power. Students are also asked to evaluate CF engagement in interagency coalitions. The course uses methods such as discussions, presentations, Q&A periods, and seminars.

In *Canadian Government and Decision-Making in a Strategic Context* (DS572), also offered in term 1, students receive similar instruction regarding the various interagencies involved in governance and the impact on national security, defence, and foreign policy as well as the government's central agencies for managing federal policy. More specifically, students are asked to assess the institutional and policy relationships among DND, CIDA and DFAIT and again evaluate CF engagement in interagency coalitions.

Executive Leadership and Strategic Thinking (DS581) is taught during term 2 of the NSP. The focus of this course is national and international leadership. One component of this course considers how leaders position the CF and OGDs/OGAs in a global setting. As well, students receive instruction regarding the role of integrative thinking, networking, the function of the media, and how collaboration among various actors (including interagencies) impacts positioning of CF operations. Another component of the course examines how leaders in organizations adapt to external pressures with a focus on policies and priorities. The teaching methods include presentations, seminars, lectures, discussions, and a leadership exercise. Students also have the opportunity to present a leadership topic to a mock Parliamentary committee.

Defence Economics and Strategic Resource Management: Implementing Canadian Defence and Foreign Policy (DS582) is also taken in term 2 in conjunction with the *Executive Leadership and Strategic Thinking* course. As suggested in the title, this course analyzes national strategic management. Students will learn how to manage situations within the federal government. Factors that influence policy making will be considered, such as finance, materials, infrastructure and human resources. Students will have the opportunity to travel to Ottawa to participate in discussion with DND, Treasury Board Secretariat, Finance, Public Works and Government Services Canada (PWGSC), Industry Canada, and PCO. The course uses methods such as presentations, case studies, seminars, and practical exercises.

The Exercise of High Command: A Canadian Context (DS591), offered during term 3, examines the history of command concepts and theories at the strategic and operational levels. The course will cover multinational and coalition operations, command doctrine, command frameworks, the relationship between military personnel and civilians, WoG approach and policy, and the influence of civilians on operations.

Modern Comprehensive Operations and Campaigning (DS592) is also offered in term 3 and examines the development of strategic objectives in joint, combined, alliance and interagency contexts. Campaign plans will also be considered, specifically the influencing factors of conflict theories and doctrine. The course uses methods such as lectures, discussions, SME case studies, and seminars.

The field research portion of the NSP, *Field Research in Contemporary Security Studies* (DS597), provides students with the opportunity to apply their knowledge of the six courses in obtaining, analyzing and presenting data. Students participating in the Field Research module collect data by travelling across the globe (e.g., India, China or Brazil) to understand how a specific area operates. The research will relate to strategic security, leadership and management. The required 100 hours will include these global visits, as well as a paper describing what students observed and what they learned about the nation they visited.

Thus, the NSP teaches participants to be leaders and managers at a strategic level. The courses provide participants with information regarding OGDs and NGOs, and the WoG approach, a critical component of interagency operations. The *Modern Comprehensive Operations and Campaigning* component specifically teaches strategic objectives within an interagency context. The Field Research component will give participants the opportunity to travel around the world to meet and interact with the organizations they may be working with in future operations. Although there is no explicit mention of trust, the opportunity for participants to travel and interact with various organizations, may alleviate some uncertainty and provide an opportunity to foster trust.

2.1.4 Canadian Forces School of Military Intelligence (CFSMI)

Under the Canadian Forces Support Training Group (CFSTG), the Canadian Forces School of Military Intelligence (CFSMI) provides core and specialist intelligence training to officers and non-commissioned members of the intelligence branch and other military branches (National Defence, 2009e). Training is for both regular and reserve forces. Although the CFSMI offers a number of courses relating to military intelligence, we did not identify any that are relevant to the interagency component of the JIMP operational context. Unfortunately, the research team was unable to speak with an SME from CFSMI to confirm education and training of the interagency component of the JIMP framework.

2.1.5 Canadian Forces Leadership Institute (CFLI)¹¹

The Canadian Forces Leadership Institute (CFLI) was established as the Centre of Excellence for leadership research and concept development in the CF. Its purpose is to disseminate the core concepts of leadership and the core concepts of the Profession of Arms to the CF. It is driven by a desire to stimulate and foster an intellectual base for identifying best practices, ensuring professional development, articulating core leadership and professional concepts, and to provide

¹¹ Information for this section was obtained through the Canadian Forces Leadership Institute (national Defence and the Canadian Forces, 2008b).

unified thought in these areas (National Defence and the Canadian Forces, 2008b). To do this, CFLI conducts lessons learned, identifies emerging concepts and updates the professional body of knowledge through preparation of the Capstone CF Leadership and Profession of Arms Manuals. CFLI also serves as a conduit to academic centres and other government agencies. By tapping the experience of CF members (both commissioned and non-commissioned) and conducting research, CFLI strengthens the foundations of CF leadership and professionalism. CFLI has numerous publications relating to leadership and professionalism (e.g., Leadership in the Canadian Forces series). However, specific recent publications relating to JIMP were not found in our investigation. Although CFLI does not offer courses itself, it is a key component in the education and training of CF personnel, in the sense that this helps to create and promote the conceptual and professional knowledge that feed into education and training systems.

2.2 Land Force Doctrine and Training System (LFDTs)

The Land Force Doctrine and Training System (LFDTs) is responsible for directing the intellectual development and training for the CF (personnel under a Task Force or Joint Task Force). LFDTs supervises, integrates and delivers the Land Force training and plans for future training and doctrine development. It is made up of four units, two formations, and eight strategic staff (see Figure 3).

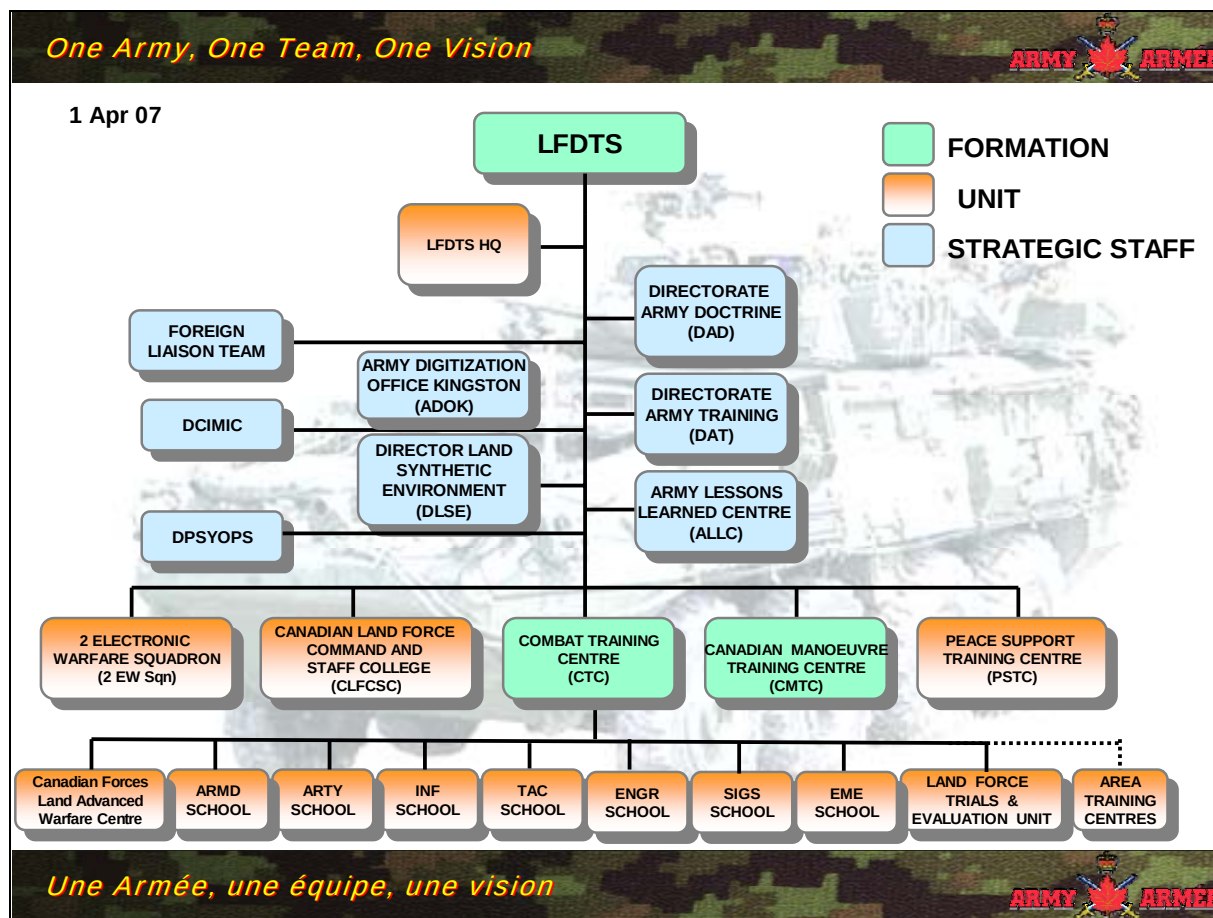


Figure 3: LFDTs organizational chart (National Defence, 2009f)

As shown, the units include LFDTS Headquarters (LFDTS HQ), 2 Electronic Warfare Squadron (2 EW Sqn), Canadian Land Force Command and Staff College (CLFCSC), and the Peace Support Training System (PSTC). The two formations that fall under LFDTS management include Combat Training Centre (CTC) and Canadian Manoeuvre Training Centre (CMTC). As shown in the figure, many units fall under the CTC including the Armour School, Artillery School, CF School of Military Engineering, Infantry School, Signals School and Tactics School. Finally, the strategic staff that falls under LFDTS include the Directorate of Army Doctrine (DAD), Directorate of Army Training (DAT), Army Lessons Learned Centre (ALLC), Foreign Liaison Team, Army Digitization Office Kingston (ADOK), Director Army Civil Military Cooperation (DCIMIC), Director Land Synthetic Environment (DLSE), and Directorate of Psychological Operations (DPSYOPS).

One section of LFDTS that is not included in the figure is the Operational Training Section (OTS). According to SMEs, the OTS is responsible for consolidating and coordinating OGD cooperation with the CF training programmes. This is conducted at the formation level and task force (e.g., PRT). As one SME explained, the goal of the OTS is to ensure trainees do not experience something in theatre for which they have not been trained. To this end, trainees learn how OGDs/OGAs operate. For example, there is an OGD/OGA working group, held in the DFAIT building, which include CIDA and DFAIT personnel as well as a Lieutenant Colonel (LCol) from LFDTS.

LFDTS offers many individual and collective educational and training activities that include some degree of interagency education and training. For example, at the individual level, selected CF personnel can enrol in the *Civil Military Cooperation (CIMIC) Course*, which has considerable interagency training and education components. At the collective level, the LFDTS conduct a number of exercises on the Road to High Readiness that have encouraged and begun to experience increased participation and input from OGD personnel. These include MAPLE READY, MAPLE SENTRY, and MAPLE GUARDIAN as well as UNIFIED WARRIOR and UNIFIED READY. Figure 4 depicts the CF Task Force Road to High Readiness building blocks, including the exercises that are required.

Task Force Road to High Readiness Building Blocks

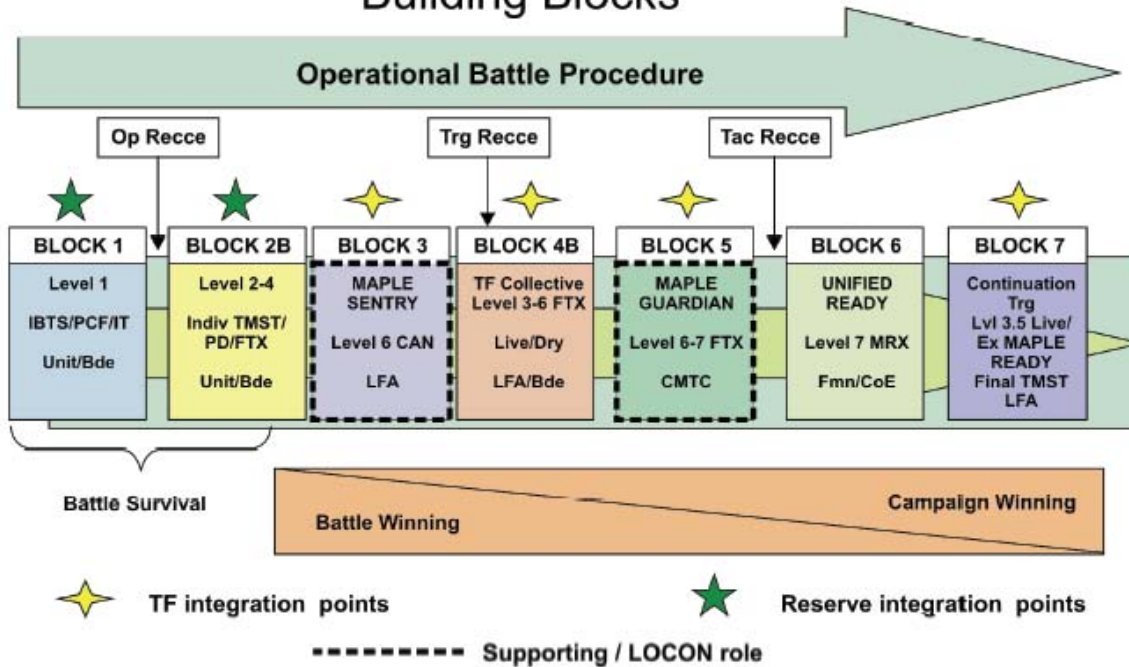


**Figure 4: Land based task force training progression
(Training for Land Operations, 2009, p. 6-19)**

Figure 5 shows only those building blocks for the Road to High Readiness for formation HQ training.

Formation HQ Road to High Readiness Building Blocks

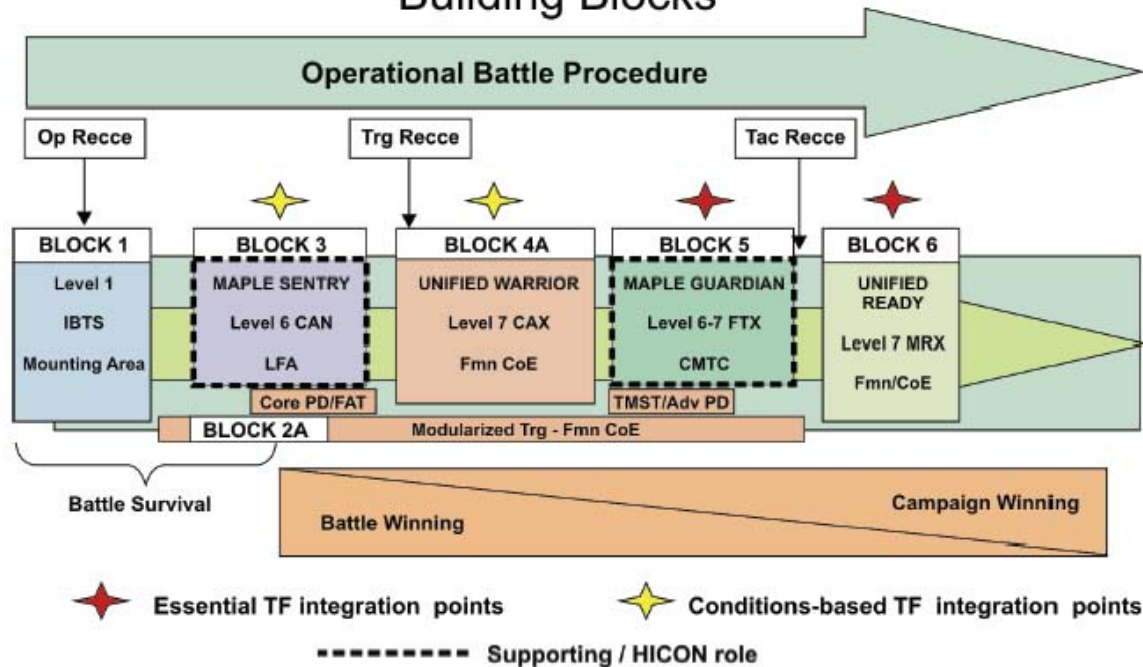


**Figure 5: Formation HQ training progression
(Training for Land Operations, 2009, p. 6-20)**

Through DLSE and the Lead Mounting Area (e.g., Land Force Western Area), LFDTS offers MAPLE SENTRY, a command post exercise for all Task Force (TF) mission elements to practice command and control within a TF Afghanistan-style formation and WoG context, specifically the PRT and its components and mission requirements. Input from OGD personnel, preferably with operational experience, is elicited for MAPLE SENTRY. Here trainees learn about PRT command and control structure and operations, WoG collaborative planning, and CIMIC involvement. Prior to MAPLE SENTRY, leaders receive specific PRT Training, which consists of a 40 minute lecture presentation. OGDs/OGAs detail Canada's WoG approach from their unique perspectives (i.e., DFAIT, CIDA, RCMP, and CSC). This is an opportunity for military personnel to learn about the organizations with whom they will be working with in operations.

For the purposes of this project, we selected (with input from the scientific authority) two of the LFDTS units (PSTC, CLFCSC), one formation (CMTC) and one strategic staff (ALLC) to investigate the offerings associated with the interagency component of JIMP. Based on the insight of the research team, these seemed like the most obvious institutions to pursue for training associated with an interagency operational context. UNIFIED READY (falling under CLFCSC) and MAPLE GUARDIAN (falling under CMTC) will be discussed in more detail below as well as those relevant courses offered at PSTC, such as the *CIMIC Operator and Staff* courses.

2.2.1 Peace Support Training Centre (PSTC)¹²

The Peace Support Training Centre (PSTC) is the Canadian Forces Centre of Excellence (CoE) for Peace Support Operations (PSO; e.g., stabilisation in Haiti). Located in Kingston, ON, it trains over a 1,000 CF members from all elements (i.e., Army, Navy, Air Force) and, as available, individuals from OGDs and OGAs (e.g., DFAIT, CIDA) in preparation for both PSO and combat missions. The training is mission-specific, and thus can change according to the current operational climate. The PSTC offers a number of courses, which include the *Civil Military Cooperation Courses* (CIMIC), *Military Observer Course* (MilObs Course), *Individual Pre-Deployment Training* (IPT), *Hazardous Environment Training Course* (HET), *Psychological Operations Courses* (PSYOPS), and *Information Operations Course* (INFO OPS). For the purposes of the current project, we examined the CIMIC, MilObs, IPT, and HET courses as they pertain to the interagency component of JIMP framework.

CIMIC Courses

CIMIC is a particular military function meant to support a commander's mission by establishing and maintaining cooperation and coordination between military and civilian actors in an area of operation (PSTC, 2009a). Historically, CIMIC operations consisted primarily of providing humanitarian aid, such drinking water, food, and shelter, to those people in need (Longhurst, 2007).¹³ Today, CIMIC is the primary link between the CF and the civil dimension of an operation (e.g., local populations, local officials, international organizations, and agency workers). According to Leslie, Gizewski and Rostek (2008), the CIMIC function provides an institutionalized foundation from which the JIMP framework can emerge, especially with respect to the interagency and public components within the tactical domain.

As seen in Figure 6, the core functions of CIMIC include Liaison with Civil Actors (i.e., civilian population), Coordination of Civil Support to Military Forces, and Coordination of CF Support to Civil Actors.

¹² Information for this section was obtained from the PSTC website (2009a) as well as SME input and course handouts.

¹³ CIMIC operations date back to World War II (Longhurst, 2007). According to the CF Civil-Military Cooperation Tactics, Techniques and Procedures (TTPs, p. 1, 2006), "CIMIC has always been an integral part of military activities".

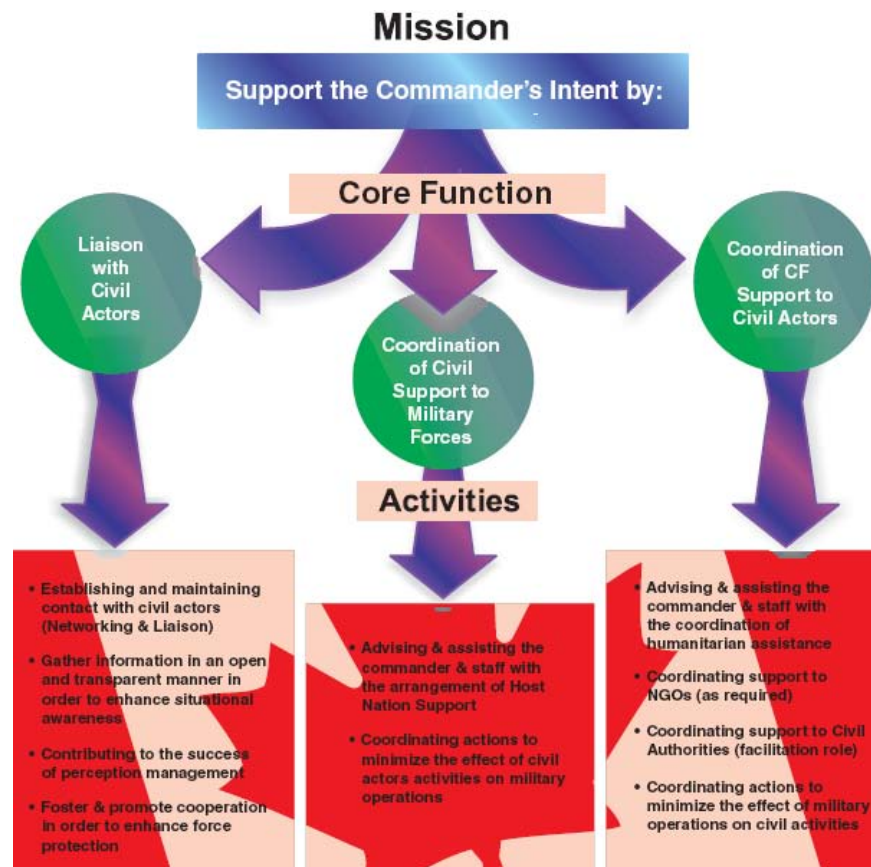


**Figure 6: CIMIC core functions
(CIMIC Tactics, Techniques and Procedures, 2006, p. 4)**

As detailed in Figure 6, activities associated with Liaison with Civil Actors include establishing and maintaining contact with civil actors; gathering information in an open and transparent manner in order to enhance situational awareness; contributing to the success of perception management; and fostering and promoting cooperation in order to enhance force protection. Activities associated with Coordination of Civil Support to Military Forces include advising and assisting the commander and staff with the arrangement of host nation support and coordinating actions to minimize the effect of civil actors' activities on military operations. Finally, CIMIC's other core function Coordination of CF Support to Civil Actors, requires CIMIC operators to advise and assist the commander and staff with the coordination of humanitarian assistance; coordinate support to NGOs and civil authorities; and coordinate actions to minimize the effect of military operations on civil activities. These duties require the CIMIC operators to work with multiple and diverse actors, including civilian authorities and agencies, allied and other military forces, IOs, UN agencies, and NGOs (Longhurst, 2007).

The standard CIMIC unit consists of liaison officers or operators who conduct assessments, arrange and monitor projects and liaise with civilians in the area of operation; drivers who play a security role; and HQ staff who handle coordination of operations, planning, liaison with force commander, evaluation of assessments and projects proposals, and information management (Peabody, 2006). Figure 7 depicts the Tactical Civil-military Cooperation Detachment and Figure 8 depicts the Civil-Military Cooperation Company.

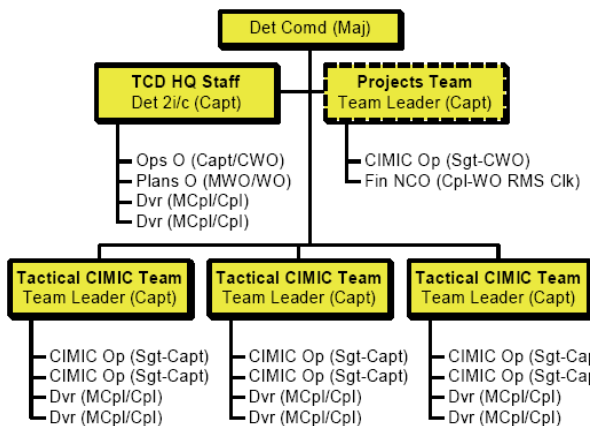


Figure 7: Tactical CIMIC Detachment
(CIMIC TTPs, 2006, p. 16)

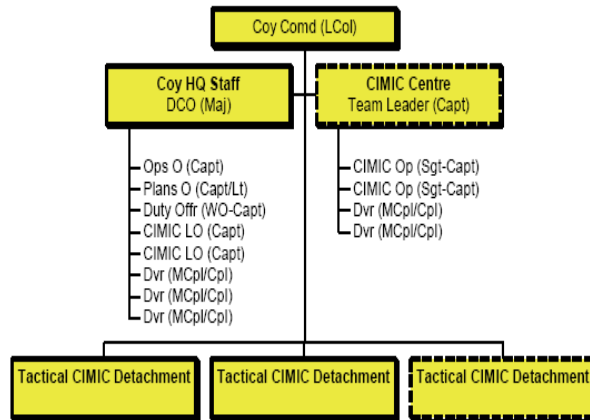


Figure 8: CIMIC Company (CIMIC TTPs, 2006, p. 17)

The CIMIC function falls under the reserve capability. Currently, however, there are a number of regular force members acting as CIMIC Operators and Officers as a result of growing demand and resource limitations.

To become a member of the CIMIC group, CIMIC officers and operators enrol in the *CIMIC Operator Course* (AUIM) at PSTC. Trainees may also take the second course, the *CIMIC Staff Officer Course* (AJIC), a new offering as of 2009 and also taught at the PSTC.

The aim of the AUIM course is to train potential CIMIC Operators to perform the necessary duties of CIMIC Operators at the tactical level. These personnel will learn a common standard for employment through AUIM. The course is offered to both NCO and CO ranks (Sergeant and above and Lieutenants and above, respectively). It is two weeks long and is divided into two parts: the first part is largely classroom lectures, whereas the second part is more hands on exercises.

There are a number of lessons (i.e., performance objectives) that trainees receive while enrolled in the *CIMIC Operator Course*. For example, trainees receive lectures on Communication Theory. Here they learn about and develop negotiation and influence techniques. Trainees are introduced to the concept of interest based negotiation, which involves learning how to identify common interests rather than positions among negotiating parties to reach agreement. Trainees are also introduced to Thomas-Kilman's Conflict Resolution Grid, which promotes cooperation in an effort to ensure both parties' interests are integrated. Trainees also learn about influence theory. They are introduced to a number of principles of influence (including reciprocity, authority, commitment and consistency, social proof, liking, and scarcity). Ultimately, these two lessons are meant to enhance trainees' communication skill set.

To support the theoretical component of Communication Theory, trainees also receive a number of lessons in order to Employ Tactical Level Communications. Trainees learn about face-to-face communication as well as various influence and questioning techniques. With respect to face-to-face communication, trainees are instructed to learn the history of the region and people of the area of operations. They also learn some key phrases in the local language in order to communicate more effectively with the local population. Trainers also suggest that, when communicating, trainees should find similarities (e.g., shared interests, shared occupation, etc.) with their audience to develop relationships, take into account non-verbal communication, and engage in active listening. Trainees also learn about challenges when communicating with ethnically diverse populations, such as particular idioms, different conceptions of time (e.g., punctuality, pace, etc.),

or using translators/interpreters. Cultural awareness is a large component of this part of the training. Trainees receive cultural sensitivity training to improve their capacity for interacting with people from different cultures.

With respect to influence techniques, trainers have identified a number of qualities that are necessary for influencing, which they share with trainees. These include personal motivation, vigilance, persistence, sympathy, politeness, patience, self-discipline, curiosity, tactfulness, friendliness, empathy, and ability to listen and communicate. Moreover, this lesson includes considerable pragmatic instruction for developing rapport, such as addressing factors that either increase (e.g., match posture, gesture, language and speech, beliefs and common values, and listening and reflecting) or decrease rapport (e.g., always win the argument, top their story, force advice on them, try to impress with your vocabulary, interrupt, show no empathy). This part of the course ends with advice for conducting a positive conversation and some tips to utilize the “human tendencies” to complain, confide, gossip, and flatter.

The final component of the first performance objective for the CIMIC Operators Course is developing questioning techniques. For example, trainees learn about the type of questions they can ask, such as open-ended or close-ended, leading, multiple/compounded or probing questions, and the merits of these, both positive and negative. This section also highlights the overall strategy for questioning (i.e., letting people tell the whole story in their own words, gathering details, and recounting that the information and interpretation are accurate) and provides tips during questioning (e.g., maintain eye contact, do not interrupt, do not listen and do something else at the same time, etc.). Finally, trainees are introduced to the concept of probing questions, those that seek to peel back the layers of a particular issue in the line of questioning.

Ultimately, these two lessons Communication Theory and Employ Tactical Level Communications are meant to develop the communication skill set of CF personnel and their capacity to understand another’s perspective, so that they can operate effectively with a variety of different actors in theatre, including individuals from OGDs and OGAs. Table 3 identifies the lessons under performance objective 101. It includes the accompanying lectures and their aim and main teaching points.

Table 3: CIMIC Operator Course: Performance Objective 101

Lesson PO 101	Lectures	Aim	Main Teaching Points
Communication Theory	Negotiation Theory	To introduce the concept and application of interest-based negotiation theory in order to enhance the communication skill-set of the CIMIC Operator in deployed operations	Definition of Negotiation; Competitive vs. Cooperative Negotiation; Interest Based Negotiation; Mediation
	Influence Theory	To define influence and persuasion, and introduce the principles of influence in order to enhance the communication skill-set of the CIMIC Operator in deployed operations	Definitions; Principles of Influence: Reciprocation, Authority, Commitment and Consistency, Social Proof, Liking, Scarcity
Employ Tactical Level Communications	Face to Face Communication	To introduce key concepts and considerations for effective face-to-face communication in a multi-cultural environment	Face to face communication; Non-verbal communication; Active listening; Barriers to communication; Communicate using a language; assistant/interpreter
	Employ Influence Techniques	To build on the material covered in the communications theory lessons in order to enhance the communication skill-set of the CIMIC Operator in deployed operations	Rapport building; Conversing; Human Factors (i.e., Appeals to reason, Appeals to emotion)
	Questioning Techniques	To focus on the <i>application</i> of questioning. To structure your interview logically and use questions to their maximum effect.	Types of questions; Overall strategy; Tree of knowledge; Timelines

The second performance objective (102) includes three parts, ‘Define the Civil Environment’, ‘Prepare CIMIC Information’, and ‘Operate in a CIMIC Centre’. The first, ‘Define the Civil Environment’, introduces trainees to the non-military actors in the area of responsibility (AOR) and the factors affecting the civil environment in theatre. Trainees learn that non-military actors are all people in the AOR who are non-combatants, including the local population (civilians; local police, fire and civil emergency personnel; local governments), IGOs, OGDs and OGAs (national and international), NGOs (Medicins Sans Frontiers, Oxfam), media, and private security companies.

One of the lectures included in ‘Define the Civil Environment’ is an introduction to OGDs and OGAs with the intent of expanding the concept of the WoG approach and shedding light on the various activities of OGDs in theatre. The four OGDs/OGAs highlighted in this section are DFAIT, CIDA, RCMP and CSC. For each OGD/OGA, the mandate and general activities are introduced. Trainees learn that DFAIT and CIDA interact at the provincial and national ministerial level, implementing large projects over the medium to long term, whereas the CF, through CIMIC, interact at the local level with mayors, chiefs of police, etc., implementing “quick impact projects” (QIPs) to address immediate needs in the short term. These QIPs essentially build the confidence of locals in the Canadian effort, and as such emphasize the importance of the CIMIC operators to the overall mission in Afghanistan. As part of a WoG approach, trainees are advised to establish informal contacts with personnel from OGDs, such as CIDA and DFAIT, as well as leverage the other Canadian efforts as opposed to alienating them.

During ‘Define the Civil Environment’ trainees also receive a specific lesson that discusses in detail IGOs and NGOs. According to the PSTC, an IGO is an organization based on an alliance involving multiple nations that has as its basis multilateral treaties between these (sovereign) nations. NGOs, on the other hand, are described as “*independent, flexible, democratic, secular,*

non-profit people's organizations working for and/or assisting in the empowerment of economically and socially, marginalized groups” (PSTC, 2009b). NGOs function in the areas of humanitarian relief and development, human rights, civil society and democracy building, and conflict resolution.

Developing trust with NGOs may be a particular challenge for the CF because NGOs conduct their activities on the basis of impartiality. If they lose this, then their security diminishes. However, in very hostile environments, such as Kandahar Province, it is simply too dangerous for NGOs to operate without force protection. Yet, seeking security from the CF might compromise their impartiality and put them at greater risk. The *CIMIC Operator Course* specifically addresses this challenge. For example, CIMIC instruction suggests NGOs may have a limited or negatively biased understanding of the military, which may inhibit interagency trust. To foster cooperation, CIMIC instruction identifies five ways in which the CF can support NGOs, including information support, security of humanitarian operations, evacuation, units that liaise with NGOs (CIMIC), and delivering humanitarian assistance by way of military assets. Moreover, trainees receive instruction for ensuring effective cooperation. This includes a pre-mission reconnaissance, understanding the NGOs history in the AOR and their directives, routine contacts, sharing the CF mandate, and establishing credibility and trust by doing a good job. This particular lesson, therefore, shows directly how trainees may develop interagency trust with NGOs.

As this section of the course underscores the relevance of WoG approach and multiple civil actors, including OGDs, NGOs, etc., efforts are made to bring in guest speakers from CIDA and DFAIT as well as ICRC and Medicine Sans Frontiers whenever possible for a Q&A session. This helps encourage communication between potential mission actors and CF trainees as well as gauge NGO perception of the military. However, as one SME pointed out, sometimes the guest speaker is too high up the chain of command in their organizations (e.g., CIDA) and may tend to address trainees at the strategic level and not the tactical level. There is a need in training, therefore, to ensure that the appropriate level of experience is incorporated into the appropriate level of training.

Coupled with PO 101, trainees begin to develop a broader sense of the individuals they may be required to work with in theatre, including the roles, goals and mandates of OGDs, OGAs, NGOs, IGOs, etc., as well as how they might conduct activities with them, i.e., communicate effectively, in order to ensure success. Coursework related to the ‘Define the Civil Environment’ performance objective has quite a lot of information regarding the other actors in theatre.

The second component of performance objective 102 is to develop the basic reporting and operating skills of a CIMIC Operator. ‘Prepare CIMIC Information’ includes a lecture on conducting proper reports and returns (daily sit-reps, meeting reports), on CIMIC assessments (area assessments, rapid assessments, country study), and on presenting a briefing (information briefing, decision briefing, back briefing). Trainees also receive a lecture regarding establishing and operating a CIMIC centre, including the probable activities within the centre. Here trainees are taught about the importance of both security to the CIMIC team in choosing a location as well as its accessibility to both other military elements and the public. Table 4 identifies the lessons under performance objective 102. It includes the accompanying lectures and their aim and main teaching points.

Table 4: CIMIC Operator Course: Performance Objective 102

Lesson PO 102	Lectures	Aim	Main Teaching Points
Define the Civil Environment	Describe the Civil Environment	To give CIMIC operators an overview of the CIVIL Environment that will be encountered in current operations	Nature of Conflict; Non military actors in the AOR; Factors affecting the Civil environment; Assessing the Civil Environment
	Introduction to IGOs and NGOs	To discuss in greater detail IGOs and NGOs	UN; ICRC; NGOs
	Introduction to OGDs	To expand the concept of a comprehensive approach and contributions of the various OGDs the CF may engage with during operations	Comprehensive Operations; OGDs; Cooperation and synchronisation
	Red Cross Briefing	To distinguish the ICRC from IGO and NGO	Role and mandate of ICRC
Prepare CIMIC Information	Prepare Reports and Returns	To introduce CIMIC operators to the type of reports and returns they will be responsible for in theatre and while on the CIMIC Operator course	Reports and Returns (Daily sit-reps, Meeting reports); General report writing tips
	Prepare CIMIC Assessments		Purpose; Characteristics; Factors; Assessment Process; Types of Assessments; Sources of Information; The Sphere Project
	Present a CIMIC Briefing	To know how to present a briefing, understand the need of a briefing to assist the commander, his/her staff in the development of their plans.	Types of briefing; Briefing package; Methods of delivery; Briefing note
Operate in a CIMIC Centre	CIMIC Centre	To set out the principles for the establishment of a CIMIC centre, to examine the role they it plays as part of the CIMIC liaison architecture and to identify areas where potential problems may arise	Definition; Purpose of a CIMIC Centre; Planning Considerations; Role and probable tasks

The third performance objective includes CIMIC Planning, Employ Consent Winning Activities, and Contribute to Meeting with both Military and Non-Military Actors. With respect to CIMIC Planning, there are three lectures. The first teaches trainees how to conduct a mission analysis, so that they understand the mission, have good situational understanding of the variables in existence on the battlefield, and possess the necessary insight and knowledge to begin devising a course of action that leads to success. The second lecture consists of learning how to employ influence enablers, such as Key Leader Engagements (KLE), Presence Posture Profile (PPP), Public Affairs (PA), Psychological Operations (PSYOPS), For example, trainees learn that PAs and PSYOPS can both be used to publicize completed CIMIC activities. However, CIMIC instruction explains how unlike the former, the latter can be used to ensure the information being passed is going to a specific target audience and the message is tailored for that audience for maximum impact. Trainees also receive a lecture specifically addressing PSYOPS and its contribution to CIMIC.

Under the topic Employ Consent Winning Activities (CWA), trainees are shown particular projects which will be similar to those the CIMIC Operator candidates will have to manage overseas, including material assistance, infrastructure development, and economic regeneration. In this lecture, trainees also learn how to plan and manage projects according to their role as CIMIC

Operators. For example, they learn that listening to the needs of the local population helps the CF prioritize what kind of projects they should conduct. Trainees learn a number of project management fundamentals in this lecture to prepare them to maximize CWA.

Performance objective 103 ends with the lesson Contribute to Meeting with both Military and Non-Military Actors. Here trainees learn how to conduct an effective meeting and KLE. Table 5 identifies the lessons under performance objective 103. It includes the accompanying lectures and their aim and main teaching points.

Table 5: CIMIC Operator Course: Performance Objective 103

Lesson PO 103	Lectures	Aim	Main Teaching Points
CIMIC Planning	Apply the estimate process to CIMIC	To introduce you to basic concepts of Mission Analysis for CIMIC tasks.	Mission Analysis; CIMIC Factors; Match activities to Achieve Effects
	Coordinate the employment of influence Enablers	To discuss the different influence enablers and how they can be employed to support	IO Enablers (review from Intro to IO; Does deception, electronic warfare (EW), computer networked operations (CNO) apply?)
	Introduction to PSYOPS	To provide candidates with an understanding of CF Psychological Operations	Aims of PSYOPS; Principles; Factors; Types/Categories; PSYOPS Actions; Counter-PSYOPS; CF PSYOPS; Command and Control (C2); CF Capabilities; Intelligence Requirements; PSYOPS and the Law
Employ Consent Winning Activities	Implement and support projects	To give the CIMIC Operator a basic understanding of consent winning activities and projects	Purpose; Types; Introduction to the Project Cycle; Support to Partner Projects
Contribute to Meeting with both Military and Non-Military Actors	Conduct Meetings	To introduce the definition, concept, planning, and conduct of meetings	Introduction to meetings; Planning a meeting; Meeting process; Formal Meetings; Key Leader Engagement

The final performance objective in the *CIMIC Operator Course* includes Apply Land Operations Doctrine to CIMIC and Implement CIMIC Doctrine and Policy. Trainees receive a lecture on Information Operations (INFO OPS), including its fundamentals, concepts, and application. This part of the course also includes a discussion on the “comprehensive approach” to operations and its underlying principles, i.e., pro-active, collaborative approach with shared understanding of desired end states and unified theme. This section also includes Implement CIMIC Doctrine and Policy, which is essentially a review of the CIMIC TTPs and its core functions in operations. It clarifies the role of CIMIC at the strategic, operational and tactical levels. According to the course material, strategic level CIMIC acts as the interface between the CF and all other civil actors and ensures national strategies (based on the WoG approach) are integrated into the campaign plan. At the operational level, CIMIC links the commanders and the civil actors in the AOR, seeks cooperation to support planning and execution of operations, and is coordinated by formation HQ at all levels. CIMIC at the tactical level links CF operators and all civil actors in the actual battlespace. Table 6 identifies the lessons under performance objective 104. It includes the accompanying lectures and their aim and main teaching points.

Table 6: CIMIC Operator Course: Performance Objective 104

Lesson PO 104	Lectures	Aim	Main Teaching Points
Apply Land Ops Doctrine to CIMIC	Introduction to Info Operations	To provide an introduction and overview of Information Operations with respect to its fundamentals, its concepts, and its application	Definition; Physical Plane and Psychological Plane; Focus, Roles, Effects, Targets and Influences; Key Activity Areas; Operating Environment
	Comprehensive Operations	Introduce the Comprehensive Operations Concept and show how CIMIC fits in	Dimensions of conflict; Comprehensive operations; Land Ops model
	Introduction to Effects Based Approach to Operations	To introduce the basic concepts relating to the Effects Based Approach to Operations and how it relates to CIMIC	Effects-based approach to operations (EBAO) Concept; Understand effects; Measures of Effectiveness; Apply EBAO to CIMIC
Implement CIMIC Doctrine and Policy	CIMIC Doctrine, Policy & TTP	Teach CIMIC Operators how to apply CIMIC doctrine, policy, and TTPs to tactical level CIMIC duties in support of the Commander's Intent	Allied CIMIC; Core functions; Canadian CIMIC; CIMIC Organizations; Coordinate CIMIC activities

Trainees get an opportunity to try out newly acquired knowledge in a scenario based training exercise at the end of the first week. For EXERCISE VIRGIN NEGOTIATOR, SMEs explained that trainees receive orders to meet and speak with a town mayor to determine what the town's needs are. Trainees are essentially tasked to conduct an interest analysis eliciting from the Mayor CHEAP BFVs (i.e., concerns, hopes, expectations, attitudes, priorities, beliefs, fears, and values). Moreover, they are required to employ a Language Assistant (i.e., an interpreter). As CF operations are often conducted in nations where English or French is not the native language, trainees must learn to use interpreters in order to both convey and elicit interests. Having to employ a Language Assistant promotes realism. EXERCISE VIRGIN NEGOTIATOR concludes with an after action review. Trainees receive feedback on their performance (e.g., how well they communicated/negotiated), but they are not officially evaluated.

In the second week of the course, trainees conduct EXERCISE PROPER ORDEAL, which, according to SMEs, is much more tactical compared to EXERCISE VIRGIN NEGOTIATOR. This exercise is divided into two parts and spans across four days. For part 1, trainees are required to establish a CIMIC Centre. Then, they receive a tasking in which they have to travel to a mayor (a role player) and engage in interest based negotiation. Once they have conducted their negotiation, trainees return to the CIMIC Centre and write a report, making recommendations for a course of action. In part 2, trainees do an area assessment of the local town. For this, trainees are required to interact with real people in the community (i.e., local fire chief, municipal government employees, etc.). These interactions are not scripted. CIMIC trainers introduce injects into the exercise, which trainees are required to address. For example, the scenario consists of displaced people entering the town. Trainees must identify and speak to the proper authorities in order to prepare for this, considering the impact displaced people will have on the town. Trainees contact the appropriate people and travel into the community to conduct meetings in order to formally address the issue. Again, the interactions between trainees and locals are not scripted. Trainees receive feedback on their performance and SMEs indicated that trainees are officially evaluated on this Ex.

Once trainees have successfully completed the *CIMIC Operator Course*, they are expected to continue developing their acquired skills once they return back to their parent unit. To do this, one SME explained, CIMIC Operators conduct regular outreach in communities in Canada to hone their

skills (e.g., communication skills). These activities consist of approximately 40 days of training¹⁴ and are charged through the Land Force Area HQ. The training comes under collective training.

The second course, *CIMIC Staff Officer Course* (AJIC), is also offered at the PSTC. This two week course is available to those who have successfully completed the *CIMIC Operator Course*. For this course, personnel must hold the rank of Capt (or above) or Warrant Officer (or above). The aim of the *CIMIC Staff Officer Course* is to train personnel to operate in a HQ as the CIMIC staff officer and develop their skills to effectively support the commander's mission intent. As part of the required staff duties, trainees learn to incorporate the CIMIC requirements into the OPP. Before immersion into the OPP, trainees receive a number of lessons on the following topics:

- land operations,
- comprehensive approach,
- COIN (counter insurgency),
- effects based approach to operations,
- identify planning considerations,
- analyze factors,
- operation level liaison,
- support stability efforts,
- support capacity efforts,
- manage projects,
- advising commander on IA (Influence Activity)¹⁵ issues,
- IA targeting,
- IA synchronization,
- IOCB (Information Operations Coordination Board),
- conduct a brief,
- identify tools for CIMIC information management,
- analyze CIMIC reports and returns,
- prepare consolidated reports and returns, and
- manage CIMIC information.

Once trainees have completed these lectures, they are introduced to the CF OPP. It is beyond the scope of this project to document the full OPP. Suffice it to say, trainees learn about the various stages in the process (i.e., initiation, orientation, course of action development, plan development, and plan review)¹⁶ and how CIMIC related information gets integrated into the OPP. This part of the course is a combination of lessons and practical applications. Trainees receive lessons describing the initiation stage and orientation stage as well as how to produce CIMIC input for the orientation stage. A practical exercise ensues, requiring trainees to provide CIMIC input to the orientation stage. A similar structure occurs for the course of action development stage as well as the plan development stage. Trainees also conduct briefings with respect to mission analysis and course of action. At the end of the course, trainees receive a lesson describing the plan review stage (the final stage of the OPP) before reviewing the plan.

¹⁴ Training time can be compressed or decompressed, depending on the time requirements of the Land Force Area and scheduled deployments.

¹⁵ Influence Activity includes CIMIC, public affairs, PSYOPS, and portions of INFO OPS.

¹⁶ For a detailed discussion regarding the CF OPP see Department of National Defence (2002) CF Operational Planning Process.

As the *CIMIC Staff Officer Course* is a new offering as of this year (2009), the content and structure of the course is being considered with input from CIMIC Operators and Staff Officers who have returned from recent deployments in Afghanistan. As such, it is likely to change. Moreover, unlike the *CIMIC Operator Course*, the *CIMIC Staff Officer Course* does not employ any OGD representation, though CIMIC instructor SMEs suggested this shortcoming is likely going to change.

Military Observer Course (Mil Obs Course)

The Mil Obs course is specifically for United Nations Military Observers (UNMOs) to complete before they are sent on peacekeeping missions. The course is 4 weeks long and includes both classroom and field exercises. UNMOs are arranged into teams, which can be anywhere from 2-5 people. The course includes an overview of the UN, the UNMO role and tasks, and the particular peace support operations working environment (PSTC, 2003). The PSTC training plan specifies that students will be provided instructions on communicating, first aid, driving, navigating, negotiating, mediating, mine awareness, observing, identification, reporting, and investigating. Each team of students will be presented the conditions of their mission (i.e., terrain, operations, intelligence, culture, language, medical and stress management) (PSTC, 2003). UNMOs also receive a lecture on ethical principles and a field book containing the Canadian Defence ethics, ethical obligations, Canadian Army ethos, ethical dilemmas, and a list of do's and don'ts. Each team will participate in scenarios to practice the skills they were taught in the classroom. Like the *CIMIC Operator Course*, emphasis is placed on Communication Theory and the ability to conduct interest based negotiation that builds positive relationships (see above under CIMIC performance objectives for greater elaboration).

Although the approach to PSO may not necessarily be a WoG approach, the *Mil Obs Course* does expect military personnel will interact with a number of interagencies throughout the mission. In operations, UNMOs will work with national and international OGDs, NGOs, and IGOs (to name a few). As such, this training prepares CF members deploying as an UNMO for an interagency context. Discussions between trainers and trainees throughout the course identify advantages and disadvantages with this kind of operating context.

Individual Pre-Deployment Training (IPD)

The *Individual Pre-Deployment Training* course spans 18 days and is offered to those joining a specific HQ or mission and includes OGD participation. Training includes weapon use and defence (e.g., guns, grenades, chemical, biological, radiological, nuclear, explosives), field craft, navigation, first aid, briefings, Law of Armed Conflict, CF Code of Conduct, Rules of Engagement (ROEs), use of force, awareness (e.g., cultural, media, human rights), vehicles, convoy drills, health (e.g., stress management, preventative medicine), information security, conduct after capture, fitness, and personal conduct. The goal of the IPD course is for participants to leave with the skills and knowledge to work within a specific HQ or on a specific mission.

Hazardous Environmental Training Course (HET)

The *Hazardous Environmental Training Course* (HET) is a five day course offered only to personnel from OGDs, such as DFAIT, CIDA, and CSC. Participants will develop and enhance their personal safety. Prior to the course, personnel learn about human rights, CF rank structure, and maps. During the course, trainees learn specifically about conduct after capture (e.g., avoidance, preventative), fire extinguisher training, first aid (e.g., immediate trauma), preventative medicine, operational security, explosive threat awareness (ETHAR), convoy operations (e.g., when OGD is a passenger in a convoy), employing communications, negotiation techniques, media awareness, CF rank structure, and weapons handling (e.g., fire power demonstration to familiarize participants with the sounds and impact of specific weapons). EXERCISE HOSTILE ENVIRONMENT, which occurs at the end of the course, allows participants the opportunity to apply what they have learned in a more realistic setting.

The HET differs from the other courses in this project in that it teaches OGD personnel how to work with the CF during operations, rather than teaching CF personnel how to work with OGDs. This course provides valuable information that would otherwise not be taught to personnel prior to deployment outside of Canada. This one week course can provide the skills to survive in a hazardous environment as well as interact effectively with the CF.

2.2.2 Canadian Land Force Command and Staff College (CLFCSC)¹⁷

The Canadian Land Force Command and Staff College (CLFCSC) is responsible for developing the officers' capacity to execute command and staff functions during war within a contemporary operational environment (National Defence and the Canadian Forces, 2009). The CLFCSC educates and trains officers from both Regular and Reserve forces. To this end, the CLFCSC offers the *Army Operations Course*, the *Primary Reserves Army Operations Course*, and the *Commanding Officers Course*, all with limited interagency components. On the other hand, the Formation Operations Centre of Excellence (Fmn Ops CoE), under the command of CLFCSC, is charged with Fmn HQ training and OGD led training at the brigade level. The centre is responsible for three training activities, *The Road to High Readiness for JTFA HQ*, *Pre-Deployment Training for Canadian Regional Command (South) HQ*, and the *Operational Planning Process and Counter Insurgency Workshop*. All of these activities incorporate an interagency component into the training. These training activities are described in detail below.

The Road to High Readiness for JTFA HQ

The Road to High Readiness for JTFA HQ training includes four lecture-based modules (or syndicate-based activities) and two computer assisted exercises (CAX). Training lasts for 9 months for each rotation deploying to Afghanistan. The modules include Core Professional Development (PD), Functional Area Training (FAT) and Battle Staff Training (BST), Theatre Mission-Specific Training (TMST), and Campaign Winning Seminar (CWS). Beside the regular basic military skills development, trainees receive presentations from a wide range of individuals and organizations all playing a fundamental role in conducting operations in Afghanistan.

In the first week, trainees receive the first module PD. This module essentially reviews much of the education and training officers have already learned during previous army staff training, including OPP, battle rhythm, etc. Lectures for Core PD include counter insurgency (COIN) operations, operational security, campaign operational planning, information management, legal issues (e.g., handling detainees), targeting and effects based approach to operations, information operations (INFO OPS) and airspace coordination. Trainees also learn about operations in a JIMP environment. Some of the particular issues they learn about for this include training and mentoring the Afghan National Army (ANA) and Afghan National Police (ANP); conducting operations with CANSOFCOM (Canadian Special Operations Force Command); media; NGOs in Afghanistan; and conducting operations in a "comprehensive approach". The lecture on comprehensive approach is primarily concerned with WoG and the key partners, CIDA, DFAIT, RCMP, and CSC. According to an SME, at this point in the *Road to High Readiness for JTFA HQ* training programme, the emphasis on training is refreshing and advancing military skills and abilities for operating in JTFA HQ rather than raising trainees' awareness about particular interagencies, though the JIMP environment is the operational context.

¹⁷ Information for this section was obtained from the Canadian Land Force Command and Staff College website (National Defence and the Canadian Forces, 2009), as well as SME input and course handouts.

Similarly, the second module, Functional Area Training and Battle Staff Training, is concerned with honing military skills and abilities. This module is designed to train participants as staff in the HQ. As one SME explained, during FAT, trainees are expected to take the information they learned in Core PD and apply it to their particular branches of expertise (e.g., engineers). Typically, trainees deal with routine challenges in FAT that trainers select from a large pool of previous operational incidences. Trainees address common problems associated with their particular branch (e.g., engineers may address problems associated with Counter Improvised Explosive Device (CIED) Ops). Following FAT, trainees receive BST. Here they learn to address larger problems at the HQ level, such as the Sarposa Prison¹⁸ attack. For this, trainees are required to discuss how they would manage the issues at the HQ level. Resolution during BST requires the integration of all of the particular branches of the JTFA. Some of the problems that trainees receive during BST have not occurred in theatre and, as such, demand trainees think outside of the box. Like Core PD, an SME added, this module focuses primarily on developing military skills and capabilities at the HQ level. However, module two training has included NGO personnel in the past, acting as the white SA (situation awareness)¹⁹ component. One SME mentioned there is an effort to include OGDs and OGAs in a similar capacity as NGOs for upcoming module two training.

In the third week, trainees conduct TMST which is at present all Afghanistan focused. Here they are introduced to specific challenges in Afghanistan like the narcotics industry. Trainees receive more training with respect to the interagency component of JIMP and its impact on operational planning. For example, they receive a lecture from personnel from DFAIT, ICRC, and members of the media (both national and international representatives). As well, guest speakers discuss the general governance, culture, and the human terrain in Afghanistan. There are lectures specifically addressing military skills and capabilities, such as task force counter improvised explosive device, COIN theory, INFO OPS, etc. During the TMST module, there is an emphasis of the WoG approach to operations in Afghanistan.

In the final lecture based module, CWS²⁰, there are few military speakers. Instead, trainees receive presentations from a number of experts from various domains that in effect emphasize WoG approach in the JIMP framework. Some of the lectures include governance in COIN and Canada's WoG approach (presented by a former RoCK); the way ahead, a UN perspective (presented by a UN very important person (VIP)); development in COIN ops (presented by a USAID VIP); a civilian perspective on Kandahar; and model village experience in southern Afghanistan and political legitimacy in southern Afghanistan (both presented by a member of Naval Postgraduate School). These lectures underscore the complexity of the JIMP framework and all of the potentially relevant interagencies. Short lectures are proceeded by a group discussion that considers how to optimize or take advantage of the information that trainees receive from the various elements.

Table 7 includes those training components in the four lecture based modules for Road to High Readiness training that promote interagency understanding. It should be noted that these lectures represent training as of September 2009 and could therefore change in future.

¹⁸ The Sarposa Prison was attacked by Taliban insurgents on 13 June, 2008 in an effort to free insurgent detainees. Almost all of the prisoners held at the prison escaped during the attack.

¹⁹ White situation awareness is "an awareness of the non-military components of the battlespace or mission space" (Hammond, McIntyre, Chapman, & Lapinski, 2006). It is concerned with the human dimensions in operations and seeks to understand the various personalities and cultures in the battlespace to affect political and social influence.

²⁰ This module is aimed at LCol and higher and is conducted in a smaller group as a result.

Table 7: Road to High Readiness for JTFA HQ lectures regarding interagency

Module	Lecture	Speaker Affiliation
Core Professional Development (PD)	Campaign Design and the Comprehensive Approach	CF
	JIMP Enabled Fmn HQs and Doctrinal Considerations	Non-military SME (Calian)
	Ops in a JIMP Environment: Training and Mentoring of Indigenous Forces	CF (Operational Mentor and Liaison Team Commanding Officer (OMLT CO)) CF (Regional Command (South) (RC (S))) Operational Plan and Joint Force Development (J7) Staff Officers (SOs))
	Ops in a JIMP Environment: Comprehensive Approach – KAP CIDA/DFAIT/RCMP/CSC	CF
	Ops in a JIMP Environment: PRT Ops Theory/Application	CF (CO PRT)
	Ops in a JIMP Environment: Media	CF (PAO and/or Canadian Expeditionary Force Command (CEFCOM))
	NGOs in Afghanistan	Non-military SME (NGO)
	Operations Coordination Centre – Provincial (OCC-P)	CF (OC OCC-P)
Functional Area Training (FAT) and Battle Staff Training (BST)	(No lectures regarding interagency)	(In 2008, an NGO with Afghan experience provided white SA during FAT and BST. Efforts are being made to include DFAIT and CIDA for OGD perspective during FAT and BST.)
Theatre Mission-Specific Training (TMST)	White Situation Awareness (SA)	Non-military SME (DFAIT)
	Ops in a JIMP Environment: IOs	Non-military SME (ICRC)
	Counter Narcotics and Alternative Livelihoods	Non-military SME
	Governance in Afghanistan	Non-military SME
	Ops in a JIMP Environment: Media Perspective	Non-military SME (Int'l and Cdn journalist)
	Ops in a JIMP Environment: Afghan Media	Non-military SME (Calian)
	Mapping the Human Geography/Social Networks	Non-military SME or CF
	Ethics and Islam	Non-military SME
	Cultural Considerations	Non-military SME (Center for Defense Information (CDI))
Campaign Winning Seminar	Governance in COIN and Canada's WoG Approach	Non-military SME (former RoCK)
	Kandahar - Cultural Considerations An Afghan Perspective	Non-military SME (Calian)
	Afghanistan - The Way Ahead	Non-military SME (Afghan Ambassador)
	The Afghan Government	Non-military SME
	Afghanistan - The Way Ahead A UN Perspective	Non-military SME
	Development in COIN Ops	Non-military SME (USAID)
	A Civilian Perspective of Kandahar	Non-military SME
	Model Village Experience in Southern Afghanistan	Non-military SME (NPS)
	Political Legitimacy in Southern Afghanistan	Non-military SME (NPS)



As shown in the table, there are a number of lectures presented to CF personnel by non-military SMEs. According to trainers, informal feedback regarding this exposure from OGD personnel as well as CF personnel has been very positive.

Once trainees have completed the four modules for Road to High Readiness for JTFA HQ, trainees then participate in two computer assisted exercises (CAX), UNIFIED WARRIOR and UNIFIED READY. According to SMEs, the former is considered a “crawl/walk” exercise because trainees control the tempo; whereas the latter is considered a “walk/run” exercise because the trainers control the tempo. Strong efforts are made to ensure an interagency component is included in these exercises. For UNIFIED WARRIOR, trainers try to get OGD involvement. However, this is often a challenge because personnel from OGDs and OGAs are often unavailable. To maximize realism, those OGD and OGA elements that exist in theatre but are unavailable for training are replicated by CF role players who have some level of experience working with the particular interagency. Though this is not ideal, it does help trainees recognize the relevance of other actors in the JTFA HQ.

Once trainees have completed UNIFIED WARRIOR, they reconvene to complete the final, confirmatory exercise UNIFIED READY. According to one SME, for this exercise, OGD participation is much better, including representatives from DFAIT, CIDA, and ICRC.²¹ Embedded into the planning cell, OGD representatives can assist trainees from a non-military perspective. Trainers create problems that require trainees to go to OGD representatives for information, advice, etc. On top of applying the OPP in a HQ setting, therefore, trainees also learn to elicit information from OGDs at the appropriate times and incorporate the information they received into operational plans. Further realism comes from OGD injects during the exercise. For example, trainees receive unexpected requests from OGD personnel that they must address.

OGD participation in UNIFIED READY is intended to provide a lot of face-to-face interaction. For example, OGD representatives are embedded in various cells (e.g., planning cell), they sit in on back briefs, they participate in meetings, etc. Trainees have an opportunity to listen and discuss the various positions on operations in Afghanistan from OGD perspectives. Ideally, through discussions and integrated training, trainees can determine, prior to deployment, when it will be appropriate to have a member of DFAIT or CIDA take the lead on a particular effort in theatre.

Moreover, as one trainer pointed out, integrating OGDs in UNIFIED READY shows the commander and the HQ staff how important the other players are in the OPP and the mission as a whole. The trainer also argued that the training also encourages CF trainees to make an investment in time to build a relationship with those individuals who will be involved (e.g., representatives from various OGDs, OGAs, NGOs, etc.) and not delegate this away to another staff member. The SME explained that this is specifically intended to promote a reciprocal relationship and establishes good will, cooperation, and trust.

The training audience (or directing staff) conduct three After Action Reviews (AAR) of the training with Ex Unified Ready, which is informed by the Observer Control Team. The Observer Control Team consists of approximately 25 personnel, each specializing in a particular branch (e.g., Information Operations). Throughout the exercise, members of the Observer Control Team can move anywhere to observe various planning activities. They follow an incident and gather information. Some of the questions they ask include how well the trainees handled the situation, did they use the most effective means at their disposal, were they adaptive, etc. An assessment is

²¹ One SME explained that the Fmn Ops CoE and the Army are fairly aggressive sending out invitations to OGDs to elicit their participation. He suggested that a high degree of participation on exercise UNIFIED READY may be the consequence of positive experience from OGD personnel who have participated and spoke of its value to colleagues.

made and then discussed. CIDA and DFAIT representatives can sit in on the debrief as well as have input. One SME shared a situation in which such participation was useful in uncovering organizational discrepancies (e.g., definitions of success).

As outlined above, *The Road to High Readiness JTFA HQ* training is developed with the intention to address the interagency reality of a WoG approach. Lectures and CAX ensure trainees consider the level of involvement and probable input OGDs and OGAs will have in the OPP. The intent here is that, through trial and error, trainees learn when it is optimal to include OGDs in the OPP prior to mission deployment. This training is better preparing CF personnel for the realities of operations in Afghanistan prior to mission deployment.

Those working at Fmn Ops CoE encourage the participation of OGD personnel preparing to deploy to Afghanistan in order to bridge the gaps between organizations. In some cases, members of the JTFA HQ meet their counterparts from DFAIT and CIDA before they reach theatre as a result of this and other training initiatives detailed in this section. These are opportunities for building positive relationships and developing trust. As well, trainees learn some of the nuances of different OGDs and OGAs.

Pre-Deployment Training for Canadian Regional Command (South) HQ (RC(S) HQ)

Pre-Deployment Training for Canadian Regional Command (South) (RC(S) HQ) is a 1 week training course for augmentees deploying to RC(S). This course is essentially a condensed version of the *Road to High Readiness for JTFA HQ*. Augmentees receive more training from NATO in Germany before entering theatre. CIDA, DFAIT, and other OGDs, OGAs and NGOs are also involved in this training course to give augmentees a unique departmental/agency perspective as well as a broad understanding of Canada's overall mission and WoG approach. Topics range from funding channels (e.g., DFAIT, CF, CIDA) to particular projects and desired outcomes.

Operational Planning Process and Counter Insurgency (OPP + COIN) Workshop

In response to the growing number of OGD personnel being deployed to Afghanistan, Fmn Ops CoE at CLFCSC offers the *Operational Planning Process and Counter Insurgency (OPP+ COIN) Workshop*. From a CF perspective, it is beneficial to expose OGDs to the realities of Afghan operations as well as the CF OPP. One SME suggested OGD personnel who have no exposures to the realities of current operations are set back a couple of months when deployed as they spend time learning what might have been learned prior to deployment. The purpose of the OPP + COIN Workshop is to expose OGDs to the CF OPP as well as develop their abilities to effectively interact with military personnel to achieve successful results-based outcomes.

To ensure the integration of OGDs in this activity, workshop facilitators are both CF SMEs and OGD personnel who have recent operational experience²². As such, it is a WoG syndicate activity. It is either 2 or 3 days²³ and is offered at no charge to the OGDs. The course content addresses

²² SMEs have suggested that because there is a lack of doctrine on integrated planning, learning from SMEs is the preferred method. According to one SME, the last workshop conducted in July 2009 included most of the Strategic Plans and Policy (J5) staff and a member of DFAIT and CIDA all recently back from Afghanistan in the design and delivery of the OPP COIN Workshop. These SMEs had all worked together in theatre, so they could share experiences and provide examples of challenges that they faced when deployed. As well, SMEs identified ways in which the Workshop could be improved.

²³ According to course instructors, the workshop should be 3 days as opposed to 2 days. SMEs also suggested that OGD personnel participating at the J5/COS position would benefit from the JSOP course offered at CFC (see section 2.1.3 for a course description).

three core themes, including basic information on COIN operations, information and influence operations, and the CF OPP as it applies to current operations in Afghanistan. Particular discussions include COIN theory and application. Specifically, they receive a lecture on CF COIN doctrine, failed and failing states, definitions, principles, considerations, as well as civilian-military interface and transition. OGD trainees also participate in a COIN syndicate discussion. OGD trainees also receive a lecture on influence and information operations. Following this, they learn about the OPP. The main teaching points for this section of the workshop include a background to integrated planning, introduction to OPP, and OGD involvement in the OPP. Specifically, the emphasis is identifying those critical points in the OPP that require OGD involvement and then, based on operational experience, detailing what the nature of that involvement is. The workshop includes what SMEs refer to as “real products from theatre”. The intent here is to expose trainees to the realities of operations in Afghanistan before they deploy, helping them develop an operational picture and the associated expectations.

Unlike the other courses detailed in this report (with the exception of HET), those participating in the workshop consist only of personnel from OGDs/OGAs, preparing to deploy to Afghanistan at the low-end of operational or tactical level or, to a lesser extent, working at the Task Force level in Ottawa. This is an effort on behalf of the CF to reach out to OGDs and share information regarding OPP, influence operations, and knowledge of COIN operations. According to an SME, this helps build relationships and demystify the OPP for OGDs/OGAs. Anecdotal feedback from those OGD/OGA personnel who took the workshop and then deployed to theatre has been very positive.

2.2.3 Canadian Manoeuvre Training Centre (CMTC)²⁴

The Canadian Manoeuvre Training Centre (CMTC) is a LFDTS army unit that delivers large scale, realistic military training. CMTC prepares complete Battle Groups for operations using a fully instrumented Weapons Effects Simulation (WES) system and specially constructed training sites, such as a number of villages populated with civilians. Currently, these villages replicate Afghan villages and civilians are played by Canadian Afghans. By simulating foreign environments, CMTC has the effect of preparing Canadian soldiers for overseas missions and the challenges they may confront while conducting operations.

It is here at CMTC that the complete TF deploying to Afghanistan completes MAPLE GUARDIAN as the core exercise on the Road to High Readiness. According to LFDTS, this exercise is a culmination of all previous collective training for TF mission elements prior to deployment (*Training for Land Operations*, 2009). It is a two week force-on-force training period, which simulates the operating environment in Afghanistan. It is essential training for all members in a PRT. A number of topics covered during exercise MAPLE GUARDIAN include PRT operations, WoG collaborative planning, CIMIC, OMLT, as well as security operations, information operations, media play, and simulated casualty play.

Prior to exercise MAPLE GUARDIAN, the training design is developed by CF personnel from DAT/OTS and CMTC. At this time, they solicit the input from OGDs, specifically those members with Afghan operational experience. This is intended to foster greater realism and acknowledge the role and importance of OGDs in the WoG approach, and its implementation in TF training.

²⁴ Information for this section was obtained from the Canadian Army website (2009), as well as SME input and course documents. It is important to note that the Canadian Army website is a forum, thus, the information changes frequently.

2.2.4 Army Lessons Learned Centre (ALLC)²⁵

The purpose of the Army Lessons Learned Centre (ALLC) is to disseminate observations and lessons received from operations in order to enhance and support the Army Learning Process. The ALLC has various methods to broadcast information.

The Bulletin is an article published throughout the year designed to provide soldiers with information that could benefit their training or performance in operations. Soldiers share their ideas and experiences and have a chance to comment on each article. The Bulletin is available to anyone to download online.

Dispatches is a document containing sensitive material and not available for general distribution. It contains a variety of topics ranging from Training for Operations to Fratricide. Training Posters are also available online. These posters give a “quick and dirty” summary of a specific topic, such as Code of Conduct, heat stroke and a negotiator’s checklist, to name a few.

The ALLC also has an AAR. The AAR is an excellent method to provide information to soldiers. Although linked to the ALLC website, the AAR is now governed by CMTCC. The AAR allows soldiers to reflect on their performance and identify their performance strengths and weaknesses. Guided by a trained Observer Controller, soldiers will have the opportunity to learn from their training event. An AAR in an interagency setting could possibly assist the soldier in analyzing the behaviours and actions that were beneficial and harmful during the mission, although currently this is not a systematic part of the AAR.

The research team could not confirm any information specific to interagency trust that is part of these AARs or of the ALLC documentation.

2.3 Pearson Peacekeeping Centre (PPC)²⁶

Committed to global peace and security, human rights and the rule of law, the Pearson Peacekeeping Centre (PPC) is an independent not-for-profit, Canadian-based institution dedicated to improving the effectiveness of peace operations around the world (Pearson Peacekeeping Centre, 2009). Their approach to instruction is both multi-disciplinary and activity-based learning. They instruct and train those individuals (including military personnel) who serve in conflict zones, such as the Congo, Darfur, etc. Its mission is to increase operational effectiveness through training, capability building, and research.

The approach at PPC includes incorporating current trends, the lessons learned, and the best practices elicited from ongoing peace operations. It also encourages active learning, which encourages trainees to use their experiences, knowledge and unique skill set when considering solutions and plans for peace operations. As well, because there are trainees from many sectors (i.e., civilians, police, and military), instruction at the PPC capitalizes on the variety of cultures and perspectives on particular issues. This fosters a more realistic approach to peace operations and promotes dialogue, understanding, and cooperation among different groups.

Examining course material obtained from the PPC website, we think a number of courses support integrated (interagency) education and training, though this has not been confirmed by SMEs.

²⁵ Information for this section was obtained from the Canadian Army Lessons Learned Centre (ALLC) website (National Defence, 2009g).

²⁶ Information obtained for this section was obtained through the Pearson Peacekeeping Centre (2009) website as well as the course catalogue found on the course website.



These courses are the *Advanced Planning for Integrated Missions (APIM)*, *Planning for Integrated Missions (PIM)*, *Senior Management Course (SMC)*, *United Nations Integrated Mission Staff Officers Course (UNIMSOC)*, and *United Nations Police and African Union Pre-Deployment Training (UNPOL)*.

Planning for Integrated Missions (PIM)

Planning for Integrated Missions (PIM) is a four week course with input from the UN, the African Union (AU), Force Commanders and Police Commissioners. The course is available to personnel ranking from Captains to Lieutenant-Colonels, as well as upper-level humanitarian/development leaders. The goal of the course is to enhance effectiveness for personnel working in an interagency peace operation missions, through having a shared understanding of the environment, roles and effectiveness. Interagency environments require planning and a need for the agencies to integrate and help the host country. To this end, participants are taught how to plan and lead interagency peace missions; learn about the players involved in an interagency operation including humanitarian personnel and police; and to develop a sense of cooperation, consensus, coordination and communication. Participants also examine a case study (e.g., Darfur) and apply what they have learned during a practicum.

Advanced Planning for Integrated Missions (APIM)

Advanced Planning for Integrated Missions (APIM) is a two-week course based on the Integrated Mission Planning Process and UN Capstone Principles and Guidelines. The goal of the course is to enhance effectiveness for personnel working in an interagency peace operations mission. The same objectives (i.e., shared understanding of the environment, roles and effectiveness) and requirements (i.e., planning), as the PIM, apply to the APIM. Participants are taught how to plan and lead interagency peace missions and are taught about the African Union (AU); stakeholder community and actors; Residence Coordinators/Humanitarian Coordinators, NGOs, and host country; and UNPOL and police.

Senior Management Course (SMC)

The *Senior Management Course (SMC)* is a three week course with a focus on planning during peacekeeping operations. The course is offered to personnel ranking from Lieutenant-Colonels to Colonels. Participants are introduced to the development of a peace mission. The goal of the course is for participants to receive instruction on the UN, mission information, involved countries, exit strategies, negotiation, and cultural communication. Participants are also taught how to give policy advice to the Security Council. Along with instruction, participants present Security Council resolutions and participate in a Security Council exercise during week 3.

United Nations Integrated Mission Staff Officers Course (UNIMSOC)

The *United Nations Integrated Mission Staff Officers Course (UNIMSOC)* is a six week course designed to support officers before an interagency mission. Civilians and police officers are also allowed to take this course to increase their effectiveness. The objectives for this course are to increase peace operation understanding, especially interagency operations; understanding the role of actors, stakeholders and staff officers; and to demonstrate the necessary skills. Throughout the course, participants engage in the following relevant topics: planning an exit strategy while factoring in actors and stakeholders, preparing for UN briefings, learning standard operating procedures (SOPs), performing the roles and responsibilities in a mission HQ.

United Nations Police (UNPOL) and African Union Pre-Deployment Training

The *United Nations Police (UNPOL) and African Union Pre-Deployment* training is a two week course designed to enhance the effectiveness of International Police Officers. Specifically, the course is offered to officers in the AU or UN peacekeeping missions. In order to work within an agency one may not be familiar with (i.e., UN or AU), participants learn about the role of UNPOL through scenarios and activities. The goal of this course is to prepare officers for peacekeeping missions with other agencies including the UN and AU.

The PPC's training courses seem to prepare participants to work in an interagency setting. This training covers aspects of planning and conducting integrated operations. There is no explicit mention in the PPC training courses about interagency trust. However, the experience in working with other agencies may provide an environment where participants can build awareness and rapport with the people they may be working with in operations. The activities at PPC, of course, need to be further explored and confirmed by SMEs to more fully detail the course activities and how they relate to interagency operational contexts.

2.4 Summary

In sum, there are a number of education and training courses and programmes available to CF personnel that promote the skills and knowledge required to operate in an interagency environment, and some of these efforts have direct input and participation from OGDs and OGAs. For example, many programmes, such as the JCSP, CIMIC, UNIFIED READY, and MAPLE GUARDIAN, invite personnel from OGDs (e.g., DFAIT) and OGAs (e.g., CIDA) to give lectures and participate in the CF training. The value of this participation is CF personnel begin to understand further the perspectives of other organizations and meet people who may be their counterparts in theatre. As well, the CF has an opportunity to share their culture with OGDs and OGAs and explain how their role will influence military processes and procedures in operations (e.g., the operational planning process).

This exposure may help to advance interagency trust as these activities also include an opportunity to facilitate positive relationship building prior to deployment to theatre. But it should be pointed out that based on our examination of the current CF education and training, there appears to be little or no instruction explicitly pertaining to the psychological dynamics of trust in the interagency context. CF education and training may address some components related to interagency trust, but refer to it in a different way. For example, it might be conceived as relationship building or cooperation. Efforts should be made to clarify the meaning of interagency trust in CF terms, so that we might begin to see if some of the training actually does consist of developing interagency trust through exposure to OGD and OGA personnel.

Moreover, the actual impact of these education and training initiatives resides in the informal feedback from CF trainers. Future research efforts should be made to obtain a more balanced evaluation from OGD and OGA participants as well as a larger number of CF SME trainers to determine if the training initiatives are in fact having the desired impact. More importantly, clearly defining the expectations for OGD and OGA participation and integration must be elaborated in order to measure if the training is achieving its objective. Future research could first document the short and long term training goals. A formal training evaluation can then be pursued. It is only through systematic measurement that an understanding of the exact impacts of these various education and training efforts will be clear.



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3. Competency Skills for Interagency Operational Contexts

It was also important to consider if there was a specific character profile that might be more suitable for operating in an interagency context. Specifically, are there particular competencies (or character attributes) that would be necessary? Some of the literature reviewed for this project (Scoppio, Idzenga, Miklas & Tremblay, 2009; Edwards, Bentley, Capstick, Beardsley & Gilmour, 2008; Chief Review Services, 2008; Kealey & Protheroe, 1995; and Kealey, 2001) suggested CF personnel should, indeed, have particular attributes to effectively work in a JIMP framework, especially when considering interagency operational contexts. For example, Scoppio, Idzenga, Miklas, and Tremblay (2009) considered both hard and soft skills relevant for working in an interagency context.

As shown in Figure 9, hard skills include working in a hazardous environment, survival skills for captivity, interrogation skills, job task specific skills, first aid/fitness, weapons handling/ combat, foreign languages, and planning.

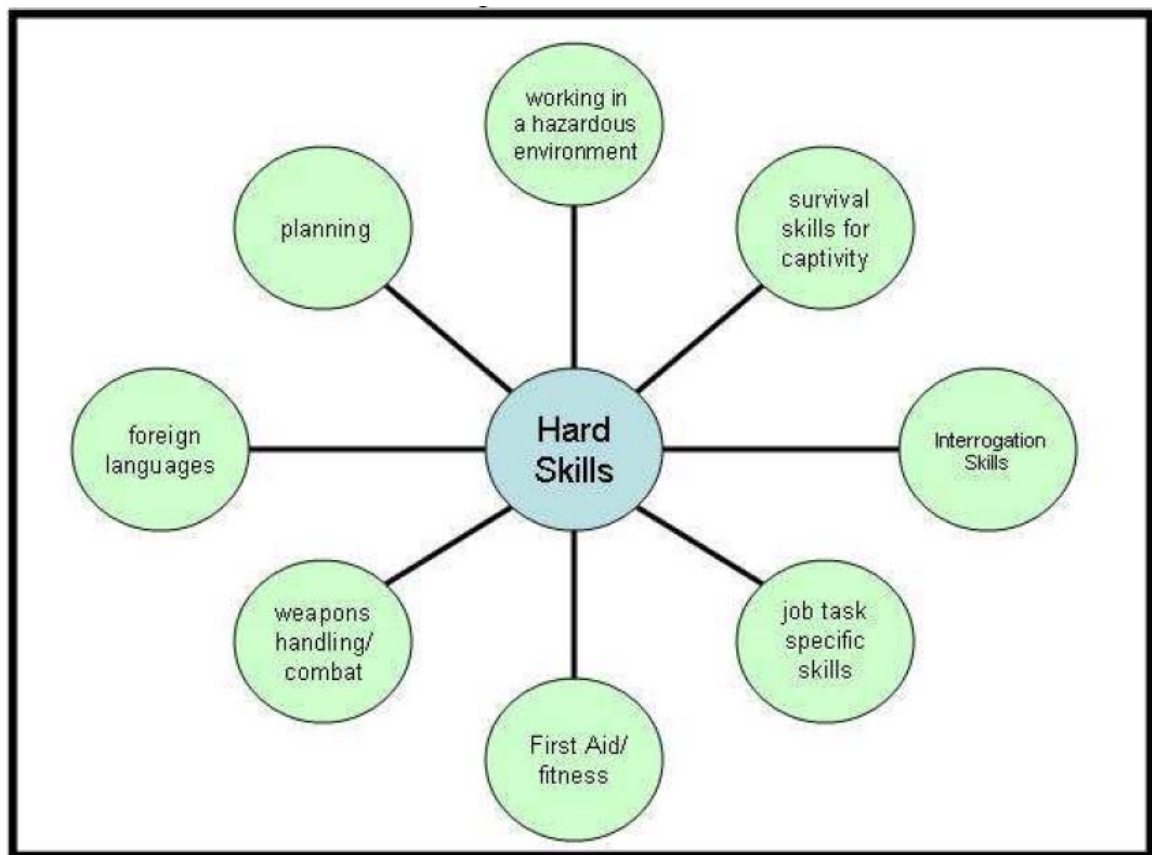


Figure 9: Requisite hard skills for JIMP operations (Scoppio et al., 2009, p. 49)

Other than knowledge of foreign languages, these hard skills are typically developed through well established processes in the regular CF doctrine and training system. With respect to interagency

contexts, soft skills may receive less direct attention, perhaps because these are less obvious regarding their importance for soldiering. And yet, in addition to the necessary hard skills for operations, Scoppio et al.'s (2009, p. 7) investigation on CF skill sets for interagency operations found that "soft skills are essential to work effectively within an interagency environment".

As shown in Figure 10, soft skills include cultural awareness/sensitivity, communication/media relations, negotiation/persuasion, dispute/conflict resolution, team building, agility of thinking, build/maintain trust, and leadership.

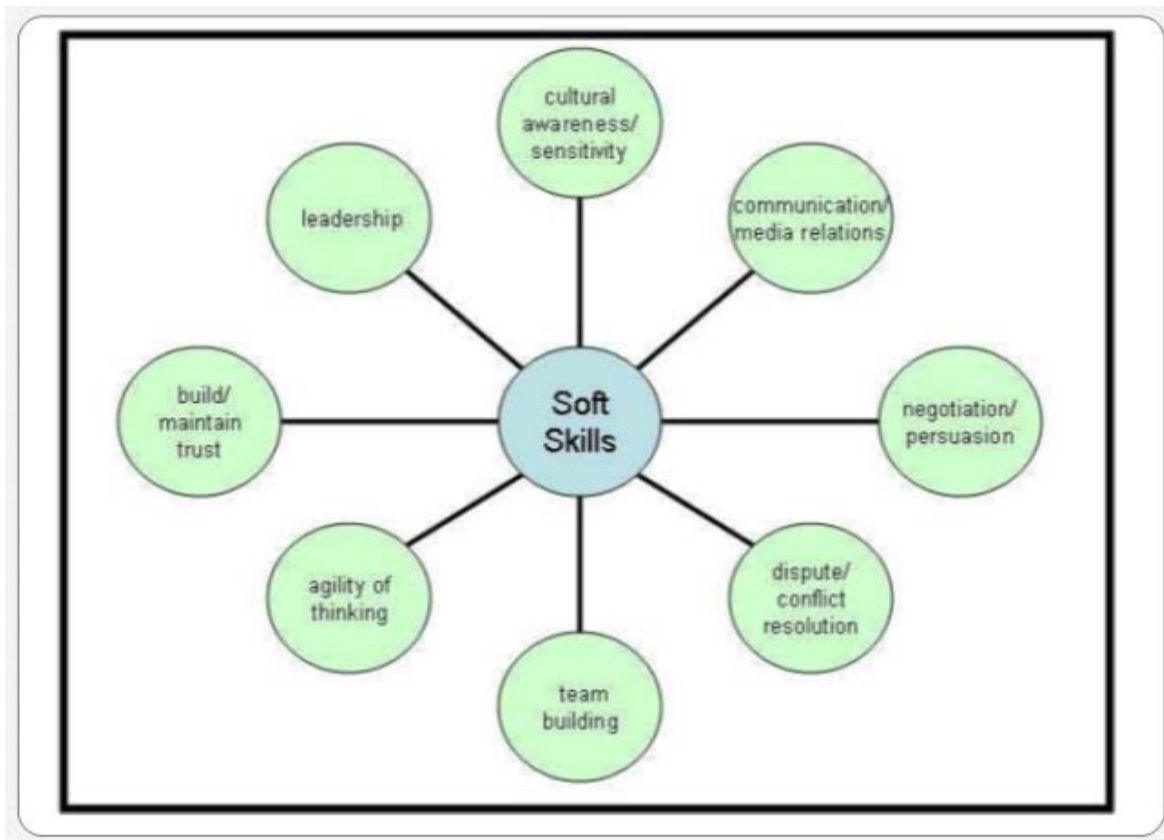


Figure 10: Proposed soft skills for JIMP operations (Scoppio et al., 2009, p. 48)

Edwards et al. (2008) also identified a number of key individual attributes for conducting WoG operations. Based on available literature as well as interviews with military and civilian personnel, these researchers found open mindedness, risk tolerance, lifetime learner, patience, honesty, openness, cultural awareness, and gregarious personality to be relevant factors for working in an interagency context. They also reported that operational experience and post conflict experience were relevant for this context, though further elaboration regarding these needs to be provided to understand in what way operational experience and post conflict experience contribute to skill development for interagency contexts.

Moreover, a recent article by CRS (2008) addressing personnel selection and sustainment for Provincial Reconstruction Teams (PRT) recommends particular skills, including communication skills, negotiation skills, and the ability to bring groups together. To prepare CF personnel to work within an interagency operation, the article recommends that military officers have strong problem solving skills, diplomatic and negotiating skills, cultural awareness, experience in economics,

communication skills, and the ability to anticipate issues as well as to understand international affairs and foreign languages.

Because many of the skills identified in the literature overlapped but were labelled differently, we compiled and grouped them into ten skill sets, including knowledge, critical thinking, open-mindedness, openness to risk, cultural awareness, commitment, communication skills, team skills, and social skills (Figure 11).

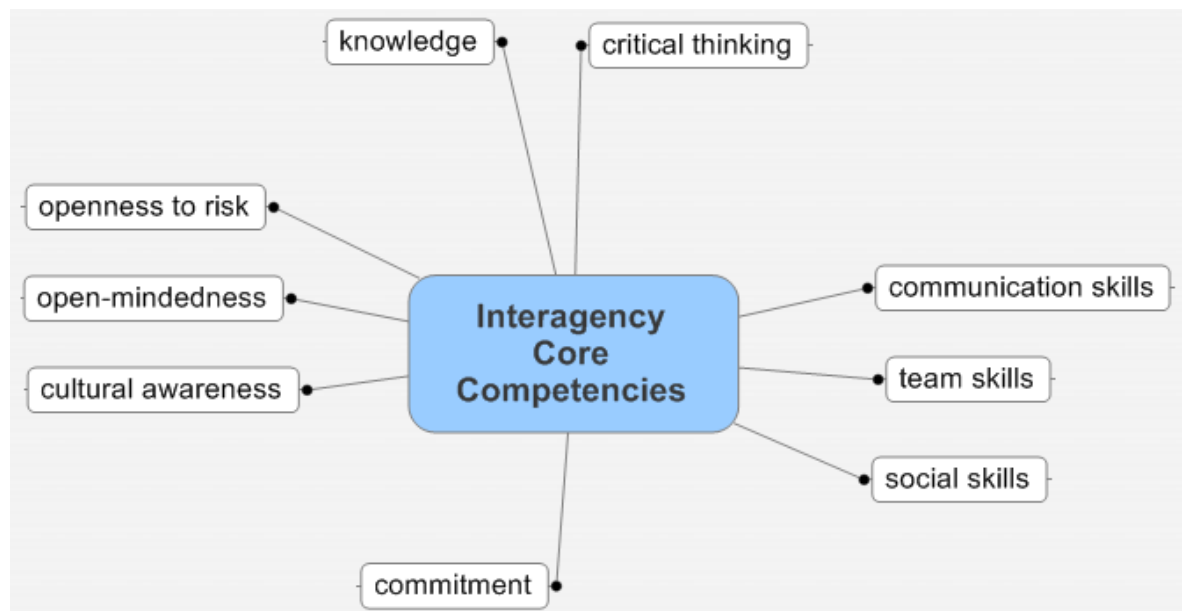


Figure 11: Preliminary core competencies for working effectively in an interagency context

We then shared the list with the scientific authority and some of the SMEs to determine which were deemed the most important for successfully operating specifically in an interagency context (versus success in any context or in military missions more generally). For the purposes of the present project, SME input helped to narrow the list to four competencies: cultural awareness, communication skills, team skills and social skills.

Our classification is in no way exhaustive or definitive. It should be noted that the list has not been formally refined or validated with CF SMEs with interagency operational experience. Rather, it was developed primarily for pragmatic considerations. Its purpose is to begin considering the possibility that there are particular competencies associated with operating effectively in an interagency context that go beyond the hard skills, but also require development and training. Further activities in the research program may look more closely at core competencies and the means to develop these within the CF education and training system.

In this chapter, we examine some of the possible education and training that might directly or indirectly contribute to development of the four competencies (i.e., cultural awareness, communication skills, team skills and social skills) identified by the research team, scientific authority and SMEs to be most relevant for interagency operational contexts. It should be pointed

out, however, that this is a cursory examination and has not been confirmed with CF SMEs or indeed members of OGDs²⁷. Following this, we explore the notion that an individual acting on behalf of the CF in an interagency context requires competencies to make him or her maximally effective, but seek to elicit further input from SMEs regarding just what those competencies would be. To this end, SMEs provided their input concerning the kind of person that would be effective working in an interagency operating environment, based on their operational experience and knowledge from working in the CF training and education system.

3.1 Core Competencies

This section provides a brief description of each of the four competencies and provides a cursory list of the possible CF education and training courses associated with it.

3.1.1 Cultural Awareness

Culture is defined as “a fuzzy set of attitudes, beliefs, behavioural norms, and basic assumptions and values that are shared by a group of people, and that influence each member’s behaviour and his/her interpretations of the ‘meaning’ of other people’s behaviour” (Spencer-Oatley, 2000; cited in Dahl, 2005, p. 19). Cultural awareness (or cultural intelligence) can be described as the “the capacity of an individual to recognize and respond to...[a]...system of shared beliefs, values, customs, behaviours and artefacts that members of a society use to cope with their world and one another” (Edwards et al., 2008, p. 36).

Culture can be understood at the micro as well as the macro level. For example, culture can refer to a national culture (macro) as well as provincial or civic culture (micro). Culture can include what is characteristic of a community of individuals or even an organization. As such, it is obvious why cultural awareness will be relevant for interagency operational environments that combine the efforts of diverse organizations like CIDA, DFAIT, RCMP, CSC, and CF. Each of these will have their own unique organizational cultures, despite sharing a national culture (i.e., Canada), and they may have convergences or divergences on cultural dimensions, such as structures, strategies, systems, etc.

Cultural dimensions may converge though differ in execution as a result of discrepant strategies. For example, both the CF and CIDA have planning processes, so may appreciate the impact of this on their respective operations. However, they may diverge in execution because of differing operational strategies (e.g., CIDA projects are usually long-term concerning development, whereas the CF’s are often short-term concerning security) and methods (e.g., flexible or inflexible). On the other hand, DFAIT, which largely concerns itself with policy, has no similar planning process to the CF and may, therefore, not fully appreciate the nuances of the CF OPP.

Other times, there will be strong differences in organizational culture. As is commonly understood, militaries operate through a strict, hierarchical chain of command. Means and styles of communication, role expectations, planning processes, etc., are defined by this structure. This may run counter to other organizations and as a result could represent barriers in operations within an interagency context. Indeed, the article by Chief Review Services (CRS, 2008) identified cultural differences between the CF and OGDs in the context of the Kandahar mission that appeared to underscore this hierarchical structure. For example, OGDs found the CF to be impatient and inflexible, while the CF found the OGDs to be too central and Ottawa-focused.

²⁷ Tapping into the OGD perspective was beyond the scope of this particular contract but certainly will be a topic pursued in future work associated with DRDC Toronto's Interagency Trust project.

So there are a number of different organizational culture factors (e.g., structure, styles of management and communication, strategies, staff and experience, etc.) that may negatively impact interagency operations, especially if ignored.²⁸ Being aware of these convergences and divergences, therefore, will be an important competency in order to maximize cooperation and coordination in operations. But it is not only being aware of one's own culture as well as other cultures, but also leveraging this awareness to successfully adapt to a dynamic, complex situation that promotes positive relationship among interagencies. According to Edwards et al. (2008), developing cultural awareness should focus on organizational identity, beliefs, values, attitudes and perceptions, belief systems, cultural forms and narratives, and various languages (including particular terminology). Its importance as a competency to develop for effective interactions in personnel participating in an interagency operational context, therefore, appears obvious.

3.1.1.1 Possible education and training promoting interagency cultural awareness

Most of the cultural awareness education and training that we identified was primarily concerned with national culture. For example, SMEs reported that CF personnel receive a lot of cultural awareness training on the *CIMIC Operator Course* (in reference to working with Afghans) as well as the *Mil Obs Course* at PSTC, sensitizing them to the overseas mission areas and local customs and populations. This kind of training seeks to promote sensitivity to variances in cultural dimensions, such as customs, habits, norms, etc, of other national cultures (e.g., Afghans, Congolese, Somalis, etc.).

For the purposes of this project, we are considering culture only from an interagency or organizational perspective and as such variances in cultural dimensions will likely emerge through shared (organizational) values, strategy, systems, structure, staff, skills, styles²⁹. Cultural awareness training for operating in an interagency context will benefit from investigating the values, norms, practices, etc., of OGDs and OGAs. The CF has a number of courses and programmes that seem to expose personnel to different organizational cultures, which might help sensitize them to differences and similarities.

The tables below identify courses and programmes from CDA and LFDTS that seem to address key elements of cultural awareness training. The courses we include seem to provide trainees with some degree of exposure to OGDs and OGAs, which may have the effect of either directly or indirectly revealing cultural differences or similarities between organizations. Table 8 includes possible cultural awareness education and training offered to CF personnel through the CDA.

Table 8: Possible cultural awareness education and training offered to CF personnel through CDA

Institution	Course/Programme	Description
RMC	Cultural Perspectives in International Contexts	Develop understanding of how one's own cultural perspectives and how other's perspectives influence interactions in settings where meaning, intentions and actions are all culturally laced.
	Organisational Theory	Organizational theory is the study of how socio-economic entities called organizations function and how they affect and are affected by the environment in which they operate.
	Organisational Behaviour and Theory	Using the most recent developments from organisation theory and

²⁸ Further culture challenges between the CF and OGDs will be presented in Chapter 4.

²⁹ These refer to the 7 "S" in the McKinsey 7-S organizational framework (Pascale & Athos, 1981).

Institution	Course/Programme	Description
		organisational behaviour, it will examine topics such as leadership, management, group dynamics, and corporate culture.
	Social and Ethical Issues of Business	Ethical issues arising out of international business and cross-cultural differences.
	National Security, International Affairs and Defence Management Studies	Analysis of domestic and international influence on strategic decisions. Canada's participation in international alliances and organisations, and its relations with various regions of the world.
	Canada in the Global Strategic Environment	The trends in inter-state relations, the role of non-state actors including international institutions, failed and fragile states and political and religious movements.
	International Logistics	The relationship between manufacturers, operations, the logistics function and the CF. A brief review of coalition formation and the application to international and multinational operations.
	Leading and Working in a Diverse Environment	This course examines leading and working in diverse and multicultural environments within three contexts: domestic, multinational, and military organizations.
	Issues of International and National Security in International Relations: Changing Definitions	Examination of the development of international norms relating to intervention, the affect of non-state actors and the changes in the concept of national security at the state level.
	Religion and Modern War	Nature of religion from different perspectives and the role religion has played in specific historical conflicts in the 20th century.
	Comprehensive Operations	This course examines interagency operations in the current and future operational environment. Students will learn how various factors influence strategic objectives, such as means and ends, conflict theories, concepts, and doctrine.
	Canada in the Global Strategic Environment	This course examines Canada's role in an international, political, strategic and economic setting. Students learn about international relations, inter-state relations, the role of NGOs and OGAs, and religious movements, as well as the constraints on using military power.
	The Joint Force	This course examines joint force (interagency, multinational) capabilities available to commanders, specifically under the joint doctrine.
	Joint Warfare Yesterday, Today and Tomorrow	This course examines war at an operational level. There is an emphasis on the current joint doctrine, which outlines allied, combined, and interagency missions.
	War, Politics and International Relations	This course examines the relationship between international politics and war. Topics will cover international organizations, peacekeeping, and government cooperation.
CFC	Joint Command and Staff Programme	Throughout the programme, students speak with representatives from OGDs and OGAs in order to learn how they influence the CF operational planning process. Understanding the divergence and convergence of organizational factors may emerge in this education.
	National Security Programme	Throughout the programme, students learn about a number of organizational factors (e.g., resource management) concerning the DND/CF as well as those concerning OGDs that shape security, defence and foreign policy.

Other training initiatives supported by the LFDTS seem to pertain to understanding organizational cultures different from the CF. These training initiatives require CF members to consider other organizations' perspectives and their various differences and similarities in order to appreciate and understand the integration of activities and the need to collaborate in current CF operations. Table 9 includes possible cultural awareness education and training offered to CF personnel through the LFDTS.

Table 9: Possible cultural awareness education and training offered to CF personnel through LFDTS

Institution	Course/Programme	Description
PSTC	CIMIC Courses (CIMIC Operator Course and CIMIC Staff Officer Course)	Direct cultural awareness training with interaction with OGDs/OGAs as well as with local population. Learn about WoG approach and its impact on CF operations.
	Peace Support Operations Military Observer Course	Covers specific conditions of their given mission, including terrain, operations, intelligence, culture and language, preventive medical considerations and management of stress. As well, trainees learn about working with the UN and OGDs (national and international).
CLFCSC	The Road to High Readiness for JTFA HQ	Training includes a number of lectures presented to CF personnel by OGDs/OGAs, and two CAX (UNIFIED WARRIOR and UNIFIED READY) designed to confirm OGD/OGA mandates in theatre and focus on civil-military interaction and coordination.
	Pre-Deployment Training for Canadian (RC(S) HQ)	Training for augmentees includes involvement of OGDs/OGAs, NGOs to provide a unique perspective of Canada's mission and WoG approach.
DLSE/Land Forces Area	EXERCISE MAPLE SENTRY	In this CAX, trainees learn about PRT command and control structure and operations, WoG collaborative planning, and CIMIC involvement. This exposes trainees to OGDs and OGAs.
CMTC	EXERCISE MAPLE GUARDIAN	Team building event designed to be culminating field training ex for all TF mission elements, notably the PRT, and integrated with a Land Formation HQ (similar to JTF-A HQ). Participation of OGDs/OGAs in promotes realism and acknowledge the role and importance of OGDs in the WoG approach. Opportunity to learn about OGDs/OGAs organizational culture.

The Pearson Peacekeeping Centre appears to have some instruction regarding learning the nuances of IGOs, namely the UN. The *UN Integrated Mission Staff Officers Course* is a six week training course is designed to prepare participants for entry into a UN integrated mission headquarters and to familiarize them with how a typical military organization operates.

All of the courses/programmes included in the tables above appear to have some degree of culture training with respect to raising awareness about the integration of different organizational cultures into military activities. Future research may specifically consider identifying those courses and programmes that explicitly teach cultural awareness to specifically operate in an interagency context to provide a more thorough and complete picture of the education and training for interagency cultural awareness across the CF.

3.1.2 Communication Skills

Effective communication includes presenting complete and accurate information in a clear and appropriate manner to the target audience (communications should be tailored to the target audience for comprehension) (National Communication Association, 1998; as cited in Jones & RiCharde, 2005); correctly understanding and interpreting messages from others and responding to these appropriately (Kealey, 2001); and establishing and developing mutual understanding, trust and cooperation through positive relationship building (Kealey, 2001; Kealey & Protheroe, 1995). Communication skills include framing questions appropriately to elicit information (e.g., open-ended as opposed to close-ended questions) as well as to gain more detailed information (e.g., probing questions). The ability to frame questions presupposes strong listening skills (i.e., attentiveness and reflection), as questions need to be logically connected to previous statements. Good communication skills also include encouraging and engaging conversation partners by demonstrating a level of empathy and providing personal examples to emphasize a point (Lang and Van der Molen, 2004; cited in Kuntze, Van der Molen, & Born, 2007). Choosing the appropriate channel of communication (e.g., face-to-face, radio, email, etc.) is also important because relationship building and establishing good rapport with a conversation partner is a quality of effective communication as well as building trust (Kealey & Protheroe, 1995). In some cases, face-to-face is necessary (e.g., to initiate a relationship), whereas at other times email is necessary (e.g., to be efficient).

There are a number of outcomes thought to be associated with effective communication. For example, some outcomes may include positive media relations and the ability to be persuasive (Scoppio et al., 2009), the capacity for diplomacy (Kealey & Protheroe, 1995; Chief Review Services, 2008), or the ability to encourage others to focus on common objectives (Chief Review Services, 2008). The latter will likely prove significant when considering the WoG approach to operations in Afghanistan. Effective communication then should ensure all parties to the discussion have an opportunity to share and discuss their interests to minimize differences and promote shared understanding of the situation. This in turn should foster mutually beneficial outcomes to all those involved.

Developing effective communication skills for those CF personnel working in an interagency context will be important because they will be conversing with personnel from organizations with little or no formal military training. As such, styles of communication will likely present challenges and may need to be tempered. Military communication is known for its unique terminology (e.g., acronyms, call signs, codes, phrases). Moreover, it might be perceived as too direct, assertive and commanding by people outside the military. For the CF, part of communicating effectively with OGDs and OGAs may require a different approach than is typical when communicating to soldiers in a purely military setting. Terminology may need to be discouraged or perhaps explained well in advance of operations. Recognizing the value of input from others will also be critical as operations will not be primarily security focused. Indeed, WoG approach necessarily means operations will include development and diplomacy initiatives.

3.1.2.1 *Possible education and training promoting interagency communication skills*

We examined the CF education and training system to determine what courses or programmes might specifically promote effective communication skills in CF personnel. It is likely that CF trainees learn how to effectively communicate in much of the training they conduct throughout their military careers. Identifying all of these activities is extremely difficult. We tried, therefore, to include only those courses and programmes that highlighted communication skill development as a

relevant aspect of the training given that the roles trainees would fulfil after training (i.e., CIMIC Operator) would involve engaging with interagencies.

Table 10 includes possible communication skills education and training offered to CF personnel through the CDA.

Table 10: Possible communication skills education and training offered to CF personnel through CDA

Institution	Course/Programme	Description
CFC	Joint Command and Staff Programme (JCSP)	Students learn to effectively defend a position or point of view using the professional oral/written and public affairs skills required to be effective in institutional, operational, and cross-cultural contexts of communication. Students learn to write, read, listen, and present effectively.
	National Security Programme (NSP)	During <i>Executive Leadership and Strategic Thinking</i> as well as <i>Modern Comprehensive Operations and Campaigning</i> , students explore communication strategies and apply public affairs resources.

Table 11 includes possible communication skills education and training offered to CF personnel through the LFDTS.

Table 11: Possible communication skills education and training offered to CF personnel through LFDTS

Institution	Course/Programme	Description
PSTC	CIMIC Courses (CIMIC Operator Course and CIMIC Staff Officer Course)	Direct communication skills training. Instructed on interest based negotiation techniques. Acknowledge interaction with OGDs/OGAs as well as with local population in assuming the role of CIMIC Operator or Staff Officer. Learn about WoG approach and its impact on CF operations.
	Peace Support Operations Military Observer Course	Direct communication skills training. Instructed on interest based negotiation techniques. Acknowledge interaction with OGDs/OGAs as well as with local population in assuming the role of UN Mil Ob.
	Psychological Operations Course	Learn how to convey selected information to target audiences with the intent to influence thinking, emotions, and actions in the direction of the originator's objectives.
CLFCSC	The Road to High Readiness for JTFA HQ	Training includes a number of lectures presented to CF personnel by OGDs/OGAs, and two CAX (UNIFIED WARRIOR and UNIFIED READY) designed to confirm OGD/OGA mandates in theatre and focus on civil-military interaction and coordination. Trainees learn to work in JTFA HQ with multiple actors, including OGDs and OGAs. This training provides practical experience for effectively communicating with OGDs and OGAs.
CMTC	EXERCISE MAPLE GUARDIAN	Team building event designed to be culminating field training ex for all TF mission elements, notably the PRT, and integrated with a Land Formation HQ (similar to JTF-A HQ). Participation of OGDs/OGAs in promotes realism and acknowledge the role and importance of OGDs in the WoG approach. Opportunity to communicate with OGDs/OGAs while conducting operations.

All of the courses and programmes included in the tables above have some degree of communication skills development with respect to operating in an interagency operational context. Future research may specifically consider identifying those courses and programmes that teach communication skills specifically for operating in an interagency context. This would provide a more thorough and complete picture of the education and training for interagency communication skills across the CF.

3.1.3 Team Skills

All activity in the CF (from the OPP to convoy operations to sniper operations) requires teamwork. As such, most of the training that military personnel undergo includes operating in a team. Developing adequate teamwork such as workspace awareness, shared mental models, shared situation awareness, and shared understanding, can increase the probability of successful goal achievement in a team setting (Famewo & Bruyn Martin, 2007). But to achieve these team outcomes, members must learn to communicate effectively, coordinate their action, and cooperate with one another. To ensure teamwork, there needs to be efforts to understand what promotes team skills and then attempts to develop these. Some researchers have identified a number of behaviours believed to promote team attitudes and behaviours, leading to more effective team outcomes (Wilson, Salas, Priest, & Andrews, 2007), and this taxonomy has been since adapted in an effort to measure teamwork effectiveness in various military training settings (Thomson, Karthaus, Brown, & Ste-Croix, 2009; Thomson, Adams, Tario, & Brown, 2008).

According to Wilson et al. (2007), teams should have a shared common understanding of the mission, task, team, and resources; shared expectations of the role and responsibility of the team members; and shared purpose. They also should effectively monitor teammates' performance, back up members when errors are committed, and demonstrate adaptability in dynamic situations. Teams should also demonstrate cooperation by putting the team's goals ahead of individual goals, exhibit give and take behaviours, and show mutual trust. All of these behaviours, Wilson et al. argue should promote teamwork. Team skills can also extend to goal setting behaviours, role allocation, and problem-solving abilities (Prichard & Ashleigh, 2007). However, in today's WoG approach to operations, the operational team includes elements outside of the CF (e.g., the RoCK). Thus, team skills need to be recalibrated to incorporate OGDs and OGAs. Working on a team with members from OGDs that have different strategies (i.e., goals and priorities) and systems may be difficult when the organizations are very different from one another.

As well, the most effective teamwork likely comes from long-term associations with others (Prichard & Ashleigh, 2007), something that is very scarce for those in the CF and OGDs and OGAs. According to SMEs, this could be mitigated by meetings between CF personnel and their counterparts from OGDs and OGAs prior to deployment to Afghanistan. They argue that this kind of exposure helps develop relationships that will be beneficial once in theatre, perhaps fostering greater teamwork. First time meetings in hostile, stressful environments may not contribute to supportive relationship building.

Team skills for operating in a diverse team demanded by the WoG approach will be an important competency for CF education and training considerations. At present, there appears to be some efforts underway. According to SMEs, CF Road to High Readiness exercises, such as UNIFIED READY and MAPLE GUARDIAN, has promoted and tries to include team building between CF, CIDA, and DFAIT personnel who are all preparing to deploy. Moreover, those CF personnel enrolled in the JCSP have an opportunity to consider a team that includes OGDs and OGAs when learning the OPP. So there are real efforts on behalf of the CF to include OGDs and OGAs in education and training that acknowledges the broadening of WoG operational teams.

3.1.3.1 Possible education and training promoting interagency team skills

We identified only those courses and programmes that fostered team skill development as it pertains to acting in an interagency capacity. We did not include all of the activities associated with promoting team skills in general as most of the CF training requires team skills. Indeed, few military activities are done wholly independently. The tables below, therefore, include those CF education and training courses offered through CDA and LFDTS that seem to develop team skill development for an interagency operational context.

Table 12: Possible team skills education and training offered to CF personnel through CDA

Institution	Courses/Programmes	Description
CFC	Joint Command and Staff Programme (JCSP)	Students learn to conduct the OPP in a team that includes input from a number of elements, including OGDs and OGAs.

Table 13: Possible team skills education and training offered to CF personnel through LFDTS

Institution	Courses/Programmes	Description
PSTC	CIMIC Courses (CIMIC Operator Course and CIMIC Staff Officer Course)	Instruction from and some participation with OGDs/OGAs contributes to development of team skills in interagency operational contexts. Learn about WoG approach and its impact on CF operations.
	Peace Support Operations Military Observer Course	Work in small international military teams in peace support operations. Teamwork is emphasized in training.
DLSE & Lead Mounting Area	EXERCISE MAPLE SENTRY	WoG "team building event". A command post exercise for all task force mission elements to practice C2 within a TFA-style Formation and WoG context for Operations with emphasis on the elements included in the PRT.
CFC	The Road to High Readiness for JTFA HQ	Training includes a number of lectures presented to CF personnel by OGDs/OGAs, and two CAX (UNIFIED WARRIOR and UNIFIED READY) designed to confirm OGD/OGA mandates in theatre and focus on civil-military interaction and coordination. Trainees learn to work in JTFA HQ with multiple actors, including OGDs/OGAs. This training provides practical experience for working in a team environment that includes team members from OGDs/OGAs.
CMTC	EXERCISE MAPLE GUARDIAN	Team building event designed to be culminating field training ex for all TF mission elements, notably the PRT, and integrated with a Land Formation HQ (similar to JTF-A HQ). Participation of OGDs/OGAs in promotes realism and acknowledge the role and importance of OGDs in the WoG approach. Opportunity to work in a team that includes OGDs/OGAs while conducting operations.

All of the courses and programmes included in the tables above have some level of team skills development with respect to operating in an interagency operational context. Future research may specifically consider identifying those courses and programmes that teach team skills specifically for operating in diverse teams expected in an interagency context. This would provide a more thorough and complete picture of the education and training for interagency team skills across the CF.

3.1.4 Social skills

The literature identifies a variety of characteristics associated with social skills. For example, Kealey (2001) suggests social skills include being outgoing, participating in activities, being a high self monitor (i.e., regulation of expressive and self-presentational behaviours in social situations; Fuglestad & Synder, 2009) as well as showing respect for others and having empathy and these he suggests contribute to social adroitness. Vulpe, Kealey, Protheroe and MacDonald (2000) also add a willingness to learn and consult others, and accepting criticism from others as valued social skills. Given that the sphere of influence in current and future operations will be enlarging as a consequence of WoG approach, it will be important for CF personnel's social skills to continue to be refined through education and training to operate effectively in an interagency operational context.

3.1.4.1 Possible education and training promoting interagency social skills

For the purposes of this project, we were unable to specifically identify any particular courses or programmes that specifically addressed social skills development for interagency operational contexts. However, during some of the exercises offered through LFDTs, such as *The Road to High Readiness for JTFA HQ* that has a media piece or *Peace Support Operations Military Observer Course* and the *CIMIC Operator Course* that teach negotiation skills or EXERCISE MAPLE GUARDIAN that requires interaction with civilians, there does appear to be some development in this competency. As well, when students present material to a mock Parliamentary committee as part of the NSP programme requirement, this might also require careful assessment of the student's social skills interacting with people from OGDs and OGAs, for example accepting criticism and consulting others. But these examples may point to the more indirect education and training associated with this particular competency. Any kind of interaction between military personnel and OGDs and OGAs will require some consideration of social skills as these are by definition social experiences. However, though no less important, this training may be a secondary performance objective, not explicitly documented in the course and programme description.

Future research may, therefore, specifically consider identifying those CF courses and programmes that explicitly teach social skills, especially for operating in an interagency context. This would provide a more thorough and complete picture of the education and training for social skills across the CF.

3.2 Character Attributes Identified by SMEs

The following section documents SME input, based upon their operational experience and role in the conducting of training and education for CF personnel, concerning the kind of person that would be effective working in an interagency operating environment. Our purpose was not meant to validate those core competencies we highlighted from the literature (i.e., cultural awareness, communication skills, team skills and social skills), but rather to gather some information for a preliminary analysis regarding character attributes that might be desirable for CF personnel operating in an interagency context. To this end, SMEs identified a variety of particular characteristics they believe are critical for CF personnel operating directly with OGDs and OGAs in operations.

For example, one SME stated that he would desire "a bunch of open-minded, very intelligent, and secure individuals, bringing their own experiential base" to avoid "group think". He went on to explain that to operate effectively in this kind of context requires a combination of intelligence that can tackle tough issues, pointing out that more often than not the leader is not the smartest one in

the room. As such, he wanted confident, self-assured and secure individuals, who had a “sense of humour so that they can laugh at themselves when they say something stupid amongst their peers and subordinates”. However, he argued that it was a challenge to promote a culture within the military in which individuals can discuss issues freely for fear of some form of reprisal.

Another SME suggested an individual working within an interagency context should possess good EQ (emotional intelligence). He explained that the CF previously desired personnel with a high IQ (intelligence quotient) in order to fight and win battles. Provided they met this criterion, he continued, CF personnel in a leadership role could be “brash and gnarly” because soldiers respected him (or her) primarily for his (or her) skill set. He said, however, that in the JIMP framework, a commander does not always command the elements in which he or she needs to complete the job. In WoG operations, the commander needs social skills, such as the ability to “schmooze” and establish good relationships as “people don’t work for one another...[rather]...it is done by common agreement”. Having the ability to cooperate “without being belligerent” was viewed as an invaluable characteristic in an interagency context. The SME mentioned that, in general, the CF was pretty good at this because it has conducted peacekeeping operations for 60 years and it is a small army, especially at the tactical level.

SMEs also explained that to be considered for the *CIMIC Operator Course*, a soldier needs to score high in the selection process, which has been standardized by DCIMIC for the four Land Force Areas (i.e., Atlantic, Quebec, Central, and Western). According to trainers, good communication skills and the ability to interact well with others are mandatory competencies for operating in an interagency context. Moreover, adaptability is very important. SMEs said that a CIMIC Operator should be adaptable. He or she should be able to “make adjustments to his or her expectations, especially when dealing with people from different cultures” (both organizational and national cultures). One SME further explained that much of the activity that CIMIC Operators conduct at the tactical level takes place outside the wire where soldiers have to conduct tough dismounted patrols, sometimes making enemy contact. He explained that soldiers undertaking this role, therefore, need to be physically fit and have strong soldier skills, in addition to the interpersonal skills that are the subject of this report. This SME indicated that the typical CIMIC Operator or Staff Officer is “usually an experienced individual”.

There is a formal Selection Assessment tool that the CF uses in order to determine to what extent a soldier may be suitable for the role of CIMIC Operator. Prior to being enrolled in the *CIMIC Operator* course, the potential candidate is assessed by the particular Land Force Area (e.g., Land Force Western Area, Land Force Central Area, Land Force Quebec Area, and Land Force Atlantic Area) to which their unit is attached using DCIMIC national selection guidelines. Table 14 highlights the areas of assessment and associated criteria.³⁰

³⁰ For both area of assessment and criteria, these are documented in descending order of importance.

Table 14: CIMIC operator selection assessment criteria

Area of Assessment	Criteria
Communication	• Fluency of language of work • Verbal skills • Written skills • Comprehension
Personality	• Adaptability • Work well with others • Fairness • Approachable • Calm
Professionalism	• Maturity • Ability and willingness to deploy • Soldiering skills • Leadership experience • Instructional skills
Openness to experience	• Openness to cultural diversity • Openness to experience
Conscientiousness	• Initiative • Ability to coordinate • Integrity • Motivation • Confidence

Soldiers are assigned points for each individual criterion. The table orders the particular area of assessment from top to bottom according to importance. For example, communication and personality are each worth 25% of the soldiers overall assessment score; whereas, professionalism is worth 20%, and openness to experience and conscientiousness are both worth 15%.

Communication and personality rank most important. Within these areas, the criteria also descend in importance. As such, fluency of language of work (according to SMEs it is most likely English) is the most important communication criteria, followed by verbal and written skills, and overall comprehension. For personality, adaptability is ranked the most important criteria, followed by both the ability to work well with others and fairness. Being approachable and being calm are considered the least important of these criteria for personality. Scoring high in these areas of assessment indicates a suitable candidate for CIMIC Operator.

The Selection Assessment tool for CIMIC Operator represents a useful approach for determining the suitability of candidates likely to adopt success in a particular role prior to enrolling in the course. It is highly likely that skill sets for CF members must now include the ability to effectively interact with staff from OGDs and OGAs, both domestic and foreign, as well as understand the complexities of different organizations (e.g., organizational culture) if they are to be successful operating in an interagency context. Developing a different skill set for this capacity does not have to be overly onerous. According to Lieutenant-Colonel Bob Chamberlain, who commanded the Kandahar Provincial Reconstruction Team (PRT) from January 2007 – February 2008, preparation for interagency does not require “long, drawn out training sessions”, rather, “it’s more about making sure the individuals have the right skill sets, and then bonding as a team, and bonding around the mission and the commander’s intent” (Thatcher, 2006). Creating a tool in order to assess the suitability of military personnel who will operate in an interagency operational context prior to deployment may be useful. This, of course, presupposes identifying those characteristics or

competencies that will foster the greatest effectiveness in these contexts. Further research with CF and OGD/OGA SMEs identifying and refining those core competencies might be a worthwhile pursuit to ensuring a high degree of effective collaboration in a WoG approach to operations.

3.3 Summary

Because the JIMP framework is a relatively new construct within the military realm, it is important to consider if personnel that exhibit particular characteristics or competencies may be more suited to fulfil a role that demands a high degree of interagency engagements. Both the literature and SME input suggest that ensuring that CF personnel are maximally effective operating in an interagency context will require attention to the development of requisite soft skills prior to deployment. Based upon their knowledge and experience, SMEs identified a number of characteristics that they thought are critical for interagency contexts that differ from the typical hard skills for military activity. Some of these are individual in nature (e.g., secure, self-assured, confident, intelligent, and emotionally intelligent) whereas others more importantly are social in nature (e.g., personable, open minded to others, the ability to “schmooze”, the ability to build relationships, exceptional communication skills, have a sense of humour, and cooperate). Further identifying, with SMEs, the most relevant competencies associated with effective operations in an interagency context may be a way for the CF to hone future education and training efforts to ensure that these are promoted and developed. Just as important, research could help identify those characteristics that frustrate collaborative efforts in interagency operational context so that they can be appropriately addressed and discouraged in training before operations.



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4. Current Challenges Facing CF Education and Training with OGDs/OGAs

Another important aspect of this study was working to identify current challenges that might influence the effectiveness of interagency training. Our review of relevant literature suggested a presence of similar challenges facing other countries operating in this capacity. For example, in a recent study investigating US operations integrating interagency, multinational, and coalition partners, there were a number of obstacles that prevented OGDs from participation in military training. These include “a lack of qualified SMEs, the inability or unwillingness of partner organizations to support integrated-operations training programs, and a tendency to focus on familiarization rather than in-depth understanding of non-DoD partners”³¹ (Spirtas, Moroney, Thie, Yogler, & Young 2008). Budget constraints and limited staff also frustrated efforts to integrate other interagencies from participating with the US military. The study also found that there is a perception within the military that training for integrated operations detracts from traditional warfighting training. The question for our purposes is are there similar challenges facing the CF. To answer this question, SMEs provided information concerning the challenges, if any, that exist with respect to CF education and training for interagency operating contexts. Despite being pleased overall with the level of effort on behalf of the CF and OGDs and OGAs, the SMEs highlighted a number of current and potential future challenges based upon their expertise within CF the training and education system.

To organize SME comments, we used the McKinsey 7-S organizational framework (Pascale & Athos, 1981) as many of the challenges come under differences in organizational factors that they describe in their model. One SME found the McKinsey 7-S framework to be a particularly useful model to categorize the various elements associated with an organization, and this is important, he continued, because trust development arises from better understanding the organization. Providing information under the categories on the model should help to delineate the particular aspects of an organization, making more apparent the differences and similarities. However, as mentioned previously in the introduction to the report, while this model was useful for our purposes because it provided a descriptive framework to organize SME input, there exists little empirical research supporting it. Nevertheless, it was useful as a way to at least begin to consider the many factors that make up an organization and also categorize SME input.

Briefly, this model highlights 7 core factors – shared values, structure, systems, strategy, skills, staff and style – that influence the way in which an organization operates (Figure 12).

³¹ United States Department of Defense (DoD).

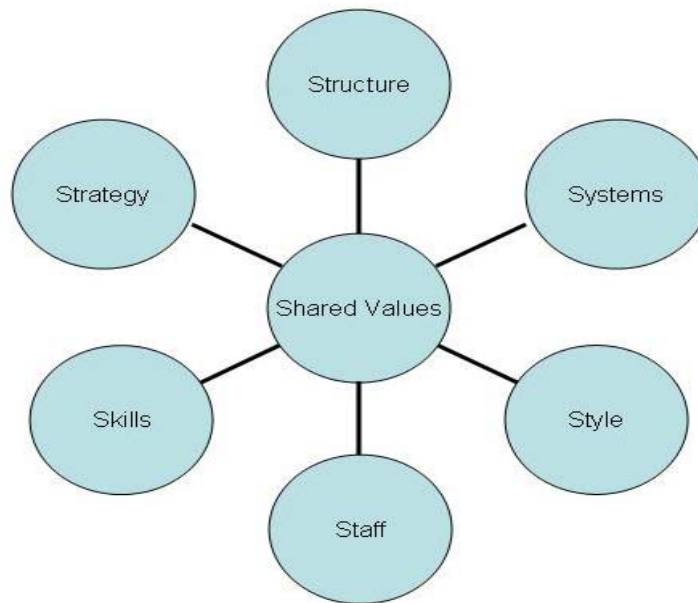


Figure 12: The McKinsey 7-S Framework (adapted from Pascale & Athos, 1981)

Shared values can be understood as the common goals and values to which personnel within the organization adhere to complete business. Shared values help the organization maintain a level of coherence and foster a sense of spirit. Strategy, on the other hand, refers to an organization's plan for future action. It is concerned primarily with the transformation of a present state to a future state of change. For example, the CF strategy may be to ensure that future counter insurgency operations are always conducted in a WoG approach. Structure refers to how an organization is organized. Organizational structures are usually made up of interdependent departments. The CF structure is primarily hierarchical and consists of a number of units and formations. The systems include the processes, practices and norms of an organization that guide the daily routines and operations. Organizational style represents the way in which activities are managed and as such includes the way in which personnel within an organization interact. Staff refers to those individuals who make up the company as well as the human resource activities that essentially promote development and reward excellence. Finally, skills represent the actual ability of the organization's personnel. All of these factors are interdependent, and it is argued that those organizations that link all of the nodes successfully will perform most effectively (Peters & Waterman, 1982). While to date there is little empirical evidence that actually supports this proposition, these categories represent accurate descriptions of these various elements in an organization.

According to SMEs, there were particular challenges facing the CF education and training for interagency operational contexts that can be categorized under organizational factors, such as staff and skills, systems, structure, shared values, and strategy. Elucidating the differences in organizational factors is important because this knowledge may help overcome these. Strategies for more effective collaboration may be more easily conceived if those differences are highlighted. As well, exploiting similarities in organizations may help to build rapport between organizations. It may be then that articulating the differences and similarities between organizations may foster greater interagency trust.

4.1 Staff and Skills

Staffing and training were considered the greatest challenge when considering education and training initiatives for interagency operational contexts. For example, one SME explained that it can be very difficult to maintain the interest and commitment of OGDs and OGAs to training programmes for a couple of reasons.

First, he said that not every organization shares the CF's ambition for training and educating their personnel prior to deployments. This is further exacerbated by OGD members who have never been to theatre, so do not see the value. According to the SME, professional development in OGDs is more about individual skill sets for the public sector and not collective training for hostile environments or nation-building. OGDs were said to have "two sets of people", those who have been to theatre and those who have not. Those who have been to theatre and had experienced pre-deployment training of some sort, recognize the importance of the training. To guarantee participation of OGDs in CF collective education and training, the SME explained, requires the "high level buy in". He hoped that it might be better in the future as those who have been to theatre take on higher positions over the course of their career.

Second, it was said that OGDs do not have the "institutional fat" that the CF has and therefore are not always available. OGDs and OGAs do not have a large pool of human resources from which they can draw on for education and training purposes. In contrast, the CF has "thousands" of people they can draw on for training. This challenge is compounded given OGD and OGA personnel are desired by multiple institutions within the CF itself for some form of training (e.g., Fmn Ops CoE, CFC, PSTC, etc), and those who are desired require a particular skill set (e.g., someone who has worked in the RoCK doing planning). One SME mentioned OGD and OGA participation may be further underrepresented in CF education and training because personnel from CIDA or DFAIT who have been in theatre often change departments in the public service and are no longer available.

SMEs suggested that, despite being very bright, well educated and energetic, some OGD and OGA personnel lack core skills for working in a hostile theatre, such as Kandahar province. One SME explained that most OGD and OGA personnel have neither worked with the military nor been in a hostile theatre (including UN theatre). According to one SME, some OGD and OGA personnel have little knowledge regarding COIN operations and its relevance to them and their organizations. SMEs argue that training is important to help close that knowledge gap. Of course, this training will depend on OGD and OGA buy-in and availability.

4.2 Systems

Learning about the various processes and practices associated with different organizations is also seen as a challenge that can be overcome through education and training. For example, ensuring that OGDs and OGAs have some understanding of the CF OPP and knowing where their input will be required is something SMEs identify as a necessary training initiative. One SME pointed out some interesting differences among OGDs and the systems that they use. He argued that CIDA has a well structured planning process, and this commonality with the CF's operational planning process may facilitate better collaboration among these organizations. On the other hand, DFAIT is a policy driven organization and therefore does not have any formal planning process. This is in part because CIDA have projects and project deliverables that they must achieve. Consequently, as one SME reported, CIDA personnel understand the importance of planning and the importance of having a process, because it helps them manage resources, etc. On the other hand, being a policy organization, DFAIT is totally different. "It's policy right... There's not a firm deliverable at the

end of the day.” As such, DFAIT requires greater participation in training to advance their understanding of the importance of the CF OPP. CF education and training initiatives, such as the *Joint Command and Staff Programme* as well as UNIFIED WARRIOR and UNIFIED READY, are intended to help integrate OGDs and OGAs into the OPP, however it is of note that systematic program evaluation of these training exercises from the perspective of OGD/OGA participants is not routinely conducted.

4.3 Structure

The various command structures were said to be a challenge. For example, one SME explained that in theatre, the RoCK does not set the priorities; rather, someone in theatre is interpreting government direction and setting priorities based on this. Often the RoCK reaches back to the parent organization for directives, and these do not reflect the reality on the ground. On the other hand, military personnel are setting priorities based on the current operating picture from theatre, and this sometimes conflicts with OGD or OGA priorities. The structure of command, therefore, can present challenges for those in theatre. A truly WoG approach may have to consider aligning these various structures to be more effective in an interagency operating context.

Because of the current hostile situation in Kandahar province, in some cases, the CF has taken on some of the activities normally associated with CIDA, which causes some friction. As one SME explained, this “militarization of aid” is occurring because Kandahar is so unstable and dangerous that agencies require an armed infantry company for protection. He continued, CIDA cannot do, lead, or monitor development activities there without a military presence, and this has the potential to create a degree of friction. Working out the roles and responsibilities in various missions will be an area to consider for education and training a WoG approach. This will help to minimize conflict between actors in operations.

4.4 Shared Values

Another challenge facing those working in an interagency operational context is shared values. When entering the CF, all members adhere to the tenet of unlimited liability, (i.e., “members accept and understand that they are subject to being lawfully ordered into harm’s way under conditions that could lead to the loss of their lives”, *Duty with Honour*, 2003, p. 26). According to an SME, ordering a member of DFAIT or CIDA into harm’s way is not possible. Given the hostilities in Kandahar Province, incorporating some OGDs in operations therefore is challenging.

4.5 Strategy

One particular challenge will be the changing strategy for conducting operations in the future and what that means to interagency collaboration. The Afghan mission requires the CF to adopt a WoG approach. However, following this particular mission, there may be less need to focus on missions that demand interagency collaboration. Although the CF will continue their training for COIN operations, the future need for interagency education and training after Afghanistan is uncertain. According to one SME, in 2011 there will be a much smaller military role and a greater civilian effort. Enabling development and diplomacy may not be at the fore of future CF military training. Determining just what the future strategy for the CF post-Afghanistan is impossible to predict. However, at present, according to one SME, ensuring that the CF strategy and priorities are aligned with those of the OGDs and OGAs is crucial for mission effectiveness. Moreover, he stated that it is important to continue improving the training between CF and OGDs and OGAs, so that this becomes institutionalized and the knowledge being gained now about OGDs and OGAs is not lost.

4.6 Summary

This report identified and detailed a number of CF education and training initiatives that specifically addressed the interagency component of the JIMP operational framework. Though anecdotal feedback from WoG trainees (military and civilian) from these efforts has been positive, there are, according to SMEs, a number of challenges that still exist. These include potentially limited participation from OGDs and OGAs in regular training activities (most notably EXERCISE UNIFIED READY, EXERCISE MAPLE GUARDIAN, and *CIMIC Operator Course*), synchronization of strategies and priorities for the WoG approach to operations, and integration of OGDs and OGAs in the CF OPP. Despite the advances made by the CF to integrate OGDs and OGAs into the education and training system, these cannot be taken for granted. Because of the challenges outlined in this chapter, persistence for continued involvement and inclusion is required to maximize the effectiveness of the training for interagency operating contexts. It is especially important for training to have input from those personnel from various interagency with operational experience. Lessons learned will play a vital role in promoting further more effective collaboration between interagencies. As well, one of the most powerful ways to develop trust is through previous experience with others (although the trust research literature makes clear that positive outcomes are not always nor necessarily the case), it is vital to ensure that those personnel who will be deploying to theatre have an opportunity to participate in CF education and training to familiarize themselves with CF procedures and personnel. This type of engagement might help to promote interagency trust.



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5. Considerations for Future Work

5.1 Evaluating the CF Education and Training Programmes

Our investigation found that there is little indication that current CF education and training mechanisms explicitly instruct personnel on the psychological dynamics of trust *per se* or as a stand alone construct pertaining to interagency operational context. However, many courses explicitly provide education on WoG and comprehensive approaches. Other courses do address perspective taking, negotiation and interpersonal skills which, as transferable skills, can be readily applicable to an interagency context should student make that connection. Moreover,, there are some important training initiatives that regularly solicit, and often contain, OGD and OGA participation and integration (e.g., JCSP, EXERCISE UNIFIED READY, and EXERCISE MAPLE GUARDIAN), which SMEs see as a step in the right direction toward greater, more effective interagency collaboration. Indeed, the CF recognize the importance of educating OGDs and OGAs on the CF OPP (e.g., COIN + OPP Workshop, JCSP) as well as the potential hazards in hostile environments (e.g., HET) prior to deploying to theatre. Their involvement is critical, one SME explained, because it provides a variety of perspectives on mission objectives. Integration of OGD's and OGA's perspective into training pushes CF personnel to consider a WoG approach to the CF OPP or Task Force operations.

According to SMEs, most of the efforts for OGD and OGA inclusion in CF education and training activities are having a very positive impact on pre-deployment training for both CF personnel and OGD/OGA personnel. This may be the case. However, this is largely anecdotal evidence, and does not necessarily represent the perception of those OGD and OGA participants, or the actual effectiveness of post-training efforts. Future research, therefore, could begin by obtaining a more balanced evaluation from OGD and OGA participants as well as a larger number of CF SME trainers and trainees to empirically determine if the training initiatives are in fact having the desired impacts. It may be that OGD/OGA personnel perceive their role as more instrumental as opposed to integrative. More importantly, clearly defining the expectations for OGD and OGA participation and integration could be further elaborated to measure if the training is in fact achieving its objective. Future research could first document the short and long term training goals followed by an advanced evaluation of the training course and programmes. Measures could be used to gather feedback from OGD/OGA and CF participants regarding the immediate impacts of current CF education and training activities.

5.2 Understanding Other Organizations

Research should also determine from those OGD/OGA and CF personnel who have operational experience the difficulties they faced and, just as importantly, the benefits they reaped in working in an interagency operational context. More specifically, continued understanding the organizational factors that either contributed to or frustrated collaboration between interagencies may be a means to eliminate potential barriers surrounding WoG approach as well as identify possible social psychological phenomena associated with these interactions (e.g., lack of trust, stereotypes, in-group favouritism out-group discrimination, social identity, etc.). It is important to begin identifying the core differences and similarities between the CF and OGDs and OGAs that are relevant in interagency operational contexts in order to overcome barriers and emphasize likenesses. Moreover, it is important to understand the impact organizations have on their

personnel when considering attitudes, beliefs, and behaviour. Greater understanding of another organization and its personnel may help the CF calibrate their operational expectations to their partners, possibly promoting interagency trust and operational effectiveness (and taking a true WoG perspective similar information concerning the CF could yield considerable benefits to OGD/OGS personnel who deploy in WoG teams. Research too needs to uncover the psychological phenomena underlying the positive and negative interactions between personnel from various organizations. This contributes to greater understanding of both the organization and how it impacts others from outside the organization. Understanding these psychological and interpersonal dynamics should be the basis of the development of tools, techniques and systems that would optimally support WoG undertakings.

The McKinsey 7-S framework may be useful thinking about interagency interactions because it can highlight those organizational factors that may either impede or enable collaboration and operation effectiveness. Typically, this framework is used by an organization to look internally and identify problems that exist within its own organization and identify opportunities for improvement (Pascale & Athos, 1981). However, this framework may be useful when considering another organization because, according to one SME, it provides a comprehensive and standardized template to map differences and similarities between organizations. We suggest using this model simply as a descriptive framework, highlighting those elements found in organizations (i.e., structure, systems, strategy, style, staff, skills and shared values) that might be worth examining in detail. The categories are fairly good, general descriptions of the elements of an organization. Each node is general enough to be able to apply it to capture the particular culture and characteristics of any organization under examination. Elucidating the differences and similarities may help the organizations align their various elements in order to ensure a high degree of collaboration and operational effectiveness.

For example, one SME explained that it was possible to have a high degree of trust in the ICRC because of knowledge of their staffing processes. He explained that their hiring process is like “a closed shop” because the ICRC hires primarily by reputation. He mentioned that its reputation is so important that they are careful not to hire the wrong person. It is a “merit driven system based on personal relationships”. Moreover, the skill level is high, requiring staff to be bilingual and have special qualifications. Similar to military commanders, representatives from ICRC in operations have completed a number of education and training activities, held a number of postings in their field, and this generates a particular expectation and confidence with respect to their competency. With respect to the ICRC’s relationship with the CF, he said that it is “above board and professional”, which amounts to a high level of trust. On the other hand, he continued, some OGDs and OGAs may have personnel with very different levels of experience compared to their so-called military counterparts. This kind of knowledge helps manage expectations.

Because we only met with military SMEs about the current training that involves OGD and OGA participation, again, we believe it is important to get additional perspectives. These efforts would need to include personnel outside the CF regarding the integration and participation of OGDs and OGAs in CF education and training. As most of the military feedback has been largely positive, it will be important to gain additional insights from personnel within other agencies. It was difficult to elicit from military SME trainers those challenges that arose in theatre as a consequence of the interagency operating context. It is important to begin exploring the organizational factors that impact these interactions between organizations as well as the underlying social psychological phenomena. The table in Annex A has incorporated organizational factors thought to be typically

associated with the CF.³² These characteristics may be problematic or helpful when considering collaborative interactions in an interagency context especially when considering operations in Kandahar province. We recommend further validation of the characteristics included under the organizational factors from CF SME and then populating this table with the characteristics associated with the core interagencies relevant for interagency operational contexts (including DFAIT, CIDA, RCMP, and CSC).

Addressing these elements of the organizations might help to elucidate and understand further those factors that prevented collaboration and those that fostered collaboration as well as begin to consider the psychological mechanisms at work during interactions between organizations. The McKinsey 7-S framework is helpful as a descriptive guide for considering differences and similarities because it has pre-defined categories of organizational factors and at present we have added some descriptions of those elements specifically characteristic of the CF. It might be a useful way to ensure the most general organizational factors are considered when discussing with OGDs and OGAs as well as CF personnel recently back from theatre those factors that contributed to or frustrated collaboration. Ideally, the knowledge once refined and empirically validated could then be incorporated into CF education and training, specifically designated for personnel operating in an interagency context.

The inclusion of historical interactions among actors from these organizations may also help provide valuable knowledge for training the most effective strategies when operating in an interagency context. As one SME pointed out, knowledge of historical engagements could be used as the basis of the next engagement with another organization rather than ad hoc. Working to populate the categories on the table may be a good start to elucidating those particular differences and similarities between organizations that need to be understood in greater detail to either overcome or emphasized.

5.3 Exploring Core Competencies for Effective Interagency Interactions

Finally, ensuring that CF personnel are maximally effective operating in an interagency context could also include attention to the development of the requisite so called ‘soft skills’ prior to deployment as the literature (Scoppio et al., 2009; Edwards et al., 2008) and SME input suggest. As shown in Chapter 3, we highlighted cultural awareness, communication skills, team skills, and social skills as the most probable character attributes for CF personnel operating effectively in an interagency context. SMEs also identified a number of characteristics that they thought are critical for interagency contexts that differ from the typical hard skills for military activity. Some of these are individual in nature (e.g., secure, self-assured, confident, intelligent, and emotionally intelligent) whereas others more importantly are social in nature (e.g., personable, open minded to others, the ability to “schmooze”, the ability to build relationships, exceptional communication skills, have a sense of humour, and cooperate). Further identifying, with SMEs, the most relevant

³² For the purposes of this project, our initial estimation was reviewed and confirmed as accurate by an SME, following some level of input. Of course, this is a modest attempt to highlight all of the organizational factors under consideration. Further input from CF and OGD/OGA SMEs with recent operational experience should fill out the categories and possibly generate new ones. Nevertheless, these categories are fairly good, general descriptions of the elements of an organization to consider as potentially impacting the ability to collaborate in an interagency context. The Table that is provided is merely an example of how information about the organization under scrutiny could be categorized. Other methods of categorization are welcomed and should be considered, especially if they have been empirically tested, which may be a limitation to the McKinsey 7-S framework.



competencies associated with effective operations in an interagency context may be a way for the CF to begin focusing future education and training efforts to ensure that these are promoted and developed. Just as important, research could help identify those characteristics that frustrate collaborative efforts in interagency operational context so that they can be appropriately addressed and discouraged in training before operations.

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Annex A: Descriptions of CF and OGD/OGA Organizational Factors

Table 15: Descriptions of CF and OGD/OGA Organizational Factors

Organizational Factors	Organizational Factors Descriptions	CF	OGD/OGA	Historical Interactions
Systems (processes)	Formal and informal procedures, processes, routines	Control of information/communication (need to know basis; top down)		
		CF Doctrine, Terminology, SOPs, Command and Control terminology		
		Chain of command		
		Performance, success and effectiveness measures tied to strategies (e.g. short term objectives)		
		Meeting objectives (e.g., CIMIC)		

Organizational Factors	Organizational Factors Descriptions	CF	OGD/OGA	Historical Interactions
Structure	Hierarchical (centralized) vs. lateral (decentralized) vs. matrix (network)	Large, robust hierarchical structure; the structure is usually task or mission driven; units based in Canada are put together to address specific capability requirements. Modular and reasonably flexible.		
		Power relationships defined by formal rank structure (e.g., corporal, master corporal, Sergeant)		
		Organization divided into functional roles (e.g. recce platoon)		
		Politically driven (non-neutral)		

Organizational Factors	Organizational Factors Descriptions	CF	OGD/OGA	Historical Interactions
Strategy (goals)	Plans for allocating resources to meet identified goals and changes in the environment	Prepare for lawful execution of force to establish/maintain security; eradicate violent threats; enable diplomacy, enable development, enable training		
		Operation plans orientation includes hierarchy of plans based on long to short term goals.		

Organizational Factors	Organizational Factors Descriptions	CF	OGD/OGA	Historical Interactions
Style, culture	Organizational values, beliefs, norms that develop over time and become enduring features of the organization; how company is managed	Communication styles (e.g., Rank=Power=Credibility)		
		Management styles (chain of command vs. equal; defined AOR vs. equal contribution; direct)		
		Approach to conflict (force vs. diplomacy, development)		
		Lack of full integration (e.g., OGDs, joint)		
		Risk tolerance (risk taking vs risk aversive - work in hostile, dangerous areas)		

Organizational Factors	Organizational Factors Descriptions	CF	OGD/OGA	Historical Interactions
Shared values, superordinate goals	What it stands for, what it believes in; Core beliefs and attitudes	Specific military values: duty, honour integrity, courage etc; country before self, unlimited liability; respect/adherence to Canadian and International Law		
		Peace, security, democracy		
		Patriotic, represent Canada abroad		
		Share resources		

Organizational Factors	Organizational Factors Descriptions	CF	OGD/OGA	Historical Interactions
Staff (personnel)	Number, kind, socialization processes, HR issues			
Skills (competencies)	Capabilities of people and organization in general	Lack expertise in diplomacy, development; application of violence agility and responsiveness in crisis; staff are highly skilled in their particular area of expertise (e.g., engineer).		
		Stereotypes, need for structure, personal fear of invalidity		
		Cultural, social, communication skills		

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(U) To meet the need for a comprehensive approach to operations, the Canadian government initiated a new strategy for international military operations. Originally called the 3D + C (Defence, Diplomacy, Development + Commerce) approach, and now referred to as the 'Whole of Government' (WoG) or 'Team Canada', this approach involves laying out a coherent strategy and policy for any given mission that includes the integration and coordination of multiple government departments and agencies, including Canadian International Development Agency (CIDA), Department of Foreign Affairs and International Trade (DFAIT), Royal Canadian Mounted Police (RCMP), Correctional Services of Canada (CSC), and the CF. The goal of this integrated and collaborative WoG approach is to more effectively achieve national goals in international operations as all of the actors bring something to bear on the mission. Similarly, Director of Land Concepts and Doctrine (DLCD) has referred to the capacity to seamlessly integrate CF activities with other entities, i.e., the Joint, Interagency, Multinational and Public (JIMP) framework, as a key enabler to ensure mission success in an increasingly complex land environment. One potential challenge facing the CF is preparing its members to work in the JIMP framework. Unlike past missions, current CF operations must be construed in terms of security as well as development and diplomacy, requiring the integration of many diverse organizations. In response to the potential challenges the CF face when working with multiple players in theatre, Defence Research and Development Canada (DRDC) Toronto has recently begun an applied research program (ARP) exploring the psychological dynamics of interagency trust and collaboration. One requirement of this ARP is to establish a baseline of the current CF education and training efforts for working in an interagency operational context. To this end, we examined a number of CF institutional programmes and courses and met with CF subject matter experts (SMEs) for the following reasons: 1) to identify and detail those efforts that develop CF capacity for collaboratively working in an interagency operational context; 2) with SME input, to consider the potential core competencies that would be required of an individual to work in this particular kind of context; and 3) to uncover the potential challenges facing CF education and training activities for an interagency operational context. Recommendations for future work conclude the report.

(U) Pour répondre au besoin d'une approche exhaustive des opérations, le gouvernement canadien a mis en place une nouvelle stratégie relative aux opérations militaires internationales. Appelée à l'origine approche 3D + C (défense, diplomatie, développement et commerce) et maintenant « approche pangouvernementale » ou « Équipe Canada », cette approche consiste à élaborer une stratégie et une politique cohérentes pour toute mission qui comprend l'intégration et la coordination de multiples ministères et organismes du gouvernement, notamment l'Agence canadienne de développement international (ACDI), le ministère des Affaires étrangères et du Commerce international (MAECI), la Gendarmerie royale du Canada (GRC), le Service correctionnel du Canada (SCC) et les FC. Cette approche pangouvernementale d'intégration et de collaboration vise à accomplir plus efficacement les objectifs nationaux dans les opérations internationales puisque tous les intervenants apportent une contribution qui influe sur la mission. De même, le directeur, Concepts et doctrine de la Force terrestre (DCDFT), a indiqué que cette capacité avait pour but d'intégrer de façon transparente les activités des FC avec celles d'autres entités, comme le cadre interarmées, inter-institutions, multinational et public (IIMP), principal facteur pouvant assurer le succès d'une mission dans un environnement terrestre de plus en plus complexe. L'un des défis que les FC peuvent avoir à relever est

de préparer leurs membres à travailler dans le cadre IIMP. Contrairement aux missions antérieures, les opérations actuelles des FC doivent être envisagées sous trois aspects : sécurité, développement et diplomatie, qui nécessitent l'intégration de nombreuses organisations diversifiées. Pour répondre aux défis auxquels les FC peuvent se heurter face à une multiplicité d'intervenants dans un théâtre, Recherche et développement pour la Défense Canada (RDDC) Toronto a récemment amorcé un programme de recherche appliquée (PRA) pour explorer les aspects dynamiques psychologiques de la confiance et de la collaboration interorganisationnelles. Ce PRA exige notamment d'établir une base de référence pour les efforts et programmes actuels d'éducation et d'instruction des FC afin de pouvoir travailler dans un contexte opérationnel interorganisationnel. À cette fin, nous avons examiné un certain nombre de cours et de programmes institutionnels des FC et rencontré des experts en la matière (EM) des FC pour les raisons suivantes : 1) décrire en détail les efforts visant à développer la capacité des FC de collaborer dans un contexte opérationnel interorganisationnel; 2) avec l'aide des EM, examiner les compétences potentielles de base qui seraient exigées d'une personne pour qu'elle puisse travailler dans ce contexte particulier; et 3) découvrir les problèmes potentiels qui pourraient nuire aux activités d'éducation et d'instruction des FC dans un contexte opérationnel interorganisationnel. Le rapport se termine par des recommandations de travaux éventuels.

14. **KEYWORDS, DESCRIPTORS or IDENTIFIERS** (Technically meaningful terms or short phrases that characterize a document and could be helpful in cataloguing the document. They should be selected so that no security classification is required. Identifiers, such as equipment model designation, trade name, military project code name, geographic location may also be included. If possible keywords should be selected from a published thesaurus, e.g. Thesaurus of Engineering and Scientific Terms (TEST) and that thesaurus identified. If it is not possible to select indexing terms which are Unclassified, the classification of each should be indicated as with the title.)

(U) Canadian Forces; Education; Training; Interagency Operational Contexts

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