



CANADIAN GLOBAL AFFAIRS INSTITUTE  
INSTITUT CANADIEN DES AFFAIRES MONDIALES

# ***One Year of Strong, Secure, Engaged: A Status Report***

By Andrew Coates, Montana Hunter, Mikaela Lichty, Uriel Marantz &  
Monica Morrison

June 7, 2018

# Conference Report

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## **One Year of *Strong, Secure, Engaged*: A Status Report**

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## **Panel I: Making People the Priority: Part 1**

### **LGen Charles Lamarre moderated by Lindsay Rodman**

- Currently implementing a Suicide Prevention Strategy with Canadian Armed Forces and Veterans Affairs Canada, reflects 160 different initiatives, tax benefits for service members, multiculturalism and diversity, recruiting practices; appointed diversity champion
- Recruiting for the CAF will become a domestic operation led by LGen Lamarre
- Upcoming initiatives include: Aiming for 25% women by 2026 as well as increased diversity; improving transitions for individuals leaving the CAF; improving retention by focusing on families and improving flexibility for employees; improving kit for women to ensure they don't suffer unneeded injuries

**Question:** A 20-year time horizon is much longer than a typical news or election cycle, so how do you keep the critics at bay/keep the momentum going to achieve your goals?

- The establishment of recruitment as an operation will help achieve our goals
- Need to create an online portal for recruitment
- Sending recruiters to schools to specifically target women
- Emphasizing the fact that there is no salary gap (in his opinion) in the CAF – likely not technically true given how salary gaps are generally calculated

**Question:** Which SSE initiative was the greatest challenge?

- Retention - Our policies are informed by Treasury Board Guidelines and not always in the hands of DND

**Question:** The difficulty of recruiting women is difficult because of the misogyny in the CAF. What can the CAF do to ensure that women in the CAF feel both secure and welcome as moving up the chain of command (and deal with the concept that women are viewed in a supporting role)?

- Disagree with the basic premise of the question
- Seeing an uptick in reports in the CAF about abuse, views this as a good thing (women more comfortable coming forward)
- 80% of women agree the chain of command is sympathetic to their concerns

**Question:** The UK is shifting towards recruiting non-conventional cyber fighters, what is the CAF doing?

- Looking for individuals without the capability to deploy – basements can be workplaces too



**Question:** What lessons have been learned from Five Eyes, in particular from Australia?

- We all “steal from each other” in a good way. Looking at each other’s recruitment, retention, transitioning back to civilian life, and being seen as an employer of choice

**Panel II: The Investment Plan, The Defence Program & Procurement: Part 1**

**RAdm (ret’d) Pat Finn, VAdm Darren Hawco, Claude Rochette & Cmdre Ron Pumphrey moderated by Dr. David Perry**

**VAdm Darren Hawco:**

1-year anniversary, SSE establishes the road map for the future of the Canadian Armed Forces,

- Big picture ideas: Plan, Execute, Measure, Adjust
- My job is about business intelligence analysis and capabilities; in other words, what do we need to buy based on the threats we face; how much does it cost, how will we pay for it, where will our investments make the most impacts, etc.
- Defence Capabilities Blueprint, defence investment is about planning for the future
- What do we do about quantum computing, artificial intelligence, unforeseen developments? Go back to the mantra: plan, execute, measure, adjust (i.e., keep an eye on it and have a strategy)

**Claude Rochette:**

- Financially, we did very well; \$2.9 billion surplus (\$23.6 versus \$20.7 billion)
- Reduced our residual lapses (spent 97% of the \$23.6 billion, less money left over than before)
- Capital expenditures not the best metric of progress on procurement; all sorts of contingencies may mask the true cost of defence, i.e. leasing military equipment instead of purchasing it outright

**Cmdre Ron Pumphrey:**

- Defence Force Planning knits together all the silos that get funded in SSE
- SharePoint streamlining processes, automating efficiencies

**RAdm (ret’d) Pat Finn:**

- Defence procurement is a system that involves “everybody in this room,” so let’s work together
- Price availabilities and sensitivities take years to prepare, process, and produce
- Involve everybody, from those who set the price to those who deliver the product



**Question:** With the year behind you, what have you learned/changed?

- Flexibility and contingency plans are incredibly important; unforeseen circumstances can derail even the most modest of plans
- Billions of dollars a year in procurement must be managed comprehensively because speed bumps at one stage of the process can hold everything else back
- At the same time, we need to streamline and modernize a lot of the signing and approving processes because we're still mired in the "one-size-fits-all" approach and timeliness is a factor

**Question:** If capital expenditures aren't the best metric to use (though up until recently it's been the only one), what else can we use to evaluate performance? Investment plans? Other forward-thinking documents?

- Consider integration within the department and across related agencies, consider the ability to compensate for the department's historic risk aversion
- We're providing more periodic updates, contracting authority is up from \$25,000 in 2010 to \$1 million in 2018 (and will likely be \$5 million next year)

**Question:** How many and which projects should we expect to see approved in the coming 12 months?

- Dozens: surface combatants, future fighters, RfP from industry, etc.
- At any given time, there are something like 300 projects transitioning through the process

**Question:** How do you create metrics that can ensure you meet milestones when your objectives are years in the future, but every quarter you need to reconcile your operating statements with these long-term goals?

- Constant contact between the policy-making strategists and the policy-implementing tacticians
- Structure the incentives so that performance is regularly reviewed and ensure progress is made

### **Panel III: Making People the Priority: Part 2**

**BGen (ret'd) Michael Jorgensen, BGen J.D.M Robidoux, Dr. Stefanie von Hlatky & Dr. Ross Fetterly moderated by Lindsay Rodman**

**BGen (ret'd) Michael Jorgensen:**

- Closing seams and strengthening partnerships, meeting the needs of members and their families as they transition, family and veteran well-being funds, pension-for-life, reducing the necessary forms and bureaucracy



- Improve service delivery, improved information-sharing, leveraging technology
- Career transition services, education and training benefits

**BGen J. D. M. Robidoux:**

- SSE defence policy gives reservists a boost, which is good news
- Reservists serve because they believe in a cause, and the defence policy improves their welfare
- Reserves were a vital part of the mission in Afghanistan, integral to emergency response on the domestic front, like responding to natural disasters
  1. Full-time summer employment program, huge help to part-time workers and families
  2. Job protection legislation achieved in 2009, looking to expand to include training
  3. New roles being assigned to the reserves, across the army, navy, and air force
- Growing the reserves to 30,000 is a priority

**Dr. Ross Fetterly:**

- SSE provides funding for recruitment and training, so let's use it
- Over the next 3-4 years, let's recruit, train, and retain the best that Canada has to offer
- Need to adjust to the alluring incentives of the private sector, including the rise of cyber
- Leadership, interpersonal relationships, and critical thinking skills all in demand

**Dr. Stefanie von Hlatky:**

- What do we mean by "diversity?" The military is meant to reflect the diversity of Canadian society, but it lacks representation of women, minorities, etc.
- Equality is also a core value of the military, but moving from more formal integration to the informal social dynamics is an ongoing process that must be encouraged
- In 1989 formal barriers to women's inclusion were removed, in 2018 about 15% of posts are held by women, so to reach the 25% threshold, more growth per year needed going forward
- Canada ranks 7<sup>th</sup> out of NATO partners in terms of women's inclusion in the military, so even though it's part of Canada's "brand," the evidence suggests there's more room to grow
- Read the Harvard Business Review to see how gender diversity improves team performance, heterogeneity promotes innovative thinking and creative problem-solving, avoids groupthink

**Question:** How is Veterans Affairs reaching out to the next generation, i.e. younger veterans?

- Modern generation today is happy to work online and happy to access information through simple and secure way



- myVAC account, this works well for the modern generation of veterans. Very popular, partnered with treasury board, one of the ways VA is adapting to the current generation

**Question:** The CAF is becoming more free flowing with reserves and reg force, how are the reserves adapting to this vision?

- The vision for a more flexible armed forces is one that has been talked about for a long time, the biggest impact is moving from the reg force to the reserves as it impacts promotion lists etc.
- The Reserves biggest priority is to allow people to serve the way they can serve based on a variety of factors such as family, job and aspirations.

**Question:** Speaking of recruitment, there is a real gap between requirements needed for CAF and ability of recruitment cycle to meet those needs?

- The CAF recruiting website is quite exceptional, any Canadian can go on the website and see a realistic view of their life in the career path they are considering.
- That being said, we need to increase the footprint and outreach, additionally having people see more military personnel and understand what they stand for (issue with foreign born Canadians or second-generation Canadians whose experience with military is tyrannical)

**Question:** Sticking with recruitment but bringing in gender, there is a specific pitch that they are using for women - meritocracy, salary etc. How do we recruit women better?

- I think one of the key avenues is to do the research, when looking at recruitment of women it is not always the case they have a negative view of a career in the military, but they have never considered it for them, breaking down norms or stereotypes that tie CAF into being a 'man's job.'

### **Keynote Address: General Jonathan Vance**

- The policy was the start point for an ambitious plan, this past year has been an intense effort to implement and create plans to implement the policy. When policy first came out the majority of the people thought the content looked good, but the focus turned to funding, how would they get it as this is a problem in the past.
- The policy is funded in the fiscal plan, what is important in this policy is two things, the people and the programs;
- The transparency means that any change in budget up or down needs a transparent change, this allows for the policy to be changed up or down and adds into the sophistication of the policy.



- In a state of perpetual and highly variable conflict, very few things in the future we can point to now and say that will happen, the lines between security and defence are blurring, all forms of conflict are very real and more are developing every day (i.e. hybrid warfare) it is highly possible that conventional conflict can reemerge, humanitarian acts can occur in war zones and vice versa.
- This policy articulates the most important things - the concurrency of operations and ability to run concurrent operations in all 3 windows of combat.
- In June 2019, there will be a detailed look at the required output of the CAF to achieve concurrent missions, and the force output needed to achieve the output.
- Forcing function, the government has told CAF that you must be able to concurrently run and sustain some operations while also surging and conducting others on an emergency basis. Stay up to date with forms of conflict, when details of a problem emerge that is when CAF will address it. Cannot be preordained or foreordained.
- Ensure that within the ranks of the CAF there are capabilities to all possible needs through regular and reserve service.
- Need to understand the specifics of each job, not using a template method as is currently used. Must be open and available to Canadians, with flexibility in hiring and jobs available, not every job is one which is deployable then why do we require all members of CAF to be deployable? What is essential between deployability and employability?
- Must truly be mission first, people always. The only way to give a pay raise is to give a promotion, however this should not be the case, promotion needs to be for leadership reasons, need to take a look at how pay-raises and promotions are connected.
- CAF is focused on change, as warfare changes so must we, as people change so must we, CAF will never be static.

**Question:** Quality of people has never been an issue for CAF, quantity has always been the issue, too few people to do the type of operations that are needed. How would Canada be ready for a world-scale war?

- I execute faithfully the policies of Canada; this policy offers opportunity for CAF that has never been offered before. We will be ready for any type of conflict, to the degree which we have an equipped Armed Forces, no country is considering macro-world scale war that is being discussed.

**Question:** What do you see as the biggest external and internal obstacle to achieving your vision?

- Creativity and risk aversion are two of the biggest obstacles that will be faced. The one thing from a practical perspective in which we've failed in the past is invest in the parts of the Armed Forces in which our biases don't lay, the CAF has been subject to only investing





in what they know. We need to invest in things we aren't typically comfortable in, intelligence, medical etc.

**Question:** How do you institutionalize the future facing plans that you're promoting?

- Connected to concurrency of operations. That is the enduring part of SSE

**Panel IV: The Investment Plan, The Defence Program & Procurement: Part 2**

**Dan Ross, Alan Estevez & Richard Foster moderated by Tom Ring**

**Alan Estevez:**

- Perspectives from US on acquisition: acquisition is hard, it's an all hands-on deck requirement; acquisition does not begin when someone says "buy this" it begins with a need and delivering that need.
- There is no silver bullet or magic when doing acquisition, not only is acquisition hard, engineering is harder, there are laws and standards that must be applied.
- Need to be flexible enough in the acquisition process to meet with the changing face of business.
- Cyber - if you don't build in cyber protections to the platform upfront you are going to be hurt downstream.

**Richard Foster:**

- Things I've learned from one year of business: business requires predictability, predictability and risk, if we can't engage and get a predictable RFP in the pre-RFP period there is no chance of success in the RFP period due to no interaction during live RFP.
- Bookings are the lifeblood of industry, (what is in the hopper), if there is not continuity or realistic expectations of what is coming, people will be laid off.
- Export potential, the domestic footprint for defence and security in Canada is not that large.
- The expectations of IP are unrealistic and need to have a discussion around forced IP.
- The defence capabilities blueprint is a good, when looking at DAG it is very similar to previous DAGs in terms of timeline and cost
- Engagement - army, navy, air force doing own work on IT, where is the engagement between industry and government on this?
- However, consultation has been used in Canada, is it being effective? Is Canada taking pressure off RFP process by issuing many RFI's?
- The export policy, bill C-47 is concerning to companies which are mainly export based.



**Dan Ross:**

- Three points all on schedule: Low supply on project management, the Telfer program at Ottawa U is assisting in this,
- Second point on costing, many critics say that all projects are late and over-budget, there is a difference between contract expenditure from government and budget estimates, don't beat the cost estimates to death (i.e. we bought 15 chinooks because we couldn't afford 16)
- Schedule is biggest program risk, there is no upside to schedule loss.

**Question:** From private sector perspective where time lines are long and investment large, what are the protectionist tendencies that affect procurement?

- A frame work made collectively around the world was construct based on collective requirements and defence not based on trade. Hopefully we will be back to that construct soon.

**Question:** Most of the current procurement team are still in uniform, while you guys are out of uniform, how do we get those lessons learned (yours) back to them so that we do not make same mistakes over again?

- Address it through having conversations with up and coming graduates. Build community of practice where can have those conversations there will only be benefit.
- Have many committees of people who have superficial understanding of these issues and will bring no added value.

**Question:** Trying to balance challenge function and scheduling, what is the proper balance in terms of governance structure between challenge function and just trust us?

- Bureaucracies are tough, and governance is important.
- Want to empower program managers, but also need to be honest about where you are in a program and up channel at the right time.
- Also need to continually check if rules are up to date. The people who have the responsibility need to be doing their jobs to ensure that it does not get bogged down in the face of bureaucracy
- The challenge function is necessary, but must take something from the process in order to ensure is vitality.
- Once review get on with the project. There is no value to reviewing over and over again. When politics trump procurement decisions will not get good outcome.
- There is difference between what is good and bad governance.



## **Panel V: New Operational Paradigms**

**RAdm Brian Santarpia, Cmdre Angus Topshee, Dr. Elinor Sloan & Dr. Alan Stephenson moderated by LGen (ret'd) D. Michael Day**

### **Dr. Elinor Sloan:**

- On page 81, concurrent operations page of the SSE, the government commits to meeting several simultaneous commitments, 3 large missions and 4 smaller missions, so what is the status of this concurrent operations commitment one year on?
- Well we haven't been asked to do so yet, so judgment must come from capacity and readiness
- Since it's a force generation question, outsiders can't speak to it, but what are the current CAF missions? Major deployments: 850 personnel combatting Islamic State in Syria/Iraq, hundreds in the Baltics and Latvia with NATO, 200 personnel in Ukraine, 70 people in Egypt's Sinai Peninsula, and the upcoming UN-led peacekeeping mission in Mali
- More subtle forms of international military commitment: submarines in the Pacific, maritime coastal security in the Caribbean and Atlantic Ocean.

### **RAdm Brian Santarpia:**

- Page 81 is the first time that a policy demanded a specific output, not a vague policy demand, so that's a welcome change and important difference for policy planners and force generators
- Must factor in our allies' interests, capabilities, and force posture and readiness to figure out how Canada can best contribute to international peace and security
- Some force elements must be ready to go at any time (Horizon 1 of force development, enablers, communications, medical support, etc.), but others can be ramped up as needed

### **Cmdre Angus Topshee:**

- Canada is no longer a sanctuary; is Canada ready to defend North America? When we think about deploying to three theatres, we don't consider this continent anymore
- NORAD as an organization for continental defence may be necessary but not sufficient
- Whereas NORAD may have been sufficient to deter the Soviet Union back in the day, today threats of asymmetric warfare and homegrown radicalism may eclipse defence capabilities

### **Dr. Alan Stephenson:**

- Canada's defence falls on an American officer who answers directly to the US President.
- This is not problematic; however, SSE treats NORAD as equivalent to CJOC which is problematic.



- As Canadian interests naturally diverge from the US on occasion, it needs to ensure that its needs and priorities are met in the future.
- Is there enough separation between commander NORTHCOM and commander NORAD? SSE fails to articulate future relationship
- Commitment to north warning system is essential
- Canada's concurrent deployment requirements in SSE make up a considerable portion of Canada's active forces

**Question:** How do we reconcile the future operational scenarios with today's funding/planning constraints?

- It's less a funding issue than a capacity issue
- If the CDS is right, and SSE is funded, then it's about recruitment, capacity, readiness, etc.

**Question:** What do we do about our schizophrenic southern neighbour?

- The US absolutely needs allies and partners, whether the political rhetoric backs that up or not
- How do we maintain our independence but still demonstrate our value to the North American security partnership? SSE gained us some street cred by boosting our commitment to NORAD and NORTHCOM, so let's keep investing in the relationship and working on improving it

### **Panel VI: New Capabilities: Cyber & Space**

**Col. Walter Wood, BGen K.G. Whale, Daniel Rogers, Dr. Thomas Keenan & Charity Weeden moderated by Richard Fadden**

**Col. Walter Wood:**

- Broad view of cyber
- Not just what think are active cyber components of hacking into cyber networks
- Also includes own cyber networks, encryption capabilities, electronic control systems
- Anything that exploits electromagnetic control systems (radio?)
- 8 SSE responsibilities
  - Joint command and control systems
  - Joint signals and intel securities
  - Cryptographic capabilities
  - Joint network systems
- Engaged industry to enhance training of military personnel
- Reservists who would work on part time basis
- Worked with CSE to establish framework for building cyber capabilities



- Begun formal implementation of cyber security program guided by intel from Five Eyes

### **BGen K.G. Whale:**

- In middle of second space age
- SSE gives direction to protect space capabilities, work with international allies on space issues, conduct cutting edge R&D
- Reconstitution
  - Can have space capabilities on shelf and if compromised can launch another one
- Distribution
  - Stop putting space satellites up with immense capabilities
  - Maybe consider using 100 smaller satellites

### **Daniel Rogers:**

- CSE collects foreign signals intelligence
- Support military ops
- New 2018 budget provides foundation to provide new cyber capabilities
- New bill will allow CSE to engage in operational and defence operations to protect
- Active cyber operations
  - Collaboration with military
  - So can provide support to military on missions

### **Dr. Thomas Keenan:**

- Even if could create perfect technology with no holes, who could afford to buy new tech for things that already have
  - i.e. new MIR machine
- Need more communication between the military and civilian organizations dealing with Cyber
- Cyber is extremely difficult to secure 100%

### **Charity Weeden:**

- Space is valuable dialogue piece and its important to consider it as an active environment
- It Is another domain which we operate within. Thus need to consider it in policy, budgets and operations just like land, air and sea
- Two challenges in implementing SSE in regards to space
  - If CAF is going to leverage space capabilities comes with vulnerabilities
  - What tools do we have to defend and protect armed forces space assets
  - Deterrence is key factor in preventing attack in space
- Other threat is debris and congestion problem



- Need to develop with international community best practices
- Within commercial and government
- Prevention of debris removal
- Second challenge
  - How to keep pace with commercial boom
  - Lots of investment in space
  - US department of defence struggles with it as well
  - How to be proactive and remain on par with advancements
- Space is critical component to our missions as we use it for navigation

**Question:** Concerns are being raised that the same organization is responsible for defensive and offensive cyber operations?

- There are strong privacy measures outlined for CSE and that they have to act within their mandate. There are also strong review bodies in place.

**Question:** What are your thoughts on the future of DND and CSE working together?

- By necessity the CAF want a close relationship with CSE. It's important that we work with our government established experts.

**Question:** Cyber and space are identified as important but are there any tangible ways they are being prioritized?

- Everything in SSE is a priority, it doesn't trump the other capabilities which need to be developed.

### **Closing Deputy Minister's Roundtable**

**Jody Thomas, Bill Matthews & Gordon Venner moderated by Dr. David Perry**

#### **Gordon Venner:**

- In a rare position of not only being a part of team to write SSE but also be part of the team administering it.
- To a great extent it is intended to help the people, making the Canadian military bigger and have more diversity, while supporting families
- On the skills side running into a lot of new challenges SSE has created a new job of cyber warrior.
- When CAF will go through increasing the size of the reg force they will be pulled out of reserves, this means recruitment is twofold of reg and reserve.
- Need to make sure that CAF gets the right people in place and hold onto them once they attract them. Passed recruitment objectives getting over 5,000 new recruits.



### **Bill Matthews:**

- Lots of money with a big increase in defence spending, critical to maintain focus even though there has been an influx of money, as everything has already been costed, not time to start considering new ideas, time to work on implementation of current ideas.
- SSE is not just about putting people in boxes, it is about putting the right people in the right boxes, need HR people doing HR and procurement people doing procurement etc.
- New flexibility in staffing for public sector, however not used often due to stigma/ recency of program.
- Heavy analytics push will provide information on all levels of DND, including HR and the bottlenecks that can arise in HR, thus increasing the efficiency of DND. Need to tighten up options analysis.
- Procurement
  - Was money left on table in terms of initial planning
  - Have flexibility from year to year
  - Lots of procurement that does not hit newspapers
  - \$2.4 billion under spent: Some was because we did not spend contingency, some was because of delays and some was because of industry
  - Options analysis takes too long and we know that so are going to look at fixing this process
- New authorities from TBS which allows us to do contracting (80%) in house which will speed things up
  - PSPC has different authorities so might slow process down but will be looked at

### **Jody Thomas:**

- Being responsible stewards of federal funding - RE: 2 billion not spent.
- Need to ensure that we get money spent so that we have not only the men and women but also the proper materials.
- Looking at internal governance, attempting to reduce internal governance while, providing the necessary protections.
- Money planned, money spent and money forecast, as stewards of public funding we will not bring in money that does not need to be spent.
- Have to look at where we can take risk
- For year one of SSE we are really pleased with where we are, we weren't perfect and we will never be perfect but we are eager to get it done.

**Question:** Are there particular things the department can do to improve its working relationships across government?

- Funding speaks to the faith central agencies have in defence. But we can also make sure that people understand our role vs PSPC roles. DND has a higher risk assessment rating





now (for which projects the MND can approve), so we do not have to go as much, but PSPC might have to. DND could have more generic competitions to increase compliant bidders

**Question:** In the last 12 months which aspect of implementation of SSE went better than expected?

- Lots of work on the people side were implemented seamlessly (i.e. suicide prevention), because the work was done so well it went through Treasury Board and cabinet easily, starting to get there on the investment plan and talking to industry.

**Question:** You talk about risk and are willing to accept risk, what do you mean by risk? Noise in town such as opposition?

- Risk has a lot of different lenses, such as noise around town, failed procurement... all procurements whether \$1 million or \$1 Billion have the same process, this is an oversight that hurts progress.
- If something has 55 steps before I sign off for the Treasury Board that is too much.
- We are willing to look at less oversight, less due-diligence, to reduce number of signatures to get things done.
- We are willing to look at new ideas to take to the MND. Let's tailor the steps to the complexity of the project not one size fits all.

**Question:** As your looking ahead to the second year what should we be expecting?

- Continuation of the people agenda, however major milestones in procurement such as CSC, FFJ and interim fighters arriving.
- So, years 2,3,4 are big for us and year 5 is when the new money really begins to come in.

**Question:** Realistically, how long will SSE endure before needs a refresh?

- Could be gone tomorrow, but the fundamentals will withstand a decade of investment.
- SSE understands that the risk and geopolitics will change but SSE lays out that we will have X # people and this is what we can deliver. The policy gives flexibility to adjust within the world threat environment.
- Significant change to strategic environment, so something changes that our predicted capabilities changes that SSE cannot provide for. The other thing is the change in technology. Tech is hard to predict, so if threat evolves significantly then SSE has to evolve as well.
- There is enough flex to allow us to change projects according to threat



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