

**QUEEN'S UNIVERSITY
SCHOOL OF POLICY STUDIES
MPA 834 – Defence Decision Making**

Term: Winter 2012
Instructor: Dr. Douglas Bland
Room: SPS 411
Tel: Contact: 613-533-6483
Email: db26@queensu.ca

PREFACE

MPA 834, Defence Decision Making, is a seminar that examines the relationship between policy and the defence **structure** – the complex of actors, organizations, and decision making processes – that determines national defence outcomes in Canada. The theme of the seminar is that 'who decides what and how they do so' is more important than mere policy statements announced by governments.

This approach to understanding the importance of the structures in the public administration is relevant to all department/policy areas of government and its agencies and to non-public organizations. The seminar will review and discuss eight major changes in the structure of the Department of National Defence and the Canadian armed forces over the period 1950 to 2011. We will discuss issues and ideas together and, occasionally, with the assistance of individuals who were in some aspect involved in the transformation of structures over time.

PRIMARY TEXTS

Douglas Bland. ed., *Canada's National Defence: Volume II: Defence Organization*, Kingston: McGill-Queen's Press, 1998

Craig Stone, *The Public Management of Defence in Canada*, Breakout Educational Network, Toronto, 2009

Andrew Leslie, *The Report on Transformation 2011*, Government of Canada, 2011. www.queensu.ca/dms

SECONDARY READINGS AND SOURCES

Douglas Bland. ed., *Canada's National Defence: Volume I: Defence Policy*, Kingston: McGill-Queen's Press, 1998.

Douglas Bland and Sean Maloney, *Campaigns for International Security*, McGill-Queen's University Press, Kingston, 2004

Selected 'Claxton Papers' www.queensu.ca/dms/publications.htm

Canadian Military Journal - www.journal.dnd.ca

The Conference of Defence Association website *and journal On Track*: www.cda-cdai.ca

NOTE: Students who may wish to improve their understanding of the longer history of Canadian military affairs are encouraged to read, before the seminar convenes, the short history by Desmond Morton, *Understanding Canadian Defence*, (Toronto: Penguin Canada, 2003).

ASSIGNMENTS AND ASSESSMENTS

Students will be graded on their general participation (20%), a short essay in seminars (20%) and a written 'policy' paper – not an essay – of about 20 pages due in the final week of the seminar (60%).

9 January - Canadian Defence Policy: Ideas, Structure, and Outcomes

Define and relate ideas to structure and policy outcomes;

Discuss national defence structures including actors with authority, and the organization and the processes for defence decision-making; and

Review the current establishment of NDHQ.

Primary Readings:

Handout - Unit 1

Stone, *The Public Management of Defence in Canada* – Chapter 1.

NDHQ - Accountability and Organization.
www.queensu.ca/dms

Secondary Readings:

Campaigns for International Security – Chapter 2.

16 January – Civil-Military Relations in Canada – Who Decides What?

An explanation of the central ideas of liberal democratic civil-military relations; and

A discussion of the structure for civil control of the armed forces of Canada.

Primary Readings:

Bland, "Managing the 'Expert Problem' in Civil-Military Relations," *European Security*, Vol. 8, No. 3 (Autumn 1999), pp. 25-43. www.queensu.ca/dms

Somalia Inquiry Study: "NDHQ, Centre for Decision"
www.queensu.ca/dms

Secondary Readings:

Bland, "Patterns in Liberal Democratic Civil-Military Relations," *Armed Forces & Society*, Vol., 27, No. 4, (Summer 2001), pp. 525-540. www.queensu.ca/dms

Report of the Inquiry into the Deployment of the Canadian Forces to Somalia, Chapter 44

23 January — Maurice Pope's Memorandum 1939

Describe the background to the Pope Memorandum; and

Identify Pope's concepts on government and national defence and the importance of the defence ministry in terms of ministers' needs; and

Identify Pope's ideas concerning civil-military relations and the 'whole-of-government' approach to defence planning.

Primary Readings:

Canada's National Defence 2:

Introduction p. xiii, and Chapter "Pope's Memorandum" pp. 1-20

Secondary Readings:

Canada's National Defence 1:

"Introduction: White Papers on Defence" pp. xi, and

"*Canada's Defence 1947*" pp. 1-7 & "Part II – Defence Organization."

30 January — A Crisis in Civil-Military Relations 1960-1968

Describe the Cuban missile crisis; and

Discuss Paul Hellyer's concept of 'unification' (Bill C-90, Bill C243), and its critics.

Primary Readings:

Canada's National Defence 2: "Hellyer's Reorganization" pp. 93-152.

Daniel Gosselin, "Hellyer's Ghosts: Unification of the Canadian Forces is 40 years Old – Part One", *Canadian Military Journal*, Vol, 9 No. 2, 2009, pp. 6-15;

www.queensu.ca/dms; and

Daniel Gosselin, "Hellyer's Ghosts: Unification of the Canadian Forces is 40 years Old – Part Two", *Canadian Military Journal*, Vol, 9 No. 3 2009, pp. 6-16;

www.queensu.ca/dms.

Secondary Readings:

Canada's National Defence 1: "Introduction to White Paper on Defence: 1964", pp. 57-64 and "White Paper" pp. 71-88.

6 February — Defence in the 70s

Explain the background, main ideas and the Trudeau government's reasons for launching an organizational review as outlined in the White Paper, *Defence In the 70s*;

Discuss the ideas behind the "Management Review Group" (MRG) recommendations on NDHQ organization; and

Discuss these recommendations and the questions of relationships between military officers, public servants and ministers in the defence establishment.

Primary Readings:

Canada's National Defence 1:

Defence in the 70s – Introduction – pp. 113 -117 and "The Defence Department: pp. 171-177.

Canada's National Defence 2:

Management Review Group - Introduction – pp. 159-165 and Chapter IV.

13 February — The Decade of Darkness

Discuss the role parliament played in the search for a defence policy in 1993 - 1994;

Discuss the Defence 1994 White Paper that resulted from this search; and

Discuss the post-inquiry accountability and organizational reforms in NDHQ.

Primary Readings:

Canada's National Defence 1 – "1994 Defence White Paper"
Introduction, pp. 281-286 and minister's introduction, pp.
293-295, and chapter VII.

Secondary Readings:

Senate of Canada: "Security in a Changing World 1994"
www.queensu.ca/dms

20 February – Reading Week

27 February — Transformation 2005 (Guest Speaker)

Discuss the state of defence and foreign policy at the
beginning of 2004;

Describe the incentives for change in 2004; and

Describe 'the policy process' that created *The International
Policy Statement*, 2005.

Primary Readings:

Claxton Papers No 4, "Canada Without Armed Forces?"
www.queensu.ca/dms/claxton.htm

Canada 2005: *The International Policy Statement –
DEFENCE* www.queensu.ca/dms

Secondary Readings:

The Public Management of Defence in Canada – Chapter 2

5 March — Defence Policy: How Much Is Enough? (Guest Speaker)

Discuss the question: 'How much is enough?'; and

Describe the organizational influences that play on this question and policy outcomes; and

Discuss the future budget allocations to national defence

Primary Readings:

The Public Management of Defence in Canada – Chap 3 & 4

New addition from CDAI to be confirmed

12 March — War and the Whole-of-Government Concept

Discuss the 'public management' of the war in Afghanistan.

Primary Readings:

Gavin Buchan's "*Civil-Military Coordination – Canada's Experience in Kandahar, 2005-2009*"; and

Breaking Down the Silo's: Managing the Whole of Government Effort in Afghanistan

Secondary Readings:

"[Independent Panel on Canada's Future Role in Afghanistan](#)"
(The Manley Report) 2008 www.queensu.ca/dms

19 March – The Leslie Paper: Transformation 2011

Seminar team presentations

Discuss the current initiative for 'defence transformation';

Discuss the three CF/DND models described in the Leslie paper; and

Discuss the 'resistance to change' in the defence establishment

Primary Reading

"The Report on Transformation 2011" www.queensu.ca/dms

26 March – Let's Build A National Defence Establishment

Team presentations – details to follow.

2 April – The 2012 Defence Budget and Transformation

Readings to follow in the spring.