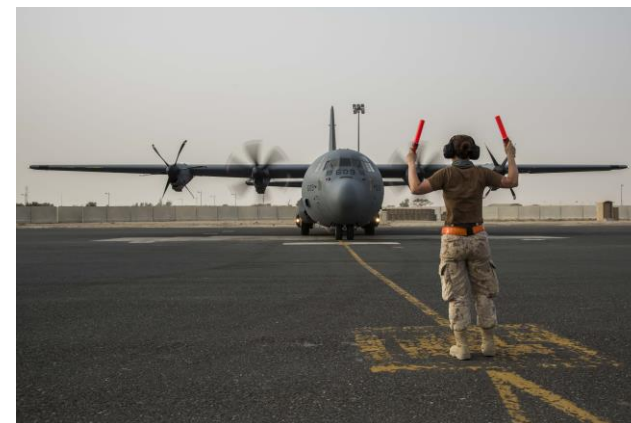




Reviewed by ADM(RS) in accordance with the *Access to Information Act* (AIA). Information withheld in accordance with the AIA under section 15(1).

# Evaluation of the Military Training and Cooperation Program



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# ACRONYMS

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<b>ADM(RS)</b>	Assistant Deputy Minister (Review Services)	<b>MAP</b>	Management Action Plan
<b>CAF</b>	Canadian Armed Forces	<b>MASC</b>	Military Assistance Steering Committee
<b>CDA</b>	Canadian Defence Attaché	<b>MPAB</b>	MTCP Project Assessment Board
<b>DGIS Pol</b>	Director General of International Security Policy	<b>MTCP</b>	Military Training and Cooperation Program
<b>DMTC</b>	Directorate Military Training and Cooperation	<b>NATO</b>	North Atlantic Treaty Organization
<b>DND</b>	Department of National Defence	<b>OCI</b>	Office of Collateral Interest
<b>FY</b>	Fiscal Year	<b>OGD</b>	Other Government Department
<b>GAC</b>	Global Affairs Canada	<b>OPI</b>	Office of Primary Interest
<b>GC</b>	Government of Canada	<b>SSE</b>	<i>Strong, Secure, Engaged</i>
<b>MACC</b>	Military Assistance Coordination Cell	<b>WPS</b>	Women, Peace and Security

# EXECUTIVE SUMMARY

## Evaluation Scope

The evaluation of the Military Training and Cooperation Program (MTCP) focused on relevancy in terms of the program's alignment with Government of Canada (GC) priorities, program effectiveness concerning training deliverables and supporting diplomacy, and program efficiency from a governance and resourcing perspective. The period examined was between fiscal years (FY) 2018/19 and 2022/23. The evaluation is in accordance with the Department of National Defence (DND)/Canadian Armed Forces (CAF) Five-Year Departmental Evaluation Plan FY 2022/23 to 2026/27.

## Program Overview

The program was established in 1963 and supports DND's global engagement goals by building partner capacity and advancing defence diplomacy. From FY 2018/19 to FY 2022/23, MTCP had an annual budget of approximately \$14 million. It provided military training and education to over 60 non-NATO member countries in Africa, the Middle East, Europe, Asia and the Americas.

In 2023, the program's funding was renewed at the same levels for traditional program activities. MTCP will also be used to support emerging capacity building needs and as a mechanism to provide military assistance. A recent example of this assistance is the \$500 million announced in summer 2023 for military support to Ukraine.

## Results

The program appears to be making positive contributions to Canada's defence diplomacy and to the GC and DND/CAF's global engagement objectives. More targeted strategic direction on the program's scope and prioritization of member countries would help optimize program capacity.

While the program continues to enhance the skills and knowledge of participants in alignment with its training areas, there are opportunities to improve data collection and management practices to better demonstrate the impact it is having on military capacity in member countries. Better measurement mechanisms are also required to show the impact on bilateral and multilateral defence relations.

Finally, the program struggled to expend funds during the pandemic and had high administrative costs. Spending appears to be back on track based on FY 2023/24 planning. Based on currently projected funding levels, the program seems to be adequately prepared to deliver activities under the new enhanced military assistance and capacity building pillars. Improved coordination with key stakeholders could result in program efficiencies and augment the program's ability to advance areas of continued and evolving strategic interest to Canada.

## Overall Conclusion

Overall, the program remains relevant in the context of an evolving global landscape of international relations, which requires ongoing and critical diplomatic engagement and aligns with key governmental priorities such as Women, Peace and Security (WPS); democratic values; and professional military standards. Improvement opportunities have been identified regarding the program's strategic direction, its performance measurement framework and its coordination efforts with key stakeholders—which would enhance program efficiency and position DND/CAF to demonstrate the impact of the program.

## Recommendations

1. Ensure effective governance mechanisms are in place and are being used to align the scope and strategic direction of MTCP.
2. Improve the identification and collection of data required to assess how training has contributed to program objectives.
3. Coordinate activities and planning with other government departments (OGD) consistently and share information with similar programs run by Canada's major allies to leverage efforts and avoid potential areas of duplication.

# EVALUATION CONTEXT

## Program Context

MTCP supports the department’s global engagement objectives by building partner capacity and advancing defence diplomacy. Although the program’s annual budget of approximately \$14 million represented only about 4 percent of the Global Engagement Strategy program expenditures, MTCP sponsored training for about 5,500 participants—representing 62 member countries—during the evaluation period. Training was delivered across four activity areas: language training; professional development and staff training; peace support operations training; and expert and delegation visits. There are six different course types offered under these four areas. MTCP expenditures on training by course type are illustrated in the following graph. Courses and training were provided by multiple partners, including the Military Personnel Generation Training Group, the Canadian Defence Academy, the Canadian Army, Calian Group Limited, foreign academies and schools, and by other CAF and DND personnel. Courses varied in length from several days to 10 months.



In 2023, two additional activity areas were added to MTCP: Defence Capacity Building and Enhanced Military Assistance. These areas, however, were not funded during the evaluation period.

The program was previously evaluated in 2019, covering the FY 2013/14 to FY 2017/18 period. Four recommendations were raised, which focused on the terms and conditions of the program; alignment with the capacity building initiative under Canada’s defence policy: *Strong, Secure, Engaged* (SSE); staffing strategy; and a comprehensive performance measurement strategy, including data collection and management. There are no open Management Action Plans (MAP) from this evaluation.

## Methodology

The evaluation of MTCP employed several methods, including key informant interviews, surveys, international comparative analysis, document review, case studies and data analysis (see [Annex C](#) for more details). Seven groups of stakeholders were consulted to inform the findings of this evaluation. The following questions guided the evaluation:

### Evaluation Questions

#### Relevance

**Q1.** To what extent is MTCP relevant to the objectives and priorities of the GC?

#### Effectiveness

**Q2.** To what extent has MTCP contributed to improving military trainees’ knowledge and abilities and the extent to which they can undertake activities including peace support operations and other military operations?

**Q3.** To what extent has MTCP contributed to Canada’s bilateral and multilateral defence relations?

#### Efficiency

**Q4.** To what extent is MTCP efficiently coordinated, resourced and governed?



# RELEVANCE



**FINDING 1:** The Military Training and Cooperation Program is aligned with Government of Canada and Department of National Defence/Canadian Armed Forces objectives and priorities for building partner capacity and advancing defence diplomacy but lacks strategic direction on program scope and country prioritization.

## Why It Matters

Defence diplomacy is a critical tool for Canada, and MTCP plays a vital role in advancing this mandate. Strategic guidance is important to provide a common, unifying aim to further facilitate cooperation and the achievement of national and departmental objectives.

## What We Found

MTCP supports the GC and DND’s global engagement goals of building partner capacity and advancing defence diplomacy.

Stakeholders and partners indicated the relevance and importance of MTCP. A survey of Canadian Defence Attachés (CDA) indicated that 72 percent agreed that MTCP activities are aligned with the priorities of the GC. MTCP training and programming directly incorporate many important GC priorities including WPS, democratic values and professional military standards. MTCP’s Integration of Women and Gender Perspectives in the Armed Forces course contributes to Canada’s WPS Agenda, Canada’s Feminist International Policy and United Nations Security Council Resolution 1325 (2000).

Defence diplomacy is a priority for DND/CAF. SSE states that, “a military cannot be engaged in the world unless it is present in the world, and this includes building and sustaining strong relationships with allies, partners, other militaries and multilateral institutions.” MTCP is one of the principal mechanisms for defence capacity building and engagement with Canada’s non-NATO allies as outlined in the *Guidance on International Priorities for Defence Engagement*.

MTCP is responsible for a significant portion of DND/CAF’s diplomacy efforts based on document review. A majority of CDAs (67 percent) agreed that MTCP is the primary mechanism through which DND/CAF engages with member countries, and 83 percent agreed that MTCP has contributed to Canada’s presence in the regions of member countries.

However, DND’s overarching global engagement strategy is not up-to-date and does not provide adequate direction to MTCP. As a result, the program broadly targets over 60 countries in different parts of the world. The following table illustrates the wide range of countries that MTCP targets. MTCP could contribute in a more focused and strategic way if there were clear strategic and policy direction.

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2. ██████████	9. ██████████	16. ██████████
3. ██████████	10. ██████████	17. ██████████
4. ██████████	11. ██████████	18. ██████████
5. ██████████	12. ██████████	19. ██████████
6. ██████████	13. ██████████	20. ██████████
7. ██████████	14. ██████████	

With the addition of the new capacity building and enhanced military assistance activity areas as well as the injection of increased funding, MTCP will be required to expand its programming further, including support for capacity building in member countries. This expansion would benefit from increased information sharing and coordination to clarify capacity building roles and responsibilities for MTCP and the broader CAF community.

**R** 1. Ensure effective governance mechanisms are in place and are being used to align the scope and strategic direction of MTCP.

# EFFECTIVENESS

**FINDING 2:** The Military Training and Cooperation Program has contributed to improving the knowledge and abilities of individuals, but the program lacks consistent data to assess the impact on the military capacity of member countries.

## Why It Matters

An effective performance measurement framework supported by reliable data and tracking mechanisms is key to understanding whether training is achieving its intended outcomes for both trainees and the overarching military capacity of member countries.

## What We Found

From FY 2018/19 to FY 2022/23, MTCP sponsored training in and outside Canada for about 5,500 participants, representing 62 member countries. Training was offered in the following areas: language training, professional development, staff officer courses, peace support operations training, trade training and exercise planning. MTCP leverages CAF capabilities for delivering training such as skills training, including combat medical, naval and air force skills. The majority (97 percent) of participants surveyed for this evaluation agreed or strongly agreed that they feel equipped to apply the knowledge learned in the MTCP-sponsored courses to their work.

The evaluation was able to use basic tombstone data available from the nominal roll of participants; however, data that would assess the overall achievement of program objectives was not consistent or tracked by the program. Data that demonstrates the application of MTCP training by participants is very limited and even non-existent in most cases. Courses are delivered by partners external to MTCP (e.g., Calian, the Caribbean Military Academy and the Canadian Forces Language School). Course results are not systematically forwarded by those partners. While the program uses surveys of CDAs, instructors and sponsored students for its annual assessments, these surveys were not regularly conducted nor used to inform decision making.



Combat First Aid Training, Tunisia, DMTC 2022/23 Annual Report

The evaluation found positive evidence of MTCP's impact on military capacity in member countries. For example, Directorate Military Training and Cooperation (DMTC) annual reports indicated that MTCP training was a contributing factor to a decrease in Tunisian Armed Forces casualty rates during the first hour of injury. This result was noted during the first year of MTCP's combat first aid training (see [Annex D](#) for more details on the case studies).

The program also seems to be having some success when it comes to the participation rate of women in MTCP courses. The nominal roll shows that up to 22 percent of participants on all MTCP courses during the evaluation period were women. Interviews also identified efforts by the program to increase the participation of women on courses overall, despite limitations due to the inherently lower proportion of women serving in the armed forces of member countries.

# EFFECTIVENESS

**FINDING 3:** The Military Training and Cooperation Program has helped Canada’s defence relations with member countries, but its impact on defence diplomacy is not well measured or tracked.

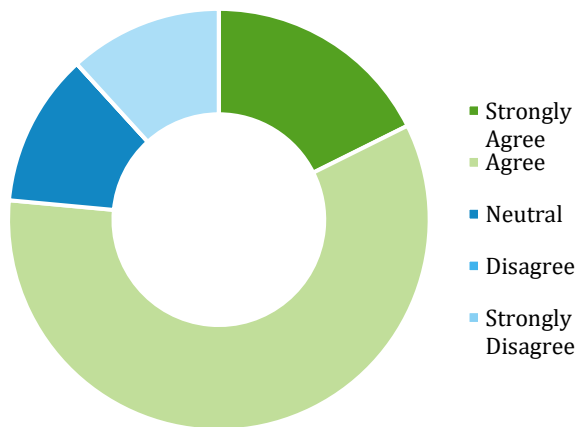
## Why It Matters

Complete and consistent performance data allows the measurement of the program’s impact on Canada’s bilateral and multilateral defence relations. This will become more important with new responsibilities related to capacity building and enhanced military assistance, as well as their associated additional funding.

## What We Found

Of the CDAs surveyed for this evaluation, 72 percent agreed that MTCP has strengthened defence relations with member countries, and 83 percent agreed that the program has contributed to Canada’s regional presence.

**72% of surveyed CDAs agreed that MTCP has strengthened the relationship between Canada and MTCP member states**



Key informant interviewees noted that MTCP has made meaningful contributions to Canada’s defence relationships. Program officials frequently cited MTCP as “opening doors” for diplomatic engagement and as being leveraged as an entry point for further GC engagement.

*“MTCP is absolutely leveraged to further engagement in the Indo-Pacific. It is one of the cornerstones of most of our relationships in the Indo-Pacific, in Southeast Asia in particular.” - DND/CAF Stakeholder*

Case studies for this evaluation provided further evidence of the program’s ability to reinforce defence relations; for example, in Jamaica, several years of MTCP activities have led to the development and sustainment of Centers of Excellence. In Tunisia, military staff talks held in 2017 and 2018 identified gaps in capacity and areas of support for MTCP to address, thus strengthening Canada–Tunisia bilateral defence relations.

Ukrainian relations have been greatly enhanced through MTCP training including Exercise MAPLE ARCH, which is an annual series of events that MTCP coordinates. Between FY 2018/19 and FY 2021/22, over 600 Ukrainians were sponsored for training and courses by MTCP, including at least 43 activities in eight countries. This training has made an indirect contribution to Canada and Ukraine’s growing defence relationship, which has been further enhanced with new military assistance activities and funding.

The program’s performance indicators related to defence relations are mostly output-related and do not adequately capture the effectiveness or quality over time. An example of an indirect indicator is whether Foreign Affairs judges that the overall bilateral relationship is improving.

**2. Improve the identification and collection of data required to assess how training has contributed to program objectives.**



# EFFICIENCY



**FINDING 4:** Historically, administrative costs for the Military Training and Cooperation Program have been high, and the program struggled to deliver and expend funds during the pandemic. The program appears to be on track based on fiscal year 2023/24 planning.

## Why It Matters

Efficient management of program administrative costs allows for more funding to be dedicated to the primary objectives while demonstrating good stewardship of public funds.

## What We Found

Historically, administrative costs for MTCP have been high. During the evaluation period, MTCP had a high ratio of administrative costs relative to program expenditures with an average of 38 percent between FY 2018/19 and FY 2019/20, and higher during the pandemic. An example of a grants and contributions program overhead ratio is 9.3 percent for the Innovation Solutions Program, which only included personnel salaries and the Employee Benefits Program over total program funding, and it excluded HST. Under the funding and activities starting in FY 2023/24, it is anticipated that the program's overhead ratio will be reduced because of the injection of capacity building and military assistance funding.

\* Administrative costs include salaries (military at highest level) and corporate expenses but exclude the Employee Benefits Program. Program expenditures include course expenses and Vote 10 (grants and contributions).

### Approximative overhead ratios\* based on expenditures

FY	\$ (million) ratio	Overhead ratio
FY 18/19	4.04/10.52	38%
FY 19/20	4.45/11.74	38%
FY 20/21	4.50/2.48	181%
FY 21/22	4.68/4.83	97%
FY 22/23	4.91/7.33	67%

### Impact of pandemic on \$11.389 million Vote 10 expenditures and activities


Year	# Participants	% Activities cancelled	Vote 10 \$ value for program	Lapsed funding	% Lapsed
FY 18/19	1,375	19	8,745,944	\$2,643,056	23
FY 19/20	1,691	20	11,387,676	\$1,324	0
FY 20/21	294	61	2,451,480	\$8,937,520	78
FY 21/22	936	49	4,834,033	\$6,554,967	58
FY 22/23	1,180	37	7,323,509	\$4,065,491	36

MTCP had to drastically reduce its programming during the pandemic, focusing mostly on language training and countries close to North American time zones. There was a 55 percent decrease from FY 2019/20 to FY 2020/21 in the number of MTCP activities delivered. The highest amount of lapsed funding was 78 percent in FY 2020/21.

Since emerging from the pandemic, MTCP has consistently increased its number of activities delivered. The program appears to be on track to complete planned activities and expend its funding based on FY 2023/24 planning. New funds and activities have also been added since the beginning of FY 2023/24.

The evaluation found that the program will be able to absorb the new enhanced military assistance and capacity building funding if personnel requirements are fulfilled. Enhanced military assistance is largely a function to identify capability requirements, with acquisition conducted by a third-party implementer. DMTC has increased personnel to support the processing of this funding via the Military Assistance Coordination Cell (MACC), which includes people external to the program. DMTC is also growing to undertake capacity building activities with new personnel. Actual personnel requirements, however, will be a function of the amount of capacity building and military assistance funding that MTCP will be required to process.

# EFFICIENCY

 **FINDING 5:** Coordination within the Department of National Defence/Canadian Armed Forces on the Military Training and Cooperation Program seems adequate, and there is no evidence of duplication of effort. Coordination with other government departments and with international allies was infrequent and very limited at the program level.

## Why It Matters

Coordination of MTCP activities with OGDs and with similar programs offered by allies is important to avoid costly overlap and unnecessary training, and to maximize concerted efforts when the program and DND/CAF have limited resources.

## What We Found

The evaluation assessed coordination between MTCP and three groups of stakeholders: DND/CAF, OGDs (specifically Global Affairs Canada (GAC)) and three of Canada's major international allies: the United States, Australia and New Zealand.

Within DND/CAF, the evaluation did not find any evidence of gaps or duplication in relation to MTCP. MTCP communicates regularly within the Department and CAF—with Strategic Joint Staff, Directorate of Army Staff, Canadian Defence Academy and Canadian Joint Operations Command—to coordinate activities and roles, and to avoid potential duplication and overlap.

MTCP coordinates with GAC through the Military Assistance Steering Committee (MASC). However, program governance was inconsistent during the pandemic years as MASC did not meet in 2020, 2021 or 2022. Communication and coordination has recently improved, in part because of the new terms and conditions that require annual MASC meetings and other oversight mechanisms. This includes MACC and the MTCP Project Assessment Board (MPAB). These mechanisms are especially important given the increased funding for capacity building and enhanced military assistance.



### CAF support to Ukraine through the distribution of lethal and non-lethal aid was managed by DMTC/MTCP MACC:

*"Today, the Prime Minister announced additional measures and investments to continue supporting Ukraine, including military assistance for Ukraine. Canada is committed to respond to Russia's ongoing illegal and unprovoked invasion by continuing to provide immediate military support to Ukraine such as \$500 million in new funding for military assistance to support Ukraine's capacity to respond to Russian aggression..."*

- Prime Minister's Office, 10 June 2023

The evaluation found no evidence of coordination at the program level between MTCP and select programs offered by three major allies, despite similar activities and objectives. Although overlap may be desirable in some cases, duplication of activities and the provision of training may lead to inefficiencies and risks creating a burden on member countries who do not have the capacity to absorb those activities.



**3. Coordinate activities and planning with OGDs consistently and share information with similar programs run by Canada's major allies to leverage efforts and avoid potential areas of duplication.**

## OVERALL CONCLUSION

The evaluation found that MTCP made a positive contribution to Canada's defence diplomacy. Over five years, the program trained approximately 5,500 participants from 62 countries. This was achieved with an annual budget of \$13.89 million, representing about 4 percent of Global Engagement Program expenditures. It contributed to GC and DND/CAF objectives, including those related to SSE and the WPS agenda. More targeted strategic direction on the program's scope, particularly given the program's recent expansion, could provide clarity on the program's capacity building roles and responsibilities, as well as greater focus for all MTCP activities.

While program data and tracking remained limited or lacking to fully assess the extent of MTCP's impact and achievement of its objectives, the evaluation was able to assess some impact based on limited nominal roll data and surveys conducted for this evaluation. Improved data collection and management practices could enable the program to articulate to what extent it is successful in achieving its desired outcomes, thereby enabling the program to better direct its resources.

The COVID-19 pandemic had a significant impact on the program's planned activities and its ability to fully disburse its funding. Since emerging from the pandemic, MTCP has consistently increased its number of activities, and preliminary planning indicates that the program is back on track to complete its planned activities and to fully expend its budget in FY 2023/24. Coordination with stakeholders and allies was varied and could be increased, especially with Canada's major international allies. This could grow in importance as the program takes on new capacity building and military assistance activities.

This is a time of significant change for MTCP as it expands from its traditional concept and structure to one that includes capacity building and enhanced military assistance. This expansion will augment its ability to achieve its objectives with key partners in areas of both continuing and evolving strategic interest to Canada.





DMTC 2019-20 Annual Report: Exercise MAPLE ARCH, Ukraine




DMTC 2019-20 Annual Report: United Nations Logistics Officer Course, Malaysia

# ANNEX A: FINDINGS AND RECOMMENDATIONS


 <b>KEY FINDING</b>	 <b>RECOMMENDATION</b>
<b>RELEVANCE</b>	
<p><b>Finding 1:</b> The Military Training and Cooperation Program is aligned with Government of Canada and Department of National Defence/Canadian Armed Forces objectives and priorities for building partner capacity and advancing defence diplomacy but lacks strategic direction on program scope and country prioritization.</p>	<p>1. Ensure effective governance mechanisms are in place and are being used to align the scope and strategic direction of MTCP.</p>
<b>EFFECTIVENESS</b>	
<p><b>Finding 2:</b> The Military Training and Cooperation Program has contributed to improving the knowledge and abilities of individuals, but the program lacks consistent data to assess the impact on the military capacity of member countries.</p>	<p>2. Improve the identification and collection of data required to assess how training has contributed to program objectives.</p>
<p><b>Finding 3:</b> The Military Training and Cooperation Program has helped Canada’s defence relations with member countries, but its impact on defence diplomacy is not well measured or tracked.</p>	
<b>EFFICIENCY</b>	
<p><b>Finding 4:</b> Historically, administrative costs for the Military Training and Cooperation Program have been high, and the program struggled to deliver and expend funds during the pandemic. The program appears to be on track based on fiscal year 2023/24 planning.</p>	
<p><b>Finding 5:</b> Coordination within the Department of National Defence/Canadian Armed Forces on the Military Training and Cooperation Program seems adequate, and there is no evidence of duplication of effort. Coordination with other government departments and with international allies was infrequent and very limited at the program level.</p>	<p>3. Coordinate activities and planning with OGDs consistently and share information with similar programs run by Canada’s major allies to leverage efforts and avoid potential areas of duplication.</p>

## ANNEX B: MANAGEMENT ACTION PLAN


 ADM(RS) Recommendation	Management Action
<p>1. Ensure effective governance mechanisms are in place and are being used to align the scope and strategic direction of MTCP.</p>	<p><b>MAP 1:</b> DMTC will establish a multipronged governance mechanism comprised of MASC and MPABs. MASC will be held annually to provide guidance on the alignment of the program’s membership and activities with strategic policy priorities. It will be chaired by the Director General of International Security Policy (DGIS Pol). Relevant organizations from DND/CAF and GAC will be invited. MTCP’s mandate, membership criteria, human and financial resources, and other terms and conditions will be considered by MASC in its application of strategic priorities. In addition to MASC, DMTC will hold regular MPABs to inform and oversee activities under its new capacity building and military assistance envelopes. These boards will involve relevant organizations from across DND/CAF, GAC and other departments/agencies, and implementing partners as appropriate. MPABs will assist in delineating MTCP roles and responsibilities from those of broader DND/CAF and will ensure that capacity building and military assistance projects are aligned with political direction; strategic, practical and legal considerations; MTCP’s terms and conditions; and the Transfer Payment Policy.</p> <p><b>Target date:</b> December 31, 2024</p> <p><b>OPI:</b> ADM (Policy) <b>OCI:</b> DGIS Pol, DMTC</p> <p><b>Deliverable:</b> This MAP will be considered closed when...</p> <ul style="list-style-type: none"> <li>the 2024 MASC has been successfully conducted following the MASC held in 2023, thereby establishing the committee meeting as an annual event; and</li> <li>MPABs have been held quarterly and as deemed necessary by the Chair for all capacity building and military assistance envelopes managed by MTCP in FY 2023/24, thereby establishing the boards as regular events.</li> </ul> <p><b>Risk Statement:</b> Without an effective governance mechanism providing regular direction to MTCP, there is a risk that the program’s membership and activities will lose strategic focus over time, diluting its ability to create meaningful capacity building and defence diplomacy effects and hindering DND/CAF’s ability to fulfil the departmental commitments laid out in the Minister of National Defence’s mandate letter.</p>



## ANNEX B: MANAGEMENT ACTION PLAN

 ADM(RS) Recommendation	Management Action
<p>2. Improve the identification and collection of data required to assess how training has contributed to program objectives.</p>	<p><b>MAP 2:</b> DMTC will develop and implement a performance measurement framework that reflects the program’s new performance indicators as laid out in the Results Annex of its 2022 terms and conditions. As part of this, the program’s annual assessment template will be updated; its stakeholder surveys will be adjusted to include questions related to the qualitative impact of MTCP activities on candidates’ military skills and Canada’s defence diplomacy; and regular curricula reviews will be conducted to improve the consideration of stakeholder feedback in course design. Furthermore, DMTC will leverage information technology to improve its data collection. Once a year, surveys will be systematically distributed electronically to students and directing staff/instructors after each MTCP training activity and to CDAs and Heads of Mission responsible for MTCP member countries.</p> <p><b>Target Date:</b> December 31, 2025</p> <p><b>OPI:</b> ADM (Policy) <b>OCI:</b> DGIS Pol, DMTC</p> <p><b>Deliverable:</b> This MAP will be considered closed when DMTC has a director-approved and implemented performance measurement framework, including the updated MTCP annual assessment template, stakeholder surveys, curricula review process and technology-enabled process to systematically collect survey data.</p> <p><b>Risk Statement:</b> Without a performance measurement framework and process for the systematic collection of survey data, MTCP achievements and areas for improvement may not be effectively tracked, reported and actioned. This would reduce the program’s ability to demonstrate its value, deliver on its mandate and improve its products—thus hindering DND/CAF’s ability to fulfil the departmental commitments laid out in the Minister of National Defence’s mandate letter.</p>

## ANNEX B: MANAGEMENT ACTION PLAN

 ADM(RS) Recommendation	Management Action
<p>3. Coordinate activities and planning with OGDs consistently and share information with similar programs run by Canada's major allies to leverage efforts and avoid potential areas of duplication.</p>	<p><b>MAP 3:</b> DMTC will increase its coordination with external organizations such as OGDs and major allies running similar programs. DMTC will improve coordination with OGDs by always including GAC (and additional departments/agencies, as appropriate) in MASCs and MPABs under MAP 1. Through a deliberate engagement plan, DMTC will also increase its participation in coordination and information-sharing mechanisms managed by other organizations, such as GAC's Peace and Stabilization Operations Program. These touch points will be captured in a tracking matrix to demonstrate progress. The core MTCP aims primarily to improve Canada's own relations with non-NATO developing partners around the world, limiting the value of allied deconfliction and synergy in some instances. However, DMTC will establish contact with similar programs delivered by allies like Australia, New Zealand, the United Kingdom, the United States and France, asking to share information on respective activities and lessons learned. Furthermore, DMTC will ask that CDAs discuss the MTCP annual activity plan with their allied counterparts and report on any areas of unnecessary overlap.</p> <p><b>Target Date:</b> December 31, 2025</p> <p><b>OPI:</b> ADM (Policy)  <b>OCI:</b> DGIS Pol, DMTC</p> <p><b>Deliverable:</b> This MAP will be considered closed when...</p> <ul style="list-style-type: none"> <li>• DMTC has developed an engagement plan and matrix to take stock of its participation in GC coordination and information-sharing fora;</li> <li>• DMTC has identified a point of contact and established liaison through exchange of emails, videoconference and/or official visits with allies running similar programs; and</li> <li>• DMTC has shared its provisional FY 2024/25 activity plan with CDAs for discussion with their allied counterparts.</li> </ul> <p><b>Risk Statement:</b> Without a plan and tracking mechanism for information sharing and coordination with OGDs and allies, there is a risk of unnecessary overlap and gaps in coverage between MTCP and other programs and initiatives. This could result in an ineffective use of limited resources and hinder DND/CAF's fulfilment of the departmental commitments in the Minister of National Defence's mandate letter.</p>

# ANNEX C: METHODOLOGY

The findings and recommendations of this report were informed by multiple lines of evidence collected throughout the conduct phase of the project. These lines of evidence were triangulated with each other and verified with program officials to ensure their validity. The research methodology used in the scoping and conduct of the project was as follows:



## Document review

A preliminary review of federal, departmental and program policies, directives, plans, reports and other relevant documents was conducted to provide an in-depth understanding of the evaluation context. During the conduct phase, a detailed document review was undertaken; 104 documents were reviewed by the evaluation team and disaggregated by the following seven categories: internal defence, external OGD, previous evaluations and audits, program documents, literature review on defence diplomacy, international documents, and news reports and media.



## International comparative analysis

Through an environmental scan, in consultation with DMTC, three programs offered by Canada's allies were selected for comparison to MTCP. These programs included Australia's Defence Cooperation Program; the United States' International Military Education and Training; and New Zealand's Mutual Assistance Program. Eight points were considered for comparison between MTCP and these programs: governance, strategies, processes, activities, anticipated program results/outcomes and program logic models, performance indicators, resources and Gender-based Analysis Plus. While the selected programs were deemed appropriate for comparison, the findings are made with recognition of important distinctions between MTCP and the selected programs. Thirty-two documents were reviewed to inform this analysis.



## Interviews

A total of 29 semi-structured interviews were conducted for this evaluation. This total represents a mix of informal/scoping interviews as well as more methodological interviews that followed a semi-structured format. In-depth key informant interviews with primary and secondary MTCP stakeholders were conducted to gain insight from key leadership/senior management to understand perspectives on MTCP's ability to meet its intended outcomes. These interviews served as an important source of qualitative information and provided informed opinions and observations on evaluation questions and relevant indicators. Interviews were conducted using MS Teams or in person.



## Surveys

Three surveys were developed and administered to relevant staff and stakeholders to inform the MTCP evaluation indicators. One survey was administered to former students of the program, another to instructors/trainers and a third to CDAs assigned to countries with MTCP activities. The survey was administered via an online platform (MS Forms). In total, there were 271 respondents: 231 from former students, 22 from instructors and 18 from CDAs.



## Case studies

The evaluation employed a case study methodology by performing an in-depth examination of four selected recipient countries and/or courses. The case studies included Ukraine, Jamaica, Tunisia and language training. Primary and secondary data sources were used to inform each case study. See [Annex D](#) for more details.

# ANNEX D: CASE STUDIES

## Ukraine

Ukraine was among the first of the Partnership for Peace countries to establish a defence relationship with Canada and has been a member of MTCP since 1993/94. Approximately 2,936 Ukrainian personnel have participated in MTCP activities to date. Ukrainians have participated in activities in all of the MTCP course envelopes. Exercise MAPLE ARCH has permitted Canada to reinforce its bilateral relations with the exercise participants, namely Ukraine, Lithuania, Poland, Georgia and Montenegro. Russia's invasion of Ukraine in February 2022 led to the cancellation of most MTCP courses in the region and a decrease in the number of Ukrainians receiving training abroad. However, MTCP was still able to sponsor a total of 20 Ukrainians on inside-Canada language training and on MAPLE ARCH in Europe. The program also supported the participation of 100 Ukrainian personnel in Armored Combat Support Vehicle Training. Additionally, the CAF supported Ukraine through the distribution of lethal and non-lethal aid managed by MACC. MACC became a responsibility of MTCP in December 2022.

## Jamaica

Jamaica joined MTCP in 1965 as one of the program's initial members. Since then, around 1,748 Jamaican officers have participated in MTCP-sponsored activities. From 2013 to 2017, DMTC made significant investments in Jamaica at a time when Latin America and the Caribbean constituted the priority region for the GC. Building/upgrading Centres of Excellence to deliver trade-based training was the primary focus of this investment. In 2021, DMTC developed a realignment strategy regarding engagement in Jamaica constituting a shift from trade-based training to professional skills training courses and a 75 percent reduction of investment. Between FY 2018/19 and 2022/23, 90 MTCP-sponsored courses ran in Jamaica. Of the 404 students recorded in DMTC's Master Nominal Roll as attending these courses, only 20 of the participants were Jamaican with the remaining students representing 30 other countries. This reflects the program's second order effect of building multilateral relationships in the Latin America and Caribbean region more broadly through its engagement with Jamaica.

## Language Training

As part of its core mandate, MTCP offers four language courses in partnership with the Canadian Forces Language School. These include the English Course Long, English Course Short, French Course Long and the Language Teacher Trainer Course. MTCP language courses are multilateral and hosted in Canada, further facilitating full immersion in Canadian culture and values. Language training continued during the pandemic and was successfully adapted to a virtual format, demonstrating the program's resiliency and flexibility.

## Tunisia

Canada and Tunisia established diplomatic relations in 1957. Tunisian military cooperation with Canada is mostly premised on the provision of capacity building. Canada and Tunisia held Military Staff Talks in 2017 and 2018, and through these talks, gaps in capacity and areas of support were identified. Tunisia acceded to MTCP in June 2017, and at least 323 Tunisian officers have benefited from training since then. From FY 2018/19 to FY 2022/23, 307 students attended MTCP-sponsored courses in Tunisia, with representation from 13 other African countries. Most of these students were from Tunisia. MTCP has been crucial in establishing key points of contact with the Tunisian Armed Forces. This has led to further contacts, continued communications and additional training opportunities in Tunisia and the region in recent years. The success of the Combat First Aid course now enables MTCP to implement it in other French-speaking African countries, led jointly by Canadian and newly certified Tunisian instructors.

# ANNEX E: Military Training and Cooperation Program Membership List (2022–2023 Annual Report)

Africa & Middle East	Americas	Indo-Pacific	Europe
Benin Botswana Cameroon Côte d’Ivoire Djibouti Ghana Jordan Kenya Kuwait Lebanon Malawi Morocco Namibia Nigeria Oman Senegal Sierra Leone South Africa Tanzania Tunisia Uganda Zambia	Antigua & Barbuda Argentina Barbados Belize Bolivia Brazil Chile Colombia Dominican Republic Ecuador El Salvador Guatemala Guyana Honduras Jamaica Mexico Nicaragua Paraguay Peru Trinidad and Tobago Uruguay	Bangladesh Indonesia Malaysia Mongolia Nepal Pakistan Philippines Republic of Korea Singapore Thailand Timor-Leste Vietnam	Bosnia-Herzegovina Georgia Kazakhstan Kyrgyzstan North Macedonia* Serbia Tajikistan Ukraine Uzbekistan

\* North Macedonia will eventually graduate from the Program, given its accession to NATO in March 2020.