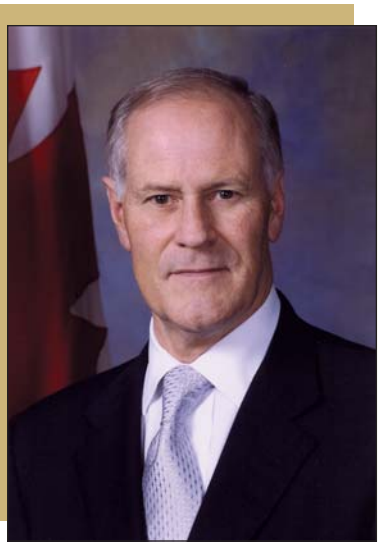
MESSAGE FROM THE MINISTER



On behalf of the Government of Canada, I am pleased to introduce the defence section of Canada's International Policy Statement.

This document represents significant change. It is the first review of Canada's defence policy in more than 10 years and it defines a new policy that is firmly grounded in the realities of the post-Cold War, post-September 11th world. It is also informed by the rich operational experience of the Canadian Forces, both in Canada and in locations ranging from Afghanistan to the Balkans to Haiti.

The tragedy of September 11, 2001 proved to Canadians that we are vulnerable to the threat of terrorism and the spillover effects from failed and failing states. This policy, therefore, establishes the defence of Canada as our first priority. The Canadian Forces will be reorganized and retooled to tighten their focus on this primary mandate.

The effective defence of Canada and North America has always required working collaboratively with the United States. We will build on the successful bilateral defence arrangements currently in place, such as NORAD. And we will seek to develop new, innovative approaches to defence cooperation with the United States, to better meet the threats to both countries.

The Government recognizes that the Canadian Forces are a vital instrument of Canada's foreign policy, especially in today's unstable world. Our new defence policy will give the Canadian Forces the guidance they need to help Canada convey its distinct values and particular approach to conflict resolution around the world.

I look forward to the discussions this document will engender both in Parliament and across Canada. I believe they will assure the best way forward for the Canadian Forces, one of Canada's vital national institutions.

It is a privilege to be Minister of National Defence at this exciting time. The relevance and centrality of the Canadian Forces to the broad agenda of the Government are ascendant. We have vibrant, new military leadership with innovative ideas rooted in recent operational experience. We have some of the world's most dedicated, professional, skilful soldiers, sailors and air personnel. The Government has made a solid financial commitment to the Canadian Forces that is unparalleled in the past two decades. And now, with this new defence policy statement, we have the intellectual framework required to guide and shape the Canadian Forces to face the defence and security challenges of the 21st century.

The Honourable Bill Graham
Minister of National Defence

CANADA'S INTERNATIONAL POLICY STATEMENT

A Role of Pride and Influence in the World

DEFENCE

Canada's International Policy Statement is available on-line at
www.international.gc.ca and www.forces.gc.ca

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CONCLUSION **32**

At the dawn of the 21st century, Canada faces a complex array of security challenges. The world remains an unpredictable and perilous place, where threats to our well-being, our interests and our values persist. Failed and failing states dot the international landscape, creating despair and regional instability and providing a haven for those who would attack us directly. Global terrorism has become a deadly adversary, and Canadians are now, in some ways, more individually threatened than at any time during the Cold War. The proliferation of weapons of mass destruction, whether to state or non-state actors, raises the horrible prospect of massive civilian and military casualties. And intra- and inter-state conflict continues throughout the world. These developments affect Canadians as never before.

Off Baffin Island—Plotting the course aboard HMCS *Montréal*.

In this dangerous environment, Canadians look to their government for reassurance and protection. The Government has responded. In the immediate wake of September 11, 2001, it announced nearly $8 billion in measures aimed at enhancing the security of Canadians. In April 2004, the Government released its first National Security Policy, which sets out a broad range of new initiatives in areas such as intelligence, emergency planning and management, public health crises, and transportation and border security, to counter the major threats to Canadians. In Budget 2005, the Government made the largest reinvestment in Canada's military in over 20 years, totaling approximately $13 billion. This sum includes new baseline funding and significant additional resources for capital programs. Now, the Government has released the International Policy Statement that establishes the priorities and principles governing Canada's relations abroad, and leaves no doubt that defence and security are an integral part of our international strategy.

THE CANADIAN FORCES IN AN UNPREDICTABLE WORLD: PROVIDING SECURITY AT HOME AND ABROAD

Both the National Security Policy and the Overview of the International Policy Statement single out the Canadian Forces as a critical element in responding to threats and other emergencies both at home and abroad. Canada's military is no stranger to this role. The Canadian Forces have performed remarkable service on behalf of all Canadians through the decades, but have never been so busy as during the post-Cold War period. In recent years, they have deployed to the four corners of the world, participating in complex and risky missions that have tested their skill, training and equipment. At home, the situation has been no less demanding. In serving their country, some of our military personnel have made the ultimate sacrifice and many more have been seriously injured.

Despite the pressures associated with increased deployments, the Canadian Forces remain an effective and capable military. Recognized by their fellow citizens, as well as by friends and allies, for their expertise and professionalism, our men and women in uniform help make a difference in the lives of Canadians and others less fortunate around the globe.

The role of the Canadian Forces in protecting Canadians and their interests and values will remain essential in the future. The heavy demands on our military, both domestically and internationally, will not diminish—they may well increase. Canada must possess a military that is well adapted to the evolving security environment and ready to respond to the country's

future needs. The Canadian Forces have already begun a long-term transformation process that leads in this direction, and recent investments will allow them to make significant progress toward reaching their goals.

The purpose of this document is to guide the Canadian Forces in their operations, and assist the Department of National Defence in the development of a sustainable long-term program. The policy rests upon the principles and priorities identified in the National Security Policy and the Overview of the International Policy Statement. The Canadian Forces will continue to perform three broad roles: protecting Canadians, defending North America in cooperation with the United States, and contributing to international peace and security. To do so, our military must be effective, relevant and responsive, and remain capable of carrying out a range of operations, including combat.

Above all, this policy is about change, and providing our military with a bold new vision to deal with an increasingly uncertain world. The first challenge is to strike the right balance between the Canadian Forces' domestic and international roles. In the current security environment, where the lines between these roles are less distinct than ever, the military must continue to carry out operations at home and overseas. The Government believes, however, that a greater emphasis must be placed on the defence of Canada and North America than in the past. This must be the Canadian Forces' first priority. Current threats demand that we pay increased attention to the safety and security of our citizens at home, the most fundamental responsibility of any government. In addition to strengthening the capacity and capability of the Canadian Forces to carry out their domestic roles in cooperation with other government departments and agencies, we will continue to explore new and innovative ways to enhance relations with the United States to defend the continent. A strong Canada-U.S. defence partnership remains essential to our security.

The Government also recognizes the importance of meeting threats to our security as far away from our borders as possible, wherever they may arise. Security in Canada ultimately begins with stability abroad. While we need to be selective and strategic when deploying military personnel overseas, focusing on where our interests are at stake and where we can make a meaningful contribution, the Canadian Forces must retain a spectrum of capabilities to operate with our allies on international missions.

This is especially the case in failed and failing states. Canadians are proud of the role their military has played in protecting people who cannot protect themselves, in delivering humanitarian assistance to those in desperate need, and in rebuilding shattered communities and societies. The Canadian Forces will focus their expeditionary capabilities on operations in these states, including in a leadership

Kabul, Afghanistan—A member of a Canadian anti-tank platoon pauses on an outcrop while on patrol.

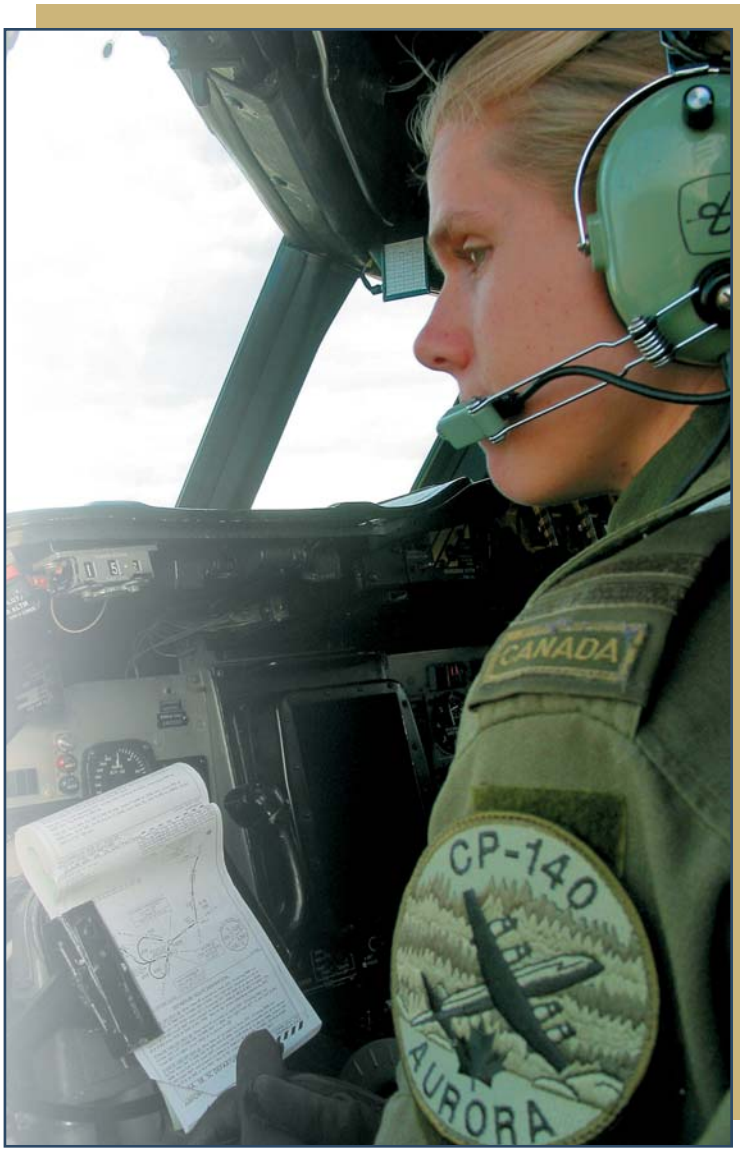
role when it is in Canada's interest and ability to do so. In these demanding and complex environments, where civilians mix with friendly, neutral and opposing forces, often in urban areas, our military must be prepared to perform different missions—humanitarian assistance, stabilization operations, combat—all at the same time. The Canadian Forces, with their modern capabilities and highly developed skills in dealing with people on the ground, can make a difference in this respect.The Government is committed to ensuring that the Forces are further strengthened in this area, as part of an integrated strategy of using diplomatic, defence and development assets to help rebuild states.

By participating in these and other overseas operations—and by increasing our emphasis on foreign military training—the Canadian Forces will enhance Canada's status as a responsible and contributing member of the international community, including in key institutions such as the United Nations and the North Atlantic Treaty Organization (NATO). Investing in a strong military is essential to achieving our foreign policy goals and advancing our place in the world. With Budget 2005, the Government has done just that.

FORCE EXPANSION

To improve their ability to carry out the domestic, continental and international roles described above, the Canadian Forces will be increased by 5,000 Regular and 3,000 Reserve personnel. This is a major undertaking, and demonstrates the Government's commitment to an effective military writ large, and to the individual personnel who put their lives at risk on behalf of all Canadians. People remain the greatest strength of Canada's military. We must ensure that they and their families enjoy the quality of life they deserve.

With this expansion, the Canadian Forces will have greater capacity to participate in challenging international operations anywhere in the world, especially in failed and failing states. The land forces, for example, which will receive the vast majority of this increase, will effectively double their capacity to undertake operations overseas. Once this expansion is completed, the Canadian Forces will be able to continuously sustain up to 5,000 personnel on international operations. These new Regular and Reserve personnel will also help the Canadian Forces better respond to domestic crises, such as natural disasters and terrorist attacks.



Naval Air Station Sigonella, Italy—A pilot of a CP-140 Aurora flown by 405 Maritime Patrol Squadron from 14 Wing Greenwood, N.S.

TRANSFORMATION

At the same time, the Canadian Forces will pursue their transformation efforts with renewed vigour and focus.

As part of this process, the military will acquire new technologies and equipment in order to operate effectively in today's challenging security environment alongside our allies and other government and non-governmental agencies. The Government has provided significant new resources that will, among other things, improve the Canadian Forces' deployability, their surveillance and weapons systems, and their ability to lead and sustain operations.

Transformation, however, is not just about technology and equipment modernization. It will require a fundamental change to the culture of our military to ensure a fully integrated and unified approach to operations. This will require new command and operational structures, including the creation of a national operational command headquarters (Canada Command), and fresh thinking surrounding concepts and doctrine. It will mean introducing new capabilities, while using existing ones in different and innovative ways. Above all, it will put a premium on having in place the right people with the right skills to get the job done. They will provide both the ideas and the leadership to help propel the Canadian Forces into the future.

LOOKING AHEAD

The Government has put in place a sustainable defence program to implement this policy. New investments will support the expansion of the Canadian Forces and enhance operational sustainability through improvements in such areas as training, health care, infrastructure, and spare parts and maintenance. They will also lay the foundation for further transformation and modernization efforts. National Defence will publish a paper in the coming months detailing the capabilities and force structure required to implement the strategy described in this document.

This policy is the right one for Canadians. In the face of unmistakable threats to our security, it identifies clear priorities for our men and women in uniform and their civilian counterparts, and sets a new course for a more effective and more relevant military in the coming years. The Canadian Forces will protect Canadians at home, work closely with the United States in the defence of the continent, and deploy around the world with our friends and allies as part of a multilateral approach to international problems.

The Government has listened to Canadians in the development of this policy. The statement builds on previous public consultations, including those carried out during the 2002-03 Defence Update, and takes account of the opinions expressed by stakeholders and parliamentary committees in numerous reports over the last several years. The Minister of National Defence has also met with key defence experts. The Government now looks forward to hearing the views of the House of Commons and Senate defence committees and, of course, the Canadian people, on the initiatives set out in the following pages.

THE INTERNATIONAL SECURITY ENVIRONMENT AT THE BEGINNING OF THE 21ST CENTURY

It has been just over 15 years since the collapse of the Berlin Wall. The prospect of a global conflict involving the major powers is still remote, and there remains no Soviet-type military threat to Canadian territory.

These concerns disappeared from view during the 1990s, only to be replaced by new and more complex threats that have proved difficult to address. Failed and failing states have resulted in civil wars, humanitarian catastrophes and regional instability. Terrorism has emerged as a global threat. The international community has struggled to respond to immediate crises and to develop workable strategies for long-term security problems, including the spread of weapons of mass destruction. Long-standing tensions remain in the Middle East, Africa and Asia, with many conflicts seemingly immune to permanent negotiated settlements.

Kabul, Afghanistan—An infantry private on guard while desks and supplies are delivered to a school.

The 2001 attacks on New York and Washington reset the international security agenda. They have also raised the profile of domestic security, and the defence of the continent that we share with the United States.

An increasingly interdependent world has tightened the links between international and domestic security, and developments abroad can affect the safety of Canadians in unprecedented ways. Today's front lines stretch from the streets of Kabul to the rail lines of Madrid to our own Canadian cities. The Government has made a commitment to respond to potential threats to Canadian security before they reach our shores.

The fluid nature of the international security environment makes it difficult to predict the precise threats that we might face even five years from now. Nevertheless, in order to concentrate our efforts in areas where Canada can make a difference, the Government has decided to focus on failed and failing states.

FAILED AND FAILING STATES

Whether in Somalia, Afghanistan, Haiti or Sudan, the past 15 years have confronted us with the concept and consequences of failed and failing states. The inability of governments in these countries, and others like them, to maintain political authority, to provide security and other basic services, and to protect essential human rights has trapped millions of vulnerable civilians in a cycle of misery, poverty and violence. With environmental pressures, resource scarcity, pandemic disease and urbanization added to the mix, this problem will remain with us well into the future.

Failed and failing states pose a dual challenge for Canada. In the first instance, the suffering that these situations create is an affront to Canadian values. Beyond this, they also plant the seeds of threats to regional and global security. They generate refugee flows that threaten the stability of their neighbours, and create new political problems for their regions. More ominously, the impotence of their governing structures makes them potential breeding grounds or safe havens for terrorism and organized crime.

TERRORISM

The attacks of September 11, 2001, ushered in a global campaign against terrorists and those who support their actions. This campaign is an international effort that draws on contributions from many countries. It is also

multi-faceted, with political, military and economic dimensions that engage the armed forces, as well as the law-enforcement, intelligence and financial communities.

The focus of the current campaign is on al-Qaeda and like-minded groups. We have witnessed the willingness and ability of this network and its affiliates to inflict mass civilian casualties. The attacks since September 11—in Madrid, Istanbul, Bali, Mombasa and elsewhere—have shown that all states and societies, including Canada, are a potential target.

The international campaign has weakened al-Qaeda, damaged its organizational structure, and eliminated some of its key personnel. Coalition and NATO operations in Afghanistan have deprived the network of its most effective base, including training and laboratory facilities. The Afghan example may serve as a warning to other countries to think twice before sheltering terrorists.

But we have not seen the end of terrorism as a threat to international peace and security. The disruption of al-Qaeda's leadership has not led to the elimination of all of its prominent figures, its global links, or its support of local insurgents and other sympathetic groups. Moreover, related terrorist networks, which retain effective ways to transmit their message, continue to attract new recruits. Evidence persists that major attacks against Western countries and interests are likely, and the scenarios being discussed include the use of weapons of mass destruction.

WEAPONS OF MASS DESTRUCTION

Chemical, biological, radiological and nuclear weapons, and their means of delivery, continue to spread. A number of states have, or are seeking, these capabilities in an effort to gain international prestige, deter adversaries or strengthen their relative positions in regional disputes. Dangerous states and terrorist groups have sought these weapons in an attempt to offset the conventional military superiority of developed countries or intimidate civilian populations. In their quest to acquire such weapons, they have been aided by states that exploit treaties intended to promote the peaceful use of technology, and by illicit commercial networks with access to materials and know-how.

There has been some progress in arms control, including landmark agreements such as the 2002 Strategic Offensive Reductions Treaty that will dramatically shrink U.S. and Russian operational nuclear forces. The bulk of the international community supports the existing non-proliferation regime, anchored in traditional instruments such as the Nuclear Non-Proliferation Treaty of 1968. There have also been new initiatives such as the G8 Global Partnership Program, which aims to prevent the spread of materials and expertise related to weapons of mass destruction from the former Soviet Union, and the Proliferation Security Initiative, which seeks to interdict the traffic in similar materials and their means of delivery. That said, the international arms control framework remains under pressure. Not all nations are supportive, and a number of agreements have no legally binding or enforcement mechanisms.

REGIONAL FLASHPOINTS

A number of long-standing "hot spots" persist around the globe. Although they are unlikely to erupt into major regional wars in the near future, the possibility cannot be discounted. North Korea's nuclear brinkmanship and ongoing tensions between Taiwan and China remain serious concerns in the region. Despite recent positive developments, the confrontation between India and Pakistan has not yet been resolved. The situation in the Middle East, whether in the form of the Israeli-Palestinian dispute, instability in Iraq, or Iran's nuclear ambitions, continues to have a significant impact on international security.

CONCLUSION

Today's international security environment poses complex challenges, whether in the form of failed and failing states, global terrorism, the spread of weapons of mass destruction or ongoing regional tensions. Canada, working in close partnership with friends and allies, must do its part to confront them. To this end, the Government will pursue an integrated strategy that draws on Canada's diplomatic, development and defence resources. This includes a central role for the Canadian Forces.

To operate effectively in the evolving security environment, the Canadian Forces require a clear vision for the future. With this policy statement, and the investments included in Budget 2005, the Government is setting a course that will guide the military in its transformation over the long term.

In devising this strategy, the Government has carefully examined the Canadian Forces' recent experience, both at home and overseas. Identifying the key operational trends that are likely to continue in the future is critical to determining the kind of military forces Canada will require to meet the security challenges of a new century.

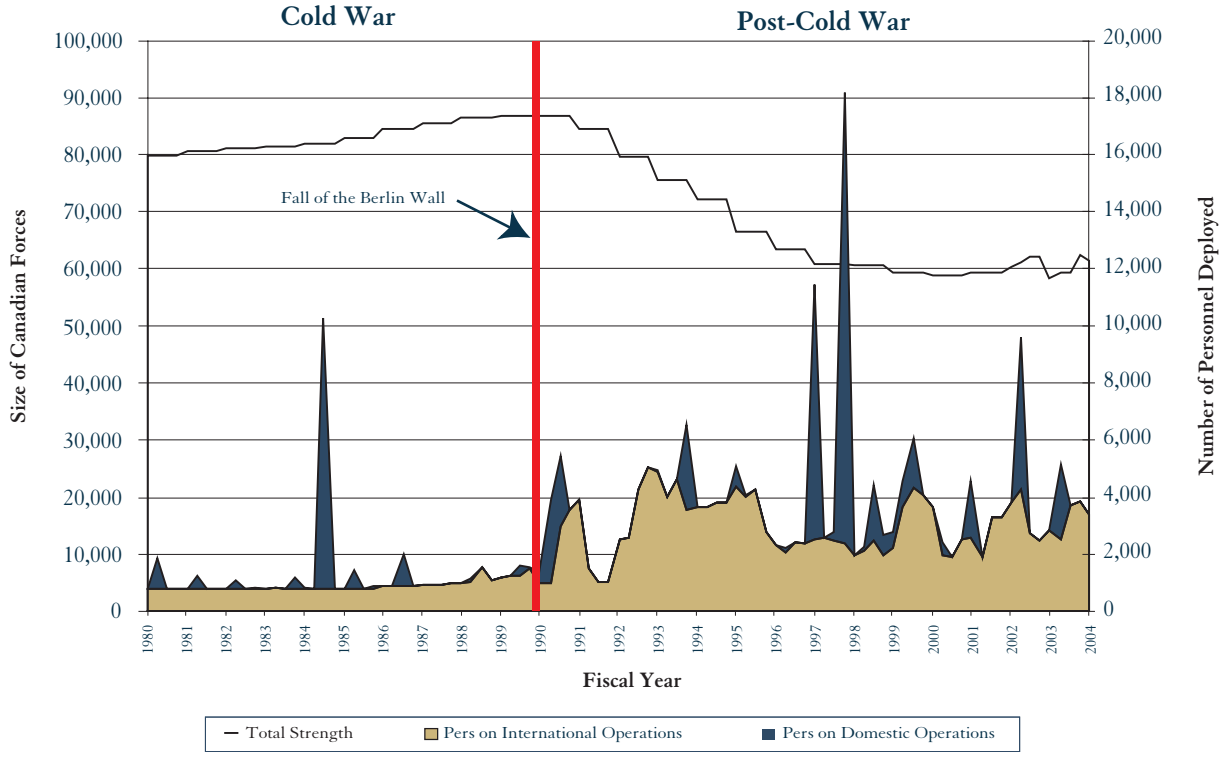
OPERATIONAL TEMPO

The operational tempo of the Canadian Forces over the last decade has been demanding for our men and women in uniform. Since 1990, the number of

OPERATIONAL TEMPO

This term refers to the number and size of missions undertaken by a military force relative to its strength. It also takes into account the complexity and length of these operations. A high operational tempo, therefore, indicates a significant number of sizeable, ongoing deployments to multiple theatres. The graph below shows the increasing operational tempo of the Canadian Forces since 1990. As recently as May 2004, Canada ranked second among NATO nations in the percentage of personnel deployed on multinational operations and sixth in terms of total numbers.

Personnel Operational Tempo to Overall Strength
1980-2004
Increasing Demand vs Falling Capacity



operations in which our military has participated has tripled compared to the period between 1945 and 1989. The number of personnel deployed on foreign operations has frequently exceeded the sustainable ceiling of 4,000 set in the 1994 Defence White Paper. At the same time, it was not anticipated that the Canadian Forces would so often deploy simultaneously and for lengthy periods to so many theatres around the globe.

All this led to an over-stretch of our armed forces, particularly for many smaller, specialized occupations such as engineers and doctors. This, in turn, affected the military's ability to sustain operations and the quality of life of our men and women in uniform and their families. Indeed, the strain of our military's operational tempo has created a new generation of Canadian Forces veterans—those who have served in the many complex peace support operations of recent years. Recognition of the problems facing these new veterans—such as Post-Traumatic Stress Disorder—has led the Department and the Forces to work closely with Veterans Affairs Canada toward developing a modern version of the Veterans' Charter.

The challenges of adapting to the demands of the post-Cold War operational environment have not been unique to the Canadian Forces—other Western militaries experienced similar problems. The Government, with the recent budget, has recognized that the level of funding provided to the Canadian Forces during the past decade can no longer support the level of operational activity that we have come to expect, while also paving the way for transformation.

INTERNATIONAL OPERATIONS

The range of Canadian Forces' international missions in recent years has been striking. It has included high-profile operations such as the campaign against terrorism and the deployment of the Disaster Assistance Response Team (DART) to countries such as Sri Lanka that have been devastated by natural disasters. It has also covered operations that did not command the same public attention but were nonetheless important, from enforcing sanctions to carrying out conventional arms control inspections.

Joint Task Force 2, the Canadian Forces special operations and counter-terrorism unit.

Certain operational trends have emerged during this period. With a few exceptions, most of the Canadian Forces' major operations have borne no resemblance to the traditional peacekeeping model of lightly armed observers supervising a negotiated ceasefire. Missions are now far more complex and dangerous, with our troops frequently deployed to failed and failing states such as Haiti and Afghanistan where there is little if any peace to keep. As part of these operations, they have been confronted with new dangers, from rare diseases, to civil disorder, to clashes with irregular forces in urban areas.

Military experts have compared today's complex and chaotic operational environment to a "three-block war." This term speaks to the increasing overlap in the missions armed forces are being asked to carry out at any one time, and the resulting need for integrated operations. Our land forces could be engaged in combat operations against well-armed militia forces in one city block, stabilization operations in the next block, and humanitarian relief and reconstruction two blocks over. Transition from one type of operation to another often happens in the blink of an eye, with little time to react. At the same time, our naval forces in adjacent coastal areas might be supporting troops ashore while enforcing a maritime exclusion zone, and our air forces could be flying in supplies and humanitarian aid, while standing by to directly engage a determined opponent.

The Balkans and Afghanistan provided an initial glimpse of this environment, and the skills of highly professional forces have been required to carry out what have become increasingly integrated operations. The Canadian Forces have gained a well-deserved reputation in these types of missions, bringing to bear the full range of their military expertise.

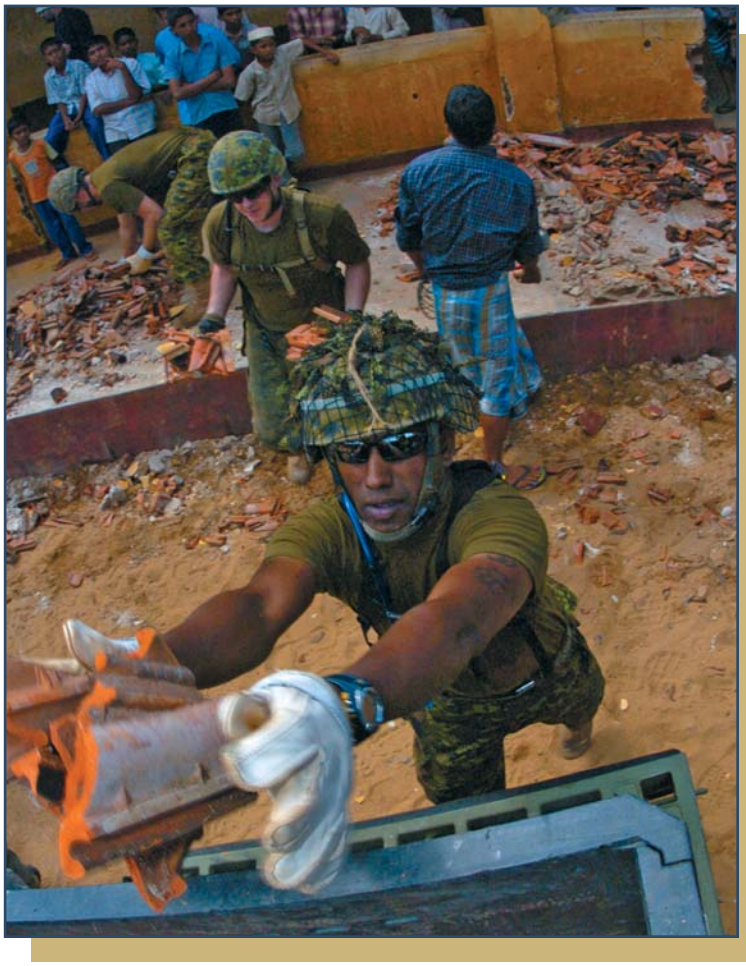
While these complex peace support operations have become more common, so too have full-scale combat missions. For example, Canadian CF-18 aircraft played a significant role in the 1999 air campaign against the Federal Republic of Yugoslavia. And, during the deployment to Kandahar in 2002, our land and special operations forces were involved in numerous combat operations alongside allied forces, hunting down members of the Taliban and al-Qaeda in the Afghan mountains.

As part of the same campaign against terrorism, Canadian ships deployed to the Persian Gulf region, protecting and supporting other allied navies and hailing and boarding vessels of interest to prevent al-Qaeda and Taliban members from escaping the region by sea. Sea King helicopters, Airbus and Hercules transports, and Aurora long-range patrol aircraft also provided critical support to Canadian and coalition forces.

As this operational environment has evolved, the Canadian Forces have had to work more closely with their allied counterparts. They have made enormous strides in this direction. Today, our ships integrate seamlessly with U.S. Navy formations. As part of the air campaign in Kosovo, our aircrews worked hand-in-glove with those of other NATO forces. And in Afghanistan, our land and special operations forces proved their mettle with the best in the world. Interoperability—the ability of armed forces to work together effectively on operations—will remain an essential ingredient in future multinational operations.

The flexibility, competence and professionalism of the Canadian Forces have not been lost on Canada's allies. This explains why our military continues to be one of the first to be called upon to participate in international missions, and why Canadians are often asked to fill the most demanding command and staff positions. The Canadian Forces' ability to work in both of our official languages has also enhanced their reputation abroad. Their bilingual expertise enables them to operate equally effectively in countries of la Francophonie, such as Haiti, or in Commonwealth states such as Sierra Leone.

The challenges involved in rebuilding countries devastated by war or internal strife are enormous and cannot be handled by military forces alone. Instead, they demand the involvement of other government departments and non-governmental organizations. Canada's recent experience in Afghanistan points to the ongoing need for close collaboration between National Defence, Foreign Affairs and the Canadian International Development Agency in pursuit of common objectives. For peace and reconstruction



Ampara region, Sri Lanka—A member of the Disaster Assistance Response Team clears rubble at a school damaged by the tsunami of December 26, 2004.

Kananaskis County, Alta.—A gunner on guard at an Air Defence Anti-Tank System (ADATS) emplacement during the G8 summit of 2002.

efforts to take root, effective cooperation with local governments is also essential.

RECENT DOMESTIC OPERATIONS

While dealing with a high operational tempo overseas, the Canadian Forces have also had to contend with demands at home that have been heavier than at any time since the end of the Second World War. They have responded in impressive fashion, and reassured Canadians that they are ready to answer the call for help at a moment's notice.

During the past 10 years, the Canadian Forces have conducted thousands of sovereignty and search and rescue missions. They have assisted other government departments in deterring illegal fishing, countering drug smuggling, intercepting ships carrying illegal migrants and protecting our environment. In addition, the Forces have helped civilian authorities respond to natural disasters and other incidents, including floods, ice storms, forest fires, hurricanes, plane crashes and the Year 2000 transition. They also deployed more than 5,000 personnel, as well as air defence weapons, CF-18 fighters, Hercules transport aircraft and helicopters, in support of the 2002 G8 Summit in Kananaskis. Finally, as part of their North American Aerospace Defence Command (NORAD) commitment, Canadian Forces fighter aircraft have increased their patrols to ensure the safety of our skies following the attacks of September 11.

The Canadian Forces have played an important role in asserting Canadian sovereignty in the North. Today, their activities include the work of Northern Area Headquarters in Yellowknife, the operation of the signals facility at Alert, overflights by our long-range patrol and Twin Otter aircraft, and periodic exercises. The Canadian Rangers, part-time Reservists who provide a military presence in remote, isolated and coastal communities in the North, report unusual activities or sightings, and conduct surveillance or sovereignty patrols as required.

LOOKING TO THE FUTURE: A NEW VISION FOR THE CANADIAN FORCES

There will be no decline in the demand for the Canadian Forces overseas. The UN and NATO value well-trained and experienced armed forces, and Western nations, including Canada, have been frequently called upon to provide the modern, robust forces required for the kinds of operations that have taken place in Kosovo, Haiti and Afghanistan. Nor can we expect that the demands on the Canadian Forces at home will decrease. Indeed, given the changed context of domestic and continental security, the military may be asked to increase its support to other government departments and agencies to enhance the protection of Canadians, our territory, and our air and maritime approaches.

In this environment, Canada will continue to maintain modern, combat-capable maritime, land, air and special operations forces. Given their nationwide presence and specific skills, the Reserves will remain an essential part of our overall national military posture.

The ability to respond to the challenge of failed and failing states will serve as a benchmark for the Canadian Forces. While this focus will not see the Forces replicate every function of the world's premier militaries, the task of restoring order to war zones will require Canada to maintain armed forces with substantial capabilities. These same capabilities will also enable the Canadian Forces to respond to other international contingencies, providing insurance against unexpected developments in an ever-changing world.

Kandahar, Afghanistan—Canadian soldiers take over a patrol area from Americans.

Making a difference means being able to work with others. The Canadian Forces will further improve their ability to operate effectively with the armed forces of our allies. Maintaining this high level of interoperability will strengthen the confidence that other countries have in us as a reliable partner, and enhance our credibility on the world stage. The Forces will also enhance their ability to work with government and non-governmental organizations at all levels, at home and abroad.

Our military will become more effective, relevant and responsive, and its profile and ability to provide leadership at home and abroad will be increased.

- The Forces will become more *effective* by better integrating maritime, land, air and special operations forces. The overall goal will be "focused effects": the ability to deploy the right mix of forces to the right place, at the right time, producing the right result.
- The Forces will become more *relevant*, both at home and abroad. They will adapt their capabilities and force structure to deal, in particular, with threats that arise from the kind of instability that we have seen abroad, especially in failed states.
- The Forces will become more *responsive* by enhancing their ability to act quickly in the event of crises, whether in Canada or around the world. They will arrive on the scene faster, make a rapid transition to operations once there, move more effectively within theatre, and sustain deployments, in some cases, for extended periods.

The key to this more effective, relevant and responsive force is the transformation process on which the Canadian Forces are now embarked.

IMPLEMENTING THE VISION: CANADIAN FORCES TRANSFORMATION

Transformation will require the Canadian Forces to:

- *adopt a fully integrated and unified approach to operations*, by:
  - *transforming their command structure*, which will include changing how they organize themselves for operations, thereby enhancing their ability to deploy at home and abroad. Modifications to domestic command and control will be especially significant. As the Forces begin to treat Canada as an integrated theatre of operations, they will establish Canada Command, a single operational command headquarters that will enable them to more effectively meet their fundamental responsibility to protect Canadians at home; and
  - *establishing fully integrated units* capable of a timely, focused and effective response to foreign or domestic threats to Canadian security. Maritime, land, air and special operations forces

will emphasize cooperation and teamwork at all levels to achieve a total effect greater than the sum of the individual parts;

- *evaluate their force structure on an ongoing basis* to ensure that capabilities remain relevant. The status quo is not an option. The Forces will maintain or modernize those capabilities that remain valid, acquire new ones and eliminate those no longer needed. This process will require clear priorities and the reallocation of budgets;

- *improve coordination with other government departments and interoperability with allied forces*, particularly the United States, through smart investments in evolving technology and doctrinal concepts, training opportunities, and exchange and liaison programs. The Forces will also build on strong relationships with their counterparts in other agencies and countries, their professional reputation and accumulated experience in multinational operations;

- *update their command, control, communications, computers, intelligence, surveillance, and reconnaissance capabilities* (C4ISR). The rapid acquisition and sharing of information will be critical to future operations. Commanders and subordinates at every level need to know what is happening before they can respond to incidents. The Forces will increase the quality and quantity of information and intelligence so that they can make the timely decisions essential for success;

- *place greater emphasis on experimentation* to develop doctrine and concepts to identify which capabilities are most suitable to implement the vision. The Forces will use this process, for example, to refine the development of their unmanned aerial vehicle capability; and

- *continue to invest in people*. For transformation to be successful, our military personnel must possess the skills and knowledge to function in complex environments where operations and technologies are changing at breakneck speed. Professional and highly competent people, available when required and in sufficient numbers, are the Forces' most valued resource. To this end, recruitment and retention will remain one of the Forces' top priorities.

Transforming the Canadian Forces: A Focus on Integrated Operations

These goals demand that the Canadian Forces move beyond traditional thinking. Consequently, the operational transformation of the Canadian Forces will focus on the establishment of new joint organizations and combat structures that can meet the Government's expectations for effectiveness, relevance and responsiveness.

Specifically, the Canadian Forces will have the ability to deploy three kinds of joint formations.

- A *Special Operations Group* will be established to respond to terrorism and threats to Canadians and Canadian interests around the world. This group will include Joint Task Force 2, our special operations and counterterrorism unit; a special operations aviation capability centred on helicopters; and supporting land and maritime forces. The Special Operations Group will be capable of operating as an independent unit or contributing to other joint force structures. Integrating our special operations forces in this manner will increase their impact in operations, as well as the range of options available to government

HMCS *Ville de Québec* replenishes from the German tanker FGS *Spessart*.

in the deployment of the Canadian Forces.

- A *Standing Contingency Task Force* will be established to respond rapidly to emerging crises. This high-readiness task force will be made up of existing, designated maritime, land, air and special operations elements, organized under a single integrated combat command structure. It will be ready to deploy with 10 days' notice, and provide an initial Canadian Forces presence to work with security partners to stabilize the situation or facilitate the deployment of larger, follow-on forces should circumstances warrant.

- Other *Mission-Specific Task Forces* will be deployed as required. These task forces, which will be drawn from forces maintained at different states of readiness and structured for longer deployments, will carry out combat and peace support operations. They will be made up of maritime, land, air and special operations elements, and could be deployed as follow-on forces to the Special Operations Group, the Standing Contingency Task Force, or as stand-alone contributions to other operations.

A member of the Joint Nuclear Biological and Chemical Defence Company on exercise.

Transformation Initiatives

The Canadian Forces—including their national assets (such as headquarters, surveillance, and command and control), as well as maritime, air, land and special operations forces—will proceed with specific measures to support the transformation concepts described above.

With respect to *national assets*, the Canadian Forces will:

- form a unified Canadian Forces national command structure and system that:
  - commands and directs integrated Canadian Forces operations at all levels, both domestically and internationally,
  - generates the required combination of maritime, air, land, and special operations forces to respond to domestic and international contingencies, and
  - includes a common information and intelligence network, along with common standards and procedures;

- expand and enhance their information and intelligence fusion capability to better assess large amounts of intelligence in support of military and government decision making; and

- establish a unified concepts, doctrine and experimentation unit that will rely on advanced simulation to develop new capabilities for the evolving operational environment.

With respect to *special operations capabilities*, the Canadian Forces will:

- enlarge Joint Task Force 2 to enhance its ability to carry out missions at home and abroad, either alone or as part of the Special Operations Group;

- expand the Joint Nuclear, Biological and Chemical Defence Company to better protect Canadians at home as well as Canadian Forces units deployed on domestic and international operations; and

- improve special operations training capabilities.

Kabul, Afghanistan—A Sperwer unmanned aerial vehicle in flight.

With respect to *maritime capabilities*, the Canadian Forces will:

- enhance the ability of their ships to support the Special Operations Group, and carry out littoral operations as part of the Standing Contingency Task Force and Mission-Specific Task Forces;
- proceed with the acquisition of ships that will be able to:
  - pre-position or deploy the Standing Contingency Task Force,
  - support land operations,
  - provide a sea-based national or multinational command capability,
  - deploy tactical unmanned aerial vehicles, and
  - sustain naval task group operations worldwide;
- complete, in the near term, the process of bringing the Victoria-class submarines into service. This will provide the Canadian Forces with a flexible and highly capable platform to conduct a wide range of operations in our waters and overseas;
- modernize the combat systems and electronics of the Halifax-class frigates to maintain their ability to participate in Alliance and coalition operations;
- acquire weapon systems for surface ships to enable them to support and protect forces operating ashore; and
- begin to define the requirements for a new class of surface ship to replace the current destroyers and frigates over the longer term.

With respect to *aerospace capabilities*, the Canadian Forces will:

- complete the modernization of the CF-18 through the acquisition of a satellite-guided air-to-ground weapons capability to reflect the increased focus on close support to ground forces, while retaining its air-to-air capability at existing levels;
- complete the acquisition of new maritime helicopters;
- acquire medium- to heavy-lift helicopters, as announced in Budget 2005, to support land and special operations missions, including transporting large numbers of personnel and heavy equipment from forward deployed bases or from a maritime platform;
- replace the Buffalo and Hercules aircraft used for fixed-wing search and rescue;
- acquire, or ensure access to, the right mix of capabilities to meet the increasing requirements for domestic, global and in-theatre airlift;
- complete the modernization of the Aurora maritime patrol aircraft;
- complete the conversion of two Airbus aircraft into air-to-air refuellers;
- acquire unmanned aerial vehicles to support domestic and international operations; and
- pursue the use of satellites to support domestic and international operations.

With respect to *land capabilities*, the Canadian Forces will:

- increase the size of their Regular units as part of the expansion of the Forces by 5,000 people. By increasing the "tooth-to-tail ratio"—the number of people capable of being deployed on operations compared to those in administrative overhead—the land forces will be able to more effectively support the Special Operations Group, the Standing

Contingency Task Force, and Mission-Specific Task Forces;

- improve the communications, mobility, firepower and support capabilities of the light forces so they can better integrate with the Special Operations Group and more effectively contribute to the Standing Contingency Task Force and Mission-Specific Task Forces;
- increase the Reserves by 3,000 people. This will include:
    - completing Phase II of the Land Force Reserve Restructure Program (including the Medical and Communications Reserves), raising the authorized end-state to 18,500 personnel. This will improve the Canadian Forces' ability to respond to domestic contingencies and address specific capabilities required for overseas deployments;
- complete the acquisition and development of intelligence, surveillance and reconnaissance systems, and integrate these into other Canadian Forces and allied sensor systems; and
- continue to transform into a modern, combat-capable medium-weight force, based primarily on wheeled Light Armoured Vehicles, including the Mobile Gun System and the Multi-Mission Effects Vehicle (to replace the direct-fire role of the Leopard tank), a new platform to deliver indirect fire, and a new fleet of medium transport trucks.

Mobile Gun System. Photo: General Dynamics Land Systems – Canada

With respect to *disaster relief*, the Canadian Forces will:

- enhance the capabilities of the Disaster Assistance Response Team. Building on lessons learned over the past several years (including the most recent deployment to Sri Lanka), the Forces will examine ways to make the team more deployable, including by making it lighter and more modular, that is, capable of being deployed in different combinations of its component parts.

PROTECTING CANADA AND CANADIANS

In the unambiguous words of the 2004 National Security Policy, "there can be no greater role, no more important obligation for a government, than the protection and safety of its citizens." In a country as large, sparsely populated and geographically diverse as Canada, surrounded by three oceans, this has never been an easy task. Although new technologies have made monitoring and protecting our homeland easier, carrying out this fundamental responsibility remains a formidable challenge.

The previous section highlighted the many ways in which the Canadian Forces assisted the Government in protecting Canadians at home in the last decade—from conducting surveillance to assisting their fellow citizens in times of crisis. Beyond that, the Canadian Forces have stood ready to assist provinces and territories in maintaining or restoring law and order when it is beyond the power of civil authorities to do so. Although operations in Aid of the Civil Power have been infrequent (only four times in the past 35 years), the role of the military has been critical in every case.

A NEW DOMESTIC CONTEXT

In the new century, however, the Canadian Forces must also be prepared to support civil authorities in dealing with terrorism, a threat that is likely to persist well into the future. The Government's response to the attacks on the World Trade Center and the Pentagon has been unequivocal and determined. A series of measures set out in the 2001 Budget bolstered Canada's national security by $7.7 billion over five years. Some of these measures were directly related to National Defence, which received $1.2 billion in additional funding. For example, the Government:

- committed more resources to expand Joint Task Force 2;
- established the Joint Nuclear, Biological and Chemical Defence Company; and
- improved the Communications Security Establishment's ability to gather intelligence on possible threats to our security.

More recently, the Government has taken further steps to improve domestic security, including the creation of Public Safety and Emergency Preparedness Canada and by appointing a National Security Advisor to the Prime Minister. It has also developed a comprehensive and integrated strategy for addressing current and future threats to Canada under the National Security Policy. This policy identifies specific threats to Canadians, articulates our national security interests and provides a blueprint for action in numerous areas, including marine security and intelligence.

Notwithstanding these measures, we cannot—and will not—relax our efforts to combat terrorism. The public expects the Government to remain vigilant in protecting Canadians and defending our sovereignty and territory. It will be a challenge. New threats are wide ranging and complex, and it is impossible to predict with certainty the precise forms they will take.

One of the most critical security issues now facing the Government is its ability to conduct surveillance of our vast territory, airspace and maritime approaches, and to

THE NATIONAL SECURITY POLICY AND DEFENCE

The interdepartmental Marine Security Operations Centres being established in Halifax and Esquimalt will bring together civilian and military resources to detect, assess and respond to marine security threats. The maritime forces will also increase on-water patrols and aerial surveillance, and work even more closely with the United States in protecting and defending our coasts and territorial waters.

Canada's intelligence capacity is being enhanced through the creation of an Integrated Threat Assessment Centre at the Canadian Security Intelligence Service. The Centre, which will include National Defence personnel, will more efficiently gather, assess and disseminate intelligence. The Government is also expanding the intelligence-collection, threat assessment and crisis-response capabilities of the Communications Security Establishment, and is working with the United States to establish a North American cyber-threat early warning system.

respond to asymmetric threats. For instance, an attack using weapons of mass destruction on one of Canada's many ports of entry would not only threaten the safety of those who work or live in the vicinity, but also reverberate throughout North America. Similarly, although we no longer face the threat of Soviet bombers in Canadian airspace, terrorist groups may be seeking to acquire the means to strike using not only hijacked airliners, but also, possibly, crop dusters, drones, and even cruise missiles fired from container ships or other platforms off our coasts. The Government must improve how it gathers, tracks, analyzes, uses and shares information, particularly as it relates to the huge volume of air, land and sea activity within our areas of jurisdiction, and be better prepared to respond quickly and effectively to incidents. National Defence will play a critical role in these efforts.

The demands of sovereignty and security for the Government could become even more pressing as activity in the North continues to rise. The mining of diamonds, for example, is expanding the region's economy and spurring population growth. Air traffic over the high Arctic is increasing, and climate change could lead to more commercial vessel traffic in our northern waters. These developments will not result in the type of military threat to the North that we saw during the Cold War, but they could have long-term security implications. Although the primary responsibility for dealing with issues such as sovereignty and environmental protection, organized crime, and people and drug smuggling rests with other departments, the Canadian Forces will be affected in a number of ways. There will, for example, be a greater requirement for surveillance and control, as well as for search and rescue. Adversaries could be tempted to take advantage of new opportunities unless we are prepared to deal with asymmetric threats that are staged through the North.

THE CANADIAN FORCES AND PROTECTING CANADA: A NEW APPROACH

In the face of these challenges, the first priority of our military will be the defence of Canada. While the Canadian Forces will continue to serve Canadians in familiar roles, including search and rescue, disaster relief and support to other government departments such as Fisheries and Oceans and Environment Canada, they will also contribute to the Government's overall strategy to protect Canadians against the threat of terrorism. As part of this strategy, the Forces will:

- work more closely with civil authorities (at the federal, provincial and local levels) to prevent serious threats to Canada from materializing, countering these threats if prevention fails, and helping mitigate the consequences of an attack should one occur;
- increase their efforts to ensure the sovereignty and security of our territory, airspace and maritime approaches, including in the Arctic;
- improve the gathering, analyzing, integrating and use of information gained from a combination of maritime, land, air and space surveillance systems;
- dedicate specific resources—people, training and equipment—to enhance their ability to carry out domestic roles; and

Pangnirtung Fjord, Nunavut—The frigate HMCS *Montréal* during Exercise *NARWHAL*.

- expand their presence across the country while improving their ability to move people and equipment more rapidly to where they are needed.

To carry out these activities, the Canadian Forces will re-examine their entire approach to domestic operations. In the past, Canada has structured its military primarily for international operations, while the domestic role has been treated as a secondary consideration. At home, the military's response has been to assemble a temporary force drawn from existing structures designed for other purposes, using the resources immediately available to the local commander. Clearly, this approach will no longer suffice.

In improving their ability to respond to domestic requirements, the Forces will view Canada as a single operational area. In place of the current command structure, which is focused primarily on managing training and administration, the Canadian Forces will establish a single integrated structure that will be able to bring the best available military resources from across Canada to bear on a contingency, wherever it occurs, nationwide. The new structure will be linked to a smaller number of integrated regional headquarters. This approach will take advantage of the presence that the Forces maintain across Canada, as well as the general and specialized operational competence of our personnel, both Regular and Reserve.

The effects of this new approach—a new command structure, with the emphasis on being able to bring an integrated military response to a given area to maximum effect—will also be seen in the North. Through a combination of enhanced surveillance (from satellites, unmanned aerial vehicles and radars), a more visible military presence and other improved capabilities (including airlift and communications), the Canadian Forces will be better able to respond to northern contingencies, and the Government will be able to more strongly assert Canada's interest in this vital region of the country.

FUTURE TASKS OF THE CANADIAN FORCES

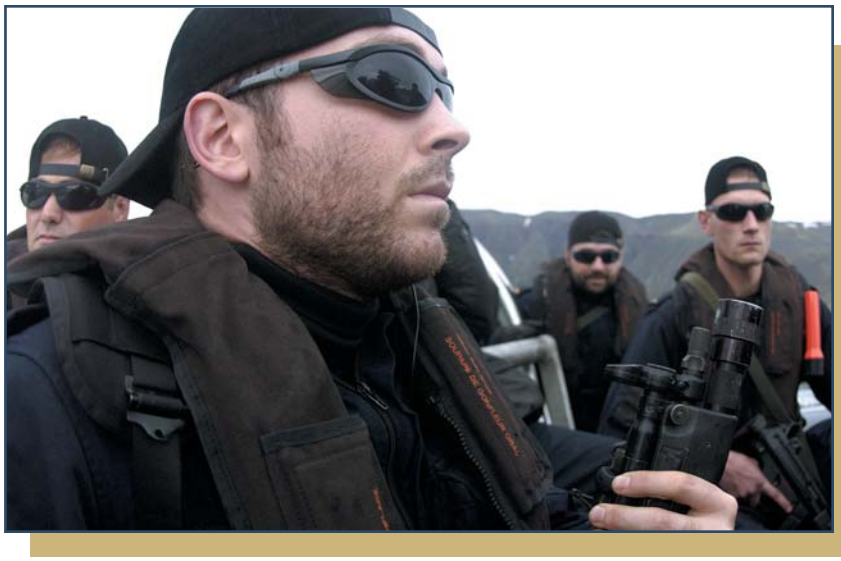
To support more effectively the Government's essential role in providing for the safety and security of Canadians, and in keeping with a fully integrated and unified approach to operations, the Canadian Forces will focus their efforts in the following areas.

With respect to *national assets*, the Canadian Forces will:

- establish a single national command structure (Canada Command) to respond to national contingencies; and
- enhance their relationships with civil authorities. This will include sharing information as well as developing and exercising plans, so that, in the event of a crisis, the Forces can make a timely, effective contribution to the Government's overriding objective to protect Canadians.

With respect to *special operations forces*, the Canadian Forces will:

- enhance the national counterterrorism response force (Joint Task Force 2) to deal with emergencies in different parts of the country;
- enhance the Joint Nuclear, Biological and Chemical Defence Company to support civilian first responders in reacting quickly to a major incident in Canada; and



Pangnirtung Fjord, Nunavut, Canada—Members of HMCS *Montréal*'s naval boarding party during an exercise.

- provide special operations expertise to the Special Operations Group, the Standing Contingency Task Force or other Mission-Specific Task Forces in domestic emergencies.

The *Maritime Forces* (Regular and Reserve) will:

- place much greater emphasis on protecting Canada;
- implement specific National Security Policy commitments by:
    - leading the coordination of the on-water response to a maritime threat or a developing crisis in our Exclusive Economic Zone and along our coasts,
    - helping develop a common maritime picture, including by expanding the number of High Frequency Surface Wave Radars on each coast,
    - leading the development of fully integrated interagency Marine Security Operations Centres,
    - cooperating closely with other government fleets and agencies involved in the surveillance of our ocean areas,
    - exploring cooperation with other government agencies in monitoring our internal waters, such as the St. Lawrence Seaway and the Great Lakes, and
    - strengthening their links with Canadian stakeholders and the appropriate U.S. departments and agencies to facilitate better maritime security cooperation;
- increase their support to other government departments in protecting endangered fish stocks, monitoring illegal drug and immigration activity, conducting environmental surveillance, and carrying out search and rescue operations;
- provide, when required, submarines in direct support of the Special Operations Group for operations within Canada's ocean regions;
- provide a naval task group of up to four combatant vessels on each coast, with embarked maritime helicopters and a national command component, to protect the sovereignty and security of our oceans and maritime areas of jurisdiction:
    - one task group designated for operations as the maritime contribution to the Standing Contingency Task Force, and the other available to deploy as part of a Mission-Specific Task Force;
- enhance their surveillance of and presence in Canadian areas of maritime jurisdiction, including the near-ice and ice-free waters of the Arctic; and
- sustain indefinitely, on each coast, a ready-duty ship, capable of responding to national contingency or search and rescue operations in our waters and maritime approaches.

Vancouver, B.C.—A CH-149 Cormorant helicopter hoists a Canadian Forces search and rescue technician from the deck of a Canadian Coast Guard ship.

The *Air Forces* (Regular and Reserve) will:

- place much greater emphasis on protecting Canada. As a result, the CF-18's primary mission will be the defence of Canada and North America. This will include maintaining CF-18 readiness in accordance with NORAD requirements;
- examine the acquisition of additional radars to provide better coverage of population centres and vital points;
- increase the surveillance and control of Canadian waters and the Arctic with modernized Aurora

long-range maritime patrol aircraft, unmanned aerial vehicles and satellites;

- enhance capabilities in the North by:
  - replacing the Twin Otter fleet with a more modern aircraft, and
  - considering the utility of basing search and rescue aircraft in the region;
- conduct search and rescue operations with the new Cormorant helicopter, as well as new fixed wing search and rescue aircraft;
- provide airlift anywhere in Canada for the deployment of the land and command elements of the Special Operations Group, the Standing Contingency Task Force, or one of the Mission-Specific Task Forces;
- provide a special operations aviation capability to the Special Operations Group for operations anywhere in Canada; and
- provide maritime and transport helicopters as the air contribution to the Standing Contingency Task Force or the Mission-Specific Task Forces.

Pangnirtung, Nunavut—Canadian Rangers guide infantry soldiers on patrol.

The *Land Forces* (Regular and Reserve) will:

- build on the mix of military and non-military skills resident in the Reserves (e.g., chemical, biological, radiological and nuclear response, information operations and civil-military cooperation), as well as their presence nationwide, to support civilian authorities in responding to domestic emergencies in Canada;
- support the Government's sovereignty and security objectives in the North by:
  - improving the ability of the Canadian Rangers to communicate with other components of the Canadian Forces and government agencies, and
  - increasing Regular Force sovereignty patrols in the region;
- provide forces to the Special Operations Group for domestic operations;
- provide forces to the Standing Contingency Task Force to respond to domestic emergencies; and
- provide immediate-response units to Mission-Specific Task Forces to respond to domestic crises.

In the area of *disaster relief*, the Canadian Forces will:

- provide an enhanced Disaster Assistance Response Team, or its component parts, for humanitarian assistance missions at home.

THE CANADA-U.S. DEFENCE RELATIONSHIP IN A CHANGING WORLD

The United States remains Canada's most important ally. The friendship between our two countries is unique, based on shared experiences and values and underpinned by a close economic interdependence. Our defence and security relationship is long-standing, well entrenched and as extensive as any in the world. Both Canada and the United States share the understanding, growing out of the 1940 Ogdensburg Declaration, that North America's security is indivisible.

Canada has benefited immensely from its defence partnership with the United States over the years. Our bilateral cooperation continues to provide us with a degree of security that we could never achieve on our own.

A NEW NORTH AMERICAN DEFENCE AND SECURITY CONTEXT

For more than 60 years, our defence relationship has evolved to meet new and emerging threats. It may now be entering a period of change like no other, as the security of North America has taken on a new dimension in the wake of the terrorist attacks.

For Canada, the United States' more assertive role on the world stage and growing sense of vulnerability at home have implications across the socio-economic, political, diplomatic and defence spectrum. Whether within a continental or global context, developments within the U.S. will profoundly affect Canada for years to come.

Indeed, Canada's security has become more closely linked than ever to that of its southern neighbour—and vice versa. Canada's geography is, from an American viewpoint, destined to regain the importance it lost after the end of the Cold War. Given our shared border and infrastructure and extensive bilateral trade, most of the new dangers to the United States are no less risks to Canada. For example, a serious terrorist incident occurring close to the Canada-U.S. border would undoubtedly threaten the physical safety of Canadians and Americans, not to mention the free flow of goods and people between our two countries on which our economy so greatly depends.

The United States, with its increased focus on homeland security, has already demonstrated that it is prepared to expend considerable energy and resources to protect its people and territory, and to defend its interests. This stands out clearly, for example, with the establishment of the Department of Homeland Security and Northern Command. The latter is specifically dedicated to the defence of U.S. territory and its approaches, and the coordination of military assistance to American civil authorities.

THE CANADIAN FORCES AND NORTH AMERICAN DEFENCE: A NEW APPROACH

It is clearly in our sovereign interest to continue doing our part in defending the continent with the United States. Our intent to do so was clearly reflected in the security and defence measures announced in recent

Indian Ocean—Canadian Frigate HMCS *Toronto* (foreground) and the United States' warship USS *Bulkeley* (background)

budgets, the signing of the Smart Border Declaration in 2001, the establishment of the Bi-National Planning Group in 2002, the publication of the National Security Policy (which calls for closer cooperation with the United States in protecting and defending our coasts and territorial waters) and the 2004 *Joint Statement on Common Security, Common Prosperity: A New Partnership in North America*.

These initiatives, while significant, are not enough. As part of our new, more sophisticated approach to our relationship with the United States, we will renew our commitment to continental defence, including through enhancing our domestic capabilities and establishing a single national command structure. The Government will also pursue further practical ways of strengthening our continental defence architecture and bilateral consultative mechanisms.

Enhanced North American Defence Cooperation

The centerpiece of our defence relationship with the United States remains the North American Aerospace Defence Command. Its importance was underscored on September 11, when it helped restore control of continental airspace within hours of the terrorist attacks. Since then, NORAD has confirmed its relevance by continuing to adapt to the new threat environment. It has increased its operational readiness and tempo and is now responding to threats from both inside *and* outside North America's airspace. Canada confirmed its commitment to the bi-national command in August 2004 by amending the NORAD Agreement so that its missile warning capabilities, which have been in place for 30 years, would be made available to U.S. commands responsible for missile defence.

NORAD's mandate is to respond to aerospace threats. It does not have the authority to counter maritime threats (such as a ship carrying a dirty bomb into New York or Halifax harbour) or to deal with the aftermath of a terrorist attack on North American soil. Our countries have made significant progress in enhancing defence cooperation to address these challenges, including through the Bi-National Planning Group. More needs to be done. Canada will examine with the United States a number of security and defence areas in which our two countries could work more closely together, including:

- preventing or mitigating the impact of potential maritime attacks by:
  - increasing bi-national maritime surveillance activities, and
  - enhancing the sharing of maritime intelligence, information and assessments to better advise and warn both governments;
- improving our ability to respond to maritime crises, on a case-by-case basis, with the formal approval of both governments; and
- developing military-to-military arrangements for the support of civilian authorities during crises and emergencies.

The Government will begin substantive discussions with the United States in all of these areas in the coming months, including as part of the upcoming negotiations to renew the NORAD Agreement, which is set to expire in 2006. Moving ahead on these issues is important, particularly in light of the January 2005 U.S. Presidential Directive calling for the development of a national strategy for maritime security. This will undoubtedly have implications for Canada.

THE BI-NATIONAL PLANNING GROUP

Following the tragic events of September 11, American and Canadian officials began discussing ways of cooperating more closely to ensure the safety and security of their citizens. These discussions led to the establishment of the Bi-National Planning Group (BPG) in December 2002. The BPG is co-located with NORAD in Colorado Springs and headed by a Canadian Lieutenant-General, who is also Deputy Commander of NORAD. Close to 60 military personnel work at the BPG, including about 30 Canadians. Its responsibilities include sharing information, developing contingency plans, supporting civilian agencies, and improving cooperation with respect to maritime threats as well as land incidents such as terrorist attacks or natural disasters. The BPG's initial two-year mandate has been extended until 2006.

NORTH AMERICAN AEROSPACE DEFENCE COMMAND

NORAD is a bi-national military organization established in 1958 by Canada and the United States to monitor and defend North American aerospace. Its headquarters are located in Colorado Springs. The Commander of NORAD is appointed by, and responsible to, both the Prime Minister of Canada and the President of the United States. By tradition, the Commander is an American and the Deputy Commander a Canadian. NORAD operates a network of ground-based radars, sensors and fighter jets to detect, intercept and, if necessary, engage aerospace threats to the continent. On September 11, NORAD played a vital part in helping ground civilian air traffic in North America and has since increased its role in protecting North American cities and critical infrastructure. Over 700 Canadian Forces personnel are assigned to NORAD, including in North Bay, Ontario.

As part of this new approach to continental defence, Canada will also examine greater cooperation with Mexico on security issues.

The Permanent Joint Board on Defence

The Permanent Joint Board on Defence was created in 1940 and constitutes the senior bilateral advisory body on continental security. The board meets semi-annually and is composed of national sections made up of diplomatic and military representatives. It has served both Canada and the United States well for over 60 years and continues to be relevant. The board's ability to provide useful policy advice to governments has been strengthened by reducing the size of its permanent membership, adding participants from key security partner agencies and focusing agendas on specific policy issues that can be discussed in depth. Canada will encourage the board to consider North American defence in the context of the new security environment, particularly the relationship between homeland defence, continental defence and international security, and to explore further ways of improving the body's effectiveness.

FUTURE TASKS OF THE CANADIAN FORCES

The Canadian Forces will enhance their role in defending the North American continent by:

- strengthening their ability to counter threats in Canada, especially in terms of monitoring and controlling activity in the air and maritime approaches to our territory;
- continuing to contribute Canadian aircraft and other assets to the NORAD mission;
- ensuring that maritime forces, both regular and reserve, cooperate even more closely with the U.S. Navy and Coast Guard;
- improving their ability to operate alongside American forces, including through more frequent combined training and exercises;
- exploring with the United States ways to enhance our bi-national defence cooperation, especially in the areas of maritime security and military support to civilian authorities; and
- continuing to participate in international operations overseas to address threats at their source.

CONTRIBUTING TO A SAFER AND MORE SECURE WORLD

Canada's military has a long and proud tradition of service overseas. Vimy, the Battles of Britain and the Atlantic, Ortona, Normandy, Kap'yong, Cyprus, the Persian Gulf, the Balkans, Afghanistan—the names have become synonymous with Canadian sacrifice and valour. Canadian soldiers, sailors and air personnel have deployed overseas to ensure that their fellow citizens at home remain safe and their way of life preserved. They have helped Canada make a difference internationally, and changed for the good the lives of countless people around the globe.

A NEW INTERNATIONAL SECURITY CONTEXT

These statements still ring true today, whether in Southwest Asia, Africa or the Middle East. The Government believes that our military has an important role to play internationally. The security of Canadians will continue to depend on our ability to address threats both in Canada and at their source overseas.

This is especially true with respect to failed and failing states. By helping stabilize these countries, we prevent threats from spreading further and deny terrorist cells the haven and support that sustain them. In turn, this helps reduce the prospect that terrorists will reach our shores and threaten Canadians directly. At the same time, Canadians are a compassionate people, and even when our own interests may not be directly at stake, we believe in helping those less fortunate than ourselves. This concern for others is one of the fundamental values that helps define our country.

Robust, combat-capable military forces are indispensable if Canada wishes to fulfill these roles. While diplomacy remains the preferred tool in the pursuit of international peace and security, our country must possess the hard military assets necessary to achieve our foreign policy goals. This includes using lethal force when necessary. In fact, as the Afghan experience has shown, military power, diplomacy and development are intimately linked and complement one another.

International Organizations

Multilateral cooperation is the foundation for a stable and peaceful international system. Our country has stood by this principle for more than five decades, and we have been at the forefront of efforts to establish and strengthen multinational institutions. Today, there is a compelling need for greater international security cooperation. The nature and complexity of the threats facing us, from failed states to terrorism, require a coordinated approach and a level of resources that could never be achieved by governments acting on their own.

The Canadian Forces will, therefore, maintain their contributions to international institutions such as the United Nations and the North Atlantic Treaty Organization. Membership in both of these organizations continues to serve Canadian interests and reflect our values. At the same time, consistent with international legal norms, when the will of the international community is clear, we will also consider participating in less formal coalitions of like-minded states, as we have seen in the international campaign against terrorism.

The United Nations

The Government believes that the UN continues to have an important role to play in peace support operations, particularly for the legitimacy that it confers on these missions. In recent years, the UN has taken several steps to improve its ability to undertake peace support operations quickly and effectively. The 2000 Brahimi Report on UN Peace Operations recommended that the world body put greater emphasis on rapid deployment, conflict prevention, peacebuilding strategies, and the role of civilians and police. Solid progress has been made in carrying out the Report's recommendations; Canada will continue to call for their full implementation.

Similarly, the Government has made clear that it intends to engage members of the United Nations in moving forward with the "Responsibility to Protect" initiative, as endorsed by the December 2004 UN Secretary-General High Level Panel Report. The objective will be to develop new rules to enable the international community to protect civilians from extreme harm when their own government is unwilling or unable to do so. National Defence will support the Government's efforts in this area.

The Government will continue to strongly support other aspects of the UN reform agenda, including the

proposals put forward by Secretary-General Kofi Annan in his March 2005 Report entitled *In Larger Freedom: Towards Development, Security and Human Rights for All*.

Finally, Canada will take a lead role in the Multinational Standby High Readiness Brigade for United Nations Operations (SHIRBRIG). The brigade, deployed for the first time in Ethiopia and Eritrea in 2000, will remain critical to the United Nations' ability to undertake peace support operations in the coming years. Canada held the SHIRBRIG presidency in 2003, and has command of the brigade until mid-2006.

Kabul, Afghanistan—A doctor at the Chardehi Poly Medical Clinic with a Canadian Forces sergeant.

The North Atlantic Treaty Organization

NATO is an essential collective defence structure and embodies the transatlantic link that continues to be critical to the security of our country. It remains a strong political institution where allies with shared values and interests can address issues that threaten regional and international stability. Over the past decade, the Alliance has moved steadily away from its Cold War roots to stay relevant in the emerging security environment. It has welcomed 10 new members from eastern and central Europe since 1999, and has also reached out to other partner countries in eastern Europe, central Asia and the Mediterranean. It has shown that it is a key regional organization with the will and capabilities to contribute in a concrete fashion to international security. NATO has played a leadership role in stabilization operations in the Balkans and undertook the first offensive operations in its history to halt ethnic cleansing in that region.

The Alliance is also front and centre in the fight against terrorism. In the immediate aftermath of September 11, NATO invoked the collective defence article of the Washington Treaty and dispatched airborne early-warning aircraft to help monitor U.S. airspace. Since then, at the urging of Germany and Canada, it has conducted operations outside of its traditional area of responsibility by taking command of the International Security Assistance Force in Afghanistan. We will continue to encourage NATO to make similar contributions to global security.

NATO is currently in the midst of an ambitious transformation process to ensure that it possesses the modern forces needed to operate in the future security environment. The Prague Capabilities Commitment is a key part of this process, and Alliance countries have pledged to improve their collective capabilities to defend against attacks involving weapons of mass destruction, maintain effective command and control structures, remain interoperable and combat-effective, and rapidly deploy and sustain forces. We fully support this initiative, and will meet our national commitments under it, which include helping to develop multinational solutions for strategic sea and air lift.

Another key aspect of Alliance transformation is the creation of the NATO Response Force, the goal of which is to provide the organization with a global power projection capability to manage crises and respond to threats. An initial force of approximately 8,000 troops was formed in 2003, which will serve as the prototype for the complete force of approximately 20,000 personnel, made up of sea, land and air components. The Government believes that the NATO Response Force is critical to the continued relevance of the Alliance. We are negotiating our specific commitments, which we anticipate will include a combination of sea, land and air elements, as well as specialized training facilities.

In the interim, Canada will maintain other specific commitments to the Alliance, including personnel serving in the Airborne Early Warning Force and

various allied headquarters. In addition, we will continue to encourage Alliance members and other countries to conduct training in Canada, including in Goose Bay and as part of the NATO Flying Training in Canada program.

The European Union

Over the past 10 years, the European Union (EU) has made great strides in developing its own security and defence identity. Canada believes that the European Union can play an important role in enhancing international peace and security. The EU has already shown its willingness to assume new responsibilities by taking over the stabilization operations in Bosnia from NATO. Canada has contributed military personnel to this important mission.

Geilenkirchen, Germany—A member of the Logistics Wing of the Canadian contingent and an E-3A AWACS aircraft.

We strongly support the further development of the European Security and Defence Policy as a means of building defence capabilities that complement—not duplicate—those of NATO. We will continue to work with the European Union to ensure Canada can further participate in its missions where NATO is not involved.

THE CANADIAN FORCES AND INTERNATIONAL SECURITY IN THE 21ST CENTURY: A NEW APPROACH

The Government is committed to enhancing Canada's ability to contribute to international peace and security and, in particular, restore stability in failed and failing states. Achieving this objective in today's complex security environment will require, more than ever, a "whole of government" approach to international missions, bringing together military and civilian resources in a focused and coherent fashion.

As part of this strategy, and building on recent experience gained in Afghanistan and elsewhere, the Department of National Defence and the Canadian Forces will work more closely with other government departments and agencies, including Foreign Affairs and the Canadian International Development Agency, to further develop the integrated "3D" approach (defence, diplomacy and development) to complex conflict and post-conflict situations. This will include consulting and sharing information as required with the Stability and Reconstruction Task Force being established in Foreign Affairs.

Roles of the Canadian Forces

Failed states and the challenge of restoring stability

The Canadian Forces will continue to participate across the spectrum of international operations, with a focus on the complex and dangerous task of restoring order to failed and failing states. The ability of our military to carry out three-block war operations will be critical to the success of Canada's efforts to address the problems of these states. Our experience in the past has shown that democracy and economic development cannot take hold in these societies without the security and stability that only military forces can provide.

As the concept of the three-block war suggests, these operations have become more challenging. Our soldiers, sailors and air personnel must increasingly operate in environments where the lines between war and peace have blurred. These situations are volatile, and a humanitarian mission can swiftly turn into a combat

operation, particularly when warlords, criminal gangs and other irregular combatants remain part of the equation. They call for a wide variety of tools, from negotiation, compromise and cultural sensitivity to precision weapons. The aim is always to produce focused effects that put a premium, even in conflict situations, on the sanctity of human life. Consequently, the Canadian Forces will seek to maintain the right mix of military capability to ensure that they can carry out all potential aspects of a three-block war. They will remain, above all, combat-capable in order to deter aggression, defend themselves and civilian populations against conventional and asymmetric attacks, and fight and defeat opposing forces with the ultimate goal of restoring peace and stability. The Canadian Forces have shown themselves to excel in this area, which is one of the reasons why they are in such high demand overseas. They will improve even further.

Sending our men and women in uniform into these dangerous situations is one of the most difficult decisions of government. While demand for our military to participate in international operations will undoubtedly remain high, the Government will be selective and strategic when considering such deployments. As in the past, we will need to look at a variety of factors before reaching a final decision, including whether:

- the mission supports Canada's foreign policy objectives;
- the mandate is realistic, clear and enforceable;
- international political and financial support as well as other resources are sufficient to achieve the desired end;
- the proposed forces are adequate and appropriate for the mandate;
- an effective process of consultation between mission partners is in place;
- there is a clear exit strategy or desired end-state;
- there is a defined concept of operations, an effective command and control structure and clear rules of engagement; and
- the mission does not jeopardize other Canadian Forces commitments.

Military training assistance

In addition to making direct operational contributions overseas, the Canadian Forces will play a more active role in providing military training to foreign armed forces. Fostering the development of democratic and accountable militaries in nations emerging from conflict promotes stability, helps prevent new crises, and facilitates the withdrawal of international forces from areas of conflict. By "training the trainers," the Canadian Forces can also assist other countries in building their capacity to undertake peace support operations. This, in turn, increases the quantity and quality of troops available to the United Nations and other organizations, and lessens the operational burden on countries like Canada.

Our military's expertise in this area is widely recognized and sought after, as its role in helping train the Sierra Leonean and Afghan armed forces demonstrated. We will build on this success. For example, the Department of National Defence will provide more resources to its Military Training Assistance Program to carry out a wide range of activities around the world, with emphasis on Africa and the G8's Action Plan for Expanding Global Capability for Peace Support

Ampara region, Sri Lanka—An officer of the DART engineer section talking with a district official.

Operations. The Canadian Forces will focus their efforts on developing basic staff skills to help mid-level officers conduct peace support operations. Canada will also use the Canadian Forces' bilingual expertise to help Anglophone African militaries operate in French-speaking regions of the continent, and Francophone militaries to do the same in English-speaking regions. Finally, National Defence will promote security sector reform to encourage democratic values within armed forces.

These training activities will be broadened to include maritime, air, land and special operations forces. Maritime forces will offer their expertise in off-shore patrolling and interdiction operations. Land forces will provide peace support training. Our air forces will help foreign militaries develop better air support to their naval and land forces and improve air interdiction and transport operations. Finally, our special operations forces will provide training in counterterrorism operations. As the Canadian Forces carry out these activities, they will seek to gain access to special training environments, such as jungles or deserts in Latin America and Africa. They will also identify opportunities for potential staging bases in support of future missions.

Defence diplomacy and forward presence

Defence diplomacy will remain an important part of National Defence's efforts to contribute to international stability. Bilateral and multilateral contacts, including staff talks, ship and aircraft visits, and participation in exercises are important elements of Canada's foreign policy. They help Canada understand the security issues at stake in regions throughout the world while enhancing democracy and civilian control and accountability within other armed forces. The Canadian Forces will continue these activities, in cooperation with Foreign Affairs, in such regions as Africa, Latin America, the Caribbean and Asia Pacific.

Defence diplomacy can also assist in the conduct of Canadian Forces operations overseas. For example, the relationships Canada forged with some Middle Eastern countries after 2001 continue to help us in supporting our efforts in Afghanistan. Canada will develop this strategy further with selected countries, particularly in Asia. The Canadian Forces will also consider expanding their international "footprint"—for example, through the placement of additional military personnel in allied headquarters.

THE CANADIAN FORCES AND INTERNATIONAL OPERATIONS

The Canadian Forces must remain capable of participating in a wide range of operations overseas, particularly when dealing with the complex, fluid and dangerous environment of failed and failing states. These will include:

- **combat operations**, such as those conducted during the Kosovo air campaign and with the United States in Afghanistan;
- **complex peace support and stabilization missions**, such as those carried out with NATO in Bosnia and with the International Security Assistance Force in Afghanistan;
- **maritime interdiction operations**, such as those conducted in the Persian Gulf after the first Gulf War, and as part of the campaign against terrorism;
- **traditional peacekeeping and observer operations**, such as those carried out by the UN in the Middle East for many years, and, more recently in Ethiopia/Eritrea;
- **humanitarian assistance missions**, such as those conducted by the Disaster Assistance Response Team in Honduras, Turkey and, more recently, Sri Lanka; and
- **evacuation operations** to assist Canadians in countries threatened by imminent conflict and turmoil, as we have done in Haiti.

In the new security environment, the Canadian Forces could find themselves in situations where they are conducting several of these operations simultaneously in one theatre.

Arms control

The Canadian Forces will participate in the Government's efforts to prevent the proliferation of weapons of mass destruction, including through the Proliferation Security Initiative. This global effort, initiated by the United States in 2003, is aimed at stopping shipments of weapons of mass destruction, as well as their delivery systems and related materials, between state and non-state actors of concern. It employs a variety of instruments, including intelligence sharing and maritime interdiction operations. Canada became a full-fledged member in 2004. The Canadian Forces will explore specific ways in which they can contribute to international operations conducted as part of this initiative. They will also continue to carry out conventional weapons inspections and verification measures.

Kabul, Afghanistan—A Canadian military police master corporal teaches Afghan police trainees how to apply handcuffs safely.

FUTURE TASKS OF THE CANADIAN FORCES

To support Canada's role in contributing to international peace and stability, the Canadian Forces, with the addition of 5,000 Regular and 3,000 Reserve personnel, will be able to sustain the continuous deployment of up to 5,000 personnel around the globe.

In terms of specific contributions to international operations, the Canadian Forces will be capable of performing the following tasks.

With respect to *national assets*, the Canadian Forces will be able to:

- sustain for up to six months the command element of the Standing Contingency Task Force, either land- or sea-based, capable of multinational lead-nation status in peace support operations; and
- sustain indefinitely the national command element of a Mission-Specific Task Force overseas. It will also be capable of multinational lead-nation status in peace support operations for more limited periods.

With respect to *special operations forces*, the Canadian Forces will be able to:

- sustain for up to six months the deployment overseas of the Special Operations Group;
- provide special operations elements to support the Standing Contingency Task Force or another Mission-Specific Task Force in order to enhance their covert surveillance and other capabilities;
- provide an enhanced Joint Task Force 2 to conduct operations such as the evacuation of Canadians and other non-combatants from areas of conflict; and
- provide an enhanced Joint Nuclear, Biological and Chemical Defence Company for overseas operations, including as part of NATO missions.

CONTRIBUTING TO A SAFER AND MORE SECURE WORLD

The *Maritime Forces* will be able to:

- sustain indefinitely the deployment overseas of two ships (one from each coast) with embarked maritime helicopters, or a submarine and a ship, for operations in direct support of the Special Operations Group or as forward elements of the Standing Contingency Task Force anywhere in the world;
- sustain for up to six months a task group of up to four combatant vessels with the capability for a national or multinational command component for operations abroad. This task group will be capable of precision fire and support to forces ashore and will be used as an integral element of the Standing Contingency Task Force or in support of other national objectives; and
- deploy a second task group for up to six months, either as a follow-on force to the Standing Contingency Task Force or as part of a separate Mission-Specific Task Force.

Halifax, Nova Scotia—Civilian employees prepare cargo to be loaded onto HMCS *Preserver*.

The *Air Forces* will be able to:

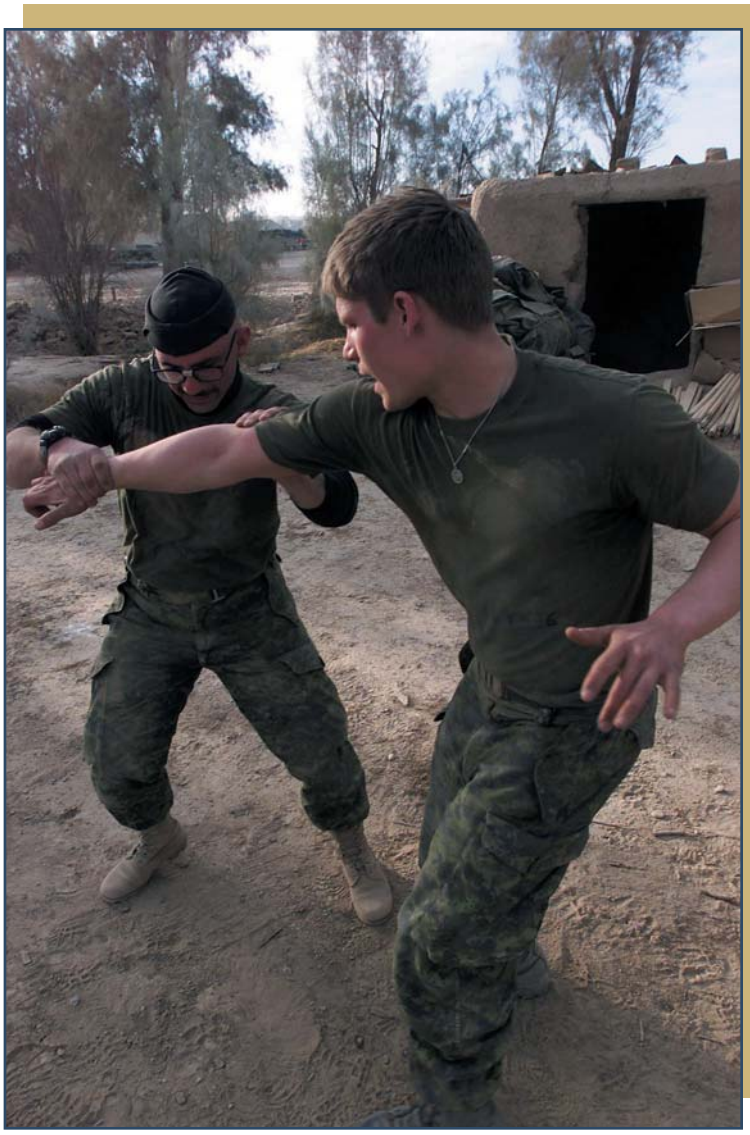
- provide assured airlift to support international operations;
- provide a globally deployable special operations aviation capability to the Special Operations Group;
- sustain indefinitely the deployment overseas of two embarked maritime patrol helicopters (one on each coast) and one Aurora maritime patrol aircraft as the forward element of the Standing Contingency Task Force anywhere in the world;
- provide for up to six months an Air Expeditionary Unit as an integral element of the Standing Contingency Task Force. This unit would be comprised of:
  - up to two Aurora maritime patrol aircraft to support land- and sea-based elements,
  - up to six maritime helicopters for deployment with the naval task group, and
  - up to six medium-to heavy-lift helicopters to support land operations;
- sustain indefinitely overseas an Air Expeditionary Unit as an integral element of a deployed Mission-Specific Task Force. This would consist of:
  - up to six medium-to heavy-lift helicopters to support land operations;
- deploy for up to six months to a prepared base in a secure location an Air Expeditionary Unit as an integral element of a Mission-Specific Task Force. This would consist of:
  - one Airbus configured for air-to-air refueling, and
  - six CF-18 aircraft for air-to-ground missions.

The *Land Forces* will be able to:

- provide light forces to support the Special Operations Group, capable of integrating with Joint Task Force 2 elements;
- provide the land component of the Standing Contingency Task Force, capable of embarking and operating from a maritime platform;
- sustain overseas for an indefinite period two land task forces, potentially in different theatres of operations, to form the land component of Mission-Specific Task Forces. While currently limited to approximately 700 personnel, these land task forces will increase to approximately 1,200 personnel. In addition, the land forces will be able to provide a smaller, third task force of approximately 1,000 personnel for a six-month period, either to reinforce a current operation or to mount a new short-term mission. Overall, the land forces will effectively double their capacity to undertake and sustain operations; and
- provide a brigade headquarters, capable of commanding a multinational formation for a year, as part of a larger Canadian international effort.

In the area of *humanitarian support and disaster relief*, the Canadian Forces will, among other things:

- provide an enhanced Disaster Assistance Response Team, or its component parts, for humanitarian assistance missions overseas.



Kandahar, Afghanistan—Canadian soldiers practising unarmed combat techniques.

CONCLUSION

The Canadian Forces are a vital national institution. Throughout Canada's history, in both war and peace, our men and women in uniform have made a difference—protecting our people and territory, defending our interests and values, and assisting others in need around the world. They have performed these missions while accepting without hesitation the principle of "unlimited liability" and all that entails. They have formed an important part of our national character, helping make us who we are as a people. Our identity, prestige and influence internationally have always been linked to the strength and viability of our military.

In today's security environment, where unpredictability has become the dominant theme, the Canadian Forces have a critical role to play, along with other government departments and agencies, in protecting Canadians. To fulfill this role, they must be effective, relevant and responsive, with the ability to address threats both at home and overseas—whether in the remote regions of our North or in failed states half a world away.

This document has set out a new vision for the Canadian Forces in the 21st century. It calls for a transformed military, with the right capabilities, the right equipment and technologies, and the right command and operational structures and leadership to perform effectively in demanding operations. It will be a fully integrated force, capable of bringing to bear all its resources to produce focused and precise results.

The success of Canada's military will ultimately depend, as it has in the past, on its people—their professionalism, their skill and their training. At home, they will need to be more vigilant and more innovative than ever in defending our citizens and territory against new and emerging threats, while continuing to perform such essential missions as search and rescue and disaster relief. They will rise to this challenge.

Overseas, recent experience in such places as Afghanistan, Bosnia and Haiti has taught us that our military personnel will be called upon to perform wide-ranging tasks, from delivering humanitarian assistance, to separating warring factions, to establishing the conditions—even in the midst of conflict—for the rule of law, democracy and prosperity to take root. To operate in these dangerous missions, the Forces must first be combat-capable. Only then will they be able to call on their other skills, including the ability to work with local populations. This ability, which inspires and encourages locals to take a direct stake in establishing their own security and stability, makes the Canadian Forces a valuable and much-in-demand commodity overseas.

In performing such roles, Canada's military will be defending our interests and promoting our values. It will also be reflecting and helping build our national character, just as it did in previous conflicts of a different nature. And just as our military did in the past, the Canadian Forces will strengthen our reputation as a country that is committed to finding enduring solutions to global problems.

This defence policy is designed for Canada, for Canadians, and for the men and women of National Defence, both military and civilian. The Government has made major investments in the Canadian Forces, both in terms of people and equipment, to ensure that this policy can be implemented and that the institution can meet the threats of the coming century. By doing so, Canada will also enhance its credibility in the eyes of friends and allies who share the same principles and objectives in pursuit of a better world.

Our military has a long and proud tradition of excellence. This policy will allow the Canadian Forces to continue that tradition. Canadians, and their armed forces, deserve nothing less.