



National
Defence

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CANADIAN
ARMED FORCES

DEFENCE Policy Review

Public Consultation Document
2016



Canada

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MINISTER'S MESSAGE



On behalf of the Government of Canada, I am pleased to present this public consultation document to launch the Defence Policy Review and engage Canadians on developing a new defence policy for Canada. Defending Canada and protecting Canadians is the Government's most fundamental responsibility. The Canadian Armed Forces also play a vital role in advancing Canada's interests and promoting Canadian values abroad.

The world has changed in the last decade, in some ways significantly. Important choices will have to be made to ensure that the Department of National Defence and the Canadian Armed Forces have what they need to confront new threats and challenges in the years ahead.

There will be opportunities in this process for all stakeholders, including academic experts, non-governmental organizations, Parliamentarians, and engaged citizens to contribute. We will also consult with allies and partners, and with other federal departments and agencies, whose input will be essential to ensuring a coherent, coordinated approach. A credible, realistic, and evidence-based review of defence policy will ensure that the Department of National Defence and Canadian Armed Forces are able to deliver results for Canadians in the years to come.

The Mandate Letter I received from the Prime Minister (<http://pm.gc.ca/eng/minister-national-defence-mandate-letter>) highlighted a number of themes that should underpin the review, such as renewing Canada's commitment to United Nations peace operations, maintaining strong commitments to NORAD and NATO, renewing focus on the surveillance and control of Canadian territory and approaches, particularly the Arctic, ensuring our men and women in uniform have the equipment and support they need, and ensuring a strong link between defence policy, foreign policy, and national security. More broadly, I am seeking input from all interested Canadians on the roles our military should play in Canada and the world.

The Defence Policy Review public consultation process will conclude at the end of July 2016, and will inform a new policy to be released in early 2017. I encourage you to make your voice heard.

A handwritten signature in blue ink, which appears to read "Harjit Sajjan". The signature is fluid and cursive.

The Hon. Harjit S. Sajjan, PC, OMM, MSM, CD, MP



WHAT IS DEFENCE POLICY?

As an instrument of national power, the Canadian military is one tool among many that the Government of Canada may leverage to protect Canada and Canadians, advance national interests, and contribute to international peace and security. Defence policy is an expression of the priorities for our military and a broad description of how they will be carried out. Defence policy is guided by foreign policy, and military capabilities are often considered together with diplomatic engagement, humanitarian and development assistance, and other measures.

Defence policy is also critical in guiding complex decision making within the Department of National Defence and the Canadian Armed Forces (DND and the CAF). For example, it helps our military and civilian leadership plan so that the CAF are equipped, trained, and supported for the kinds of operations they may be called upon to undertake. Defence policy should therefore identify the roles and tasks the military will be expected to carry out.

Defence policy is also integral to investment planning, not only to ensure DND and the CAF have the resources required to meet stated goals, but also to ensure that public funds are managed in a responsible manner. Canadians deserve to understand the costs of defence and how that money is spent.

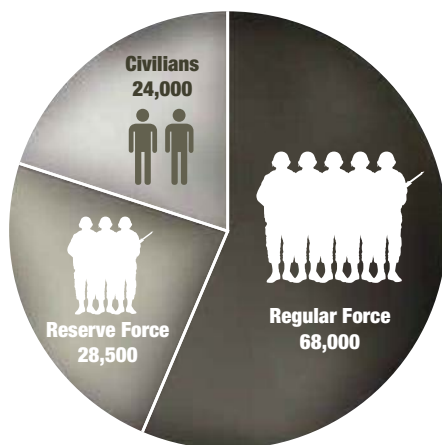




CANADIAN APPROACH TO DEFENCE

In order to meet the Defence mandate, DND and the CAF have taken a particular approach to the business of defence, with the following key features:

COMPOSITION OF THE DEFENCE TEAM BY WORKFORCE



AN INTEGRATED CIVILIAN-MILITARY DEFENCE TEAM

The Minister of National Defence leads a team of dedicated professionals, both members of the CAF, headed by the Chief of the Defence Staff, and public servants, headed by the Deputy Minister of National Defence. The Chief of the Defence Staff has primary responsibility for command, control, and administration of the CAF, as well as military strategy, plans, and requirements. On the civilian side, the Deputy Minister has primary responsibility for the management of resources, defence policy, research, procurement, and international defence relations.

The CAF – both the Regular and Reserve Force – execute operations at home and around the world to ensure our security and safeguard our values. The Reserve Force augments and works with the Regular Force, contributing to the defence and security of Canada both at home and abroad. Working alongside the CAF is a team of public servants who perform a number of critical enabling functions such as: intelligence; equipment procurement and maintenance; policy, legal, and communications support; finance; information technology; and scientific research and development.

A MULTI-ROLE, COMBAT-CAPABLE FORCE

The CAF are a battle-tested, professional force capable of significant contributions across a wide spectrum of operations. For decades, the CAF have undertaken three fundamental roles: defending Canada, partnering in the defence of North America with the United States, and providing meaningful contributions to international peace and security. Given the unpredictability of the security environment, Canada has invested in multi-role equipment and forces that can be used to respond to a wide range of threats and challenges. With a country as vast as Canada, domestic operations require a similar level of mobility as those conducted abroad. Strategic airlift such as the C-17, for example, has resupplied the Canadian military at the farthest reaches of the Canadian North and supported the French military in Western Africa, among many other missions.

CANADIAN ARMED FORCES KEY ROLES:

Defending Canada – ensuring the security of citizens and exercising Canada’s sovereignty

Defending North America – in partnership with the United States

Contributing to International Peace and Security – Canada’s prosperity and security depend on stability abroad



WHOLE-OF-GOVERNMENT APPROACH

The Canadian military routinely operates as part of a “whole-of-government” approach alongside its partners, allowing for a comprehensive response to today’s complex security challenges. In Afghanistan, for example, the CAF conducted operations alongside Canadian diplomats, development workers, police officers, and civilian experts in human rights, good governance, the rule of law, and democratic development.

LEVERAGING PARTNERSHIPS

The CAF have historically been oriented to operating with others both on the continent with the United States through NORAD, and deploying internationally with allies and partners in a coalition setting.

Working with like-minded partners has given Canada a stronger voice on the international stage and has maximized Canadian contributions to global stability. With that in mind, Canada has accepted that it does not need every capability available to modern militaries. Instead, we have opted to maintain a multi-purpose capability that allows Canada to contribute across the spectrum of operations, in concert with our allies.

The defence policy review will seek to test the current approach, verify whether it is still right for the years ahead, consider innovative ideas, and make adjustments as necessary.

For more information and a list of current operations, please see the annex.



The **North American Aerospace Defence Command (NORAD)**, formally established in 1958, is a United States and Canada bi-national organization charged with the missions of aerospace warning, aerospace control, and maritime warning for North America.



The **North Atlantic Treaty Organization (NATO)**, founded in 1949, is a political-military alliance consisting of 28 member nations whose essential purpose is to safeguard the freedom and security of its members through political and military means.



The **United Nations (UN)**, founded in 1945, is the foremost global body formed by member nations to promote international cooperation on issues such as peace and security, climate change, sustainable development, human rights, disarmament, terrorism, humanitarian and health emergencies, gender equality, and more.





THE SECURITY ENVIRONMENT

Canada faces an uncertain, complex and fluid security environment. It consists of a multi-faceted array of threats and challenges, both traditional and unconventional.

While conditions in Eastern Europe and the Middle East are currently of significant interest, a number of other trends will also need to be considered in determining how best to prepare the CAF. As Russian aggression in Ukraine has made clear, threats from state actors – which often blend traditional and unconventional tactics – persist in the international security environment. Geopolitical rivalries and disputes in the Asia-Pacific region, and weapons proliferation and ballistic missile tests in places like North Korea, are of growing concern. A number of regional flashpoints in the Middle East and Africa could flare up quickly and have serious consequences for regional and international stability, potentially leading to mass migration and refugee flows. In this review, we must consider seriously the impact of instability abroad on Canadian security, and what role the CAF

should play in working to achieve stability in conflicts far from home.

Ongoing challenges linked to fragile states – such as poor governance, weak and non-inclusive political institutions, ethnic strife, porous borders, and religious extremism – persist and threats from non-state actors also continue to pose genuine dangers. What tools should the CAF develop to deal with these challenges as part of a wider Government of Canada effort to reinforce security and build stability internationally?

Canada continues to support coalition efforts to degrade the so-called Islamic State of Iraq and the Levant (ISIL) through Operation IMPACT, and remains concerned about other terrorist groups such as Al-Qaida and Boko Haram. Preventing the rise of terrorism in ungoverned spaces will continue to be a challenge, as violent extremist organizations increase their geographic reach. How should Canada fight terrorism, which finds its roots deep in the regional historical, economic, social, religious, ethnic, and demographic

conditions? How can the Canadian military be most effective against terrorism? What tools do the CAF need?

Cyber and space are increasingly prominent among the security and defence challenges facing Canada and its allies. The CAF depend heavily on the cyber environment, and space-based capabilities are becoming an increasingly critical component of military operations (e.g., communications, GPS, situational awareness). Threats in these domains are of significant concern.

Canada must also deal with rising international interest in the Arctic and the challenges related to the changing environment and increased accessibility of our Northern waterways. Recent Russian activity in the

Arctic has only added to this challenge. Defence and security concerns such as disaster response, illegal dumping, and espionage will likely increase as the level of activity in the North grows. Beyond the Arctic, the CAF are occasionally called upon to assist other government departments with recurring issues such as illicit trafficking and illegal fishing. With the growing frequency and severity of natural disasters in Canada, the military is increasingly called on to help provide relief to Canadians impacted by these events. Additionally, the threat of terrorism on North American soil continues to exist. On request National Defence routinely collaborates with and provides support to Canadian security authorities to meet these challenges.

QUESTION RELATING TO THE SECURITY ENVIRONMENT:

1. Are there any threats to Canada's security that are not being addressed adequately?





DEFENDING CANADA AND NORTH AMERICA

The Government has no higher obligation than ensuring the safety and security of Canadians and safeguarding national sovereignty. The CAF play a vital role in this effort and do so primarily through domestic operations and in collaboration with the United States to protect the continent.

The domestic role for the military is multifaceted and includes daily responsibilities such as search and rescue and the monitoring and surveillance of Canadian air and sea approaches, including in the Arctic. The CAF must be aware of activities within and approaching Canadian territory in order to detect, identify, and track potential threats to Canada. Naval vessels, surveillance aircraft, and ground and space-based assets are just some of the tools that enable the CAF to carry out these tasks. The CAF also

work closely with domestic security partners, including the Canadian Coast Guard, the Royal Canadian Mounted Police, the Canada Border Services Agency, and Transport Canada, routinely providing assistance on request in support of their respective mandates.

In the domestic environment, the CAF must also be prepared to support law enforcement agencies during high profile events in Canada (such as the Vancouver 2010 Olympics or the upcoming G7 Summit in 2018) and be poised to respond to crises we hope will never occur, but must nevertheless stand ready to address – from the effects of potentially devastating natural and manmade disasters to terrorist attacks. The *National Defence Act* outlines the CAF role in supporting civilian authorities when requested.

DOMESTIC DEFENCE

Canada's Arctic— Protecting Our Northern Frontier

From a defence perspective, the increase in human activity and growing international interest in the Arctic have generated greater demand for a CAF presence in the North, including through persistent surveillance and monitoring, increased preparedness to conduct operations in the region, and rising demands for emergency response.

The Canadian Arctic is an extreme environment at a strategic international crossroads. The CAF have unique capabilities to handle the harsh conditions; however, military activity in the North comes at exceptional cost. Furthermore, the Arctic is often characterized as a region where cooperation – not confrontation – should be prioritized.

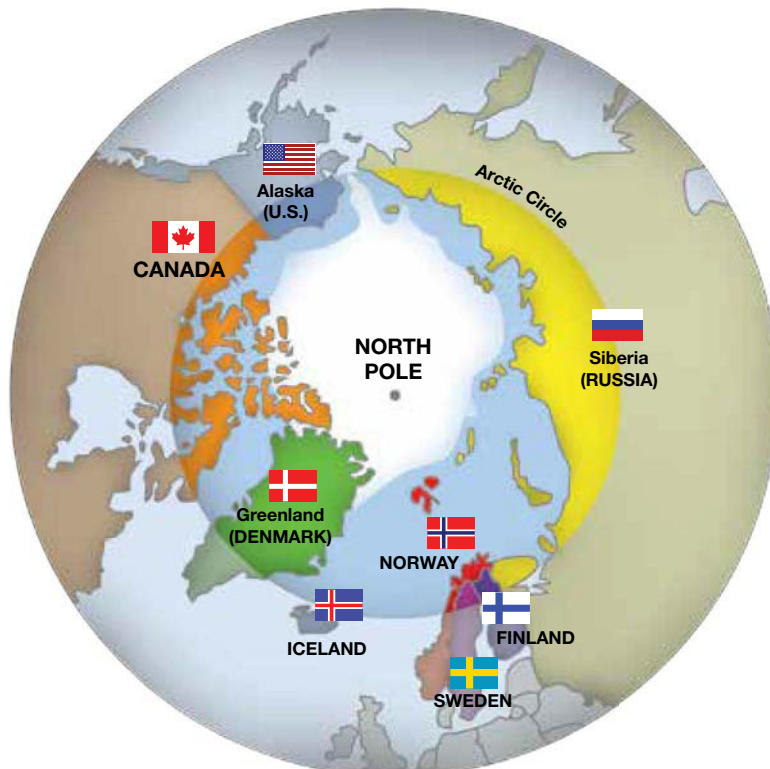
We must therefore ask – what type of military presence does Canada require in the North?

The CAF also face certain operational limitations in the North, including the lack of dedicated satellite coverage above 65 degrees latitude, which hinders the CAF's ability for command and control of military

assets in the North and to transmit data in real time. Do the nature and severity of current and future defence and security challenges in the Arctic justify significant new investments? Can Canada afford to maintain or decrease its military presence in the region, particularly at a time when the strategic environment there is shifting as international interest grows?



CIRCUMPOLAR ARCTIC





Disaster Response – Supporting Civilian Authorities in Times of Crisis

The growing frequency and severity of natural disasters, particularly an increase in fires and floods, has brought with it a growing need for support from the CAF. In the past ten years, the CAF have been called in to support civil authorities during numerous crises, as disasters often outstripped local capacity to respond. CAF personnel are proud to support their fellow Canadians in this way and they maintain higher readiness levels during peak disaster seasons to allow for rapid response. However, important questions can be asked about the optimal use of defence resources. Are the CAF adequately resourced if this task continues on an upward trend? Are there alternatives to using the military for these types of tasks?

Search and Rescue – Providing Support for the Safety of Canadians

Search and rescue is a shared responsibility across all levels of government and is delivered with the support of the private sector and thousands of volunteers. Canada has one of the world's largest areas of responsibility for search and rescue, covering 18 million square kilometres of land and water, more than 243,800 kilometres of coastline, three oceans, three million lakes, as well as the St. Lawrence River and the Great Lakes system. Responsible for aeronautical search and rescue and the

coordination of maritime search and rescue alongside the Canadian Coast Guard, the CAF respond to over 9,000 search and rescue calls annually, approximately 1,000 of which require the launching of search and rescue air assets.

The CAF devote approximately 950 personnel to deliver search and rescue services 24 hours a day, 365 days a year, with air assets distributed across Canada to ensure the most timely and effective response when crises hit. The CAF take their role in search and rescue very seriously and remains focused on continuous improvement. Yet, given the range of other actors engaged in



this activity and the small proportion of rescues that require CAF assets, a valid question is: What role should the CAF have in search and rescue? Are there models for alternative service delivery that could be explored? What would the implications of alternative service delivery be for search and rescue across Canada, including in the North?

Counter-Terrorism – Managing the Defence Security Nexus

The persistence of the terrorist threat around the world is a key feature of the current security environment and the military plays a vital role in addressing this threat before it reaches our shores. In the domestic context, the military stands ready to support law enforcement, upon request, in responding to terrorist activity on our soil. Indeed, the primary mission of Canada's Special Operations Forces is counter-terrorism. The elite Joint Task Force 2 has held this responsibility since 1993 and is trained to the highest state of readiness in the CAF.



As the terrorist threat evolves and home-grown terrorism continues to pose challenges to law enforcement, and while the presence of foreign fighters continues to complicate counter-terrorism operations abroad, the interplay between the domestic and international dimensions of terrorism requires careful consideration.



CONTINENTAL DEFENCE

Working in Partnership with the United States

The United States is Canada's most important defence partner. Both nations have chosen to work together to defend the continent and have, as a result, built a unique and mutually beneficial partnership.

This special relationship is anchored in the bi-national North American Aerospace Defense Command (NORAD). NORAD is responsible for aerospace warning, aerospace control, and maritime warning in defence of North America. NORAD is unique in the world in that its commander is appointed by – and responsible equally to – both the President of the United States and the Prime Minister of Canada. Canadians and Americans serve side-by-side in NORAD.

We must consider ways in which NORAD may need to evolve and modernize to remain relevant into the future, and what arrangements or investments may be required to make this happen. Strengthening NORAD may include a re-evaluation of its current roles and expansion beyond the air and maritime domains. Russia's growing presence in the Arctic, coupled with its

assertive behaviour in Eastern Europe, as well as the proliferation of weapons by states such as North Korea, may underline the need for upgrading NORAD capabilities.

The extent of Canada-United States cooperation is further reflected in a wide variety of bilateral institutions, arrangements and agreements beyond NORAD, notably the Permanent Joint Board on Defence – a consultative and advisory body on continental defence policy – and the Military Cooperation Committee, which fosters cooperation between the two militaries. At any given time, there are over 700 Canadian military members serving with the United States military. Through various agreements like the Combined Defence Plan and the Civil Assistance Plan, Canada and the United States have committed to close cooperation to address a range of threats.

Moving such a solid relationship into the future will raise vital questions: How integrated should the CAF be with the American military in the defence of North America? What are the most important shared threats to Canada and the United States? How can we best serve our national interests in the relationship? How can Canada keep pace with and complement American technological advancement?

One issue that has not been considered by Canada for over a decade concerns ballistic missile defence. Given the increase in the number of countries with access to ballistic missile technology and their potential to

reach North America, this threat is expected to endure and grow more sophisticated in the coming decades. In response to this change in the security environment, many of Canada's partners and allies are working closely together to develop ballistic missile defence capabilities.

In accordance with its 2005 decision, Canada does not participate in the United States ballistic missile defence system for the defence of North America. Should this decision be revisited given changing technologies and threats? Would a shift in policy in this area enhance Canadian national security and offer an avenue for greater continental cooperation? Or are there more effective areas in which to invest to better protect the North American continent?

Mexico – A North American Partner

Canada also enjoys a close relationship with Mexico. Mexico's continued desire to establish stronger ties with its North American partners has led to significant progress in defence engagement. DND and the CAF have steadily increased defence ties with Mexico bilaterally, as well as trilaterally with the United States. Canada views trilateral collaboration with the United States and Mexico as paramount in addressing regional security challenges, such as transnational criminal organizations, narcotrafficking, and humanitarian assistance and disaster relief activities. Additionally, Canada has begun to support Mexico's recent commitment to contribute to UN peace support operations.

QUESTIONS RELATING TO DEFENDING CANADA AND NORTH AMERICA:

2. What roles should the Canadian Armed Forces play domestically, including in support of civilian authorities?
3. How should Canada-United States cooperation on defence of North America evolve in the coming years?



CONTRIBUTING TO GLOBAL PEACE AND SECURITY

Canada has a strong interest in contributing to global peace and security given our geography, our reliance on international trade, our international treaty obligations, and our commitment to projecting Canadian values. We are also keenly aware that our national security is closely connected to international security. The CAF contribute to international peace and security in a variety of ways. Recent and current examples include: contributing to combat operations in Afghanistan; conducting air operations, training, and intelligence gathering operations against ISIL in Iraq; providing combat-capable forces to coalition efforts in regional security operations such as NATO assurance measures in Central and Eastern Europe; contributing to peace-support and stabilization operations, with the UN or other partners (participation in the Multinational Force and Observers in the Sinai

Peninsula of Egypt); engaging in training, advisory, and capacity building operations (Operation UNIFIER in Ukraine and Operation IMPACT in Iraq); assisting in humanitarian operations (Haiti in 2010, Nepal earthquake in 2015); and helping with non-combatant evacuation operations (Lebanon in 2006) as needed.

COALITION OPERATIONS AND COLLECTIVE DEFENCE

International peace and security depend on effective multinational cooperation. Canada has always been committed to collective defence, as strong alliances and partnerships are required to address global threats. As a combat-capable, multi-role force trained to conduct a full-spectrum of operations, the CAF give the Government a broad range of

options when responding to international crises. However, alliances, coalitions and partnerships increase the influence, flexibility, and reach of the CAF. Our ability to participate in coalitions is dependent on effective information-sharing and interoperability, and the CAF strives for this when working with other nations.

THE TRANS-ATLANTIC LINK

As part of its commitment to collective security, Canada deploys routinely but not exclusively through NATO. Since its inception in 1949, NATO has been a central pillar of Trans-Atlantic defence and a cornerstone of Canadian defence and security policy. NATO is both a military and political alliance, predicated on a set of shared principles and values. The Alliance has a global approach to defence, with activities ranging from peace support operations in Kosovo, to counter-terrorism operations in the Mediterranean, to security operations and the training of security forces in Afghanistan. Of note, the CAF have contributed to almost every NATO operation since its founding, providing modern, deployable capabilities to allied missions and



highly trained personnel to its command structure. At the core of NATO lies the collective defence commitment found in Article V of the Washington Treaty – that an attack against one is an attack against all. How should Canada contribute to NATO and its evolving role in global security in the years ahead?

A RENEWED COMMITMENT TO PEACE OPERATIONS

Canada has a longstanding history of contributing both military and civilian capabilities to UN peace operations. This is a legacy of which Canadians are proud, and the Government is committed to renewing Canada's contribution to peace operations.

UN peace operations have evolved in response to the changing nature of threats to international peace and security. Peace support missions are increasingly deployed to hostile environments where violence is systemic and there is a desperate need to end violations of human rights. Unlike 'traditional' peacekeeping missions of the past, most current missions operate where there is



no clear peace accord to be monitored, the contested terrain is ever-changing, and the combatants rarely represent formal armies of recognized states. Contemporary mission mandates are heavily focused on protection of civilians, including support for the international agenda on women, peace, and security. They are complex and multidimensional in nature, and they are most often authorized under Chapter VII of the UN Charter, thereby allowing use of force. Canada is one of the top ten contributors to the UN peacekeeping budget, also contributing modestly to capacity building by training other forces to increase their effectiveness, and is active in UN efforts to modernize and reform UN peacekeeping. How should the CAF help increase Canada's contribution to peace operations? What role, if any, can the CAF play in conflict prevention, mediation, and/or post-conflict reconstruction in support of wider Government of Canada efforts?



Capacity building can help to stop the spread of instability and conflict by enabling countries to better deal with crises as they emerge, thereby reducing the likelihood of higher-intensity conflicts that require international military intervention.

DEFENCE CAPACITY BUILDING



The CAF regularly participate in defence capacity building, often with other government partners and allies. As part of these training and advisory operations, the CAF contribute task-tailored military contingents to international efforts to help partner nations

build professional capacity in their security forces. This usually consists of activities such as training, mentoring, partnering, monitoring, and enabling. OP UNIFIER in Ukraine is an example of the CAF's contribution to capacity building, in this case in coordination with the United States and other countries providing similar training assistance.

What role, if any, should the CAF play in working to achieve stability in these conflicts, including supporting allied or coalition efforts? Should the Government of Canada prioritize capacity building as a way to prevent conflict from breaking out in the first place? If so, what role should the CAF play? What kinds of capabilities and approaches would this require? Can Canadian intelligence capabilities and expertise contribute to a deeper understanding of the origins of conflict, the best ways to prevent it, and the locations where capacity building will have the greatest impact?

HUMANITARIAN ASSISTANCE AND DISASTER RESPONSE

Disaster relief and humanitarian assistance remain a priority for the Government of Canada and the CAF stand ready to assist populations who are suffering the effects of

natural and man-made disasters. For example, the Disaster Assistance Response Team (DART) is uniquely poised to respond to a variety of contingencies, acting to meet immediate needs until regular services are restored to affected areas when requested by the host country or an international organization such as the UN. This team works alongside other government partners, local authorities, and international organizations and agencies – complementing their work and filling gaps as needed. Given the increasing frequency and severity of natural disasters around the world, should more defence resources be devoted to disaster response capabilities?

DEFENCE DIPLOMACY

Maintaining our security and place in the world involves steadfast and deliberate relationship building. This careful work, known as defence diplomacy, helps Canada to achieve its defence objectives while also contributing to broader Government of Canada priorities, including building our prosperity; promoting core values of democracy, respect for human rights and diversity, and the rule of law; and enhancing global stability.

Members of the DND and the CAF ably represent Canada and Canadian interests around the world – conducting exercises and operations with allies and partners, engaging in political-military dialogues, and building the capacity of partner militaries and defence ministries. These efforts contribute to a safer world and a strong Canada.

DND and the CAF carry out this activity in close cooperation with government partners, most notably Global Affairs Canada and the Department of Public Safety and Emergency Preparedness.

As the international landscape continues to shift, Canada will need to assess the scope and depth of its international partnerships and the role of international institutions. In addition to large multinational organizations such as NATO and the UN, as well as established relationships such as those with the United States and the Five Eyes network of partners (Canada, United States, United Kingdom, Australia, and New Zealand), Canada could stand to benefit from building new partnerships around the world. Which nations and organizations are best placed to partner with Canada on defence issues and why? The defence policy review process marks an opportunity to articulate the importance of ongoing partnerships while potentially charting a path for developing new defence relationships.



QUESTIONS RELATING TO CONTRIBUTING TO GLOBAL PEACE AND SECURITY:

4. What form should the CAF contribution to peace support operations take?
Is there a role for the CAF in helping to prevent conflict before it occurs?



DEFENCE CAPABILITIES AND THE FUTURE FORCE

OUR PEOPLE

DND and the CAF's most valuable capability is its integrated workforce. Fulfillment of the defence mandate depends on a highly-skilled team of men and women in uniform, supported by dedicated and professional public servants.

The CAF are made up of both the Regular Force – full-time members who have made military service their career, who number 68,000 – and the Reserve Force, or part-time members, who number 28,500 (by end of 2019).

While Regular Force members are enrolled for a specified term of service, members of the Reserve Force are enrolled for an indefinite period and as such volunteer to keep themselves ready for duty if and when necessary. This robust and well-trained force is critical to the success of CAF operations.

UNDERSTANDING THE “ENVIRONMENTS”

The Royal Canadian Navy consists of approximately 8,600 personnel. The Canadian fleet, divided between the Atlantic and Pacific coasts, is composed of 29 warships, submarines, and coastal defence vessels – plus many more auxiliary and support vessels.

The Canadian Army, at approximately 22,600 strong, is based in four regions across Canada. Canada's land forces operate a range of land combat vehicles, including the Light Armoured Vehicle and Leopard II tanks. They also leverage a range of integrated communications tools to support networked operations.

The Royal Canadian Air Force, with approximately 13,200 personnel, is located in 13 locations across Canada and operates fighter aircraft, transport aircraft, and search and rescue aircraft – in addition to operating a fleet of intelligence, surveillance, and reconnaissance aircraft.

The balance of 23,600 makes up the forces allocated to Canadian Special Operations Force Command (CANSOF-COM), Canadian Joint Operations Command (CJOC), Canadian Forces Intelligence Command (CFINTCOM), Chief of Military Personnel (CMP), Canadian Forces Health Services Group (CFHSG), and various other organizations that provide operational support.

The experience of Afghanistan has reinforced the fact that the Reserve Force fulfills a critical role for the CAF. What should the future role of the reserves be? Should they play a bigger role? Should the way the reserves are recruited, utilised, and integrated into the force be changed?

Within the unified CAF are three environmental commands: the Royal Canadian Navy, Canadian Army, and the Royal Canadian Air Force – each with its own traditions and history – working together to serve Canada as an integrated joint force. When these forces are deployed on operations, whether at home or abroad, they take their orders from the Commander of the Canadian Joint Operations Command (CJOC). CJOC directs these operations from their earliest planning stages through to mission closeout, and ensures that national strategic goals are achieved. Canada also has a Special Operations Force Command, which provides the Government of Canada with agile, high-readiness Special Operations Forces capable of conducting special operations across the spectrum of conflict at home and abroad. The Commander of Military Personnel Command, in cooperation with the environmental commanders, is responsible for recruitment, training, development, care, and support of military personnel – ensuring that the CAF have the right people, at the right time, with the right competencies to perform their duties. Finally, the newest command, the Canadian Forces Intelligence Command, is responsible for the provision of strategic intelligence advice and the force generation of specialist intelligence personnel and capabilities for CAF operations.

Public servants advise the Minister of National Defence and engage with other departments and allies on the Minister's behalf, often in concert with whole-of-government partners and international allies. Deploying on operations involves careful input on the part of civilian advisors to ensure military plans adhere to government policy, reflect the social and political realities of the operating environment, and are

coordinated with other government departments and key allies. The public servant skill set is well-suited to this work and ensures that military personnel are available to be employed in military trades on the front lines. Public servants on bases, wings, and in other facilities across the country provide a number of core functions – from managing equipment fleets and infrastructure holdings, to providing care and support to CAF personnel and their families.

DND and the CAF are guided by a code of values and ethics, and maintain the fundamental principle of respect for all persons in all of their activities. The CAF strive to reflect the society they serve and value diversity in their ranks.

OPERATION HONOUR

In 2015, the Chief of the Defence Staff announced Operation HONOUR – the CAF's mission to eliminate harmful and inappropriate sexual behaviour – and in February 2016, the first progress report was released. Among other efforts, a Sexual Misconduct Response Centre was established to provide CAF members with an additional, and unique, victim support option. Additionally, an extensive review of policies and programs has been completed to assess the effectiveness of current resources related to harmful and inappropriate sexual behaviour. This is forming the basis of definitions, policy, and program changes, and an updated curriculum that will be implemented starting in the spring of 2016. The CAF continue to focus efforts on a positive cultural shift to ensure a healthy, respectful, and professional environment for all members.



The unpredictable nature of national and international security will drive the requirement for an agile and adaptable force that can support a range of operational tasks. This requires well-selected, educated, and trained personnel who are physically and psychologically fit, and resilient to meet the ever-changing defence requirements of Canada.

DND and the CAF have made progress in understanding and minimizing the environmental footprint of military operations and facilities. These objectives will be even more important in the coming years.

HEALTH AND WELLNESS

The CAF maintain a separate, full spectrum health system which supports CAF members at home and on operations, through programs for prevention, promotion, protection, and primary care, as well as care for more serious medical conditions and injuries, whether combat related or otherwise.

The CAF have a wide variety of mental health services and programs available to members, which are delivered through Mental Health Clinics at bases across

Canada, providing a full range of care. The CAF also have Operational Trauma and Stress Support Centres, which provide support in areas such as Post-Traumatic Stress Disorder and Operational Stress Injury.

DND and the CAF aim to provide expert care to members and their families, and have started to build on the significant recent efforts already undertaken in the area of physical and mental health and well-being. The health of military members and their families will always be a top priority for the CAF.

While Veterans Affairs Canada (VAC) is primarily responsible for the care, treatment, and transition to civilian life of Canada's veterans, DND and the CAF are working to strengthen the relationship with VAC and ensure efficient service delivery for those who have served our country.

THE FUTURE DEFENCE FORCE

Looking to the future, the CAF will continue to rely on longstanding, proven capabilities to carry out the defence mandate. Considerable investment has already been made to



recapitalize existing fleets. The program to replace the Navy's aging maritime fleet is an example of Canada's effort to maintain an agile and combat-capable force. The requirement for such traditional capabilities has not diminished.

However, the world is changing and the emergence of new capabilities is shifting the way militaries operate. With this evolution comes the need to adapt, both in terms of capability requirements and the necessary skill sets to support the future force. Is Canada's general purpose, multi-role approach serving us well? As the CAF continue to modernize their equipment and their workforce, key questions will need to be answered about the balance between recapitalizing existing fleets and investing in new technologies and approaches. Could Canada's interests be better served by focusing on specific areas of capability? Should the CAF specialize in high-end capabilities that add value to coalition operations but which could limit our ability to act independently? What are the risks of forgoing certain capabilities? Sophisticated intelligence is key to understanding threats and gaining knowledge of dynamics on the ground before any type of action is undertaken. Can the CAF take greater advantage of its intelligence capabilities, or build on them, to prevent or contain conflicts and counter threats?

CYBER

Connectivity and dependence on information technology have become central to the military. Progressively, modern militaries have become more and more reliant on cyber networks to operate essential platforms in areas such as communications, intelligence, and weapons, and to better manage and integrate them. While cyber technology has resulted in significant advantages – including for the CAF and other Western militaries – it also generates vulnerabilities, and potential adversaries are developing capabilities to exploit them.

The rapid evolution of cyber technology and the diversity of cyber-capable actors make it extremely challenging to keep pace with the threat. There has been a steady increase in the number of countries and non-state actors (e.g., terrorists, criminals, hackers) with the capability to conduct disruptive cyber operations and a willingness to target Western interests. This has been coupled with the proliferation of increasingly sophisticated cyber tools and techniques that can be used to achieve a range of effects (e.g., espionage, theft, sabotage) with relatively little financial investment. This is a highly complex threat environment that poses significant challenges for the CAF and for Canada as a whole.

Cyber capabilities can be used to disrupt threats at their source, and can offer alternative options that can be utilized with less risk to personnel and that are potentially reversible and less destructive than traditional uses of force to achieve military objectives. Some of our key allies, such as the US and the UK, have stated that they are developing cyber capabilities to potentially conduct both defensive and offensive military activities in cyberspace. We must consider how to best position the Canadian military to operate effectively in this domain.

SPACE

Space technology is increasingly critical for Canada's economy and society. For example, satellites are necessary for the functioning of ATMs and stock exchanges, the coordination of air traffic control and 'just-in-time' delivery, the monitoring of crops and oil spills, and the provision of valued services like cell phones and satellite TV.

Space is also essential to national security and defence. The CAF depend on the precision provided by GPS to enhance the manoeuvrability of forces and to accurately strike targets and limit civilian casualties.

Satellite communications are essential for the command and control of military operations, especially in remote regions in Canada and around the world. Space-based search and rescue capabilities allow the CAF to respond more quickly to Canadians in distress. And reconnaissance satellites provide incredibly detailed images of otherwise inaccessible areas, including Canada's maritime approaches. Canada has one of the most sophisticated space programs within the 5-Eyes community. DND and the CAF are particularly strong at space-based maritime domain awareness, where we use Canada's RADARSAT-2 for ship detection, and are also adept at space situational awareness, where we use DND and the CAF's Sapphire satellite to track objects in orbit. Canada is a leader in remote sensing technology, and has been an active participant in the space domain for over fifty years, and remains a strong advocate on the international stage for responsible behaviour in space.

While space used to be the domain of a few advanced states, an ever-increasing number are developing space capabilities for military purposes. Further, commercial companies offer highly advanced space capabilities on the open market such as satellite communications and radar, and optical data, which can be used for both civil and military purposes. Moreover, certain states are purportedly developing a range of counter-space or anti-satellite weapons that threaten our collective access to

and use of space. Such weapons join environmental issues, man-made hazards, and a growing amount of space debris in posing a threat to allied space assets.

In light of the importance of – and threats to – outer space, should Canada develop the means to protect its satellites and space capabilities, and those of allies, from attack?

UNMANNED SYSTEMS

Unmanned Systems have become integral to modern military operations. From Unmanned Ground Vehicles used as bomb disposal robots to Unmanned Maritime Vehicles used for naval mine counter-measures, and potentially anti-submarine warfare, such systems represent only a few of the possibilities inherent in military robotics. Of course, Unmanned Aircraft Systems (UAS) have been deployed to great effect in numerous military operations, including by Canada. UAS offer several advantages that manned aircraft cannot provide.

However, the use of unmanned systems has not been without controversy, as many have criticized the use of this type of capability. The international community is studying the complex legal, strategic, and moral questions related to emerging technologies in the area of lethal autonomous weapons systems.

Canada must consider the appropriate use of unmanned systems and, over the longer term, determine the appropriate relationship between humans and machines.

Modernization of capabilities will also require a modernization of skills. There will be an increasing need for employees with special skill sets in these emerging domains. Consideration will need to be given to how these shortages are best filled. Is there a need for new trades within the CAF? Can the reserves be leveraged to capitalize on expertise in the private sector? Can public servants or contractors take on some of these roles?



PROCUREMENT

An effective defence procurement process and a strong and vibrant Canadian defence industrial base are important to Canada's security and economy – not only for reasons of economic prosperity – but also to ensure a range of capabilities available to provide Canada with an operational and technological edge. It is imperative that the CAF have the tools they need to carry out their day-to-day duties at home and abroad. While DND has undoubtedly faced challenges in delivering some large and complex defence procurement projects, a vast majority of defence contracts proceed on time and on budget. Of note, DND has let over 40,000 contracts a year for both services and goods since 2009, with an upward trend to 60,000 in the last two fiscal years.

DND has been working diligently with other government departments who maintain responsibility for key elements of the procurement process – Public Services and Procurement and Innovation, Science and Economic Development Canada – to improve defence procurement under various initiatives such as the recapitalization of



naval fleets and the Defence Procurement Strategy. This has resulted in some improvements such as earlier and ongoing industry engagement – as demonstrated by the publication of an annual Defence Acquisition Guide – independent third-party validation of military requirements related to large procurements, through the establishment of an Independent Review Panel for Defence Acquisition, and an ongoing effort to better leverage procurements to maximize job creation. Work is underway to further streamline defence procurement to ensure that the CAF gets the equipment it needs in a timely and transparent manner. However, there are undoubtedly other ways to improve this process.

QUESTIONS RELATING TO DEFENCE CAPABILITIES AND THE FUTURE FORCE:

5. Should the size, structure, and composition for the Canadian Armed Forces change from what they are today?
6. How can DND and the CAF improve the way they support the health and wellness of military members? In what areas should more be done?
7. Should Canada strive to maintain military capability across the full spectrum of operations? Are there specific niche areas of capability in which Canada should specialize?
8. What type of investments should Canada make in space, cyber, and unmanned systems? To what extent should Canada strive to keep pace and be interoperable with key allies in these domains?
9. What additional measures could DND undertake, along with partner departments, to improve defence procurement?



DEFENCE BUDGET

FUNDING CANADA'S DEFENCE NEEDS

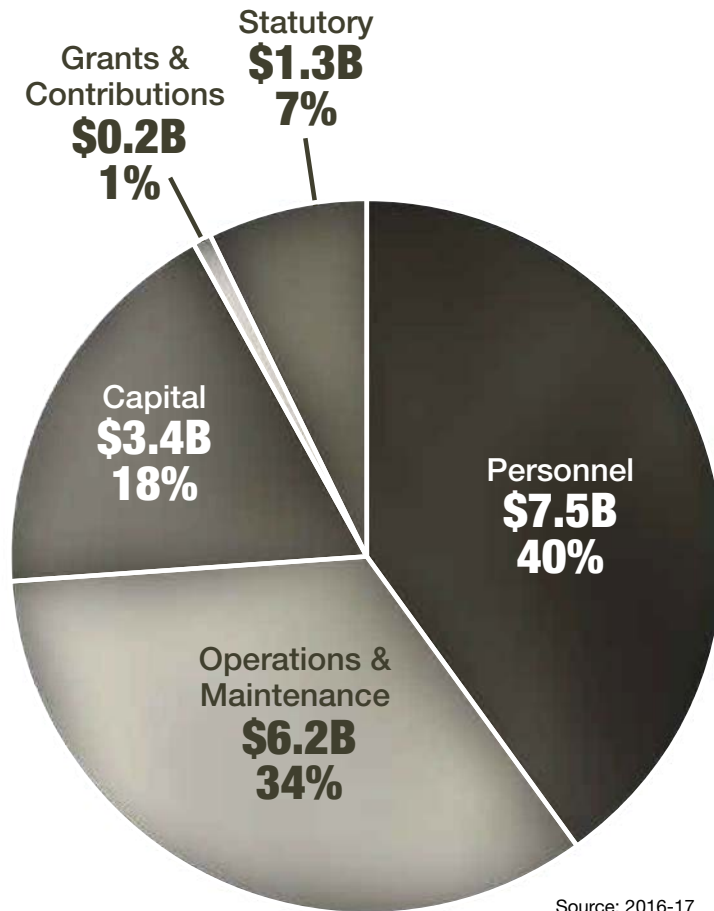
The defence policy review will be critical to defining the missions, roles, and future capabilities Canada requires of its armed forces. This new vision for defence must be affordable. What level of resources will be required to meet Canada's defence needs?

The Canadian military, while experiencing fluctuations in funding over time, has been resourced at around 1% of Canadian Gross Domestic Product (GDP) for the past decade. At the 2014 NATO Summit in Wales, Heads of State and Government from all 28 NATO members agreed to a Defence Investment Pledge that Allies should aim to move toward spending 2% of GDP on defence. While percentage of GDP is a questionable measure of what a nation

can achieve with its defence spending, this aspirational guideline drives debate among our allies. It is also important to recognize that there is considerable variation in how countries calculate their defence budget.

National Defence comprises one of the largest portions of the Canadian Government's overall budget, with 6.6 percent of total spending and 20 percent of program expenditures in 2015-16. Canada assesses its defence spending in terms of the level of resources required to support an effective and capable CAF. Ultimately, the level of ambition we define for the CAF must be properly resourced, which will require clear priorities and strategic decisions about how to invest limited resources with maximum impact. What should be the priorities for investment and what are the corresponding trade-offs?

2016-17 MAIN ESTIMATES OF \$18.64 BILLION



Source: 2016-17 main estimates

Personnel: Expenditures associated with salaries and wages of employees

Operations & Maintenance: Expenditures associated with the upkeep of facilities and equipment

Capital: Expenditures associated with the construction and acquisition of assets

Statutory: Contributions to employee benefit plans such as pensions

Grant: a type of transfer payment by government that is not subject to audit and that is restricted by Parliament as to amount, recipient, and often purpose, through the relevant Supply Bill.

Contribution: a type of transfer payment by government that is conditional, subject to audit, and with fewer restrictions than grants.

QUESTIONS RELATING TO CONTRIBUTING TO DEFENCE BUDGET:

10. What resources will the CAF require to meet Canada's defence needs?



CONCLUSION

The CAF remain focused on defending Canada and North America and contributing to a wide spectrum of operations globally. However, the security environment has shifted and the time is right to reflect on the CAF's role domestically, on the continent, and globally, as well as on how the CAF should be resourced and equipped.

Canadian expectations of their military, both at home and abroad, should substantially inform this process. Having considered this paper and the questions posed within it, we invite Canadians to participate in the defence policy review and help develop a comprehensive new policy that will guide DND and the CAF into the future.



KEY CONSULTATION QUESTIONS

1. Are there any threats to Canada's security that are not being addressed adequately?
2. What roles should the Canadian Armed Forces play domestically, including in support of civilian authorities?
3. How should Canada-United States cooperation on defence of North America evolve in the coming years?
4. What form should the CAF contribution to peace support operations take? Is there a role for the CAF in helping to prevent conflict before it occurs?
5. Should the size, structure, and composition for the Canadian Armed Forces change from what they are today?
6. How can DND and the CAF improve the way they support the health and well-being of military members? In what areas should more be done?
7. Should Canada strive to maintain military capability across the full spectrum of operations? Are there specific niche areas of capability in which Canada should specialize?
8. What type of investments should Canada make in space, cyber, and unmanned systems? To what extent should Canada strive to keep pace and be interoperable with key allies in these domains?
9. What additional measures could the DND undertake, along with partner departments, to improve defence procurement?
10. What resources will the CAF require to meet Canada's defence needs?

HOW TO CONTRIBUTE

We would like to hear your views on the defence policy Canada needs to advance our interests at home and abroad. We invite all Canadians to get involved in this important process by submitting their feedback by July 31, 2016 online at Canada.ca/defence-consultations or in writing to:

Defence Policy Consultations
c/o IPSOS
1 Nicholas St. Suite 1400
Ottawa, ON
K1N 7B7

ANNEX

CAF OPERATIONAL FORCES

ROYAL CANADIAN NAVY

Canadian Fleet Atlantic

-  **7** Halifax Class Frigates
-  **1** Iroquois Class Destroyer
-  **6** Kingston Class Maritime Coastal Defence Vessels
-  **2** Victoria Class Long Range Patrol Submarines
-  Fleet Diving Unit






Canadian Fleet Pacific

-  **5** Halifax Class Frigates
-  **6** Kingston Class Maritime Coastal Defence Vessels
-  **2** Victoria Class Long Range Patrol Submarines
-  Fleet Diving Unit
-  Maritime Tactical Operations Group – Enhanced Boarding Team

CANADIAN ARMY

3 Mechanized Brigade Groups

Each consisting of:

-  **3** Infantry Battalions (approx. **575 personnel**); equipped with **LAV and TAPV**
-  Armoured Regiment (approx. **550 personnel**); equipped with **Leopard II tanks** and **reconnaissance vehicles**
-  Artillery Regiment (approx. **550 personnel**); equipped with **M-777 towed Howitzer guns**
-  Engineer Regiment (approx. **510 personnel**); equipped with various **engineer vehicles**
-  Service Battalion (approx. **1000 personnel**); equipped mainly with **heavy support vehicles**

115 Army Primary Reserve Units

 Organized into **10 Brigade Groups**

5 Canadian Ranger Patrol Groups

 With approx. **5000 personnel**

CAF OPERATIONAL FORCES

ROYAL CANADIAN AIR FORCE

4 Tactical Fighter Squadrons



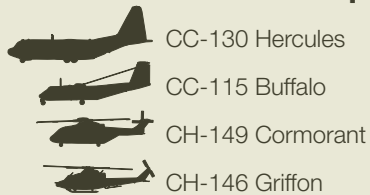
5 Tactical Helicopter Squadrons



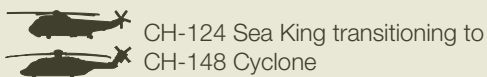
5 Transport Squadrons



5 Search and Rescue Squadrons



2 Maritime Helicopter Squadrons



3 Long-Range Patrol Squadrons



1 Aerospace Control and Warning Squadron (NORAD)



SPECIAL OPERATIONS FORCES

Special Operations Units

Joint Task Force 2

Canadian Special Operations Regiment

Canadian Joint Incident Response Unit

Special Operations Aviation Squadron

JOINT

1st Canadian Division Headquarters

Joint Support Regiment

Joint Support Group

4th Engineer Support Regiment

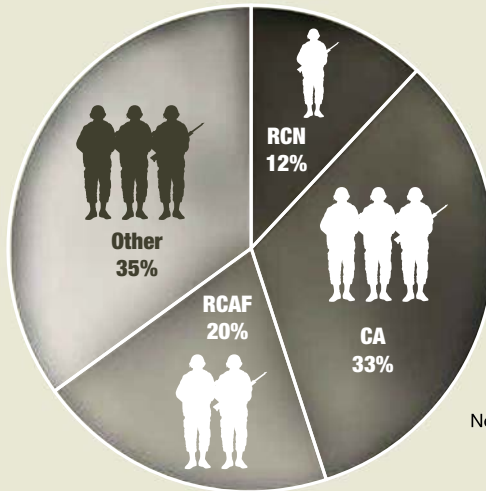
4th Artillery Regiment
(General Support)

21st Electronic Warfare Regiment

Not to scale

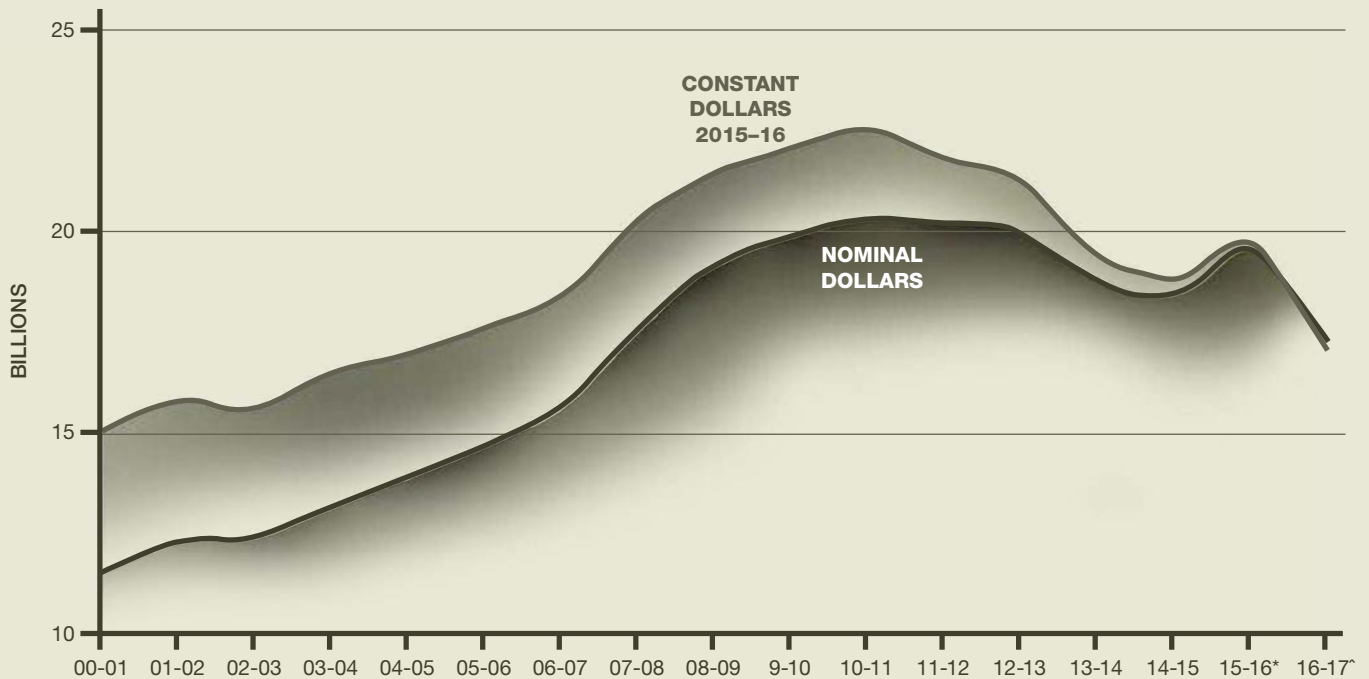
ANNEX FACTS AND FIGURES

COMPOSITION OF THE CAF BY SERVICE



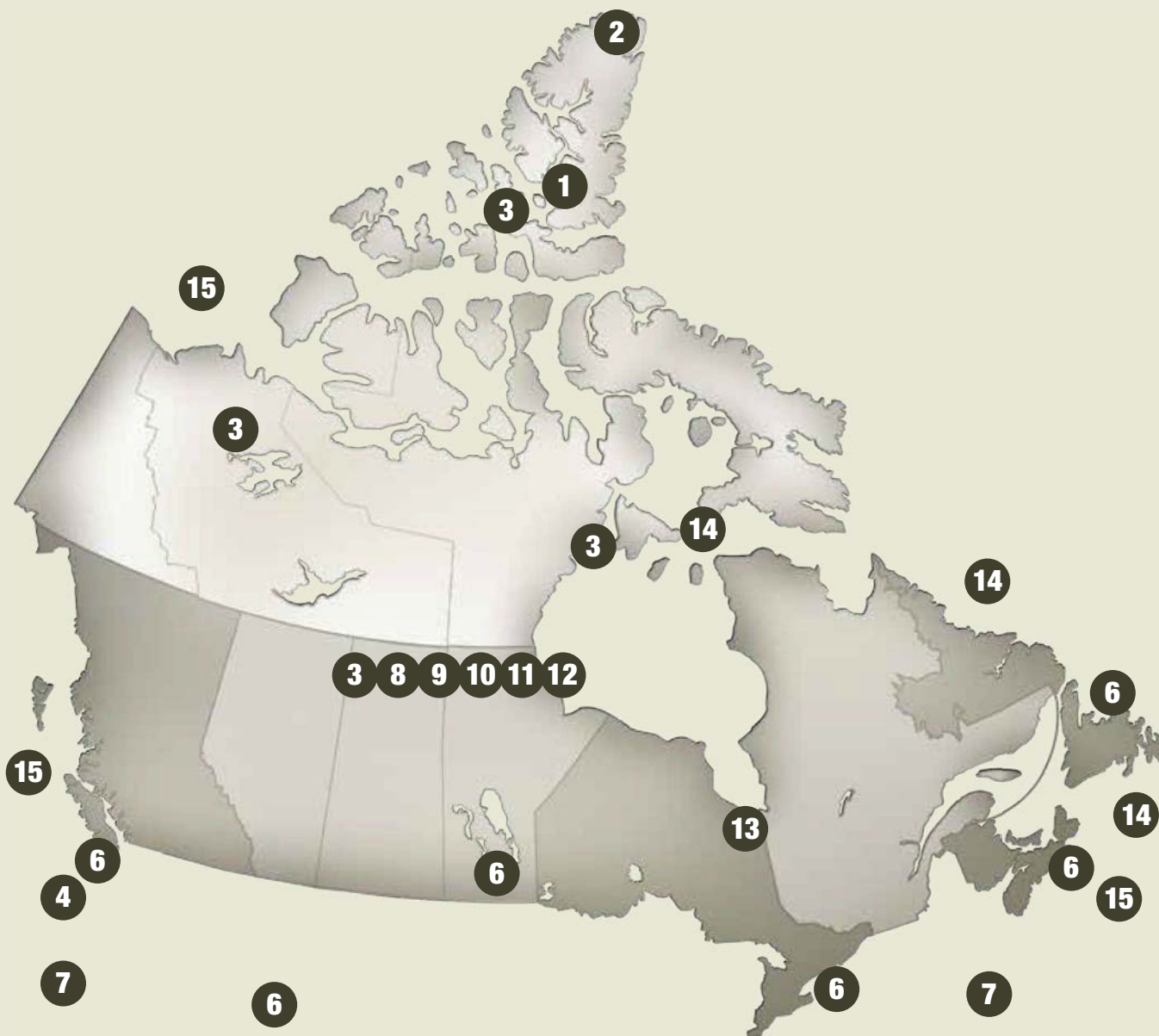
Note: The "other" category represents CANSOFCOM, CJOC, CFINTCOM, CMP, CFHSG, and operational support.

DEFENCE EXPENDITURES HISTORICAL TREND



Sources: Public Accounts Vol III "Departmental Final Authorities (\$ billions), Public Accounts Vol II "Departmental Actual Expenditures (\$ billions)"
 *2015-16 Main and Supplementary Estimates A, B
 †2016-17 Main Estimates

ANNEX DOMESTIC OPERATIONS



Arctic Communications	1
Op NEVUS	
CFS Alert Resupply	2
Op BOXTOP	
Arctic Sovereignty	3
Op NANAPUT / NANALIVUT Op NANOOK & 1 CRPG Patrols	
Support to DFO	4
Op DRIFTNET	

Avalanche Control	5
Op PALACI	
Search and Rescue	6
Aeronautical and Maritime	
Support to RCMP / CBSA	7
Irregular Immigrant Vessel Op POSEIDON	
Support to RCMP	8
Counter Narcotic Efforts	

Nat'l Surv & Presence	9
Op LIMPID / QIMMIQ	
Resp to Dom Air Threat	10
CFICC support to Op NOBLE EAGLE	
SJS ACV Obs Flights	11
CFICC support to Op OPEN / TRANSIT SKIES	

Support to GC OGDs	12
Explosive Ordnance Disposal	
Support to GC OGDs	13
Op LENTUS — Flooding	
Support to GC OGDs	14
FISHPATS	
Support to RCMP	15
Naval Vessel Escort	

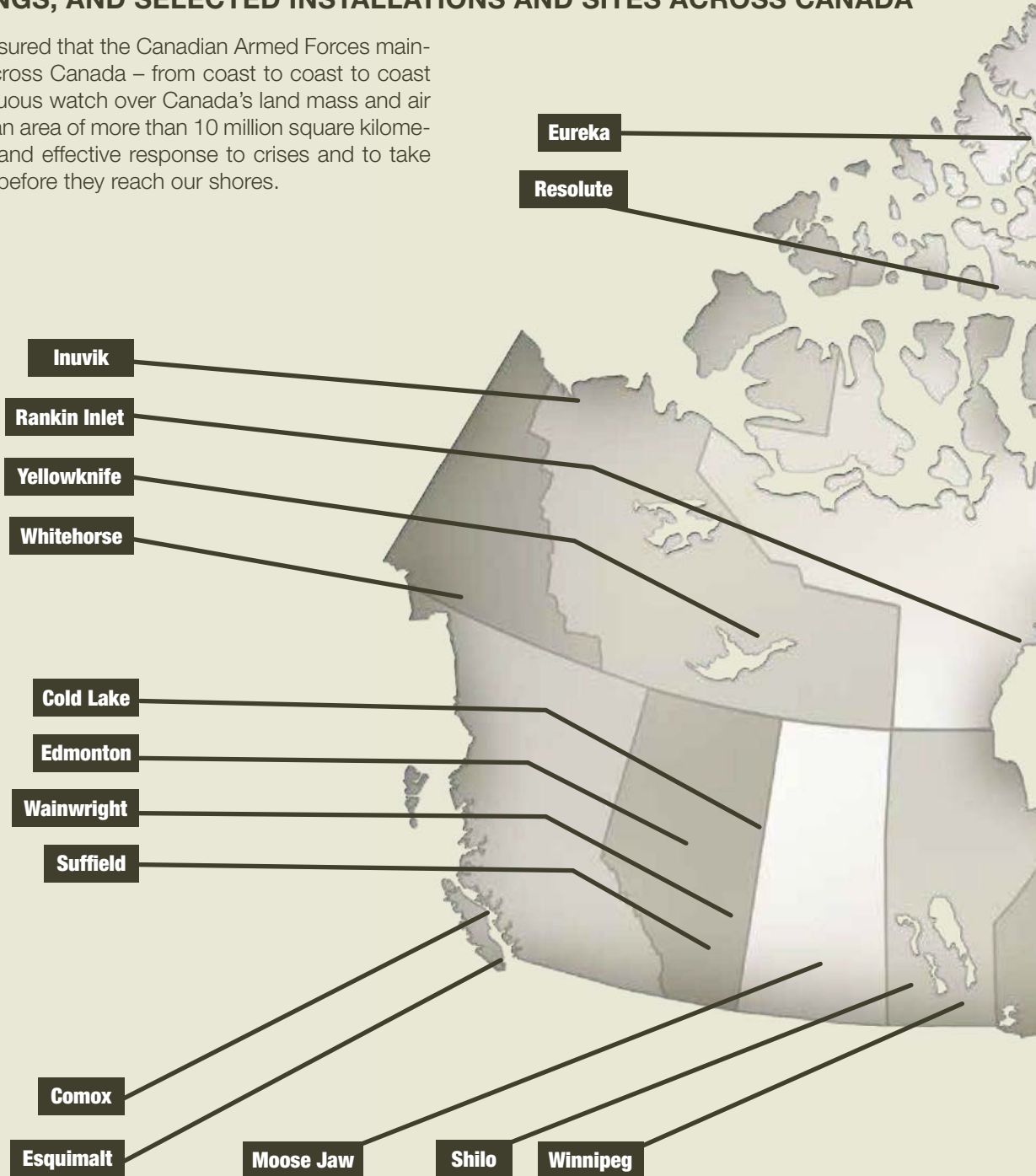
Not all operations depicted are currently active, but reflect missions the CAF is prepared to undertake when requested.

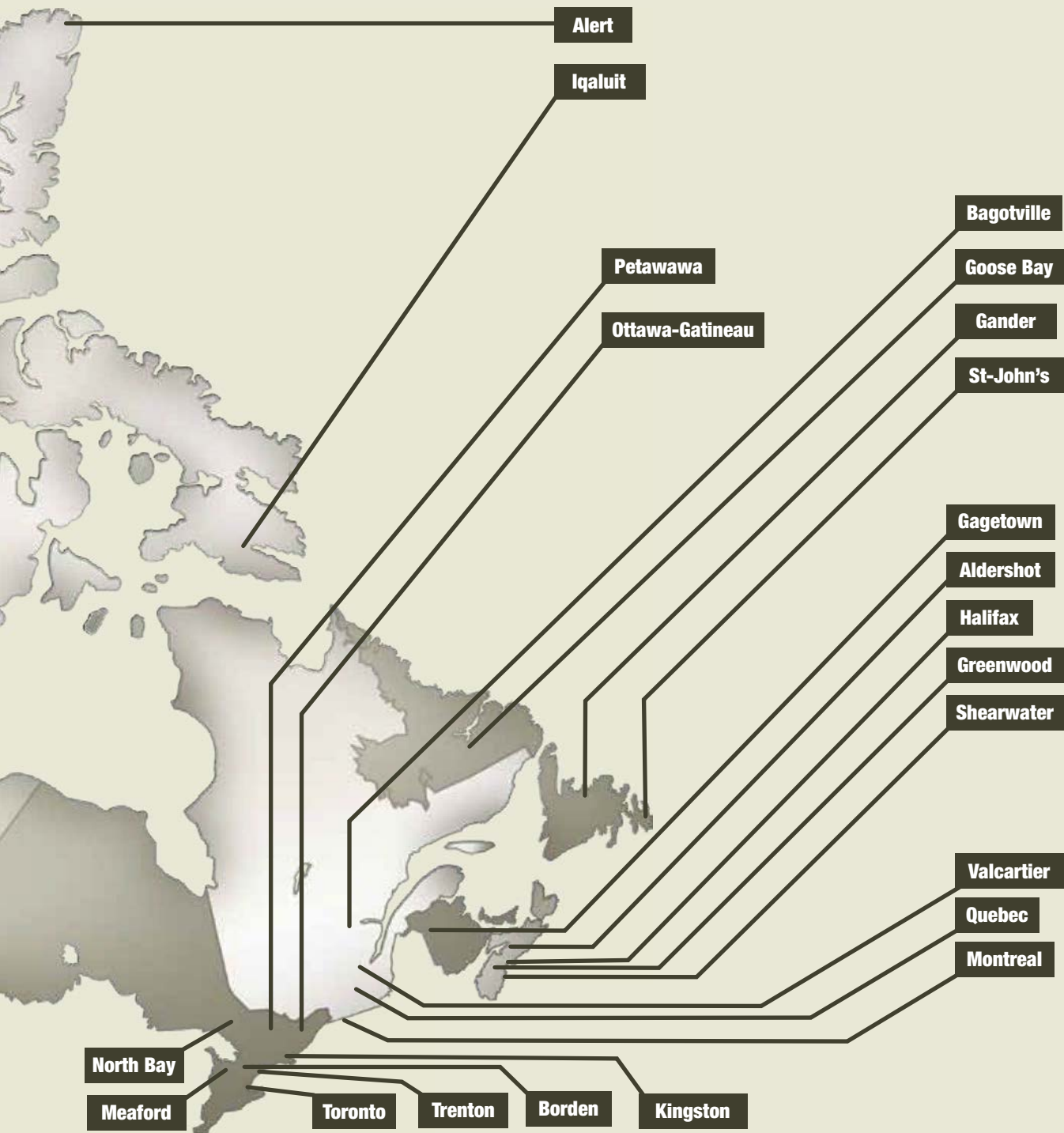
ANNEX

CAF FOOTPRINT ACROSS CANADA

CAF BASES, WINGS, AND SELECTED INSTALLATIONS AND SITES ACROSS CANADA

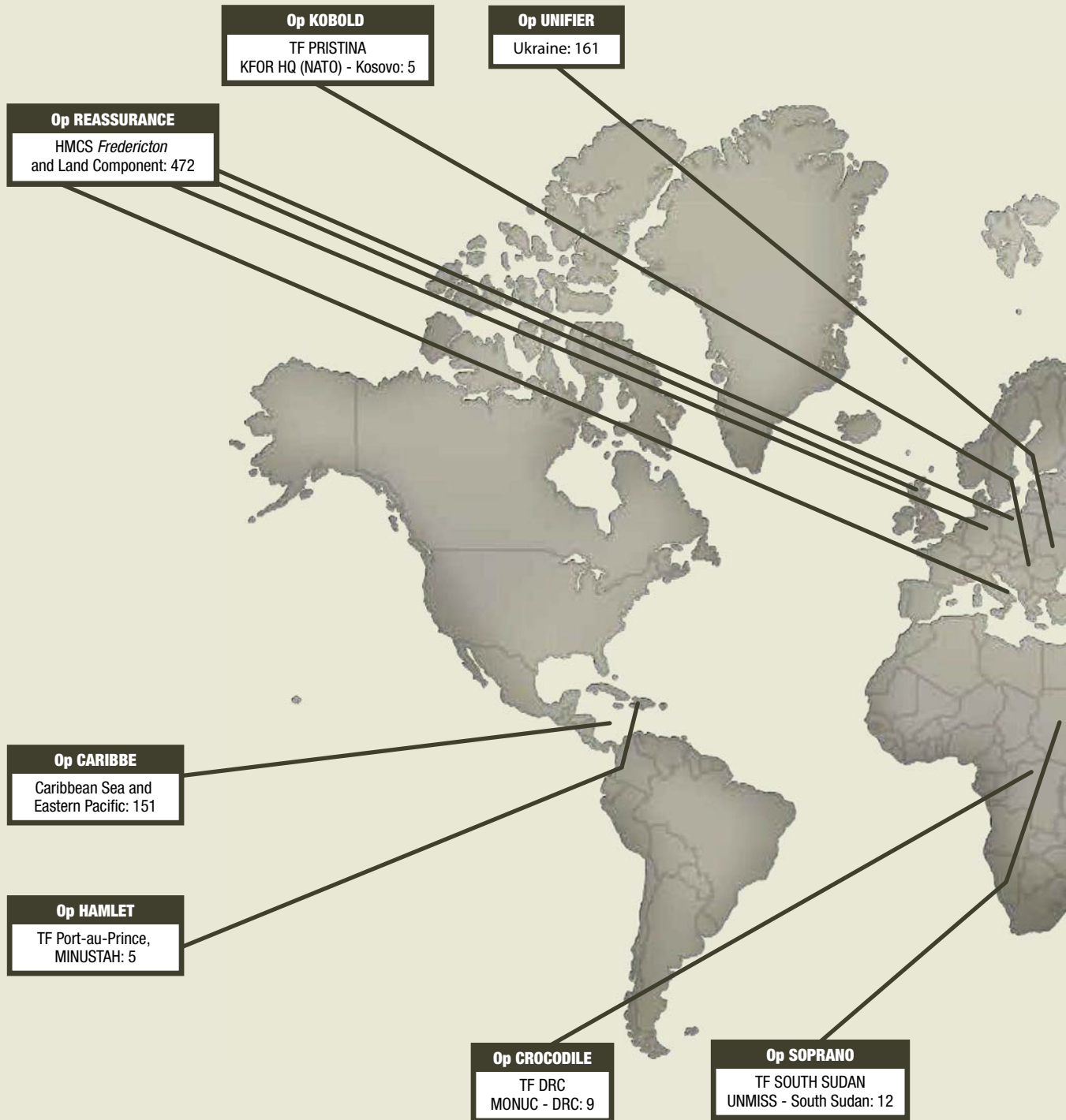
Canadians can rest assured that the Canadian Armed Forces maintain a vast footprint across Canada – from coast to coast to coast – and sustain a continuous watch over Canada’s land mass and air and sea approaches, an area of more than 10 million square kilometres, to ensure timely and effective response to crises and to take action against threats before they reach our shores.

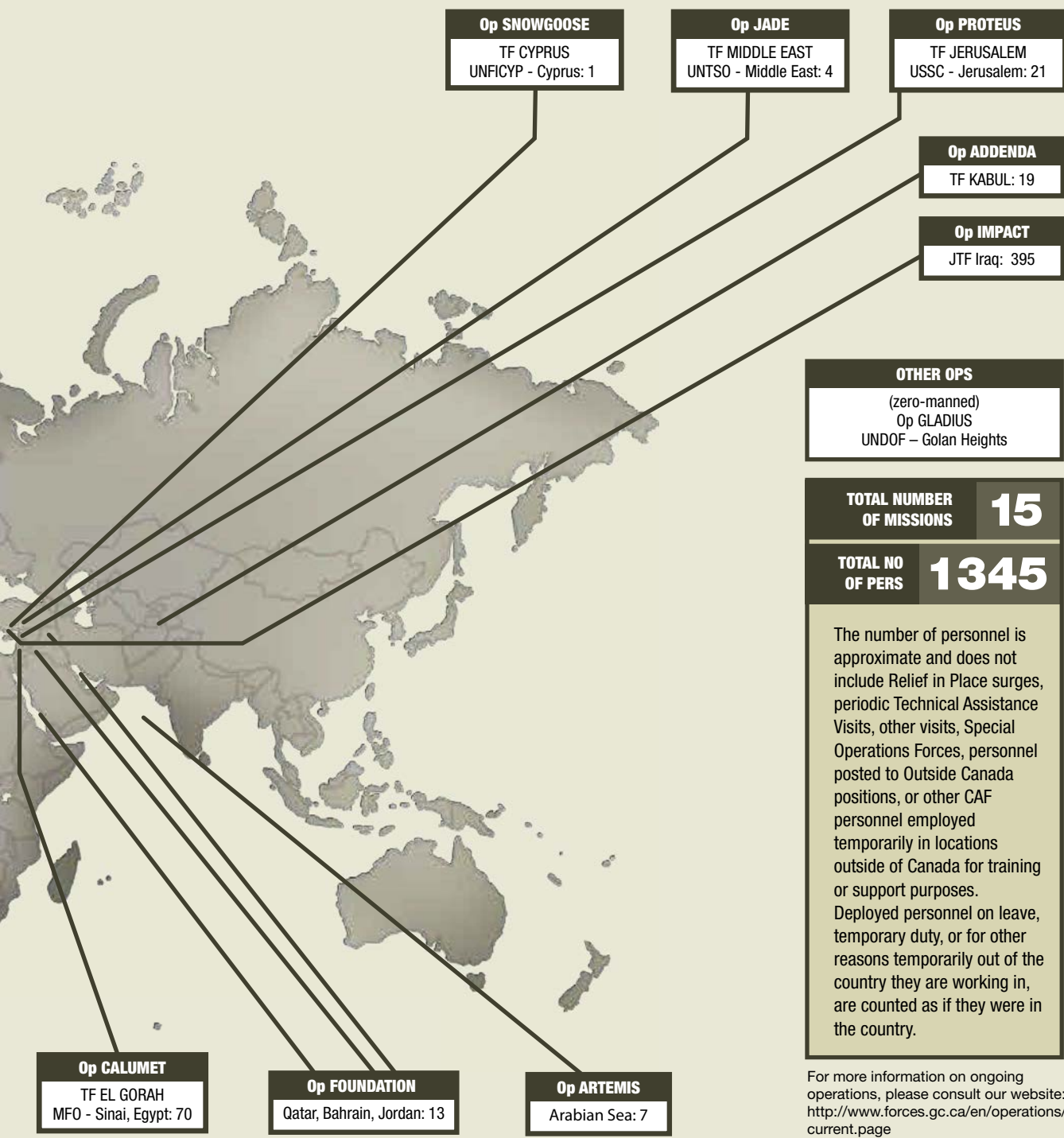




ANNEX

INTERNATIONAL OPERATIONS





The number of personnel is approximate and does not include Relief in Place surges, periodic Technical Assistance Visits, other visits, Special Operations Forces, personnel posted to Outside Canada positions, or other CAF personnel employed temporarily in locations outside of Canada for training or support purposes. Deployed personnel on leave, temporary duty, or for other reasons temporarily out of the country they are working in, are counted as if they were in the country.

For more information on ongoing operations, please consult our website: <http://www.forces.gc.ca/en/operations/current.page>

ANNEX

GLOSSARY OF ACRONYMS

ACV	Arms Control Verification
CA	Canadian Army
CAF	Canadian Armed Forces
CANSOFCOM	Canadian Special Operations Force Command
CBSA	Canada Border Services Agency
CFHSG	Canadian Forces Health Services Group
CFICC	Canadian Forces Integrated Command Centre
CFINTCOM	Canadian Forces Intelligence Command
CFS	Canadian Forces Station
CJOC	Canadian Joint Operations Command
CMP	Chief of Military Personnel
CRPG	Canadian Ranger Patrol Group
DFO	Department of Fisheries and Oceans
DND	Department of National Defence
GDP	Gross Domestic Product
GPS	Global Positioning System
ISIL	Islamic State of Iraq and the Levant
KFOR	NATO Kosovo Force
MFO	Multinational Force and Observers
MINUSTAH	UN Stabilisation Mission in Haiti
MONUSCO	UN Organization Stabilization Mission in the Democratic Republic of the Congo
NATO	North Atlantic Treaty Organization
NGO	Non-Governmental Organization
NORAD	North American Aerospace Defence Command
OGD	Other Government Department
RCAF	Royal Canadian Air Force
RCMP	Royal Canadian Mounted Police
RCN	Royal Canadian Navy
SJS	Strategic Joint Staff
TF	Task Force
UK	United Kingdom
UN	United Nations
UNFICYP	United Nations Peacekeeping Force in Cyprus
UNMISS	United Nations Mission in South Sudan
UNTSO	United Nations Truce Supervision Organization
US	United States
USSC	United States Security Coordinator
VAC	Veterans Affairs Canada