



National
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MAKING CHOICES



Annual Report of the
Chief of the Defence Staff
2003–2004

Canada 

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Duty With Honour: The Profession of Arms in Canada: http://www.cda.forces.gc.ca/cfli/engraph/palm/palm_e.asp

1. In order to make the Chief of the Defence Staff Annual Report more concise, this year's report is being tabled separately from the Quality of Life (QOL) Program update. This in no way diminishes the significance of the QOL update but rather allows for greater focus on the content of each of these reports.

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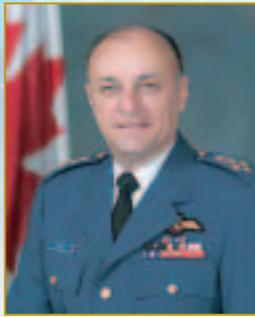
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Introduction



“Last year, I reported that we were making progress but, if we were to remain relevant, we needed to accelerate our efforts and make difficult choices. Those choices are now more urgent than ever.”



It is a great privilege to present my third Annual Report as Chief of the Defence Staff on the state of the Canadian Forces (CF) and the way ahead. I am truly honoured to lead such a fine institution, and enormously proud of the accomplishments of our men and women in uniform. This report focuses on the CF, but we must not forget that our successes are achieved by the combined efforts of the entire Defence Team, which includes the civilian employees of the Department of National Defence (DND) and its portfolio agencies as well as the soldiers, sailors and air force personnel of the CF.

In my first Annual Report as Chief of the Defence Staff, I stated that the CF was at a crossroads. We had just witnessed a vivid demonstration of our dangerous new strategic environment – the terrorist attacks of September 11, 2001 – and the CF was then in many respects poised and structured for threats more like those of the Cold War period. Although the CF was making changes consistent with the evolving security environment, we were not transforming aggressively enough. The status quo was obviously untenable, and urgent action was

required to protect Canadians and their interests by ensuring the continued relevance of the CF. Consequently, we made a greater commitment to transform the CF and prepare for the hazards of our new reality. Last year, I reported that we were making progress but, if we were to remain relevant, we needed to accelerate our efforts and make difficult choices. Those choices are now more urgent than ever.

There is now very little distinction between domestic and international security, or between homeland defence and forward defence. Today, individuals have the power to undermine our security in ways that used to be available only to hostile states. At the same time, the phenomenon of globalization has forced nations to deal with world security issues. The form of terrorism we face today is far less predictable or geographically defined than the threats of yesterday. Rejecting the very concept of democracy, terrorist groups such as Al-Qaeda are testing the resolve of democratic nations. They have long-term objectives, they refuse to follow the traditional rules of war, and they are capable of attacking indiscriminately without concern for innocent civilians.

Modern telecommunications and transportation mean that faraway conflicts can have immediate impacts on Canadians and their strategic interests. It is increasingly common for failed or struggling states to need help reducing civil strife, as we witnessed in Haiti. Iraq and Afghanistan demonstrate how nation-building has become a major international preoccupation. Events around the world resonate powerfully in our increasingly multicultural society, which expects its government to respond quickly and effectively. There is no home front in the globalized world, and Canada simply cannot isolate itself from other nations' problems.

The complexity of the international environment compels our government to use a wide range of instruments to defend Canadians and secure their interests at home and abroad. The CF is but one of these instruments, and expectations are higher than ever regarding our three missions: defend Canada, defend North America in close co-operation with the United States, and contribute to international peace and security alongside our allies.

To achieve these missions, the CF needs the right mix of military capabilities. We must be modern, flexible, combat-capable, deployable and relevant. We must be able to respond rapidly to a wide range of complex threats by means of challenging operations. We must be able to support and sustain these operations for as long as required. We must be part of an integrated strategy, working closely with other government departments and agencies, and with non-governmental organizations. Finally, we must work hand-in-glove with the armed forces of other countries, especially the United States and our other NATO allies.

Defining Transformation

The current security environment calls for professional, highly-trained armed forces capable of using new technologies effectively in joint, interagency and multinational operations. New technologies offer fast, flexible solutions to such operational problems as delivering force precisely in a war zone, or monitoring the flow of refugees in a humanitarian crisis. The CF has embraced these new technologies, and we will continue to invest in training and equipping Regular and Reserve personnel to ensure they remain amongst the most highly trained, technologically adept soldiers, sailors, air force personnel in the world.

The transformation process is evolutionary and has no definable end state. Transformation focuses on people, technology, ways of conducting operations and ways of thinking. It does not seek to re-structure the CF completely, or re-equip it, but rather to blend existing and emerging systems and structures to create greatly enhanced capabilities relevant to future missions, roles and tasks. Transformation is an iterative and continuous process, and its success is easy to see only in hindsight.

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The Government has set out an ambitious agenda, that includes reviewing its international policy priorities to develop an integrated and coherent international policy framework for diplomacy, defence, development and trade. One of the main objectives of the review is to identify Canada's defence priorities. Throughout this process, which will include a separate but complementary defence review, I want to emphasize the theme of **Making Choices**. Opting for the status quo would seriously hamper our efforts to stay relevant in the future security environment.

I have deliberately compressed this report to focus on the critical capability areas where the risk of inaction is highest and the most benefit can be achieved in the long run. The impact of the choices we make now will be felt for decades to come.





with *Operation PALLADIUM*, our contribution to the NATO Stabilization Force in Bosnia-Herzegovina. In other cases – *Operation ATHENA* in Afghanistan, for example – we deployed a large contingent to meet an urgent need over a shorter term. Given these demands, the CF must pause to regenerate if it is to remain vital. Every request for CF assistance must be considered in light of the critical need for regeneration.

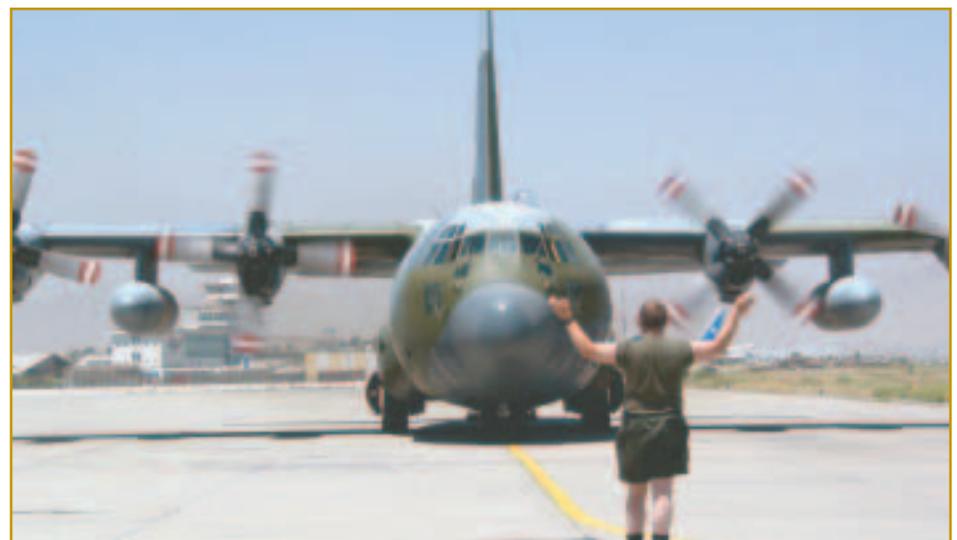
My fourth priority is to continue to adapt to the evolving security environment and enhance our strategic relationships. In this environment, the CF is committed to countering the threat of global terrorism, particularly through our contribution to the international campaign against terrorism. Although our initial contribution – *Operation APOLLO* – has ended, our participation in the International Security Assistance Force in Afghanistan – *Operation ATHENA*, still in full swing – exemplifies our continuing commitment to the campaign. However, our dedication to this important mission has come at a price. Three Canadian soldiers have died on *Operation ATHENA*: in October, two were killed and three were wounded by a mine that

Priorities

My first priority is to continue to invest in our people. People are our foundation and our future. By investing in our personnel, we will ensure that the CF remains capable, credible and relevant. It is particularly important to balance the demands of military service with the needs of CF members and their families. **People First** initiatives and the well-being of our personnel must be at the top of our minds in all aspects of planning our tasks and carrying them out.

Third, we must continue to deliver on operations, our *raison d'être*. Whatever we do – support civil authorities at home, deliver relief in humanitarian crises, take part in international missions and coalitions – our missions must be effective and sustainable, sometimes for long periods. The CF's involvement in the Balkan region, for example, began in 1992 with *Operation HARMONY*, a United Nations peace-support mission, and continued

My second priority is to transform and modernize the CF. We must ensure that we have the capacity to contribute militarily to the international peace and security efforts that make Canada and the world safer. When our personnel go into harm's way, they must be well prepared and armed with the best equipment Canada can afford. In this respect, the government demonstrated its commitment to the CF in July 2004 when it announced the decision to move forward with the acquisition of our new maritime helicopter – the CH-148 Cyclone.





“Together, we will strengthen the CF, making it an even more relevant, credible and effective armed force for the future.”

destroyed their vehicle, and in January one was killed and three were injured by a suicide bomber. These losses demonstrate to all Canadians that the world is dangerous and unstable, and the CF must sometimes operate in the presence of very real threats.

Our relationships with other countries, especially the United States and our other NATO allies, are crucially important to the future of the CF. Canada will continue to build on its partnership with the US, which has functioned so well for so many years. For example, we are taking steps to ensure the North American Aerospace Defence Command (NORAD) remains the cornerstone of our continental defence relationship through efforts such as *Operation NOBLE EAGLE*, the increased vigilance in North American airspace since September 11, 2001. The Canada-US partnership has also developed in a new direction with the creation of the Bi-national Planning Group, which is dealing with a number of bi-national issues including maritime security.

Enhancing Communications

Enhancing communications is an over-arching consideration. In the coming year, we will continue to talk to Canadians, telling them who we are and why we matter to their security. Proud as they are of their armed forces, Canadians sometimes lack a complete picture of our many duties, responsibilities and activities, and of the many substantial ways in which we have changed. Internationally, the CF is highly respected for its leadership, training and professionalism, and we will work harder to ensure that our own citizens know more about these achievements. I believe that the more they know, the more they will be impressed with today's Forces. We must also remember that improvement of internal communications is an objective for which we must continue to strive: in any great institution, information-exchange and information-sharing are key to remaining innovative and trusted.

Making Choices

Making choices to strengthen the CF and prepare for the future is the next step on the path to transformation. I am confident that the fine men and women of the CF are equal to this task. I encourage all CF personnel to embrace the changes and choices required for transformation so we can act with unity and purpose. Together, we will strengthen the CF, making it an even more relevant, credible and effective armed force for the future.

R.R. Henault
General
Chief of the Defence Staff



Part 1: The Canadian Forces Today

“In recent years, we have made marked improvements in compensation and benefits, the renewal of the CF health care system, and support for military families – the administrative underpinnings of quality of life for CF personnel. Now, we must tackle the ‘operational quality of life’...”

The Canadian Forces and the World We Live In

Despite resource constraints, the operational tempo is still very high for the CF. It is a testament to the professionalism and dedication of our men and women in uniform that the CF continues to meet and exceed expectations. Our people have worked exceedingly hard, especially over the last few years, and are significantly overstretched.

The government supports our call for an operational pause. A reduction in our operational tempo will give us time to regenerate our tired forces so they can continue to be operationally effective in the future. We must let our soldiers, sailors, airmen and airwomen reconnect with their families and recharge their batteries so they can continue to serve Canada with distinction. Subject to critical government requirements, we hope to reduce the scope of all our missions, especially those outside the country, to give our people a much-needed breather.



Whatever our intentions, it is always possible that an unexpected situation will arise in which we are compelled to participate, such as we recently did in Haiti. In the long term, however, we cannot continue to overtax the Forces and expect it to remain efficient and effective.

In recent years, we have made marked improvements in compensation and benefits, the renewal of the CF health care system, and support for military families – the administrative underpinnings of quality of life for CF personnel. Now, we must tackle the **“operational quality of life”** issues such as equipment; in-theatre support; training for army, navy and air force personnel serving in joint staff appointments; and, following a regeneration period, operational readiness.



Who We Are

Like all Canadians, CF members care about Canada, its future and values. We respect the environment, uphold human rights, and believe in democracy and the rule of law. We are esteemed at home and abroad as a resourceful, diverse and professional force that demonstrates leadership. But although we are typical Canadians in many ways, there are others in which we stand apart from civilians. Our defining document is the CF manual *Duty With Honour: The Profession of Arms in Canada*, which describes our military ethos and emphasizes its importance. CF members have unique obligations that make us distinct from the rest of Canadian society: for example, we can be lawfully ordered into harm's way – that is, ordered to work in conditions in which we might have to kill or be killed. We perform the dangerous tasks involved in implementing the domestic and international policies that support Canadian values and interests around the world. This duty includes the obligation to use carefully applied deadly force when necessary to achieve the mission and, on operations, CF members sometimes find themselves in morally ambiguous situations. Throughout, we serve the government and people of Canada, but we are individually and collectively responsible for abiding by the military ethos, obeying the law, and complying with our professional standards.

Because soldiers, sailors and air force personnel have such an important function in society, it is essential that we have the necessary foundation to accomplish our duties. The military training system for all ranks and all trades now includes significant content on the moral aspects of service, and



work in this area is growing. The publication in the summer of 2003 of *Duty with Honour*, the first fully realized statement of the military ethos ever to appear in Canada, was an important achievement in efforts to prepare CF members to face the more difficult ambiguities of military life. **People First** initiatives such as the reform of CF health care services ensure continuity of care at home and abroad in recognition of CF members' particular needs. For example, in response to the changing patterns of (and greater awareness of) post-deployment health problems, the CF has implemented an **enhanced post-deployment screening process**. Interviews conducted three to six months after repatriation have proven very successful in identifying members with problems that would not otherwise have been recognized; they also produce useful health data. CF members have given positive reviews to the post-deployment screening program, which is just one of many initiatives to improve support before, during and after operational missions.

Good people must have **good equipment** if they are to serve their country well, and equipment is an important aspect of operational quality of life. Some CF equipment is so old that it simply will not stand up to future operational demands. Consequently, we are making choices and modernizing in certain areas. The Minister of National Defence recently announced the replacement of the Sea King helicopter with a new, multi-purpose maritime helicopter (CH-148 Cyclone), which will satisfy one of our most pressing acquisition needs. Cabinet has already approved the Mobile Gun System. As well, the accelerated purchase of search-and-rescue aircraft, and a decision to proceed with a new joint support ship were announced in the March 2004 federal budget. These major acquisitions demonstrate a commitment to ensure that the CF has the capabilities it needs to be relevant now and in the future.



Part 2: Accomplishments and Relevance of the Canadian Forces

“Good people must have good equipment if they are to serve their country well, and equipment is an important aspect of operational quality of life. Some CF equipment is so old that it simply will not stand up to future operational demands.”



First and foremost, the CF must protect Canadians – and the boundary between the home front and the international environment has vanished. By taking part in efforts to end instability and conflict overseas, the CF contributes to the safety and security of Canadians at home. Therefore, the CF must be able to respond, not only to terrorist attacks at home and abroad, but also to threats from the rogue states, failed states and organized crime groups that have made the world so very dangerous. The CF has been adapting to this new reality in our three missions of defending Canada, defending North America, and contributing to international peace and security.

I will highlight only a few examples of the tremendous work CF members have accomplished through their teamwork and dedication. I am very proud of how the CF has changed to meet new challenges, and encourage leaders and fellow CF members to continue to acknowledge their comrades’ valiant efforts whenever possible.

Defending Canada

Domestic Security and Emergency Preparedness

By forming the Department of Public Safety and Emergency Preparedness, injecting billions of dollars into domestic security and anti-terrorism initiatives, and promulgating Canada’s first National Security Policy, the federal government has greatly increased its emphasis on domestic security in response to the new global reality. The CF has an important contribution to make to these efforts, and I believe that our participation in the defence of Canada, and our interaction with provincial and territorial governments, police forces and federal agencies involved in security could intensify in the coming years. This situation would call for a new way of thinking, and possibly new tasks for the CF, particularly the Reserves.

The Role of the Reserves

The Reserve component of the CF is becoming more important internationally and domestically. Reservists patrol our territory by air, land and sea, and augment the Regular Force at home and abroad. New capabilities, such as civil-military co-operation (CIMIC) and chemical, biological, radiological and nuclear (CBRN) defence, are currently being introduced to the Reserves to enhance CF flexibility and to make them more pertinent to domestic and international operations. Reservists are a natural fit for these capabilities because they have close ties in their home communities and, therefore, can react quickly to domestic threats and natural disasters.

Response to Disasters and Terrorist Threats

The Disaster Assistance Response Team (DART) is a high-readiness capability that can deploy immediately to humanitarian crises at home and abroad. Task-tailored for each mission, it provides emergency rescue, medical

and engineering support at the scene of a disaster. Equipment acquisitions and infrastructure upgrades have enhanced the DART to improve the effectiveness of any CF response to human suffering.

Sovereignty

The CF contributes to the assertion of Canadian sovereignty by conducting surveillance and control operations in our home waters and in the Arctic. This task became much more urgent after September 11, 2001, and with the increased economic interest in Canada's north. Better surveillance and patrols along our borders not only help prevent the illegal entry of drugs, weapons and people, they also reinforce Canada's claim to our territory. Canadian Forces Northern Area, its supporting units and the Canadian Ranger Patrol Groups maintain an official presence in the Arctic that are key elements of the overall surveillance plan, which includes periodic visits and overflights by other Regular Force units.

Maritime Security

In co-operation with the Canadian Coast Guard, other departments and agencies of the Canadian government, and the United States, we have enhanced maritime security. We conduct numerous surveillance flights and warship patrols off Canada's coasts, and now keep one warship on each coast at eight hours' notice to sail for emergencies and operations. The Naval Reserve continues to make a significant operational contribution on the Atlantic and Pacific coasts by manning the navy's 12 Kingston-class Maritime Coastal Defence Vessels. Also, for the first time in 30 years, Canada has a West Coast submarine capability.

Chemical, Biological, Radiological and Nuclear Threats

The Joint Nuclear, Biological and Chemical Defence (NBCD) Company began operations in December 2002, and it is expected to be fully operational by December 2004. A dedicated quick-response unit for incidents involving CBRN weapons, agents or sources, the Joint NBCD Company will be able to respond to both domestic and international emergencies when it reaches full trained strength.

This capability is supported by projects such as CBRN Research and Technology Initiative (CRTI), which deliver multi-disciplinary science solutions to counter-terrorism and national security problems that stem from CBRN threats.

Domestic Operations

Working through the joint CF-Canadian Coast Guard Rescue Co-ordination Centres, the CF responded to 7,499 aeronautical, maritime and humanitarian search-and-rescue incidents in 2003-2004, preventing





injury and saving lives on a grand scale. In September 2003, we mounted *Operation SPLINTER* to help the Government of Nova Scotia clear up the extensive damage done by Hurricane Juan. In *Operation PEREGRINE*, CF members from across western Canada helped the Government of British Columbia fight the fires that raged through the interior of the province during the summer of 2003, reducing damage to homes and businesses, and boosting local morale as CF members worked the fire lines with civilian firefighters and volunteers. Our presence also added a much-needed sense of order and stability in the face of so much turmoil and destruction.

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Assistance to Other Government Departments

Our routine duties include supporting other government departments – especially Public Safety and Emergency Preparedness Canada, Environment Canada and Fisheries & Oceans Canada – in law-enforcement and counter-narcotics operations, environmental protection, and fisheries protection. These efforts help keep illegal drugs off the streets and away from our children, contribute to our economic future, and support quality of life in Canada.

Severe Acute Respiratory Syndrome

In the spring of 2003, when the new disease called Severe Acute Respiratory Syndrome (SARS) broke out at a suburban Toronto hospital, a team from Defence Research and Development Canada (DRDC) Suffield carried out environmental air sampling at the hospital at the request of the Health Canada National Microbiology Laboratory in Winnipeg. DRDC’s technical expertise in aerosol sampling is recognized by Health Canada and the Centers for Disease Control and Prevention in the United States. Such efforts to co-operate and share expertise across government contribute to the health and safety of all Canadians.

Counter-Terrorism

The capabilities of Joint Task Force 2 (JTF 2), our counter-terrorism and special operations unit, have been significantly increased. JTF 2 can deploy in support of police and counter-terrorism operations at home or abroad. Efforts to recruit and train new



members have been very successful, and new equipment is being introduced as part of an expansion program that will be completed in 2006–2007. JTF 2 provides a highly skilled quick-response capability against terrorist threats. Although their work is not publicized, JTF 2 members deserve special recognition for the often dangerous tasks they perform to ensure the safety and security of Canadians.

The new Counter-Terrorism Technology Centre (CTTC), opened by DRDC in the fall of 2003, is another vital component of Canada’s anti-terrorism strategy. The CTTC trains first-responders across Canada to handle biological, chemical or radiological incidents, and provides forensic reference and analysis support in emergencies involving chemical and biological warfare agents. As first-responders across Canada receive CTTC training, they will be better prepared to prevent loss of life should there be a terrorist attack.

Contributing to the Defence of North America

Our efforts to protect and safeguard Canada do not stop at our borders, and our defence partnership with the United States is central to Canada-US relations. Because we share such a long border, our two nations have similar and complementary security concerns; each state quite logically sees the other's security program as vital to its own domestic security. For the safety of citizens on both sides of the border, therefore, it is very important that the armed forces of both countries continue their long-standing and very effective co-operation.

NORAD

Canada's close defence relationship with the US enhances our national security. Our two nations work together on a daily basis to monitor and to control our joint aerospace through NORAD, which dates from the original agreement in 1958. The role and significance of NORAD have evolved over the years, and the need for co-operation in North American airspace was increased by the attacks of September 11, 2001. NORAD has adapted to the new threat environment by focusing on surveillance of internal continental airspace, in conjunction

with civilian aviation agencies on both sides of the border, to form a united front against terrorist attacks.

Our partnership in continental defence led to discussions about the possibility of co-operation on ballistic missile defence after the Minister of National Defence wrote to his American counterpart expressing Canada's interest in this important issue. These high-level discussions ensure that the Government of Canada has the information it requires to make an informed decision on Canadian participation in this American-led initiative. The decision is likely to have a significant effect on Canada-US defence arrangements, particularly the future of NORAD.

Bi-national Planning Group

The establishment of the Canada-US Bi-national Planning Group (BPG) in December 2002 was a significant step forward in enhancing bilateral defence planning beyond aerospace threats. Led by the Deputy Commander of NORAD, a Canadian lieutenant-general, the BPG has a mandate to improve the co-ordination of Canadian and US maritime surveillance, intelligence-sharing and threat assessments, and develop contingency plans for responses to potential attacks and natural disasters.

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International Peace and Security, Multilateral Operations and Interoperability

Over the last couple of years, we have seen a growing requirement in domestic and international operations for co-operation with other government departments, international aid agencies, and coalition partners beyond our traditional role in long-standing alliances. This change has imposed heavy demands on the CF, as we responded to crises worldwide in some very hostile environments.

In 2003–2004, the CF deployed more than 10,500 personnel on 20 missions around the world. In each case, the deployed personnel distinguished themselves by their professionalism and dedication, and demonstrated that they are among the best-trained and most effective soldiers, sailors and air force personnel in the world. The following paragraphs give a brief overview of some of our international operations over the past year, and clearly demonstrate the relevance of the CF abroad.





The Campaign Against Terrorism

In southwest Asia, forces assigned to *Operation APOLLO* (our contribution to the international campaign against terrorism from October 2001 to October 2003) were repatriated as we made the transition to *Operation ATHENA* in Afghanistan. Canada continues to deploy forces in support of the US-led campaign against terrorism, having had warships in the region almost continuously since October 2001. Under *Operation ALTAIR*, one Canadian warship is committed periodically to the US-led coalition fleet in the Persian Gulf (*Operation ENDURING FREEDOM*). Similarly, air operations continue apace in this theatre of operations. The maritime patrol detachment was repatriated when its operations were completed in June 2003, but the tactical airlift detachment supporting *Operation APOLLO* was transferred to *Operation ATHENA*, and remains in the Gulf region to support Task Force Kabul in Afghanistan.

NATO Operations

In 2003–2004, the centrepiece of Canada’s contribution to the campaign against terrorism was its leading role in the International Security Assistance Force (ISAF) in Kabul, Afghanistan. *Operation ATHENA* began in the summer of 2003, when the first Canadian contingent deployed with a brigade headquarters and a battalion of infantry (approximately 2,000 CF personnel), representing roughly 40 percent of total ISAF strength. Major-General Andrew Leslie of Canada deployed with the first rotation of *Operation ATHENA* – “Roto 0” – to serve as the Deputy Commander of ISAF as well as Commanding Officer of Task Force Kabul. In February 2004, Lieutenant-General R.J. (Rick) Hillier,



left the position of Chief of the Land Staff to assume command of ISAF, an appointment he retained until August 2004. Arguably the highest-profile international command held by a Canadian since the Suez crisis of 1956, ISAF is both symbolically and operationally significant as NATO’s first major operation outside Europe, and a milestone in the post-September 11 transformation of the alliance.

In Europe, the CF has contributed significantly to peace and security in Bosnia-Herzegovina through *Operation PALLADIUM*. The mission of the Canadians serving with the NATO Stabilization Force (SFOR) has been to deter hostilities, assist in maintaining a secure and stable environment, and monitor the peace. In accordance with NATO direction for the reduction of military forces in early 2004, Canada reduced its contingent to about 640 personnel by May 2004. It further reduced its contributions to approximately 50-80 personnel in early September 2004, at about the same time that Brigadier-General Stuart Beare of Canada, completed his year in command of SFOR’s Multi-National

Brigade North West. It is expected that Canada will continue to support this ongoing mission in Bosnia-Herzegovina at its currently reduced level, when the mission transitions to European Union command in late 2004/early 2005. Our reputation, abilities and values make Canadians highly suitable for such command positions, enhancing the legitimacy and credibility we bring to the task of leading coalition forces in highly volatile and dangerous regions.

NATO Transformation and the NATO Response Force

Canada continued to support the enlargement and transformation of NATO and the creation of the NATO Response Force, which (when stood up) will be a stand-alone force capable of deploying quickly anywhere in the world. The NATO Response Force pools multi-national resources in a unified command that emphasizes the strengths of each nation, so that each nation will not have to deploy the full range of capabilities needed for a given operation.

UN Operations

In Africa, Canada continues to play a valuable role in UN missions by providing military observers and staff officers to monitor compliance with peace agreements and help the parties to a conflict make the transition to peace. In 2003–2004, CF personnel deployed to Sierra Leone, the Democratic Republic of Congo and Senegal to assist in their return to normal life.

In the Middle East, CF personnel serve with three UN missions: the United Nations Force In Cyprus (UNFICYP), the United Nations Disengagement Observer Force (UNDOF) on the Golan Heights, and the United Nations Truce Supervisory Organization (UNTSO) in Israel and Lebanon. Canadians also maintain a presence in the Multinational Force and Observers (MFO), a non-UN mission in the Sinai Peninsula that monitors compliance with the peace accord between Egypt and Israel.

In Haiti, Canada responded rapidly to alleviate human suffering and contribute to the restoration of order by providing forces (with the US, France and Chile) to the UN-sanctioned Multi-national



Interim Force (MIF). Task Force Haiti, the 500-strong Canadian contingent in the MIF, was in place for six months to facilitate the transition to the UN Stabilization Mission in Haiti.

Canada is one of the 15 founding members and an active supporter of the Multi-National Stand-by Force High-Readiness Brigade (SHIRBRIG) organized for traditional peacekeeping

missions conducted under Chapter IV of the United Nations Charter. The SHIRBRIG planning element is located in Denmark. In 1999, SHIRBRIG deployed for the first time with the UN Mission in Ethiopia and Eritrea (UNMEE), and its planning element recently deployed to West Africa to assist with the implementation of the UN Mission in Liberia (UNMIL).

The traditional boundaries between domestic, continental and international spheres of operations are not nearly as clearly marked as they were in the past. The threats are not as obvious as they used to be, making the operational environment very difficult to work in. We need to adapt constantly to this new, different and very dangerous environment.



“In Africa, Canada continues to play a valuable role in UN missions by providing military observers and staff officers to monitor compliance with peace agreements and help the parties to a conflict make the transition to peace.”



Part 3: Challenges for the Canadian Forces

“This new security environment calls for forces that are not only modern, flexible and combat-capable, but also ready, deployable and adaptable.”

Plans for the Future: Reviewing Defence Policy

The 1994 Defence White Paper did not anticipate either the frequency and intensity of violence on the international scene, or the extent to which the CF would be deployed. This year alone, more than 10,500 CF members have been deployed on 20 missions around the world, on operations that cross the full spectrum of conflict from combat and peace-enforcement to peacekeeping and humanitarian assistance. This new security environment calls for forces that are not only modern, flexible and combat-capable, but also **ready, deployable and adaptable**.

On December 12, 2003, the Government announced that it would review its international policy priorities and assess how best to advance its interests and values in the world. The review will result in an integrated and coherent international

policy framework for diplomacy, defence, development and trade. The Government is also conducting a Defence Policy Review to identify Canada’s defence priorities and the future capabilities of the CF.

Among the key elements to be considered in the Defence Policy Review are:

- The future roles and responsibilities of the Forces;
- The importance of focusing Canada’s military capabilities and force structure to meet the **evolving security environment**; and
- Ensuring the defence program is **sustainable** over the **long term**.

In November 2003, the CF had 5.49 percent of its personnel deployed on multilateral operations, the third-highest percentage in NATO after the United States, at 8.30 percent, and the Netherlands, at 6.13 percent. Canada ranks seventh in NATO in absolute number of troops deployed abroad, with approximately 3,400 CF members on operations at any given time. This operational tempo has taken a toll on both personnel and equipment, and increases the requirement for post-deployment recovery time for personnel, and the need to maintain and upgrade equipment.

Demand for CF participation in domestic and overseas missions is not expected to diminish; in fact, it may well continue to increase. However, deployment capacity issues will continue to constrain the ability of the CF to participate in new missions. For the foreseeable future, the limited pool of deployable CF personnel must be very carefully managed to balance operational demands.



The reviews of international and defence policy are expected to be completed in the fall of 2004, at which time the results will be presented to parliamentary committees and Canadians should have the opportunity to make their views known.

Transforming the Canadian Forces

Earlier in this report, I referred in general terms to the need for change and adaptation in the CF. I would now like to focus on the four factors that drive this transformation:

- The acceleration of technological change;
- Transformation and innovation in equipment;
- Our enhanced role in domestic security; and
- New ways of adapting to the security environment.

It is important to remember that all these factors have a common enabler: the human dimension. We cannot transform without developing our thinking and changing our ways of doing things. Other key enablers of transformation are innovation, education, cultural change, and the ability to make decisions rapidly under conditions of trust. I encourage leaders to foster these attributes at every opportunity to help us be adaptable and increasingly effective.

The Acceleration of Technological Change

If we are to be effective in the security environments of both today and tomorrow, the CF must be at the cutting edge of technology, which demands a stronger emphasis on research and development. We will need to be able to deploy rapidly to any part of the world and, once there, we must have the equipment



and skills required to accomplish our mission, whatever it may be. The CF must integrate these new technologies and ways of thinking; otherwise, we risk losing our ability to operate with the armed forces of our allies. We cannot compete with the US or many other nations across the range of military capabilities, so we must focus our transformation efforts in the key areas where the CF is among the world's best. As our allies move from achieving military objectives by means of massed heavy forces to applying lethal force as precisely as possible through the use of nimble, mobile, smart forces, we must do the same.

The new equipment we have been deploying recently, and the experience our troops are gaining on operations by working with a huge variety of individuals and organizations, illustrate that the CF is not waiting to launch the transformation process: we are already doing it. A particularly pertinent example of how we are adapting and adopting new technologies is our work with "command, control, communications, computers, intelligence, surveillance and reconnaissance" (C4ISR) and information technologies, a bundle of hardware and software that improves our ability to detect and identify evolving threats and to convey

information immediately to our commanders, wherever they are. We can communicate with them and share information by voice, data transfer and videoconference. This single technological development means not only that our way of doing business is very different from what it was in the past, but also that we must continue to learn and evolve – to transform.

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New technologies allow us to maintain situational awareness in operations in ways that were inconceivable only a few years ago. That means we are connecting our people on the ground, at sea and in the air to decision-makers who, despite their distance from the front line, are able to influence operations directly. That does not mean our operations are micro-managed; rather, it implies a massive improvement in situational awareness and a much greater capacity to provide operational forces with national-level guidance.



Called “Network Enabled Operations”, this approach results in faster decisions and more effective operations.

However, we are still faced with the challenge of being **interoperable** with our allies and the other Canadian government departments and agencies, and thus achieving a common operating picture.

Just as Canadians depend on the CF to protect and serve them, the CF must draw heavily upon the educated, innovative people of Canada, and the best research available, to keep us up to date. In this respect, recent changes in the CF mirror the evolution of the Canadian economy and educational system. If we are part of the great circle of innovation and learning, the choices we make can contribute to Canada far beyond the military realm.

“True interoperability and ‘jointness’ will ensure that the total capability of our combined forces will be greater than the sum of their parts. Domestically, the CF must realign its headquarters to focus on the integration of Regular and Reserve land, sea, air and special operations elements in response to threats to Canada and North America.”

We must make the CF a truly knowledge-based institution, one that uses the new technologies available to us to maximum benefit to create a learning environment across all its elements. To achieve this goal, we must improve educational opportunities for all CF members and increase the proportion of university graduates in the CF, in both the officer corps and the non-commissioned ranks. We must also enhance our professional development by finding ways to help our people educate themselves while they’re serving, through methods such as distributed learning.

Transformation and Innovation in Equipment

Equipment is a vital aspect of our transformation: not only what we choose, but also how we use it and how it works in training and in operations with our allies. We need to keep up with technological change, blending the equipment we have now with emerging systems to enhance our ability to respond with the resources available to us. We must also maintain our ability to operate effectively in concert with our allies, especially the US, which is likely to be a partner in any coalition that Canada would join. Equipment acquisitions currently in long-term development will also offer us a much better range of capabilities to keep us relevant in the battlespace.

The decision to procure a new maritime helicopter is crucial to this transformation, and we are pleased that the decision on this acquisition has been announced. Additional approvals will follow for major purchases such as the Mobile Gun System, a joint support ship, and a fixed-wing search-and-rescue aircraft.

In Afghanistan, the CF has used tactical unmanned aerial vehicles (UAVs) for the first time in operations, for intelligence, surveillance and reconnaissance. Despite the inevitable teething problems, our UAVs represent a multi-generational leap beyond anything previously used in the CF for those purposes. They provided commanders with tremendous operational information, and produced valuable intelligence for both Task Force Kabul and ISAF Headquarters. The CF is also experimenting with strategic UAVs for coastal or northern surveillance in Canada, and we believe that, over the long term, they have revolutionary potential.

Capabilities such as these help the CF maintain **constant vigilance** in anticipating and identifying threats.



Enhanced Role in Domestic Security

Because of the very real domestic security issues we now face, transformation also means changes to CF roles and responsibilities as well as to our ways of doing business. The Regular and Reserve components of the Forces must, therefore, evolve to increase the assistance we can offer to governments and first responders in domestic emergencies, and in tasks such as protecting critical infrastructure.

The defence of infrastructure task demands a high degree of interoperability and changes in doctrine in the CF and across government. True interoperability and “jointness” will ensure that the total capability of our combined forces will be greater than the sum of their parts. Domestically, the CF must realign its headquarters to focus on the integration of Regular and Reserve land, sea, air and special operations elements in response to threats to Canada and North America. To accomplish this, the CF must enhance interactions with its network of security partners, providing **strengthened leadership** by leveraging our abilities.

To be able to operate effectively with partner organizations outside the CF, the army, navy and air force need to improve their ability to operate and fight together where it makes sense to do so. We will continue to be asked to operate in concert with partners and allies in a joint and combined capacity and, if we are to be effective in these missions, we must train as we would operate. We cannot miss opportunities for the army, navy and air force to train jointly, and all three environmental commands must establish good working relationships with their counterparts in other member states of NATO and multinational coalitions. That means familiarizing ourselves with their doctrines and everyday routines as well as their equipment and communications systems.

New Ways of Adapting to the International Security Environment

Transformation includes the ability to adapt to new ways of conducting operations. For example, an operational zone is no longer an exclusively military domain, as we now often find ourselves working closely with other government departments and agencies, and with non-governmental organizations. Building the related horizontal relationships improves our ability to conduct operations both at home and abroad, and some CF members are already seconded to the operations centres of other government departments in Ottawa, as well as those of provincial and municipal governments. We work with such international organizations as CARE and UNICEF, and with aid workers, the news media and private companies. This more complex working environment challenges us to be more open-minded and innovative in how we deal with people. It's also a practical way to show key partners in many walks of life just how professional and flexible we are.



The CF is also changing its approach to operations by focussing on results through **effects-based operations**. We are trying to achieve desired outcomes through very focussed and co-ordinated actions – using scalpels instead of sledgehammers. This approach will limit risk, and reduce resource consumption, injury to civilians and damage to unintended targets. This could mean using a single precision-guided missile rather than a large quantity of conventional munitions to destroy a target, or securing a truce with a warlord through careful negotiations instead of a frontal assault. This is the reality of what we do today. The operating environment is now so ambiguous and lethal that a hard military response is not enough. This complexity demands that we adopt a less hierarchical approach to problem-solving to allow the Forces to execute operations more quickly and to innovate at the lowest levels.

Another example of transformation is changing the way we are engaged in a “forward presence”. Forward presence is important because it allows us not only to gather knowledge and intelligence that is valuable in

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future operations, but also to take the problem to the source, perhaps intervening before a situation degrades. Forward presence is a preventive approach that **enhances responsiveness** and saves lives.

Afghanistan: A Transformational Mission

Operation ATHENA in Afghanistan is a prime example of the type of mission the CF will be called upon to perform in the future, involving a high degree of interoperability and jointness, extensive use of new technologies, and many coalition partners. As such, Operation ATHENA is an excellent example of a transformational mission.



For Canada, the deployment of about 2,000 CF personnel, followed six months later by their repatriation and replacement with 2,000 fresh troops, was a significant operation in itself. It was accomplished on the other side of the world in very little time, with a combination of contracted and CF assets. What's more, we sustained Task Force Kabul in that very difficult region using mostly air transport support, the only feasible option. In Afghanistan and southwest Asia, army, navy and air force units and joint elements have worked extremely well together, particularly in light of their logistical challenges.

On *Operation ATHENA*, we are working with more than 30 coalition partners. Many are NATO members, so we have a good idea of their operational

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methods, but we have also had to adjust and fine-tune our operations to work with less-familiar allies who use different systems from ours. We have learned from these coalition partners and have shared our way of doing things with them, and we can expect such diverse multi-lateral operations to be increasingly common in the future. In such an environment, our troops must be flexible and adaptable, especially when an international force is under Canadian command. Our strong performance in Afghanistan shows that the CF personnel deployed there are well trained, prepared, and making a difference.

We are also using some of our best new equipment in Afghanistan. The Coyotes, our state-of-the-art armoured reconnaissance and surveillance vehicles, are doing tremendous work. We have also used such leading-edge technology as unmanned aerial vehicles, counter-bombardment radar, night-vision equipment and optical devices. International commanders consider us among the best of coalition partners. Our innovative and professional use of technology and training has clearly made a difference in Afghanistan, and our allies are noticing.

Finally, *Operation ATHENA* has allowed us to work in a close, concentrated and co-ordinated manner with other government departments, especially Foreign Affairs and the Canadian International Development Agency. The “3-D” approach (Defence, Diplomacy, Development) is a model for concerted activities by the Government of Canada to help build stability and hope in war-torn countries. The way in which we have conducted operations in Afghanistan will be emulated elsewhere.

Regenerating While Maintaining Operations

The operational tempo of the last ten years, combined with the effects of resource constraints, has left the CF in need of an operational pause. The purpose of an operational pause should not be misunderstood: it is not a time to relax. Rather, it is a time to regenerate the Forces, to catch up on training our personnel so they can learn new skills, to maintain our equipment, and to refit for future challenges. As leaders, we must monitor the well-being of our people and ensure they receive whatever attention they require to satisfy their professional and personal needs. We must achieve an appropriate balance between operational employment (both deployed and static), professional development, and personal and family time.

Although we have made great strides in attracting, training and retaining CF members, we still have “stressed trades” in several areas due to our high operational tempo, constraints on training capacity, and recruiting challenges arising from demographic changes. Moreover, our infrastructure is still being rebuilt after the resource cuts of the mid-1990s, and much of our equipment needs refurbishment or updating. We are on the path to recovery, but we must be innovative and resolute if we are to overcome our current situation.



Enhancing Communications: Reaching Out, Reaching In

A sound communications strategy is vital to the CF; a great national institution needs the support and understanding of the public and key stakeholders if it is to operate at peak levels. Without that support and understanding, we will never achieve our full potential. It is important that we communicate to Canadians clearly, actively and honestly, and that we keep them informed about our challenges and our important role in the life of the nation.

Active communications means producing high-quality printed and Web-based information materials, forging strong relationships with national and regional news media, and participating in outreach events, conferences and national forums as a “thinking” institution. It also means maintaining a strong presence in discussions of international and domestic security with our partner departments in Ottawa and every region of Canada. It is equally important to continue to improve internal communications, to reach our soldiers, sailors, airmen and airwomen. In an institution this large, co-ordination and clarity of information is crucial.



Our personnel deserve to be treated directly and forthrightly, and to be informed of major plans and initiatives. Every level of the chain of command is duty-bound to ensure that information flows both up and down. Communication is a dialogue, not a monologue. It helps sustain us and it builds trust.

In the coming year, the CF will continue to make communicating with Canadians a priority, informing them about CF roles, responsibilities and missions. We will conduct innovative outreach activities (such as the CF Parliamentary Program and the *Operation ATHENA* 3-D program) that engage key stakeholders in current defence issues and operations. Recognizing the importance of connecting with a multitude of

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Canadians, we will enhance the delivery of communications programming to under-reached communities and stakeholder groups.

We will also continue to enhance our efforts to work closely with other government departments to ensure that Canadians are aware of their government’s efforts to promote Canadian values abroad, and our contributions to international peace and stability.

Open communication is more essential than it has ever been. It is important to convey the messages about what we do and why we do it to our internal audiences as well as to the Canadian public. By maintaining clear, open lines of communication, we improve our ability to move forward together.





Conclusion

*“It is now more important than ever that we **make choices** that favour transforming the CF so we can meet the new challenges facing us. In doing so, we will prepare ourselves to serve Canadians in the future as a relevant, credible and effective force.”*



As I look back over the past year, I am proud of the great achievements of the CF in preserving the Canadian way of life and contributing to security and stability in the world. Operations are our business, and our men and women in uniform continue to excel, whether they are on patrol in the streets of Kabul, delivering supplies essential to an international operation, or fighting forest fires in British Columbia.

Last year, I made it clear that it was time to act. This year, our immediate priorities are clear. We must continue to:

- Invest in our people;
- Transform and modernize the CF;
- Sustain operations;
- Adapt to the evolving security environment; and, ultimately,
- Make the choices necessary to transform the CF.

To ensure the continued excellence of the CF, DND and the rest of the Defence Team must also continue efforts to streamline our processes and ensure that investments represent the best value for Canadians. These tasks include making the decisions required to shed equipment and capabilities that are less relevant to current and future operations.

There is no doubt that the CF has made significant progress over the last decade. With these priorities in mind, we must continue to move forward, strengthening the CF and ensuring that it continues to adapt to the evolving security environment. It is now more important than ever that we **make choices** that favour transforming the CF so we can meet the new challenges facing us. In doing so, we will prepare ourselves to serve Canadians in the future as a relevant, credible and effective force.