

CANADA'S INTERNATIONAL POLICY STATEMENT

A Role of Pride and Influence in the World

**DEFENCE - Summary**

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NDID: A-JS-005-000/AG-002  
ISBN: D2-168/2005-1  
0-662-68941-0  
ADM (PA) DMCS CS05-0023

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*Canada's defence policy is at a defining moment.*

The world has changed since the last defence white paper was released in 1994. The past decade has been characterized by failed and failing states, the emergence of global terrorism and the proliferation of weapons of mass destruction. An increasingly interdependent world has tightened the links between international and domestic security, as developments abroad can affect Canadians in unprecedented ways. Indeed, one failed state, Afghanistan, served as the breeding ground for the tragic events of September 11, 2001—events that brought home to Canadians the new reality of international terrorism striking in North America.

## A NEW VISION FOR THE CANADIAN FORCES

In order to address these security challenges, the Government is setting a new course for the Canadian Forces. The recent operational experience of our military and the threats we are likely to face in the future point to the need for a bold vision. Requirements both at home and overseas have increased. International missions are now far more complex and dangerous, with our military personnel often deployed to failed and failing states such as Haiti and Afghanistan where there is little or no peace to keep. Military experts have compared today's complex and chaotic operational environment to a "three-block-war". This term refers to the increasing overlap in the missions our personnel are asked to carry out at any one time and the resulting need for integrated operations. Our land forces could be engaged in combat operations against a well-armed militia in one city block, stabilization operations in the next block, and humanitarian relief and reconstruction two blocks over. Transition from one type of operation to another often happens in the blink of an eye, with little time to react. At the same time, our naval forces in adjacent coastal areas might be supporting troops ashore while enforcing a maritime exclusion zone, and our air forces could be flying in supplies and humanitarian aid while standing by to directly engage a determined opponent.



In this context, Canada will continue to maintain modern, combat-capable maritime, land, air and special operations forces. Our military will also need to become more *effective, relevant* and *responsive*. To that end, the Canadian Forces will concentrate on better integrating maritime, land, air and special operations forces to provide more "focused effects" in operations—that is, the ability to deploy the right mix of forces to the right place, at the right time, producing the right result. They will adapt their capabilities and force structure to deal with the new threats at home and abroad, including those that arise from the kind of instability that we have seen in failed and failing states. And they will enhance their ability to act quickly in the event of crises both in Canada and around the world.

## TRANSFORMATION

The key to implementing this vision is the transformation process on which the Canadian Forces are now embarked. This will include:

- adopting a fully integrated and unified approach to operations by:
  - transforming the command structure—changing how the Forces organize themselves and enhancing their ability to deploy on domestic and international missions; and
  - establishing fully integrated units capable of a timely, focused and effective response to foreign



or domestic threats to Canadian security. Maritime, land, air and special operations forces will emphasize co-operation and teamwork at all levels to achieve a total effect greater than the sum of the individual parts;

- improving coordination with other government departments and interoperability with allied forces;
- updating command, control, communications, computers, intelligence, surveillance, and reconnaissance (C4ISR) capabilities; and
- continuing to invest in people so they possess the skills and knowledge to function in complex environments.

To support this transformation, the Canadian Forces will proceed with a number of initiatives. They will:

- fulfil the Government's commitment to increase the size of the Regular Force by 5,000;
- form a new unified command structure capable of executing domestic and international operations;
- further expand the counter-terrorism unit Joint Task Force 2 and the Joint Nuclear Biological and Chemical Defence Company;
- complete, in the near term, the process of bringing the Victoria-class submarines into service;
- modernize the *Halifax*-class frigates;



- move ahead with the acquisition of ships that will be able to, among other things, deploy and support troops and equipment, and provide a sea-based national or multinational command capability;
- purchase unmanned aerial vehicles and medium- to heavy-lift helicopters to support land and special operations missions;
- acquire, or ensure access to, the right mix of capabilities to meet the increasing requirement for domestic, global and in-theatre airlift;
- transform the land forces into a modern, combat-capable medium-weight force, based primarily on wheeled Light Armoured Vehicles, including the Mobile Gun System; and
- complete Phase II of the Land Force Reserve Restructure Program (including the Medical and Communications Reserves), raising the final authorized end-state to 18,500 personnel.



## PROTECTING CANADA AND CANADIANS

In some key areas, this defence policy is based on enduring principles. The Canadian Forces will continue to perform their three traditional roles: protecting Canada and Canadians, defending North America in co-operation with the United States, and contributing to international peace and security. Within each of these roles, however, significant change will take place.



In the current security environment, the Government believes that a greater emphasis must be placed on the defence of Canada and North America. This will be our military's first priority. It will require the Canadian Forces to re-examine their approach to domestic operations. Most significantly, the Forces will now view Canada as a single operational area where the best available resources from our maritime, land, air and special operations forces can be brought to bear on a contingency, wherever it occurs. As such, the Canadian Forces will establish a single national operational command headquarters (Canada Command) to respond to domestic crises.



With this new approach, the Canadian Forces will be able to serve Canadians better in familiar roles, including search-and-rescue, disaster relief, and support to other government departments. In addition, they will be better positioned to contribute to the Government's overall strategy to protect Canadians against the threat of terrorism. Finally, they will increase their efforts to ensure the sovereignty and security of our territory, airspace and maritime approaches.

In practical terms, the Canadian Forces will improve how they gather, analyze, integrate and use information gained from a combination of maritime, land, air and space surveillance systems, including satellites and unmanned aerial vehicles. They will also expand their presence—Regular, Reserve and Ranger—to respond more effectively to events across Canada, including the Arctic. The expanded JTF2 will be able to deal with emergencies in different parts of the country. The enhanced Joint Nuclear, Biological and Chemical Defence Company will increase its support to civilian authorities in responding to a major incident in Canada.

As a result of this new policy direction, our maritime and air forces will place greater emphasis on protecting Canada when deploying their personnel and assets. The maritime forces, for example, will play a prominent role

in implementing the National Security Policy's six-point plan to strengthen marine security.

Canada's Reserves will also increase their efforts in protecting Canada and Canadians. Building on their nation-wide presence, the Reserves will support civilian authorities in responding to domestic emergencies, focusing on their expertise in chemical, biological, radiological and nuclear response, information operations and civil-military co-operation.

With demands of sovereignty and security in the North expected to increase in the next 10 to 15 years, the Canadian Forces will enhance specific capabilities for use in the region, including new aircraft and improved equipment for the Rangers. We will also consider the utility of basing search-and-rescue aircraft in the region.

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

Maintaining a strong security and defence partnership with the United States remains essential to protecting Canada and Canadians. In addition to enhancing the domestic roles and capabilities of the Canadian Forces, the Government will explore new and innovative ways



to work with the United States in the defence of our shared continent. This could include greater co-operation in countering maritime threats to North America and new military-to-military arrangements for the support of civilian authorities during crises and emergencies. The Government will begin substantive discussions with the United States in these and other areas in the coming months, including as part of the negotiations to renew the NORAD Agreement.

## CONTRIBUTING TO A SAFER AND MORE SECURE WORLD

The Government's strengthened focus on the protection of our country will not come at the expense of our role in the world. In fact, this new defence policy will see the Canadian Forces increase their capacity and capabilities for international operations. It has become increasingly clear since September 11, 2001 that protecting Canada and the safety of its citizens means that we must be prepared to meet threats to our security as far from our borders as possible, particularly in failed and failing states.

This increased international role will help reinforce the values Canadians hold dear. Canada has embraced its responsibility to protect people around the world from oppression, terror and human rights abuse. The Government will ensure that our collective compassion and willingness to act in the face of injustice will continue to shape the missions that our military undertakes abroad.

The Government is committed to multilateral co-operation as the foundation for a stable and peaceful international system. Accordingly, the Canadian Forces will maintain their contributions to international institutions such as the United Nations and the North Atlantic Treaty Organization. At the same time, consistent with international legal norms, when the will of the international community is clear Canada will also consider participating in less formal coalitions of like-minded states.



The Canadian Forces will continue to participate in a wide range of international operations, with a focus on the complex and dangerous task of restoring order to failed and failing states. These operations have become more challenging in recent years. In many cases, our military personnel must operate in situations where civilians mix with friendly, neutral and opposing forces. In such an environment, military force is often required, but so too are negotiation, compromise and an understanding of other peoples and cultures. The Canadian Forces have demonstrated excellence in this area. Indeed, the Canadian approach to conflict resolution has made us successful in peace support operations throughout the world and is one of the reasons why our military is in such high demand overseas. It is a strength that offers us great opportunity for further success in the urbanized, human domain of 21st century conflict. To operate effectively in this environment, the Canadian Forces will maintain the right military capabilities to ensure that they can carry out all aspects of a “three-block war”, from delivering humanitarian assistance and building confidence among civilian populations, to fielding robust combat-capable forces that can respond decisively to escalating crises.

In order to increase Canada's impact in the world, the vast majority of the 5,000 personnel increase will go to the land forces. This will enable them to undertake, and sustain indefinitely, significantly larger operations,



effectively doubling what they were able to deploy in the past. The special operations, maritime and air forces will also make critical contributions to the Canadian Forces' efforts overseas, including as part of new integrated formations.

In addition to making direct operational contributions overseas, the Canadian Forces will take a more active role in providing military training assistance to armed forces around the world. Our military's expertise in this area is widely recognized and sought-after. The Canadian Forces will build on this success and broaden their training activities to include maritime, land, air and special operations forces.

In all these activities, the Canadian Forces will work more closely with other government departments and agencies, including Foreign Affairs and the Canadian International Development Agency, as part of the Government's "whole of government" approach to peace-building.

## CONCLUSION

This defence policy is the right one for Canada and Canadians. In the face of direct threats to our security, it provides a clear vision for the Canadian Forces, refocusing their priorities to provide greater protection for Canadians at home, while allowing Canada to play an enhanced role in the world. It also recognizes that we must retain the military flexibility and capability to respond to an increasingly unpredictable security environment.

The Government has put in place a sustainable defence program to support the Canadian Forces as they move into the future. Budget 2005 provided our military with \$12.8 billion in additional funding over the next five years, the largest such increase in two decades. These new investments will fund the expansion of the Canadian Forces and enhance operational sustainability through improvements in such areas as training, health care, infrastructure, and spare parts and maintenance. They will also lay the foundation for further transformation and modernization efforts. National Defence will publish a paper in the coming months detailing the capabilities and force structure required to implement the strategy described in the defence policy statement.

The Canadian Forces are a reflection of who we are as a nation. Our identity, prestige and influence internationally have always been directly linked to the capability of our armed forces and our willingness to use them in times of crisis and to assist those in need. This new policy will increase the pride Canadians have in their military and strengthen Canada's reputation in the world.

