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Joint Doctrine Manual

# USE OF FORCE

# IN CF OPERATIONS

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**PREFACE**

1. The aim of this document is to describe the means by which the Canadian Forces (CF) are authorized to use force and are provided direction to do so. It is intended for all members of the CF, at all levels, who may be required to order or use force during operations. Its purpose is to state the principles and procedures required to provide a commander with specific direction which will generally include specific rules of engagement (ROE) and any other instructions that may be necessary for accomplishing the mission. This publication also provides the supporting rationale and background information necessary to use force during an operation as well as the framework and process for targeting by the CF.
2. The principles, concepts and procedures described in this publication have been established to comply with all legal and policy obligations to control the use of force without inhibiting a commander in the accomplishment of the mission or imposing undue risk to Canadian forces. The doctrinal principles contained in this publication are derived from B-GG-005-004/AF-000 Doctrine for Canadian Forces Operations, Legal Support Volume 2 Law of Armed Conflict at the Operational and Tactical Level and NDHQ Instruction DCDS 2/98 - Guidance for the Conduct of Domestic Operations. Users of this publication shall be familiar with the concept and principles in these publications in order to fully understand Rules of Engagement (ROE) and the use of force during CF operations. In addition, commanders at the operational level must be familiar with the government intent and applicable legal aspects for a mission.
3. The direction contained herein applies to all members of the CF participating in a single environment or joint operation, and, unless otherwise specified, members who are part of a coalition or alliance force.

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**CHAPTER 1****THE USE OF FORCE AND LAW****SECTION I - GENERAL****101. INTRODUCTION**

1. The Canadian Forces (CF) are an instrument of national policy and power. Therefore, deployment of the CF on operations and the use of force by the CF are controlled by, and subject to the authority and direction of the Canadian government. The Canadian government, military commanders and all other members of the CF are subject to national and international laws. Both national and international law require that any use of force by the CF must be controlled and limited to the extent that is proportional or reasonable and necessary to achieve legitimate military objectives.
2. Rules of Engagement (ROE) are the command and control instrument by which the CDS controls the application of force in CF operations.

**SECTION II - LEGAL FOUNDATIONS****102. REQUIREMENTS TO CONTROL THE USE OF FORCE**

1. Whether an operation is classified as domestic or international or takes place in peacetime or during armed conflict, the use of force during the operation must be controlled in order to protect people and property from unnecessary damage or injury. This control is found in international and domestic laws which define the situations in which force can be used and by delineating the intensity and duration of the applied force.
2. As the interpretation of the law will affect the definition of the operation's mission and its execution, commanders at all levels and their subordinates are responsible for the correct and comprehensive application of the law in planning and conducting an operation.

**103. CANADIAN DOMESTIC LAW**

1. The deployment of the CF in domestic operations is governed in the following two legislative ways:
  - a. by statute, such as the National Defence Act (NDA). For example, Part VI of the NDA permits the deployment of the CF in Aid of the Civil Power (ACP); and
  - b. by the federal government's exercise of the Crown Prerogative. The Governor-in-Council exercises the Crown Prerogative usually through the issuing of Orders-in-Council (OICs) such as the Canadian Forces Armed Assistance Directions.
2. An examination of Canadian domestic law and its application to the use of force during domestic operations is contained in Chapter 3 of this manual.
3. Regarding the use of force, the Criminal Code is, generally, the primary legal source concerning the key area of:
  - a. protection of others;
  - b. prevention of the commission of an offence;
  - c. protection of property; and

- d. the right to make arrests or the occasions when arrests can be made.
4. The use of force in the above situations will depend on the particular legal mandate for the CF involvement in or support to a domestic matter

#### 104. INTERNATIONAL LAW

1. International law is the primary legal basis for establishing the mandate for international operations from which the authority to use force is derived. It provides stability in international relations and an expectation that certain acts or omissions will bring about predictable consequences. Therefore, nations normally comply with international law because it is in their best interest to do so.

2. Like most rules of conduct, international law is in a continual state of development and change. As with any legal issue, an operational commander is not expected to be a legal expert, but is required to understand the principles in sufficient detail to ensure the following:

- a. that international law is correctly applied in planning and conducting operations; and
- b. that all members of the force understand their legal responsibilities with respect to the use of force, particularly during an armed conflict.

3. International agreement has led to the development and codification of the primary components of international law:

- a. the Law of Peace; and
- b. the Law of Armed Conflict (LOAC).

4. **The CF Code of Conduct.** CF personnel are expected to know the principles of the LOAC. This will ensure they carry out their duties in accordance with the spirit and principles of the LOAC. The principles of the LOAC are set out in the *CF Code of Conduct*, B-GJ-005-104/FP-023. The LOAC applies when Canada is a party to any armed conflict. In addition, the CF will apply, as a minimum, the spirit and principles of the LOAC in all Canadian military operations other than domestic operations.

#### 105. NATIONAL AND INTERNATIONAL LAW CONSIDERATIONS FOR OPERATIONS

1. **Duty to Comply.** Legal considerations will have a variety of applications in domestic and international operations. All members of the CF have a duty to comply with Canadian and international law. Legal considerations are not just a matter for the military legal staff, as the correct interpretation of these laws by all military operators will affect the definition of the operation's mission and its execution at all levels.

2. **Planning Considerations.** In planning an operation, strategic, operational and tactical-level commanders must take into account legal considerations. The CF must also respect obligations under bilateral and multilateral agreements to which Canada is a party. Some considerations are:

- a. international laws that may affect the deployment of forces and the conduct of the operation;
- b. Canadian laws and the laws of the host nation, if applicable, that may affect the conduct of the operation;
- c. the conditions under which the CF, when authorized, may use force to accomplish the mission;
- d. the type of force (non-deadly or deadly) which may be applied;
- e. the protection of personnel who are not part of the operation or force; and
- f. the rights and obligations of non-combatants and neutrals.



3. **Link Between Law, Military Plans and ROE.** The strategic-level guidance provided to the commander and any direction on the use of force (such as ROE) authorized for the operation must be based upon legal considerations and requirements. There also must be a clear and coherent link between the approved political objectives, military objectives, the legal basis for the operation, the commander's concept of operations, and the ROE which are authorized for the operation. Therefore, legal staff shall be involved in the planning process at all levels.
4. **Application of Domestic Law. Application of Domestic Law.** During domestic operations, Canadian domestic legislation will govern the deployment, conduct and use of force by the CF. The NDA and the Criminal Code also apply to CF personnel even when they are deployed outside Canada. Although Canadian domestic laws and international law are, in many ways compatible or complementary, there are areas where they may conflict. Therefore, the application of domestic laws must be interpreted in the context of international laws (eg. UN Security Council resolutions).
5. **Application of International Law. Application of International Law.** Not all international laws apply at all times. Sometimes, certain bodies of international law may not apply based on the geopolitical situation and Government of Canada direction. This will influence the use of force to be used by the CF. In addition, there may be occasions when the use of force may be affected by laws of a host nation which, for example, may be more restrictive concerning the use of force than international law.
6. **UN Charter.** UN or UN authorized operations are usually established under Chapter VI or Chapter VII of the UN Charter. Normally, operations authorized under Chapter VI only permit the use of force in self-defence and force protection but not for mission accomplishment. However, operations authorized under Chapter VII of the UN Charter, will be accompanied by direction and ROE which detail the amount and type of force that may be used to enforce a mandate or accomplish the assigned mission.

### SECTION III - KEY CONCEPTS IN THE USE OF FORCE

#### 106. LEVELS OF FORCE

1. There are two levels of force used by the CF:
  - a. non-deadly force; and
  - b. deadly force.
2. **Non-deadly Force.** That force which is not intended to cause death or serious injury. This is usually through the use of physical force short of the use of firearms or other deadly force. Examples include pushing and lesser forms of striking or hitting and physically or mechanically restraining persons. Warning shots, when authorized, are non-deadly force, even though they involve the use of firearms.
3. **Deadly Force.** That force which is intended to cause death or serious injury regardless of whether death or serious injury actually results. This is the ultimate degree of force.

#### 107. MINIMUM FORCE

1. The concept of minimum force is related to both non-deadly and deadly force and is the minimum degree of authorized force which is necessary and reasonable in the circumstances. Depending on the circumstances, minimum force may include deadly force.

#### 108. HOSTILE ACTS

1. For the purposes of this manual, hostile act is divided into two separate categories:

- a. Hostile act against Canada; and
- b. Hostile act against CF personnel, units or forces.

2. **Hostile Act Against Canada.** An attack or other actions which threaten the security of Canada, its forces, citizens, territory or property. a response by the CF to hostile acts against Canada will be initiated by government direction. The following are examples of contraventions of international law which may be construed by the government as hostile acts against Canada:

- a. the unlawful detention or targeting of Canadian citizens in a foreign country;
- b. conducting mine laying operations in Canadian territorial waters or laying mines outside these waters when such actions limit or restrict the movement of Canadian forces or Canadian shipping;
- c. landing units equipped for military action or agents within Canadian territory;
- d. approaching airborne objects;
- e. activities which interfere with a lawfully sanctioned military mission; and
- f. an attack or unlawful detention or seizure of Canadian shipping or aircraft.

A response by Canadian forces to these acts shall be controlled by ROE. Mission-specific examples for an operation will normally be provided depending on the operation, mandate, and area of operations.

3. **Hostile Act Against CF Personnel, Units or Forces.** An attack or other use of force against CF personnel where there is a reasonable apprehension that death or serious injury will be the likely result. An immediate response to attacks on CF personnel, units or forces is authorized in self-defence. Examples of hostile acts against CF personnel, units or forces may include:

- a. firing small arms, ordnance or NBC weapons at or in the vicinity of Canadian forces where there is a risk of death or serious injury; and
- b. conducting mine laying operations when such actions pose a risk of death or serious injury to Canadian forces.

## 109. HOSTILE INTENT

1. For the purposes of this manual, hostile intent is divided into two separate categories:

- a. Hostile intent against Canada; and
- b. Hostile intent against CF personnel, units or forces.

2. **Hostile Intent Against Canada.** The threat of an attack or other actions which threaten the security of Canada, citizens, territory or property. a response by the CF to hostile intent against Canada will be initiated by government direction and shall be controlled by ROE. Examples of hostile intent against Canada may include:

- a. one or more aircraft approaching at high speed in direct flight from a potential enemy's force or occupied or controlled territory without proper clearance, after an appropriate alert state has been declared;
- b. the diversion of shipping or aircraft carrying cargo to or from Canada; and
- c. threats to attack or seize Canadian property.

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3. **Hostile Intent Against CF Personnel, Units or Forces.** The threat of an attack or other use of force against CF personnel where there is a reasonable apprehension that death or serious injury will be the likely result. An immediate response to hostile intent towards CF personnel, units or forces is authorized in self-defence. Examples of hostile intent against CF personnel, units or forces may include:

- a. weapon pointed directly at an individual;
- b. arrangement of units into battle formation;
- c. fire-control systems locked on;
- d. weapons launcher loaded and pointed;
- e. acoustic detection of torpedo or missile-tube doors in operation;
- f. detection of data-link or sensor transmissions of a type associated with attack; and
- g. hostile electronic-countermeasures activity.

4. **Determination of Hostile Intent Against Canada and CF Personnel, Units or Forces.** Although precise criteria can be established for identifying hostile acts, it is more difficult to recognize hostile intent. Therefore, mission specific hostile intent criteria should be issued. Two basic decision indicators must be satisfied to constitute hostile intent against Canada or against CF personnel, units or forces. These are:

- a. capability and preparedness to use force, and
- b. evidence and intelligence information.

Evidence indicating an intention to attack, in addition to capability and preparedness is enhanced by political policy guidance, increasing indications of enemy mobilization and warlike gestures revealed by intelligence sources. The weight of evidence and intelligence indicating an intention to attack must be compelling. For example, isolated acts of harassment, without intelligence information supporting enemy mobilization or other warlike gestures, will not normally be considered hostile intent.

## SECTION IV - PRINCIPLES IN THE USE OF FORCE

### 110. DIFFERENCE BETWEEN PEACETIME AND ARMED CONFLICT LAWS

1. There is a fundamental difference between the laws governing the use of force in peacetime and those applicable to the use of force during armed conflict. During peacetime, and unless acting in self-defence, the use of military force by the CF is prohibited unless specifically authorized by the Chief of the Defence Staff (CDS). When authorized by the CDS, only minimum force may be used in peacetime after all reasonable non-force options have been exhausted, and the application of such force must cease once the objective has been met. The use of force during armed conflict is regulated by the Law of Armed Conflict (LOAC).

### 111. THE USE OF FORCE IN PEACETIME

1. The following principles on the use of force apply to all operations conducted under the laws of peace, whether the operation is classified as domestic or international:

- a. **Positive Control.** The use of force shall be controlled by the on-scene commander and is to cease once the aim has been achieved;

- b. **Reasonable grounds.** CF personnel must be able to justify their actions on the basis that it was reasonable for them to take action in the circumstances. While the member's own view of the circumstances will be taken account of, the actions taken will be examined against the objective standard: "would a reasonable person in similar circumstances have taken the same actions?";
- c. **Reasonable belief.** a reasonable belief is one that is logically and sensibly based on all the facts known at the time and leads to the conclusion that the use of force is necessary. In judging whether an individual's belief in the circumstances was reasonable and that the conclusion to use force was appropriate in the circumstances, the member's belief will be examined in light of the completeness of the facts known or available at the time, their ability to comprehend those facts, and the actions taken as a result of that belief. Mere speculation does not constitute reasonable belief;
- d. **Direct Accountability and Liability.** An individual who uses force, or the commander who authorizes it, must be able to identify the facts that led to the belief that the application of force was necessary, that the level of force used was consistent with the level of threat and that the engagement was terminated once the imminent threat ceased to exist. Commanders and individuals will be liable for the use of excessive force;
- e. **Negotiations and Warnings.** While in no way negating the right of self-defence and without assuming an unacceptable tactical risk, commanders should make every effort to control the situation through measures short of using force, including personal contact and negotiation. The potentially hostile individual or force should be warned of the situation, emphasizing that forces will take action in self-defence as necessary. Steps that can be employed could include voice, visual signals, radio or other electronic means of communication, manoeuvres, warning shots (when authorized), or other comparable measures that do not involve the application of actual force to warn potentially hostile forces of danger;
- f. **Exhaustion of Other Options.** Whenever the operational situation permits, every effort must be made to resolve a potential hostile confrontation by means other than the use of force. In all circumstances, force may only be used if there is no other reasonable way immediately available, consistent with force security, to stop the illegal action or to achieve any other legitimate purpose for which the use of force is authorized;
- g. **Minimum Force.** The use of authorized force, up to and including deadly force, must never be more than what is necessary and reasonable based on the prevailing circumstances. Any force used must be limited to the degree intensity and duration, reasonably necessary to achieve the objective for which the force is used and no more;
- h. **Proportionality.** Only a response proportionate to the perception of the level of threat is justified. Any force used must be limited to the degree, intensity, and duration necessary to achieve the objective for which the force is used and no more;
- i. **Duration of Force and Disengagement.** The application of force, at whatever level, shall cease when the imminent use of force or the hostile act stops or when it is reasonably believed that the imminent use of force no longer constitutes a threat;
- j. **Escalation.** Unless specifically authorized, escalation of the level of force is to be minimized;
- k. **Deadly Force.** Deadly force is justified only under conditions of extreme necessity and as a last resort when all lesser means have failed or cannot reasonably be employed;
- l. **Collateral Civilian Damage.** Collateral damage, which consists of unintentional injuries to people or damages to structures near targets, shall be minimized;
- m. **Retaliation.** The use of force in retaliation is prohibited unless specifically authorized by ROE;
- n. **Reprisal.** The use of force in reprisal is prohibited;

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o. **Defence of Property**

- (1) The defence of CF or non-military property is not included in the right of personal, unit or force self-defence and is controlled through ROE. Specific ROE must be authorized before members of the CF may use force to defend property and supplies. The level of force authorized to defend property will be based upon the mandate for the operation. Should deadly force to defend property be authorized, it will not be all-inclusive and will generally be restricted to property with designated special status; and
- (2) To minimize the need to resort to the use of force to protect Defence establishments and force property, every attempt should be made to protect such establishments and property using preventive measures such as available physical security systems and procedures; and

- p. **The Right to Hold Position.** There is no requirement to retreat to avoid situations that justify the use of force in self-defence or to accomplish assigned tasks. Nonetheless, retreat is an alternative and sometimes may be the most reasonable way to avoid injury.

**112. WARNING, CHALLENGING, AND OPENING FIRE**

1. Except in an armed conflict, the following warning, challenging and opening fire procedure shall be used when confronted with a potential use of force situation. The only circumstance in which fire can be opened without warning is when an aggressor attacks so unexpectedly that even a moment's delay could result in the death or serious injury of a CF member or to persons under the CF member's protection.
2. The warning and challenging procedure is as follows:
  - a. warn the aggressor(s) to stop (every effort must be made to do so in a language likely to be understood by the aggressor);
  - b. repeat verbal and/or visual warnings or challenges until it is clear they were seen or heard;
  - c. use minimum non-deadly force to get the aggressor(s) to comply with instructions, if the above warnings are ignored;
  - d. charge weapons, if applicable and if not already authorized to do so;
  - e. fire warning shot(s), if authorized; and
  - f. use deadly force. Commanders must ensure that personnel have been given specific instructions on its application but as a minimum, if deadly force must be used, then:
    - (1) fire only aimed shots;
    - (2) fire no more rounds than necessary;
    - (3) take all reasonable efforts to avoid collateral damage; and
    - (4) stop firing as soon as the situation permits.
3. **Warning Shots.** Warning shots must be carefully controlled. a warning shot is defined as non-deadly force because it is merely a signal usually intended to stop a person, vehicle, vessel or aircraft, demand compliance with instructions, or warn that deadly force is forthcoming. a warning shot is fired with no intention to cause death, injury or severe damage and may be used to demonstrate resolve or a capability or as a prelude to actual use of deadly force. The following considerations shall apply:
  - a. avoid collateral damage (unintended injury, death or damage to personnel or property) either directly or by ricochet;

- b. clearly identify the point of aim and ensure that it is safe;
  - c. be aware of the effect that the sound of gunfire might have on other elements of the controlling forces, the civilians involved or other individuals not involved in the confrontation; and
  - d. be aware that a warning shot may also provoke a belligerent to fire back.
4. **Authority to Use Warning Shots.** Warning shots are authorized:
- a. in self-defence;
  - b. in an armed conflict (unless restricted by ROE); and
  - c. in peacetime, in support of mission accomplishment, through specific ROE.
5. **Opening Fire.** In peacetime, when it becomes necessary to open fire, the following principles apply:
- a. action which may reasonably be expected to cause extensive collateral damage is prohibited;
  - b. fire is to be used only until the aggressor no longer poses a threat;
  - c. unless specifically authorized through and ROE, retaliation is forbidden; and
  - d. minimum force is to be used at all times.

### 113. SPECIAL PEACETIME REQUIREMENTS

1. **After-Firing Actions.** After any weapons firing, as soon as it is safe, the on-scene commander will take steps to secure the area, assist the wounded, protect evidence, and report the incident. The following actions are to be taken:
- a. **Medical.** Wounded persons shall be given first aid as soon as possible when such aid can be given without endangering lives;
  - b. **Secure the Area.** The scene of the incident and all related physical evidence is to be protected and preserved until the arrival of military police;
  - c. **Recording.** Details of the incident will be recorded, including:
    - (1) date, time and place of firing,
    - (2) unit and personnel involved,
    - (3) the events leading up to the firing,
    - (4) why CF personnel opened fire,
    - (5) who or what was fired on,
    - (6) the weapons fired, and
    - (7) the apparent results of the firing.
  - d. **Reporting.** The above information and the current situation will be reported through the chain of command to NDHQ as soon as possible using the most expedient means.

## 114. THE USE OF FORCE DURING ARMED CONFLICT

1. The use of force during armed conflict is not unlimited, and principles of the Laws of Armed Conflict (LOAC) must be adhered to.
  - a. **Distinction.** The principle of distinction, also called the principle of identification, imposes an obligation on commanders to distinguish between legitimate military targets and the civilian objects and the civilian population when conducting military operations. This obligation is dependent on the quality of information available to the commander at the time decisions are being made. a commander must therefore make every effort to gather and review intelligence before initiating an attack or otherwise using force;
  - b. **Non-discrimination.** There are two aspects to the principle of non-discrimination. First, the LOAC binds all sides in an armed conflict. Although one side may label the other an aggressor, that side is not entitled to apply the law in a different way because of that assertion. Secondly, the law is applied without adverse distinction founded on race, colour, religion or faith, gender, birth or wealth, or any other similar criteria;
  - c. **Proportionality.** The principle of proportionality establishes a link between the concepts of military necessity and humanity. This principle implies that collateral damage arising from military operations must not be excessive in relation to the direct and concrete military advantage anticipated from such operations;
  - d. **Collateral Civilian Damage.** This is the incidental loss of life, injury to civilian, damage to civilian objects, or combination thereof, arising from the use of military force;
  - e. **Reprisal.** The use of force in reprisal is prohibited;
  - f. **Military Necessity.** This principle is related to the primary aim of armed conflict – the complete submission of the enemy at the earliest possible moment with the least possible expenditure of personnel and resources. The concept of military necessity justifies the application of force not forbidden by International Law, to the extent necessary, for the realization of the purpose of armed conflict. The concept makes the following presuppositions:
    - (1) the use of force can be and is being controlled;
    - (2) the use of force is necessary to achieve the submission of the enemy; and
    - (3) the amount of force used is limited to what is needed to achieve prompt submission;
  - g. **Humanity.** The principle of humanity forbids the infliction of suffering, injury or destruction not actually necessary for the accomplishment of legitimate military purposes. This concept also confirms the basic immunity of civilian populations and civilians from being objects of attack during armed conflict. The immunity of the civilian population does not preclude unavoidable incidental civilian casualties that may occur during the course of attacks against legitimate targets and that are not excessive in relation to the concrete and direct military advantage anticipated;
  - h. **Chivalry.** This principle refers to the conduct of armed conflict in accordance with certain recognized formalities and courtesies. This concept is reflected in specific prohibitions such as those against dishonourable or treacherous conduct and against misuse of enemy flags and flags of truce; and
  - i. **Direct Accountability and Liability.** Commanders and individuals will be liable for the use of excessive force.

**115. EXERCISING SELF-CONTROL WHEN USING FORCE**

1. During operations, elements of the CF may be subjected to harassment or obstructionist behaviour. Every effort shall be made to remain calm and professional in the face of such treatment as inappropriate use of force may prevent the accomplishment of the mission and could have serious legal implications. Many agitators are experts at the art of troop-baiting. Advance warning and thorough briefings will prepare personnel for name-calling, insults, profane language, racial slights, taunting, and minor forms of violence designed to provoke overreaction. Also, gesturing with weapons may be used as a means of intimidation, posturing or provocation. Force shall not be used where assigned duties can be achieved without it. Even when force is permitted, it must be limited to the minimum amount necessary and must be designed to achieve the desired result with minimum injury to persons and property.



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**CHAPTER 2****CONTROLLING THE USE OF FORCE****SECTION I - GENERAL****201. INTRODUCTION**

1. Controlling the use of force during operations is both an operational and a legal imperative. Use of force, self-defence and ROE architectures have been developed to control the use of force. These architectures ensure that political direction and objectives, as well as the rule of law, are accurately translated into military orders and actions to achieve assigned missions.
2. The CF may use force:
  - a. in self-defence; and/or
  - b. as authorized or restricted by ROE issued by the Chief of the Defence Staff (CDS).

**SECTION II - SELF-DEFENCE****202. CATEGORIES**

1. For practical purposes, self-defence is divided into two separate categories:
  - a. national self-defence; and
  - b. personal, unit or force self-defence.
2. Under law, nations have the right to use force to protect their citizens, territory and assets against a hostile act or hostile intent. a nation's military forces also have a right of self-defence which in practice, is related to, but separate from national self-defence.
3. The authority for the CF to use force in self-defence is different for each category. Personal, unit and force self-defence is a standing authorization (unless specifically restricted) for military forces; national self-defence requires further direction. In either situation, any action taken against a hostile or potentially hostile force must adhere to the use of force and engagement principles contained in this manual.

**203. NATIONAL SELF-DEFENCE**

1. National self-defence is defined as the defence of Canada, Canadian citizens, territory and property from hostile acts or hostile intent. a hostile act or hostile intent may not necessarily involve attack or threat of an attack; therefore, the use of force, may not always be the response to such acts or intent.
2. In responding to hostile acts or incidents of hostile intent against Canada, the Government of Canada will consider a number of deterrent options which may include diplomatic, economic, technological or military actions. To de-escalate a situation the government may wish to deliberately limit military involvement. Therefore, when acting in support of national self-defence, Canadian forces will require specific ROE.
3. **Foreign Violations of Canadian Territory, Territorial Waters or Airspace.** Violations of Canadian territory, territorial waters or airspace may be dealt with by the CF in accordance with Canadian instructions. Although a violation of these areas may be construed to be a hostile act, commanders are not automatically authorized to respond with force in national self-defence. Amplifying direction concerning violations of

Canadian airspace, territory or territorial waters are promulgated in separate contingency plans. In general, however, if a Canadian unit or force witnesses such a violation, the commander will pursue the violator(s) in accordance with national procedures and immediately report the violation and all actions taken to the appropriate higher authority. No action to counter the violation may be taken until specifically authorized by the CDS through ROE.

#### **204. PERSONAL, UNIT OR FORCE SELF-DEFENCE**

1. In some Allied systems, self-defence is controlled through ROE. Under the Canadian system the use of force in personal, unit and force self-defence is separate from ROE. Whereas ROE may change during an operation, personal, unit and force self-defence is a constant. All members of the CF must know that, with or without ROE, they are entitled to use force in self-defence.

2. **Personal, Unit or Force Self-Defence.** Both international law and Canadian domestic laws recognize the authority to use appropriate force in self-defence, up to and including deadly force. Without further written or oral direction CF personnel are entitled to use force in self-defence to protect:

- a. oneself;
- b. other members of the Canadian Forces; and
- c. non-Canadian military personnel who are attached or seconded to a Canadian force against a hostile act or hostile intent.

3. **Exercising the Right of Self-Defence.** Without assuming unacceptable risk, commanders, or CF personnel when alone, shall make every reasonable effort to control a situation without the use of force. When time and conditions permit, the potentially hostile force shall be warned of the situation and further warned that self-defensive action will be taken as necessary. In exercising the right of self-defence, the responsible commander or individual, as applicable, must identify the presence of an immediate and compelling need to use force. However, there is no obligation to use force in self-defence and commanders may legitimately order individuals or units under their command not to respond to hostile intent. Such an order would be based on that commander's responsibility, in certain circumstances, to control the escalation of force.

4. **Response to Hostile Intent.** Canadian forces are not required by international or domestic law to receive an attack before they are authorized to respond in self-defence with deadly force. Under certain circumstances force, up to and including deadly force, may be used to protect Canadian forces against hostile intent.

5. **Restriction on Response to Hostile Intent.** There may be extraordinary circumstances where the Government of Canada, in support of higher national interests, may direct Canadian forces to take all necessary action excluding the use of deadly force when facing hostile intent. Such direction would be exceptional and under constant review by the chain of command. The purpose of such direction would normally be to limit the escalation of a situation. This in no way limits the ability of an individual or commander to use minimum force in self-defence in response to a hostile act.

6. The authority to restrict the response to hostile intent also exists within the military chain of command. In exceptional circumstances, and only when there is a clear need to de-escalate a situation with no other alternative, a commander may restrict subordinates in their right to respond to hostile intent. Such direction would be exceptional and, if it is intended by the commander for such an order to exist, the chain of command will inform the CDS by the quickest means available that such an order has been given to Canadian forces. No non-Canadian commander may impose such a restriction on Canadian forces without the approval of the CDS.

7. **Hold Fire Orders.** The restriction on a response to hostile intent should not be confused with an order to hold fire which an on-scene-commander has given to gain a tactical advantage prior to engaging or

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disengaging an adversary. Such orders are not a restriction or infringement of the right of personal, unit or force self-defence.

8. **Self-Defence during Combined Operations.** When the CF is participating in a United Nations (UN), formal alliance (NATO, CANUS, etc), or coalition operation, the definition of self-defence will normally be expanded, through ROE authorization, to include all members of the force.

9. **Cross-Boundary or Cross-Border Fire.** Unless specifically directed otherwise in the ROE, cross-boundary or cross-border fire is authorized as a response in self-defence to hostile fire. Under these circumstances it may be returned across another nation's boundary or border without that nation's consent, only if a hostile force persists in committing hostile acts and the requirement to respond is immediate. Where cross-boundary or cross-border fire is required for reasons other than self-defence, specific ROE must be authorized.

### SECTION III - RULES OF ENGAGEMENT

#### 205. INTRODUCTION

1. ROE are an indispensable instrument of command and control (C<sup>2</sup>) for ordering and controlling the use of force during military operations. ROE are orders issued by military authority that define the circumstances, conditions, degree, manner, and limitations within which force, or actions which might be construed as provocative, may be applied to achieve military objectives in accordance with national policy and the law. The term "orders" is to be interpreted as the authorized limit of force approved by higher command and should not be interpreted as an obligation to use force.

2. The use of force, and in particular, the authority to use deadly force by Canadian forces to accomplish a mission receives detailed scrutiny and attention by the senior leadership of the CF. Every member of the CF who may be required to use force in self-defence or to accomplish a mission must have a reasonable level of knowledge and understanding of the ROE and supporting doctrine.

#### 206. PURPOSE OF ROE

1. In general, ROE control the use of force in:

- a. national self-defence;
- b. defence of personnel and property (force protection) not included under CF personal, unit or force self-defence ; and
- c. mission accomplishment.

2. With the exception of self-defence, during peacetime operations and operations prior to a declaration of armed conflict, ROE provide the sole authority to Canadian forces to use force. ROE are applicable throughout the entire spectrum of conflict. Prior to a declared armed conflict ROE are generally permissive; in armed conflict, ROE are generally restrictive. ROE are not used to assign missions or tasks nor are they used to give tactical instructions. The CDS is the sole authority for the authorization of ROE or changes to the ROE. No commander or member of the CF may issue "orders" to use force which could be construed as ROE or guidance that is more permissive than the ROE authorized by the CDS.

3. In Canada ROE are defined as "orders" that are intended to ensure that commanders and their subordinates do not use force or other measures beyond that authorized by higher command. ROE also provide confirmation as to the level of force that commanders or individuals are legitimately authorized to employ in support of their mission.

4. When up to deadly force is authorized by ROE it is not direction to use deadly force but is authority to use the full range of force up to and including deadly force by a commander or an individual.

## SECTION IV - APPLICATION OF RULES OF ENGAGEMENT

### 207. ROE IN PEACETIME

1. Peacetime ROE draw their authority from the Government of Canada and are in compliance with Canadian and international law. They consist of a standard bank or menu of authorizations that commanders may use to direct, control and order the use of force to achieve an assigned mission in support of broad national interests; to defend against large-scale attacks on an operational or strategic level; or to protect other foreign forces or civilians. In peacetime CF ROE are expressed as authorizations or permissions. With the exception of self-defence, ROE are the sole authority for the use of force in peacetime.

### 208. ROE DURING TRANSITION FROM PEACETIME TO ARMED CONFLICT

1. A period of tension or crisis exists when diplomatic relations are so strained that violence, conflict or sustained hostilities could erupt. Periods of tension or crisis may last for hours, days, months or possibly years before reverting to normal peacetime conditions or escalating into sustained armed conflict. To address potential threats during these periods, and to enhance the survivability of Canadian forces during a crisis, the peacetime ROE model provides for the authorization of offensive measures.

### 209. ROE DURING ARMED CONFLICT

1. ROE for armed conflict draw their authority from the Government of Canada and are in compliance with Canadian and international law. During armed conflict, government policy would normally seek to contain the conflict and return to peace on the most favourable terms to Canada. ROE will be drafted based on the unique requirements and objectives of each conflict mission.

2. **The Structure of Armed Conflict ROE.** When hostilities break out, a commander must be able to seek out, engage and destroy the enemy in accordance with the principles of war, the LOAC and the assigned mission. Nonetheless, the government may wish to impose specific restraints or prohibitions on the commander for political reasons and senior commanders may wish to do the same for operational requirements. Therefore, the structure for armed conflict ROE is the opposite of peacetime ROE. Unlike peacetime ROE, which are expressed as authorizations, armed conflict ROE are expressed as prohibitions or restrictions. The reason for this structure is two fold:

- a. the use of force during armed conflict will be controlled and regulated by the LOAC. Armed conflict ROE do not, however, re-state the LOAC; and
- b. a commander may have to be restricted from exercising the full spectrum of force options available under international law based on national political, diplomatic or operational imperatives.

3. **Rules of Engagement at the Outbreak of Hostilities.** At or prior to the outbreak of hostilities, the CDS will issue immediate and clear direction specifying the enemy and allies, direction concerning neutrals within the theatre of operations, and the criteria for targeting enemy military objectives. Direction concerning timings, territorial waters, airspace and landmass of other nations and theatres of operation and other concurrent operations should be included. In addition to this vital information, the status of peacetime ROE must be confirmed, and armed conflict ROE will also be issued. a combination of peacetime and armed conflict ROE may be in effect; armed conflict ROE to address any restrictions on the use of force against the enemy, and peacetime ROE to control the use of force against nations that are not party to the conflict. In the absence of direction, the LOAC is always in effect and will be followed. Once a conflict has ended, the ROE will once again require revision and further direction on its status.

## SECTION V - ROE FORMULATION AND PROMULGATION PROCESS

### 210. FACTORS INFLUENCING ROE

1. In order to control the use of military force, the Canadian government and military staffs will be guided by the following factors:
  - a. **Legal Prescriptions.** Any use of force must comply with Canadian domestic law and international law. International laws include:
    - (1) **United Nations Prescriptions.** During UN authorized or mandated operations the use of force must comply with the UN Charter and applicable UN Security Council resolutions, mandates and mission statements;
    - (2) **The Law of Peace.** The international law of peace comprises treaties, conventions and other multilateral and bilateral agreements, and customary international law comprising the norms of international behaviour in times of peace; and
    - (3) **The Law of Armed Conflict.** International laws, treaties and conventions comprising the Law of Armed Conflict;
  - b. **Political and Policy Considerations.** To secure and protect national interests at home and abroad, the Government of Canada establishes policies, goals and objectives. The CF and its use of force is but one method in implementing these policies and objectives. Other methods include economic, social, cultural, diplomatic and technological instruments. However, the use of force by the CF must always be in concert with these other instruments and the overall policies and objectives of the government;
  - c. **Diplomatic Considerations.** During international operations and, in particular, during combined operations, the overall military objectives and the use of force will be influenced by the collective objectives of the alliance or coalition. These diplomatic considerations may ultimately limit legitimate uses of force, or they may permit a greater latitude in the use of force than would be permitted in a purely Canadian operation; and
  - d. **Operational Requirements.** The use of force will also depend on current and future operational considerations. Permission to engage particular targets, while they may be engaged lawfully under the law of armed conflict, may be prohibited for operational reasons. Further, the use of force may also be restricted in designated circumstances to avoid blue-on-blue engagements.

### 211. COORDINATION AND STAFFING OF ROE

1. **Time lines.** The time required to gain CDS approval on ROE issues depends on a variety of factors. a ROE request may be reviewed by the NDHQ J Staff and approved by the CDS within hours of its receipt at NDHQ. The review, analysis and approval of complex ROE issues may take many days or weeks to resolve. Issues which may seem relatively unimportant at the tactical level quite often have significant diplomatic, legal and policy implications at the strategic level. Some ROE may require liaison with the Minister of National Defence, Department of Foreign Affairs, Canada's allies or other Headquarters. Further, there may be some issues for which the CDS will not delegate approval authority even when he is absent from NDHQ. In these circumstances the delays in communicating the issue to the CDS and gaining a decision can be expected. Therefore it is essential that Commanders provide NDHQ with the maximum amount of lead-time on all emerging ROE issues as they arise in theatre.
2. **Co-ordination between NDHQ and the Theatre of Operations.** Operational Commanders could receive ROE documents well in advance of the contributing nation's National Headquarters. Coalition,

NATO and UN ROE are often disseminated to nations through diplomatic channels which can delay the receipt of these documents at NDHQ by days and even weeks. Therefore, Canadian Operational Commanders shall contact NDHQ immediately on receipt of all ROE documents and, if required, forward the applicable documents to NDHQ without delay. Conversely, NDHQ will apprise the Canadian Operational Commander of any emerging ROE issues.

3. **Teamwork.** Canadian ROE doctrine emphasizes an effective dialogue between the Canadian Operational Commander, the Commander's staff and the NDHQ J Staff. Prior to an operation, the J Staff will make every effort to include the Canadian Operational Commander and staff in developing the initial ROE. If this is not possible or practicable, NDHQ J Staff will brief the Canadian Operational Commander on the ROE during the NDHQ Staff Co-ordination Visit prior to the operation. Once the operation is underway, it is understood that the Canadian Operational Commander may require additional ROE based on an updated appreciation of the threat, the concept of operations and campaign plan. However, all ROE requests must be well substantiated and will always be subject to legal and policy review in accordance with the mandate of the mission.

4. **ROE Team.** In general, when a ROE request is received at NDHQ, it receives the immediate attention of the NDHQ ROE team. This team comprises:

- a. COS J3 ROE desk officer(s) (Chair);
- b. Operational Commander or representative;
- c. Chief of Environmental Staff representatives;
- d. Applicable ADM (Pol)/DGIS Pol representative;
- e. JAG or representative; and
- f. Specialist officers (CFPM, Med, etc) as required.

5. **Key Documents.** There are number of key documents that are required before ROE can be developed. These documents include:

- a. the legal basis for the mission (that is, a UNSCR);
- b. a clear mandate and mission;
- c. the political and diplomatic objectives of the mission;
- d. the military objectives for the mission;
- e. an accurate threat assessment;
- f. the Operational Commander's mission analysis, estimate and concept of operations with clearly defined tasks;
- g. the Operational Commander's initial ROEREQ;
- h. the force structure and weapons; and
- i. other ROE in use in theatre by other participants.

6. At the strategic level, the CDS will include overall guidance on the political policy to assist commanders in planning and reacting correctly as a crisis unfolds. This policy should normally be described in narrative terms that will convey the national approach to a crisis, the objective and the means. In the formatted message described in annex B of this manual, a coded political policy indicator (POLIND) provides

the principles of the policy guidance in a concise form. The use of force orders must therefore reflect the political policy guidance as stated by the POLIND.

## 212. PROMULGATION OF ROE

1. The primary goal of Canada's use of force doctrine and ROE architecture is to provide direction on the use of force which is clear, concise, precise and comprehensive. This direction is issued through one of two separate but related documents:

- a. the ROE Authorization (ROEAUTH) message as described in appendix 2 to annex B of this manual; or
- b. a Use of Force Directive.

The decision on which document to use is based upon the individual requirements of each mission, including: participation of allies in the mission who will be using the Canadian ROE; mission requirements which may require amplifying direction not normally contained in The Use of Force in CF Operations; and, the state of ROE training of the force.

2. **Releasability of CF ROE.** During operations in which the CF are involved, it may be necessary or appropriate to inform participating coalition forces and friendly states of all or part of Canadian ROE and self-defence measures. This may only be done on the authority of the CDS. Participating coalition forces and friendly states may be provided with this information for the following reasons:

- a. to enable members of coalition forces to adopt compatible use of force measures when a single or unified system of ROE will not be adopted; and
- b. to enable members of coalition forces and friendly states to predict Canadian responses and to act accordingly.

3. Before releasing ROE to other nations, it must be remembered that the intentional or inadvertent compromise of the Canadian ROE to a potential adversary may jeopardize a commander's options and the execution of the mission. Therefore, the risks of disseminating this information must always be weighed against the potential benefits. The DCDS is the authority for the release of ROE information to nations not participating in the corresponding operation.

4. **Releasability to the Public.** The full ROE contain sensitive material, the publication of which, in certain circumstances, could disadvantage CF personnel or allied forces deployed on operations. There are, however, instances where, for operational reasons it is advantageous for general information concerning the level of force which could be used in an operation to be made available for open publication to the media and the public. Any such release of ROE related information would be in an abridged form and subject to approval by the DCDS.

5. **Access to Information Act (AIA).** For reasons of operational security, ROE are not to be released under an AIA request unless specifically authorized by the DCDS.

## 213. THE ROEAUTH MESSAGE SYSTEM

1. The ROEAUTH message is a concise method of authorizing and issuing mission specific ROE for an operation. It requires that a Commander and the force are well versed and trained in The Use of Force in CF Operations, and the standard Canadian definitions, principles and concepts on self-defence. The use of the ROEAUTH message also requires that the use of force doctrine contained in this manual will apply during the operation. Therefore, the CDS may elect to issue ROE via a ROEAUTH message which only contains the numbered ROE and amplifying remarks.

2. Detailed message formats for ROEAUTH, ROE Requests (ROEREQ) and ROE Implementation (ROEIMP) messages are contained in annex B of this manual.

## 214. THE USE OF FORCE DIRECTIVE

1. **The Purpose of the Use of Force Directive.** The Use of Force Directive is a comprehensive mission specific document which contains use of force definitions, principles and concepts, direction on self-defence, the authorized numbered ROE for a particular mission and any other direction concerning the use of force for a particular operation. The Use of Force directive may be used when allied forces are participating in an operation and using Canadian ROE and doctrine, and may be used when Canadian forces are participating in an operation where the Force Commander's ROE require amendment and or amplification to meet Canadian legal and operational standards.

2. Use of force directives must be written in a clear and coherent format and must be easily understood and applied. The text must distinguish the guidance (if applicable) from the orders and any legal concepts must be conveyed in standard and easily understood terminology. The use of force orders must provide direction in accordance with the mission or mandate and in accordance with the threat and potential threat.

## 215. ROE IMPLEMENTATION

1. **Normal Procedure.** The normal procedure for requesting, authorizing and implementing ROE follows a chain of command between the CDS and all subordinate commanders within the CF. The CDS authorizes ROE, and subordinate commanders implement the ROE (that is, pass it on to subordinate commanders). Commanders may withhold implementation of all or part of the ROE without CDS approval. However, they must inform the CDS that they have done so. When appropriate, communications between operational commanders and the CDS concerning ROE shall be sent for information to subordinate and supporting commanders whose forces are involved in the operation. Subordinate commanders must not assume a ROE has been authorized to them or their forces until they receive a ROE implementation message from their immediate commander.

2. **Emergency Procedure.** In extremis, if command, control and communications systems become impaired or if timely communication with the CDS is impossible, Canadian commanders may need to implement ROE without prior CDS approval. In extraordinary circumstances, Canadian commanders may do so if, in their judgement, an emergency arises where the delay in obtaining authorization of ROE would jeopardize their forces or the mission. Any ROE, which are implemented in this fashion, shall be in accordance with the authorized mandate of the operation and the CDS is to be informed at the earliest opportunity.

## 216. PRECEDENCE OF ROE

1. **International Forces.** Within an alliance or coalition, when CF personnel are under the Operational Control of one commander and the Tactical Control of another, the ROE of the Tactical Commander shall apply, unless the ROE are more permissive than those of the Operational Control Commander or have not been approved by the CDS. In the latter case, CF units will comply with their last CDS approved ROE until the new ROE are approved.

2. **National Forces.** The above does not apply when CF formations or personnel etc. transfer OPCON/TACON from one CF commander to another as the ROE for both commanders have been approved by the CDS. The personnel, unit or formation shall adhere to the ROE of the CF commander that has been given operational or tactical control. Commanders gaining control of CF forces shall ensure that they are in possession of approved ROE of the joining force and any other directions issued on the use of force.

## 217. SUMMARY CARDS

1. The meaning of authorized ROE must be carefully communicated to all ranks. To be certain of this, there must be a system in place to ensure that the ROE are understood and are being appropriately interpreted. A means to provide direction and guidance to individual members of the force may be in the form of a summary card. Examples of summary cards include Soldier's Card, Aide-mémoire or similar documents. This direction, from commanders to their subordinates, must outline those elements of the ROE



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considered to be most essential, and the interpretation of the responses allowed. The direction to CF personnel must always be clear, whether dealing with warning shots, a fleeing individual who has previously been considered a hostile threat, or any other situation requiring the application of force. Consequently, whenever amendment of these documents would better reflect necessary guidance, they should be changed without delay. Although these forms of summary cards or other amplifying direction are normally issued by the commander, they must receive DCDS approval, on behalf of the CDS, before being disseminated to subordinate commanders and Canadian forces.

2. The use of summary cards shall not be relied on as the sole method of providing direction to individuals. Such reliance results in an unacceptably high risk that the guidance in the summary card will be misunderstood and applied out of context. While the summary card provides a useful tool with which to guide the application of ROE, it is not to be used in isolation and shall be supported by appropriate training.

## 218. RESPONSIBILITIES OF COMMANDERS

1. **Control of Subordinates.** Commanders at all levels must ensure their subordinates are trained on the meaning and application of the ROE for assigned missions, and on any subsequent changes. In addition, commanders at all levels must ensure their subordinate commanders take the following steps to ensure that the authorized level of force is properly applied:

- a. read, understand, appropriately interpret, and disseminate the ROE;
- b. seek additional guidance or direction through the commander should the situation change, or if the existing ROE are insufficient or a particular situation is not adequately covered by the ROE; and
- c. seek clarification if there is any perceived discrepancy within the ROE in effect, or if the role and the ROE have diverged and are no longer compatible.

2. **Preparatory and In-Theatre Training.** Commanders at every level must ensure that any individual or unit capable of applying force, up to and including deadly force, has been trained in the interpretation and application of ROE. All personnel shall receive refresher training periodically throughout the mission.

3. **Subordinate Commanders' Recommendations.** Commanders should consider the recommendations of subordinate commanders when ROE are being formulated and following their implementation.

4. **Implementation Authority.** Responsibility for implementation of ROE rests with the commander. The commander disseminates the ROE and any additional direction or amplification, if required, to commanders of all components of a force.

5. **Restrictions on ROE Imposed by the Commander.** ROE are issued by the CDS to a commander. The commander is not permitted to exceed the authorized ROE. The Commander may impose more restrictive limits on the actions of assigned forces but if the commander withholds ROE which were previously authorized by the CDS, the CDS shall be informed through COS J3.

6. **Conduct of Operations.** While subordinates can always be held accountable for their own actions, commanders are responsible for the actions of their subordinates and for ensuring that all operations are conducted in accordance with orders and applicable legal prescriptions. Although commanders may delegate the authority for operations, they are still responsible for the conduct of their forces even if their forces are under someone else's operational or tactical control.

7. **Response to Changes in Operational Situation.** Because military operations are dynamic, commanders must continually evaluate the direction provided in terms of the situation and mission to ensure their direction remains appropriate and applicable. This is particularly important in the promulgation of mission-specific hostile intent criteria. Commanders must not hesitate to request changes or clarification to direction previously provided. Even when concurrence from higher authority is not required, consultations with superiors are encouraged whenever possible.

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8. **Procedures for Changes to ROE.** All requests for changes (that is, additional ROE or authorization to use a greater level of force) to ROE shall be forwarded through the chain of command to the CDS for approval. Commanders who withhold ROE, previously authorized by the CDS, need not request CDS permission to subsequently implement them, however, they must inform the CDS.

9. **Legal Considerations.** All commanders have a responsibility to ensure compliance with the rule of law.

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**CHAPTER 3****USE OF FORCE IN DOMESTIC OPERATIONS****301. INTRODUCTION**

1. For the purposes of this manual, CF “domestic operations” is defined as any CF activity within Canada that:
  - a. fulfils the CF mandate to provide for the defence of Canada and Canadian sovereignty; and
  - b. provides assistance in response to requests for support from Canadian civil authorities or the Canadian public.
2. Generally, the majority of CF domestic operations will relate to humanitarian assistance and assistance to civilian law enforcement authorities. Use of force issues during such operations will usually focus on force protection (personnel and property) and law enforcement taskings. This chapter must be read in conjunction with the current DCDS direction on the conduct of domestic operations, which contains detailed instructions, definitions and descriptions regarding CF involvement in domestic operations.

**302. LEGAL BASIS FOR DOMESTIC OPERATIONS**

1. The legal authority for the CF to conduct domestic operations providing assistance to civilian authorities is found in Canadian legislation, such as the Criminal Code of Canada, the National Defence Act and Orders-in-Council enacted under the Crown Prerogative. See the current DCDS direction on the conduct of domestic operations for a complete explanation of the legal framework for CF involvement in domestic operations.
2. The legal basis for the use of force during domestic operations is Canadian law, particularly as found in the Criminal Code.

**303. USE OF FORCE AND MILITARY POLICE PERSONNEL**

1. During domestic operations all CF personnel, except for military police personnel conducting normal military police duties, will adhere to the use of force guidance herein and any ROE authorized by the CDS. If military police personnel are tasked with duties other than normal military police duties they shall also adhere to the use of force guidance herein and any ROE authorized by the CDS. When conducting military police duties, military policemen shall be armed with service weapons and intermediate weapons (i.e. ASP baton and pepper spray) regardless of the weapons state imposed or ROE authorized for other CF personnel.

**304. PEACE OFFICER STATUS**

1. While having peace officer status is important legally, all CF members will continue to be required to perform their duties as military members and they remain liable to follow the direction and orders issued to them by their military superiors.
2. Peace officer status arises by operation of law. There is no additional formality such as the taking of an oath or an official appointment which is necessary before the status comes into effect. Rather, the law confers the status when certain facts are present. For CF personnel employed on domestic operations, peace officer status is time, situation and duty dependent. CF personnel do not assume peace officer status simply because they are employed on a domestic operation. In other words, officers and non-commissioned members of the CF, other than specially appointed personnel (military police), have the status of a peace officer only during those times that they are performing duties related to law enforcement. Furthermore, only those members who are actually engaged in duties related to law enforcement acquire the status of peace officers, and then only while so employed. The status ceases to have effect when members are no longer engaged in law enforcement duties.

3. Without peace officer status, CF members would have no authority to enforce the law or to use force for such a purpose. Peace officer status permits CF members to enforce the law, to use force while doing so (as directed by the military chain of command). Such status protects them from criminal and civil liability for actions taken within the scope of their duties while enforcing the law. While peace officer status empowers CF members to use force and provides them with protection for actions taken within the scope of their lawful duties, the use of force will always be authorized and controlled by ROE issued by the CDS. CF members must always be aware that the Code of Service Discipline and the Criminal Code provide that everyone who uses force will be held criminally responsible for any excesses.

### **305. HUMANITARIAN ASSISTANCE OPERATIONS**

1. CF members performing humanitarian assistance operations do not have Peace Officer status. Therefore, they have no duty or obligation to become involved in any crime situation, other than to report the occurrence of any crimes to the civilian law enforcement authorities. Nevertheless, as outlined in article 308 below, CF members may intervene to stop the commission of a serious crime where there is an immediate risk of serious injury or death of any person.

### **306. ASSISTANCE TO LAW ENFORCEMENT OPERATIONS**

1. When directly engaged in support of law enforcement operations or when called out under NDA Part VI, Aid of the Civil Power, CF members will have the status of Peace Officers. This does not mean that CF personnel assigned to assist civilian law enforcement authorities will have the same duties as those of civilian police officers. CF personnel will only have a duty and obligation to enforce the law when tasked to do so. ROE will be specifically designed to enable CF members to carry out authorized law enforcement assistance tasks.

### **307. FORCE PROTECTION TASKS**

1. CF members will be issued ROE for the protection of:
  - a. Defence establishments; and
  - b. Force property.

### **308. INTERVENING TO STOP SERIOUS CRIMES**

1. In law enforcement assistance operations, CF members may be tasked to prevent the commission of crimes and ROE will be issued to authorize this.

2. During operations other than law enforcement, CF members will not have a mandate to provide law enforcement assistance. As a result, the chain of command will not have the legal authority to order individual members of the CF to intervene to stop the commission of crimes. However, the law permits, but does not require, members of the CF to intervene to stop the commission of a crime if they come across such an event during the course of their duties. That is, CF members have the same right as every Canadian citizen to intervene to stop crimes. However, the CF should not be seen to be supplanting the authority of the civilian police forces. Therefore, CF personnel performing non-law enforcement duties should not routinely intervene in stopping any crime that they may encounter. They should limit any interventions to serious crimes involving any acts endangering the life of anyone where it is reasonably likely that the person committing or about to commit the act intends that it will cause immediate death or serious injury.

3. It must be clearly understood that during non-law enforcement operations, the decision to intervene is that of the individual witnessing the crime. The chain of command cannot order that CF personnel intervene to stop crimes and the law does not impose an obligation to intervene. CF personnel should not expose themselves to a risk of death or serious injury when coming to the assistance of a victim of crime. Nevertheless, CF members should be prepared to deal with the Canadian public's expectation that their

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military forces will intervene to assist them in cases of need involving crimes. CF members must therefore clearly understand the limits on the use of force permitted by the law when intervening to prevent crimes during non-law enforcement operations.

4. The chain of command must remain engaged in incidents involving CF personnel intervening to stop crimes. The use of force will continue to be controlled by the on-scene commander. On-scene commanders, though they may not order a subordinate to intervene in a crime situation, may refuse to permit anyone under command from intervening to stop a serious crime if, in a commander's opinion, the risk to the life of any CF member outweighs the potential harm to the victim of a crime.

5. Everyone should use their common sense and sound reason. Any decision to respond to an ongoing serious crime should be gauged by the ability to intervene. CF members are to determine whether they have the means and are capable of intervening effectively and without risk to their own lives. If necessary, they are to take immediate action to call the civilian law enforcement authorities who have the necessary lawful authority to take charge of the situation.

### **309. INTERVENING TO STOP PROPERTY-RELATED CRIMES**

1. In law enforcement assistance operations, CF members may be tasked to prevent the commission of property-related crimes and ROE will be issued to authorize this.

2. Generally speaking, during non-law enforcement operations the only action to be taken in respect of property-related crimes is to report the matter to the civilian law enforcement authorities. CF members should not intervene in the case of crimes committed against property except if the theft, damage or destruction of the property poses an immediate risk of death or serious injury to any person.

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**CHAPTER 4****USE OF FORCE IN INTERNATIONAL OPERATIONS****401. INTRODUCTION**

1. The use of force by members of the CF during international operations depends on diplomatic, political, operational and legal factors as well as the nature of the operation.

**402. TYPES OF INTERNATIONAL OPERATIONS**

1. In general, there are four types of international operational relationships in which the CF may participate with each one having unique considerations pertaining to the use of force, self-defence and rules of engagement:

- a. **Alliance.** Alliance operations refer to operations conducted under a formal standing alliance such as the North Atlantic Treaty Organization (NATO) or Canada-United States (CANUS). In these cases, there are formal policy, command-and-control and force structure instruments which will affect ROE development and application;
- b. **Coalition.** a coalition is a less formal alliance which is normally limited to a specific mission. Coalitions normally lack the formal status of forces' agreements and infrastructure architectures that are common to alliances such as NATO. a coalition may operate under the legal umbrella of a UN Security Council resolution, but they are not UN missions. Once a mission or operation has been completed, the coalition is normally disbanded;
- c. **United Nations (UN).** UN missions operate under a UN Security Council resolution and fall within the UN command-and-control structure; and
- d. **Unilateral.** An international operation where Canadian forces are operating unilaterally within a region or area.

2. When Canada is not acting unilaterally, the doctrine and concepts contained in this publication will underpin the use of force by Canadian forces during other types of international combined operations unless the CDS specifically directs otherwise. When Canadian forces are in an alliance, coalition, or UN operation, the chain of command shall highlight the differences between Canadian doctrine and CDS authorized ROE and the doctrine and ROE issued by the alliance, coalition, or UN.

**403. VARIANCES IN NATIONAL LAWS AND POLICIES**

1. The armed forces of nations participating in alliance, coalition, or UN operations will adhere to their own national laws and policies. They are not obliged to execute tasks or operations that would constitute a breach of these national laws and policies. Therefore, it must be recognized that nations may issue restrictions and/or amplifying instructions in order to ensure compliance.

**404. NON-CANADIAN CONCEPTS OF SELF-DEFENCE**

1. **National Differences in the Right of Self-Defence.** The authorized military responses under the right of personal, unit or force self-defence vary from nation to nation. Some nations allow for much greater discretion in the use of force in self-defence than other nations. Furthermore, nations have differing interpretations of what constitutes hostile act or hostile intent and consequently the timing and manner of response may differ.

2. Such differences in doctrine are understandable and unavoidable from the perspective of national legislation, but do provide significant challenges to a multinational force and its commanders. Commanders must know how the forces under their command or control will respond to a given situation and their goal will

be to ensure unity of response. The differences in responses may sometimes be addressed through ROE which would authorize for some nations, responses which other nations expect their forces to take under the right of self-defence. It remains the responsibility of commanders at all levels to determine the reactions and responses allied forces will or will not take in self-defence.

#### **405. RULES OF ENGAGEMENT DURING INTERNATIONAL OPERATIONS**

1. **ROE and the Type of Operation.** a number of ROE systems have been developed by individual nations, alliances and services within various armed forces. Canadian forces may not always operate solely under the Canadian system of ROE and the doctrine contained within this manual. To participate in an operation, the CDS may, depending on the specific circumstances of each operation, authorize Canadian forces to operate under alliance, UN or coalition ROE.

2. **ROE in Alliance Operations.** The NATO and CANUS alliances are designed to incorporate environmental and joint ROE doctrines and architectures to which Canada has agreed to comply during combined operations with these alliances. Therefore, when conducting such operations, the applicable ROE reference and system will normally be used. Commanders must be aware that there are both significant and subtle differences between the various ROE doctrines and architectures, and great care must be taken to ensure the underlying concepts and applications are not confused between systems.

3. **ROE in Coalition Operations.** For a coalition operation where there is no standard reference for ROE, the ROE principles, concepts and measures found in this publication will form the basis of the Canadian position and requirements for ROE during the combined planning phase of the operation. a coalition force may operate under the same ROE or each country may operate under its own national ROE. In the latter case, every effort must be made to avoid divergent or contradictory ROE. Commanders must also be aware that there are often subtle yet important differences between the ROE systems of various nations. Many nations share the same basic concepts but interpret and apply these concepts in vastly different ways.

4. **ROE in UN Operations.** Contributing nations are not normally consulted in the development of UN ROE for a mission. However, any UN ROE issued to Canadian forces must first receive approval by the CDS before they may be implemented. Should there be issues requiring resolution, the necessary staff action will be initiated through the Department of Foreign Affairs and International Trade (DFAIT), the Permanent Representative to the United Nations New York (PRMNY).

5. **Resolving ROE Issues During Alliance, Coalition or UN Operation.** All non-Canadian ROE issued to Canadian forces must first receive approval by the CDS before they may be implemented. If an ROE issue cannot be resolved, the CDS may consider taking the following action:

- a. caveating the alliance, coalition or UN ROE for CF personnel; or
- b. issuing Canadian ROE for the operation; or
- c. withdrawing the Canadian contingent from the mission.

#### **406. DEFENCE OF OTHERS DURING PEACETIME**

1. **Defence of Alliance or Coalition Forces.** When operating with forces of other nations whose members of a pre-arranged alliance (NATO or CANUS), the definition of self-defence is normally expanded, through ROE authorization, to include all individuals or units who comprise the force. This notion of extended self-defence is not necessarily expanded when only exercising with allied forces or exercising in the vicinity of allied forces. In such cases, a specific ROE is normally issued to provide for the defence of allied forces. Further, when operating with a coalition, where there may not be a common set of ROE, specific ROE authorization is normally promulgated before using force in support of a foreign or coalition unit that is attacked by a third party.



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2. **Defence of Other Friendly Forces.** During operations, other non-belligerent forces may be found in the vicinity of Canadian forces. Canadian forces may use force to protect these groups from a hostile act or hostile intent only if the appropriate ROE measures have been authorized.
3. **Defence of International Community Personnel.** Specific ROE must be authorized before Canadian forces may use force to defend designated International Community Personnel from a hostile act or hostile intent.
4. **Defence of Civilians.** Specific ROE must be authorized before Canadian forces may use force to defend civilians from a hostile act or hostile intent.
5. **Defence of Property and Supplies.** Specific ROE must be authorized before members of the CF may use force to defend property and supplies. The level of force authorized to defend property will be based upon the mandate for the operation. Should deadly force to defend property be authorized, it will not be all-inclusive and will generally be restricted to property with designated special status.
6. **Defence of Medical Patients Under CF Care.** In an armed conflict in which Canada is a participant, medical personnel are entitled to protect their patients. However, CF medical personnel may be deployed to operations where Canada is not a participant in the conflict; namely, where UN Security Council Resolutions or host-nation consent form the basis for the CF medical support and mandate. Depending on the circumstances, specific ROE may be required to authorize the defence of medical patients under CF care from a hostile act or hostile intent.

#### 407. SUPPLEMENTARY DIRECTION

1. **Prevention of Serious Crimes.** Specific ROE are required before Canadian forces are authorized to intervene, in order to prevent the commission of serious crimes (rape, murder, assault causing bodily harm, etc). The authority to intervene in these crimes may not always be provided during an operation because of restraints imposed by host nations' laws, mission mandate, Status of Forces Agreements, or government and alliance policy decisions.
2. **Authority to Stop and Search.** In support of the operational or security objectives of an international operation, Canadian forces may be required to stop and search vehicles, individuals and vessels. In each case, there are legal, operational and diplomatic factors which must be considered before conducting a stop and search operation. Specific ROE must be authorized to conduct these tasks.
3. **Detainees.** In support of the operational or security objectives of an international operation, Canadian forces may be required to detain persons. Reasons to detain include, but are not limited to, persons who do the following:
  - a. interfere with the accomplishment of the mission and related tasks;
  - b. otherwise use or threaten force against friendly forces, or the equipment and materials belonging to them, or under their protection;
  - c. enter an area under the control of friendly forces without prior authorization; and
  - d. are suspected of breaches of the law of armed conflict.

Specific ROE must be authorized in order to detain persons. The standards provided in the Geneva Conventions will be the minimum standard for the treatment of all detainees whether or not the Geneva Conventions legally apply during the operation.

4. **Canadian Entry into Foreign Territory, Territorial Waters or Airspace.** Without the applicable ROE, a Canadian commander shall not enter another nation's territorial waters (except in the case of maritime forces conducting innocent, transit or archipelagic sea-lanes passage or in case of *force majeure*),

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airspace, internal waters, or territory without that nation's consent. Should Canadian forces need to enter foreign territory, territorial waters or airspace to execute an assigned task, specific ROE will be authorized.

5. **Harassment.** When faced with situations of harassment or intrusion, Canadian forces should carefully observe bilateral and international agreements. A Canadian force subjected to harassment at sea, on land or in the air should continue exercises and operations to the maximum extent possible to achieve the assigned objectives. No Canadian force should yield to any effort by other forces to illegally impose limitations or restrictions upon its movement. In these circumstances Canadian forces should avoid action that might be construed as provocative or aggressive. Specific ROE are required to respond with counter-harassment.

6. **Weapons and Weapons Systems Restrictions.** ROE may provide specific direction on the use of certain weapons and weapons systems for a specific operation. Any restrictions applied to certain weapons and weapon systems do not apply to their use in self-defence. Some weapons or weapon systems will be authorized through ROE because of their escalatory nature or because their use is considered politically sensitive.

7. **Special Areas, Blockades, and Embargoes.** In peacetime and conflict, the flow of civil or military traffic in designated areas may need to be controlled or restricted to achieve economic, diplomatic and military objectives. Therefore, depending on these objectives, applicable ROE will be issued.

8. **Use of Prohibited Weapons By Allies.** If the CF is participating in a combined operation where prohibited weapons as defined in the LOAC manual may, or are intended to be deployed, specific direction will be promulgated by the CDS concerning the relationship of Canadian forces and these weapons. If, during a combined operation, commanders discover that prohibited weapons have been deployed by other members of the force, the CDS shall be informed immediately.

**ANNEX A - RULES OF ENGAGEMENT MEASURES**

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**ANNEX B - MESSAGE FORMATS AND PROCEDURES**

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**ANNEX B - APPENDIX 1 - RULES OF ENGAGEMENT REQUEST MESSAGE (ROEREQ)**

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**ANNEX B - APPENDIX 2 - RULES OF ENGAGEMENT AUTHORIZATION MESSAGE (ROEAUTH)**

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**ANNEX B - APPENDIX 3 - RULES OF ENGAGEMENT IMPLEMENTATION MESSAGE (ROEIMPL)**

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**ANNEX C - SAMPLE PEACETIME SOLDIER'S CARD  
(NOT FOR USE IN DOMESTIC OPERATIONS)**

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**ANNEX D - THE CANADIAN FORCES TARGETING FRAMEWORK**

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**ANNEX E - THE CANADIAN FORCES TARGETING DIRECTIVE**

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## GLOSSARY

**Note:** These definitions shall be used in conjunction with the application of CF ROE and may be amended depending on the mandate provided for each mission. Where a precise definition is not possible, guidance on the meaning to be placed on them is given.

### **Aid of The Civil Power**

A domestic operation which is conducted exclusively in response to a request from a Provincial Attorney General or equivalent.

### **Armed Conflict**

Conflict between states in which at least one party has resorted to the use of armed force, up to and including deadly force, to achieve its aims. It may also embrace conflict between a state and organized, disciplined and uniformed groups within the state.

### **Belligerent**

A state or other entity engaging in armed conflict. This also refers to combatants in some contexts.

### **Blockade**

A belligerent operation to prevent vessels and/or aircraft of all nations from entering or exiting specified ports, airfields or coastal areas belonging to, occupied by, or under the control of an enemy nation.

### **Booby Trap**

Any device or material which is designed, constructed or adapted to kill or injure and which functions unexpectedly when a person disturbs or approaches an apparently harmless object or performs an apparently safe act.

### **Collateral Civilian Damage**

The incidental loss of civilian life, injury to civilians, damage to civilian objects, or a combination thereof, arising from the authorized and legitimate use of military force.

### **Combatants**

All organized armed forces, groups and units (except medical and religious personnel) who are under the command of a party to a conflict and are subject to an internal disciplinary system.

### **Deadly Force**

That force which is intended to cause death or serious injury regardless of whether death or serious injury actually results. This is the ultimate degree of force.

### **Detainee**

Any person not consensually in the custody, care, or control of CF personnel.

### **Detention**

The temporary custody of persons.

### **Domestic Operation**

An operation conducted within the territory or territorial waters of Canada and/or under Canadian law.

### **Embargo**

A form of peacetime coercion consisting of the detention of vessels of a nation alleged to have committed a breach of international law. In practice, embargo is a means of preventing the import, export, movement or

other dealing in goods, services or financial transactions to exert pressure on an offending nation.

**Engagement**

Action taken against a hostile surface ship or submarine with intent to deter, damage or neutralize it. Engagement of an aircraft is taking action against it with intent to destroy.

**Exclusion Zone**

A defined ocean area or a state's land areas, territorial seas or internal waters, including the airspace above these areas, within which ships and aircraft are restricted in accordance with certain specified conditions.

**Force Property**

Any vessel, vehicle, aircraft, weapons, ammunition, clothing, stores, materiel, provisions or equipment provided to the CF for any purpose.

**Harassment**

Deliberate actions by surface ships, submarines, aircraft or personnel that are primarily intended to disrupt, impede or curtail actions of other forces, commercial craft and personnel rather than to inflict casualties or damage.

**Herbicides**

Gases, liquids and the like designed to foliate trees, bushes or shrubs, or to kill long grasses and other vegetation.

**Hostile Act (Against Canada)**

An attack or other actions which threaten the security of Canada, citizens, territory, or property.

**Hostile Act (Against CF Personnel, Units or Force)**

An attack or other use of force against CF personnel where there is a reasonable apprehension that death or serious injury will be the likely result. An immediate response to attacks on CF personnel, units or forces is authorized in self-defence.

**Hostile Force**

Any civilian, para-military or military force or terrorist unit, with or without national designation, that has committed a hostile act or has demonstrated hostile intent.

**Hostile Intent (Against Canada)**

The threat of an attack or other actions which threaten the security of Canada, citizens, territory or property.

**Hostile Intent (Against CF Personnel Units or Force)**

The threat of an attack or other use of force against CF personnel where there is a reasonable apprehension that death or serious injury will be the likely result. An immediate response to hostile intent towards CF personnel, units or forces is authorized in self-defence.

**Identification**

The determination of the identity of a unit by visual recognition, electronic interrogation, acoustic information, track behaviour, hostile action or flight plan correlation.

**Imminent Threat**

Threatening actions by an individual, group, opposing force or potential enemy that substantiate a clear and immediate necessity for self-defensive action, leaving no reasonable choice of peaceful means.

**Incendiaries**

Any type of weapon or munitions primarily designed to set fire to objects or to cause burn injury to personnel or objects.

**International Operation**

An operation conducted outside of the territory or territorial waters of Canada and/or under international law.

**Interrogation**

The process of making an electronic or verbal query to establish identity of an aircraft, ship or vehicle, or of questioning an individual.

**Intervention**

Action taken to divert a surface ship, submarine or aircraft from its track, flight path or mission.

**Intrusion**

Movement of a non-friendly ship, submarine or aircraft within a specified area of operations outside of territorial waters or airspace for the purpose of surveillance or intelligence gathering in time of peace or tension.

**Law of Armed Conflict**

The body of international law that governs the conduct of hostilities during an armed conflict; *syn* the law of war.

**Law of Peace**

The international law, including but not restricted to, treaties, conventions, agreements and customary international law comprising the norms of international behaviour in times of peace.

**Lethal Weapon**

Any weapon which can be used to cause death or serious bodily injury and includes firearms, rocks, knives, clubs, gasoline bombs, explosive devices.

**Military Objective**

Legitimate objects of attack that include all combatants who are able and willing to fight; establishments, buildings and areas where armed forces or their materiel are located; other objects which, by their nature, location, purpose or use, make an effective contribution to military action and whose total or partial destruction, capture or neutralization, in the circumstances ruling at the time, offers definite military advantage.

**Minimum Force**

The minimum degree of authorized force which is necessary and reasonable in the circumstances. Depending on the circumstances, minimum force may include deadly force.

**Mission**

A clear, concise statement of the task of the command and its purpose.

**National Self-Defence**

The defence of Canada, Canadian citizens, territory and property from hostile acts or hostile intent.

**Neutrality**

The legal relationship between nations engaged in an armed conflict (belligerents) and nations seeking to avoid direct involvement in such hostilities (neutrals). The law of neutrality serves to localize war (contain the spread of hostilities), to limit the conduct of war on both land, sea and in the air, and to lessen the impact on

international commerce.

**Neutral**

Any state not a party to a conflict.

**Non-Combatant**

Any person who is not a member of the armed forces of the belligerent parties in a conflict or a hostile force during a peace support mission. The civilian population makes up the bulk of persons with non-combatant status. a member of the armed forces of a belligerent who is hors-de-combat (out of combat) because of shipwreck, wounds or other causes.

**Non-Deadly Force**

That force which is not intended to cause death or serious injury.

**Proportionality**

The use of no more force than is reasonable and necessary for the proposed military task so as to avoid incidental loss of life, injury, damage to property, or combination thereof, which would be excessive in relation to the concrete and direct military advantage anticipated.

**Prohibited Area/Zone**

An airspace of defined dimensions, above the land areas or territorial waters of a state, within which the flight of aircraft is prohibited. May also refer to an area shown on charts within which navigation and/or anchoring is prohibited except as authorized by appropriate authority.

**Protected Area**

A declared area to provide protection for enhanced security of storage sites, personnel-processing areas, command-and-control areas, checkpoints, billeting areas, boundary areas and vital land routes.

**Reconnaissance**

A mission undertaken to obtain, by visual observation or other detection methods, information about the activities and resources of an enemy or potential enemy, or to secure data concerning meteorological, hydrographic or geographic characteristics of a particular area.

**Reprisal**

An act, otherwise unlawful under the international law regulating armed conflict, utilized for the purpose of coercing an adversary to stop violating the recognized rules of armed conflict.

**Restricted Area**

An airspace of defined dimensions, above the land areas or territorial seas or internal waters of a state, within which the flight of aircraft is restricted in accordance with certain specified conditions;

An area in which there are special restrictive measures employed to prevent or minimize interference between friendly forces; (3) land or sea areas to which access is restricted.

**Retaliation**

A response to hostile intent or a hostile act after the requirement for self-defence has ceased. Retaliation may also include actions which are intended to inflict punishment. In either case, retaliatory acts are always controlled through ROE.

**Riot Control Agents**

Gases, liquids, and analogous substances that are used by governments for civil law enforcement purposes

**Rules of Engagement (ROE)**

Orders issued by competent military authority which delineate the circumstances and limitations within which force may be applied to achieve military objectives in furtherance of national policy.

**Safe Area**

An area where the civilian population is offered a certain degree of security by friendly forces which have a mandate to defend it against hostile acts or hostile intent.

**Safe Haven**

An area which is organized so as to provide protection to the civilian population against aggression, acts of terrorism, intimidation and/or any kind of hostile act or hostile intent from outside and inside the area.

**Secure Area**

An area where persons, other than those who comprise friendly forces, are either authorized to be physically or not authorized to be armed. When authorized, commanders may declare and establish secure areas and clear them of all unauthorized weapons. This includes the authority to remove military or para-military forces or people as required.

**Self-Defence**

See definitions of national self-defence and unit self-defence.

**Serious Crime**

Murder, rape, aggravated assault or any other unauthorized act or omission which does, or could reasonably be expected to, kill or cause serious injury.

**Surveillance**

The systematic observation of aerospace, surface or subsurface areas, places, persons or things by visual, aural, acoustic, electronic, photographic, or other means in order to build up and maintain a comprehensive picture of a potential enemy's deployment pattern, movement and/or operational activity at sea.

**Takedown**

The insertion of specially trained forces on a vessel to compel the Master to submit to a search by a boarding party.

**Territorial Airspace**

The airspace above a nation's territorial land, internal waters, and territorial sea.

**Warning**

Informing potential enemy units that their actions are interfering with operations and may lead to the taking of countermeasures by Canadian forces.

**Warning Shot**

A signal usually to stop or land (as appropriate) or demand compliance with instructions. a warning shot is fired with no intention to cause death, injury or severe damage, and may be used to demonstrate resolve or a capability, or may be used as a prelude to actual use of deadly force.

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**LIST OF REFERENCES**

The following references are integral or complementary to the principles and direction contained within B-GJ-005-501/FP-010 Use of Force in CF Operations (Revision One):

- a. B-GJ-005-004/FP-000 CF Operations 1997-05-15
- b. B-GJ-005-104/FP-023 Code of Conduct for CF Personnel
- c. B-GJ-005-104/FP-021 The Law Of Armed Conflict at the Operational and Tactical Level
- d. NDHQ Instruction DCDS 2/98 - Guidance for the Conduct of Domestic Operations
- e. MC 362 - NATO Rules of Engagement 9 November 1999
- f. Defence Controlled Access Area Regulations (DCARR-S)
- g. Dangerous Military Activities (DMA) Agreement Canada/Russia 10 May 1991
- h. Incidents At Sea (INSEA) Agreement Canada/Russia 09 Aug 1994
- i. Maritime Commander's Operational Directive (OPDIR) 1/98

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