

CHAPTER 1

CHIEF OF THE DEFENCE STAFF VISION AND GUIDANCE

“Commanders will not be leaders if they do little to influence and inspire their subordinates. The commander, in effect, becomes a leader only when ... accepted as such by subordinates.”

Report of the Commission of Inquiry into the Deployment of Canadian Forces to Somalia, 30 June 1997.

101 Introduction

101.1 Commanding Officers (COs) are entrusted with the most important and influential appointment in the Canadian Forces (CF). As the CO, you occupy a level of command where it is still possible for you to know by name all of your officers, warrant officers and non-commissioned members. When subordinates are known by their CO, it will shape their spirit, instil cohesion, and enable them to achieve what might otherwise be considered impossible. Therefore, your first duty as a CO is to master your command, develop yourself and your subordinates to the peak of professional proficiency, and lead by example. At the same time, as a CO, you are bound to ensure the care and well being of your subordinates while striving to ensure that they are properly supported. They must never be wasted on pointless tasks or used for self-serving purposes. Hence, your performance as a CO is of the utmost importance to me and, most assuredly, to the sailors, soldiers or air personnel under your command.

102 Department of National Defence (DND) and Canadian Forces Mission

102.1 DND and CF Mission. The mission of the DND and the CF is to defend Canada and Canadian interests and values while contributing to international peace and security.

103 Defence Team Vision

103.1 DND Vision. The Defence Team will generate, employ and sustain high-quality, combat-capable, inter-operable and rapidly deployable task-tailored forces. We will exploit leading-edge doctrine and technologies to accomplish our domestic and international roles in the battlespace of the 21st century and be recognized, both at home and abroad, as an innovative, relevant, knowledge-based institution. With transformational leadership and coherent management, we will build upon our proud heritage in pursuit of clear strategic objectives.

104 Canadian Forces Direction

104.1 The CF remains committed to achieving the objectives set out in the 1994 Defence White Paper. The key challenge in this regard will be to continue to deliver the operational capabilities called for in the White Paper within a smaller defence budget.

104.2 To accomplish the missions assigned by the Government, the CF will provide multi-purpose, combat-capable armed forces able to carry out joint and combined sea, land and air operations. The CF will be capable of unilaterally conducting Operations Other Than War (OOTW) as well as warfighting within the context of an alliance or coalition.

104.3 The environment in which the CF must operate is rapidly changing and the Forces must continue to adjust to remain effective. This is also true of all other aspects of service within the CF. As part of this process I have decided that it is essential for COs to understand my vision and philosophy regarding a wide variety of issues facing us today.

105 Chief of the Defence Staff Direction

105.1 There are numerous regulations, orders and directives that govern virtually every aspect of the CF and service-life in general. However, the National Defence Act (NDA) and the Queen's Regulations and Orders grant a CO significant powers not normally held by a Canadian citizen, or indeed most military personnel. As found in the preface of the Officer General Specification, the responsibilities of an officer may involve the most hazardous and demanding of circumstances and carries with it the responsibility for the lives of their people and the understanding that their risk, which are at the core of every officer's responsibilities and competency. The application of such powers as related to these aforementioned responsibilities demands the highest levels of personal and professional conduct and performance.

105.2 You must abide by all prevailing laws, regulations, rules and policies, procedures and directives and diligently apply them in the performance of your duties and in your personal conduct. You must also, within the limits of these rules, exercise common sense and good judgement at all times.

106 Level One (L1) Organization

106.1 The L1 organization responsible for the "Chief of the Defence Staff Vision and Guidance" is the Vice-Chief of the Defence Staff (VCDS).

107 Office of Primary Interest (OPI) and Subject Matter Expert (SME)

107.1 The OPI and SME for this chapter is the Director General Strategic Planning (DGSP).

108 Intranet site: http://vcds.mil.ca/intro_e.asp
Internet site: http://www.vcds.forces.gc.ca/intro_e.asp

CHAPTER 2

LEADERSHIP

201 Introduction

201.1 Among the many challenges that you will face as a CO is the matter of leadership. To be sure, you have been in leadership positions before in your career and have certainly developed your capacity for leadership, otherwise you would not have been selected to be a CO. However, many leadership challenges facing COs are unique to that position and merit certain emphasis. The purpose of this note is to highlight some of the leadership challenges that you may face as a CO.

202 The Leadership Environment

202.1 Evolving Demands. The CF has changed considerably since you were a young officer. Evolution in both the nature of operations and the characteristics of subordinates has made for greater demands on CF leaders. The environments that our units must now operate in are much more complex and unpredictable than those of the past. As a result, COs must be adaptable, open to new ideas and must constantly upgrade their professional knowledge in order to handle these new operational challenges. The face of the new members joining the CF has changed considerably over the past generation as well. CF members now come from more diverse backgrounds than in the past and are much better educated than CF members of earlier times. As a result, COs must devote more time to training to ensure that professional military values are properly inculcated and they must be increasingly prepared to devolve responsibility down the chain of command.

202.2 The Dual Nature of the CO's Focus. The leadership environment that you will be operating in will be more complicated than positions you have held in the past, for the position of CO encompasses elements of the strategic domain, as well as the operational and tactical domains. From the strategic and operational perspectives, you will need to attend to the external demands placed on your unit, at home or abroad by higher formations, governments and other outside agencies so that you can lead your unit in developing appropriate responses to these demands. At the tactical level you will be required to focus inwards on the elements of your unit as you direct the day-to-day activities of your sub-units. This constant shifting of focus from the strategic, operational, to tactical levels is one of the leadership challenges unique to the position of CO.

202.3 Leadership in Influencing Others. Leadership at the tactical level, that is the face-to-face level of leadership, is about directly influencing subordinates to accomplish tasks in support of the mission. As a CO you will certainly have a face-to-face relationship with your closest subordinates, but most of the influence you will have on most members of your unit will be mediated by the chain of command in your unit. You can certainly influence your unit members through the chain of command, but past experience has

shown that outstanding leaders at this level make a concerted effort to get out of their offices to interact directly with all unit members.

202.4 Leadership style. The leadership behaviours that you will engage in as a CO can be distilled into one of two types; task-related and relationship-related behaviours. Depending on the situation and the level of development of your subordinates, your leadership effectiveness will be enhanced by behaving in the appropriate manner. For example, untrained subordinates typically need clear direction (task-related leadership behaviour) to get the job done, whereas highly trained subordinates often require little more than encouragement (relationship-related behaviour) when the task is well defined.

203 Your Responsibilities

203.1 You must be sensitive to your numerous responsibilities as a CO. Your responsibilities up the chain of command go beyond the individuals holding senior appointments above you. You have responsibilities to your service, the CF, the nation and humanity in general. Whether in peacetime or on operations, a commander, by force of his personality, leadership, command style and general behaviour, has a considerable influence on the morale, sense of direction and performance of his staff and subordinate commanders. As Chief of the Defence Staff (CDS), I also expect that you will impose discipline and foster the development of your subordinates, for they are the leaders of tomorrow. Therefore, it is important that you get to know your subordinates, their strengths and limitations. Where they are weak, develop them. It is largely through your subordinates that you will influence the junior members of your unit, so you must ensure that these intermediate links in your chain of command are strong.

204 Ethical Leadership

204.1 Much has been said in recent years about ethics and ethical leadership, but ethics are not new to leadership in the CF. Every decision that you take as a CO that involves other people will have an ethical dimension to it. Almost every decision impacts other people, so the ethical dimension of the CO's role is pervasive. As CO you have been entrusted with the leadership of some of Canada's finest men and women. They deserve leadership with integrity. Integrity involves carrying out your responsibilities at all times by showing respect for the human dignity of people. It means treating them with fairness. Fairness can be considered a matter of justice, within which there are two aspects that you should attend to. The first is distributive justice, which refers to the quantity of rewards and benefits that you distribute to people. The second is procedural justice, which refers to the ways in which you determine how rewards and benefits are assigned to people. Consideration of both the distributive and procedural aspects of justice in your unit will help you ensure that everyone is treated fairly and ethically. Careerism, the self-serving advancement of one's own career at the expense of the service and/or subordinates, is an insidious disease that erodes trust, loyalty, and ultimately one's leadership effectiveness. You must be on guard to ensure that you neither become infected with careerism, nor tolerate it when you see it in your subordinates.

205 Your Vision

205.1 As a CO, you must develop and communicate your unit's vision. This vision will provide a focus for unit members to strive towards. Certainly the vision you develop for your unit should be consistent with the CF and your service's vision, but it should also be unique to your unit. Your vision should be a challenging one. You have not been appointed CO to maintain the status quo. Employ your time as CO to make your unit and the members of your unit the best sailors, soldiers and air personnel they can be.

206 Chief of the Defence Staff Direction

206.1 Our most important resource in the CF is our people. In this regard, one of your most important roles as CO is to develop your people to create the best possible unit you can. As you know from your military experience to date, people learn best from a fine example. To this end, I expect you to be a role model in all aspects of your command.

207 Level One (L1) Organization

207.1 The L1 organization responsible for "Leadership" is the Assistant Deputy Minister (Human Resources - Military) [ADM(HR-Mil)].

208 Office of Primary Interest (OPI)

208.1 The OPI for this chapter is the Commander of the Canadian Defence Academy (Comd CDA).

209 Subject Matter Expert (SME)

209.1 The SME for this chapter is the Director of the Canadian Forces Leadership Institute (CFLI).

210 Intranet site: http://cda.mil.ca/cfli/engraph/home_e.asp
Internet site: <http://www.cda-acd.forces.gc.ca>

CHAPTER 3

DEFENCE ETHICS AND SENIOR LEADERSHIP

301 Introduction

301.1 The aim of the ethics package is to present a range of leadership options that a CO should consider to assess and improve his or her own ethical leadership and the ethical climate of his or her unit, while considering ethical obligations unique to command levels.

302 CF and DND Expectations

302.1 As a CO, the Canadian people, your superior leadership, and those you lead are granting you a trust that reflects the faith placed in you that you will exercise your authority ethically. It must be clearly understood that you as a CO are expected to set the example and display a personal commitment to the ethical performance of all aspects of your responsibilities. Your leadership by example and the standards you establish for your unit will create the ethical climate that allows your subordinates to function like you at the highest ethical level.

302.2 Given the potentially serious and adverse consequences of unethical behaviour to mission effectiveness, the well being of our people, and public trust, I consider it essential for COs to promote ethics within their units. The importance of promoting ethics follows from a central message in *Duty with Honour: the Profession of Arms in Canada*: the military ethos clarifies how members of a profession “view their responsibilities, apply their expertise, and express their unique military identity.” (Chapter 1) It also responds to the requirement in the *Values and Ethics Code for the Public Service* that “public servants shall be guided in their work and their professional conduct by a balanced framework of public service values.” (Chapter 1) To satisfy the precepts of good and effective ethical leadership in today’s complex operational environment, I believe that you as a CO must:

- a. foster an ethical work environment where personnel can safely raise ethical issues without fear of reprisal;
- b. manage ethical risks;
- c. ensure that ethical values and moral reasoning have precedence in decision making; and
- d. recognize ethical behaviour by effectively using the various DND and CF means of recognition at your disposal, including the CFPAS.

303 Framework for Ethical Leadership

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303.1 In its efforts to explicitly integrate ethics into the every day life of Defence, the CF and the DND have implemented the Defence Ethics Program (DEP). The Defence Ethics Program provides a framework for ethics that acknowledges and fully respects the different L1 organizational cultures. Although ethical values like honesty, fairness, integrity and respect for the dignity of all persons are common core values, it is recognized that translating these values into how we live and work together involves practices that vary from one L1 organization to the other. Each L1 has produced a DEP Implementation Plan which has clearly enunciated the specific expectations and leadership obligations necessary to guide the focus, framework, and practices of ethics within their organization. As a CO you must be cognizant of the L1 DEP Implementation Plan applicable to you and of the specific obligations that flow from the responsibilities assigned to you in the Chain of Command.

303.2 To maintain an ethical Defence culture within your unit and to promote an ethical work environment, you should develop a CO's unit ethics program. It should address such questions as how you intend to identify and manage ethical risks in your unit and how you will ensure that ethical values have precedence in decision making at your unit. Your unit ethics program will serve as a basis for your personnel to internalize and practice the ethical values you consider essential to the accomplishment of your unit's missions and responsibilities.

303.3 Getting Started. Your CO's unit ethics program should address:

- The unique ethical challenges faced by your unit.
- A clear statement of the ethical expectations you have for the unit and your personnel.
- Your responsibility for providing guidance to both military and civilian personnel.
- The set of ethical values in the Statement of Defence Ethics and the ethical values specifically applicable to your unit's challenges.

303.4 Running Your Ethics Program. To run an effective program, it is essential:

- To communicate your ethical expectations to your people.
- To have a team that believes ethics is a necessary feature of all levels of leadership.
- To encourage continuous dialogue on ethical issues.
- To create a climate of openness without fears of reprisal.
- To develop a self-regulating attitude in all your personnel.
- To acknowledge and reward ethical excellence.
- To identify and promptly address ethical concerns in your unit.
- To balance mandated and encouragement options in your program.
- To demonstrate that the success of your CO's unit ethics program depends at all times on the example you set.
- To foster a positive attitude towards accountability.

304 Chief of the Defence Staff Direction

304.1 Your primary contact for Defence ethics information and services is the L1 Ethics Coordinator for the L1 organization to which you report. If additional assistance is required from the Defence ethics subject matter experts, your L1 Ethics Coordinator will make contact with the Directorate of the Ethics Program (DEP). I encourage you to take advantage of the expertise and resources available.

304.2 I expect you as a CO to exemplify at all times the highest standards of ethical leadership both in the performance of your professional obligations and in your personal conduct. In addition, as a CO, you have the responsibility to ensure that ethics is given the highest priority in your unit. Rest assured that you have my full support in all your endeavours to promote defence ethics.

305 Level One (L1) Organization

305.1 The L1 organization responsible for “Defence Ethics and Senior Leadership” is the Chief of Review Services (CRS).

306 Office of Primary Interest (OPI) and Subject Matter Expert (SME)

306.1 The OPI and SME for this chapter is the Director of Defence Ethics (DDE).

307 Intranet Site: <http://ethics.mil.ca>
Internet Site: http://www.forces.gc.ca/ethics/index_e.asp

CHAPTER 4

CUSTOMS AND TRADITIONS

“This modern tendency to scorn and ignore tradition and to sacrifice it to administrative convenience is one that wise men will resist in all branches of life, but more especially in our military life.”

Field Marshal Lord Wavell addressing the officers of the Black Watch
(Royal Highland Regiment) of Canada

401 Introduction

401.1 Tradition is a set of beliefs and attitudes, handed down for posterity, which guide behaviour. Customs are habitual actions or practices. Heritage encompasses both, combined with historical knowledge. Honours and awards are an important and crucial medium for enhancing operational effectiveness and morale and by recognizing the sacrifices and achievements of our people and our organizations.

402 Customs

402.1 The customs of the service are those rules and procedures, partially unwritten, which focus and direct our actions on a daily basis. Your unit is a part of the fabric that comprises the CF. To play its role effectively, your unit and all its members need to relate to the greater whole.

402.2 The operation of messes and canteens, the performance of ceremonial duties, the etiquette for displaying flags and Colours, and the maintenance of a high standard of dress and deportment are examples of service-wide customs that bond us together into an effective team. The size and function of our units are not important, their efficiency and effectiveness is. Your unit cannot be an effective part of the CF unless you encourage all members to understand how they fit into the larger picture.

403 Traditions

403.1 Unit tradition is a tool for you to use in giving each member a common background, a standard of behaviour to emulate and a sense of belonging to both the unit and the CF as a whole. Although we all profess our loyalty to Queen and country, these are abstract concepts for most people. A unit, comprised of people you meet and work with every day, is a much more tangible focus for most service personnel. For that reason, your unit should display a history of loyal, dedicated, selfless service, regardless of its size, role or environment.

403.2 Every unit of the CF has or is entitled to use a badge. This badge is intended to give your unit a tangible symbol of its role and of its history. One method of inculcating

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your personnel with a sense of pride and purpose is for you, and them, to be familiar with the symbology of your badge.

403.3 You should also be aware of and appropriately mark unit anniversaries, whether it is the unit's formation date or the anniversary of a significant event in the unit's history. In paying homage to the past you will be re-affirming those values that create and sustain pride and spirit.

404 Honours and Awards

404.1 National awards, such as medals, flow from our Sovereign, and not from the DND or the CF. Thus, the protocols and requirements are Government ones and not internal to the CF.

404.2 Canada now has a complete system of honours available to handle individual and group recognition as outlined in A-AD-200, The Honours, Flags and Heritage Structure of the Canadian Forces, Chapters 2 and 3, which supersedes all Series 18 Canadian Forces Administrative Orders. The CF honours policy is reviewed by the Canadian Forces Honours Committee and recommended to the Government for approval.

404.3 Recommendations for individual awards to military members are evaluated by the Canadian Forces Decorations and Commendations Advisory Committee and the Order of Military Merit Advisory Committee. Recommendations for national awards, for example, Meritorious Service Decorations, Bravery Awards, and the Order of Military Merit, are forwarded for the approval of the Governor General.

404.4 Note that in the case of bravery submissions COs must initiate the recommendation within 30 days of the event. The Government will not consider any recommendations for bravery awards submitted more than two years after the date of the incident.

405 Chief of the Defence Staff Direction

405.1 I expect you to be thoroughly familiar with the traditions and customs that relate to the CF and to your unit. I also expect you to actively promote the beliefs, attitudes and behaviour that our traditions and customs exemplify.

405.2 You must aggressively exploit the full range of honours and awards, at both the national and organizational level, to acknowledge the worthy deeds of the members of your unit or, indeed, anyone else which you become aware of.

406 Level One (L1) Organization

406.1 The L1 organization responsible for "Traditions and Customs" is the Assistant Deputy Minister (Human Resources - Military) [ADM(HR-Mil)].

407 Office of Primary Interest (OPI) and Subject Matter Expert (SME)

CDS Guidance to Commanding Officers

407.1 The OPI and SME for this chapter is the Director History and heritage (DHH).

408 **Intranet Site:** <http://hr.ottawa-hull.mil.ca/dhh>
Internet Site: http://www.forces.gc.ca/hr/dhh/engraph/home_e.asp

CHAPTER 5

ACCOUNTABILITY AND ORGANIZATION

500 Purpose

This chapter has two purposes. The first (Part A) is to explain why a proper understanding of accountability inside DND and the CF is essential to the health and effectiveness of the two organizations. The second (Part B) is to explain the basic structure of authority and accountability within the integrated (civilian and military) NDHQ.

PART A

ACCOUNTABILITY

501 Introduction

501.1 As a CO you are accountable for actions (what is being done to make things happen) and results (the outcome of those actions). You are accountable within prevailing laws, regulations, rules and policies, procedures and directives. You must also ensure that the accountability relationships that you establish are effective because, even though you have delegated authority to a subordinate, you cannot abdicate your responsibility and accountability. Thus, you will always be ultimately responsible for how subordinates execute their tasks.

501.2 Accountability is a duty and a principle that is more important to the CF now than ever before. In March 1997, its importance was highlighted when, in his Report to the Prime Minister on the Canadian Forces, the Minister of National Defence (MND) included a document entitled *Authority, Responsibility and Accountability*. These principles have continued to receive much attention, both within and without the organization. These principles have continued to receive much attention, both within and outside the organization. In September 1999, *Authority, Responsibility and Accountability* was republished with a fuller discussion of accountability principles under the title *Organization and Accountability*. A third edition of this document will be published in 2002.

501.3 As a CO you will constantly be part of accountability relationships. You will be given responsibility, delegated authority, and held to account by your superiors. Likewise, you will give responsibilities, delegate authorities and hold your subordinates to account. In doing the latter, however, you must remember that even though you have delegated authority you cannot abdicate your responsibility. Thus, you will always be responsible for how your subordinates execute their tasks.

501.4 Whether you are leading a combat team trying to achieve operational military objectives, or leading an administrative team trying to achieve support objectives, you are accountable to your superiors for both actions and results, and your subordinates are accountable to you. Accountability is not just the business of managers, administrators, or bureaucrats – it is the business of all leaders.

502 Understanding Accountability, Its Principles and Its Importance

502.1 Just as there is a line of *authority* that flows downward from Parliament, Cabinet and the Minister of National Defence to the CDS – and through him to every member of the CF – so too is there is a line of *accountability* that flows upward from the CF to the Minister, who in turn is accountable to the Prime Minister and Parliament. In this way, authority and accountability are two sides of the same coin – one does not exist without the other. Accountability is a duty that is held by all people, military and civilian, who serve the public trust.

502.2 The accountability framework in the CF has two embodiments: the relationship between a superior and his or her subordinates, and the system of expenditure management by which all managers communicate up the chain to Parliament their needs, plans, and results. Making the authority and accountability framework real in the CF/DND requires a commitment from all members to do their duty and to account to their superiors for what they have done. This basic credo is a critical element of leadership, and it is what will allow the CF to be a competent, professional, self-correcting organization.

502.3 A number of pressures have changed the way we interpret, apply and practice accountability in our public service. These pressures include: the emergence of non-hierarchical relationships; the focus on results and performance-based management; the call to provide more flexibility and autonomy to government organizations and managers; and the importance of transparency as an essential feature of public sector accountability. In responding to these pressures, a workable definition of accountability for use in the DND/CF is, “Accountability is a relationship based on the obligation to demonstrate and take responsibility for performance in light of agreed expectations.”¹

503 Effective Accountability Relationships

503.1 Effective accountability relationships will vary depending on the parties involved and the circumstances of the relationship. There are, however, a number of key ingredients in most successful accountability relationships and these are laid out in the joint Office of the Auditor General/Treasury Board (OAG/TB) discussion paper cited earlier:

¹ Office of the Auditor General and the Treasury Board Secretariat, Modernizing Accountability Practices in the Public Sector, Discussion Draft of a joint paper, January 1998, page 3.

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- a. The roles and responsibilities of the parties in the accountability relationship should be well understood and agreed upon;
- b. The objectives to be pursued, the accomplishments expected and the constraints to be respected should be explicit, understood and agreed upon;
- c. The performance expectations need to be clearly linked to and in balance with the capacity of each party to deliver;
- d. Credible and timely information should be reported to demonstrate the performance achieved and what has been learned; and,
- e. Informed review and feedback on the performance achieved should be carried out. Achievements and difficulties should be recognized and necessary corrections made.

504 Chief of the Defence Staff Direction

504.1 You must ensure that the accountability relationships that you are involved in as a CO exhibit the key ingredients noted above.

504.2 In simple terms, you are accountable both for achieving results and for doing so within prevailing laws, regulations, rules and policies, procedures and directives.

505 Level One (L1) Organization

505.1 The L1 organization responsible for the policy aspects of the accountability framework is the Assistant Deputy Minister (Policy) [ADM(Pol)].

PART B

ORGANIZATION

506 Introduction

506.1 Events of the past several years have resulted in considerable examination of the role and structure of NDHQ as Canada's integrated national defence headquarters. Despite four years of increases to the defence budget, past reductions have caused us to downsize NDHQ and make major organizational changes with a view to ensuring that sufficient resources are available for operational activities and those distinct services only the CF can provide. New management philosophies and technologies have enabled us to assign more resources and delegate more authority to local commanders. A number of

external inquiries and internal initiatives have led to significant changes and a better understanding of authority, responsibility and accountability within NDHQ. The pace of change continues unabated and NDHQ is now well positioned to lead the DND and the CF through that change.

507 Defence Framework

507.1 Before one can understand the role and nature of NDHQ, one must understand Canada's defence framework. You have been taught much of this in earlier courses, so let me just highlight the main points. The fundamental principle is control of the military by civilian authorities, accomplished through a line of authority flowing downward from Parliament, Cabinet and the Minister of National Defence. Conversely, the line of accountability leads up to the Minister who, in turn, is accountable to the Prime Minister and to Parliament.

507.2 DND and the CF have complementary but distinct roles to play in providing advice and support to the Minister and in implementing the decisions of the Government on the defence of Canada and Canadian interests at home and abroad. Complementary roles, however, do not result in confusion over who does what, an issue that has been examined extensively during the past several years. Both DND (headed by the DM) and the CF (headed by the CDS) are established by statute and have distinct roles and functions.

508 Role and Structure of National Defence Headquarters

508.1 In 1972, the Government decided that the most effective way to provide advice and support to the Minister, and leadership to DND and the recently unified CF, was through an integrated NDHQ in which military and civilian personnel would work as part of a unified defence team. NDHQ thus provides the structure to bring together the three major components of defence: government policy; command of the CF; and, defence administration.

508.2 Much has been said of the nature of NDHQ, especially the integration of military and civilian staff, sighting concerns of dilution of military advice and a blurring of responsibilities and accountabilities. The Minister's Report to the Prime Minister in March 1997 addressed this issue and initiated a number of steps to ensure that the complementary but distinct roles of the military and civilian staffs were well understood. A detailed examination of our Allies dispelled the myth that we are unique in our attempts to improve military/civilian staff integration and co-operation, although Canada has been a pioneer in this trend.

508.3 As cited earlier, a key document in the Minister's Report was entitled *Authority, Responsibility and Accountability*. It was republished as: *Organization and Accountability, Second Edition*. The second edition outlined the responsibilities of the DM and the CDS and of their senior advisors who have primary accountability to either

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the DM or the CDS. A few senior advisors, such as the VCDS, respond in equal measure to both the DM and CDS. The essence of NDHQ is that it integrates a military command and control system and a government departmental system within one organization. NDHQ staffs work within a single organizational framework which controls these two systems and they are accountable to their immediate superiors, whether military or civilian.

508.4 The CDS has primary responsibility for command, control and administration of the CF and military strategy, plans and requirements. From the CDS flows the military chain of command and related bodies of law and doctrine such as the Code of Service Discipline, all central to the nature and purpose of the CF and to the exercise of operational command. Civilian staff must provide support and advice to the chain of command but they are not a formal part of it.

508.5 The DM has primary responsibility for defence policy, resource management, international defence relations and interdepartmental co-ordination. From the DM flows the line of departmental authority and accountability mandated by government legislation and overseen by such bodies as the Treasury Board. Civilian and military staffs are accountable to the DM through their respective Environmental Chief of Staff or Group Principal for the exercise of delegated statutory, policy and administrative authorities. The DM does not issue *orders* to military staff but does issue *directives* to which military and civilian staffs are subject.

508.6 On the operational side, we have had in place a Joint Staff structure for several years and it has served us well in an environment of increased overseas and domestic operations. Recent changes have clarified and strengthened the role of the DCDS, especially in regard to non-routine and contingency operations. On the administrative side, we have simplified the committee system, reinforced the strategic focus of NDHQ and distinguished between those activities that are purely military and those with a more departmental flavour.

509 Recent Developments

509.1 The 1994 White Paper signalled some major changes that have had significant impact on NDHQ and how it operates. The primary thrust was to reduce overhead so that scarce resources could be redirected to the maintenance of combat capability. This led to the closure of the Command Headquarters and the creation of the Environmental Chiefs of Staff (ECS) as part of NDHQ.

510 Chief of the Defence Staff Direction

510.1 As a CO, you must understand the realities of the complex world in which the CF/DND operate and you must lead your personnel and manage your resources accordingly.

511 Level One (L1) Organization

511.1 The L1 organization responsible for “Integrated National Defence Headquarters” is the Assistant Deputy Minister (Policy) [ADM(Pol)].

512 Office of Primary Interest (OPI)

512.1 The OPI for this chapter is the Director General Policy Planning (DG Pol Plan).

513 Subject Matter Expert (SME)

513.1 The SME for this chapter is the Director Policy Development (D Pol Dev).

514 Internet Site: <http://www.forces.ca/admpol>
http://www.forces.gc.ca/site/minister/eng/authority/OA_e.htm
http://www.forces.gc.ca/site/sitemap_e.asp

CHAPTER 6

MILITARY ADMINISTRATIVE LAW

600 General

600.1 Commanding Officers and other military authorities make discretionary decisions every day in the administration of their units and their personnel. Administrative law governs the proper application of discretionary powers conferred by legislation or regulation. The purpose of Administrative law is to ensure that the decisions affecting CF personnel are made fairly by those who have the legal authority to do so.

600.2 JAG Directorate of Law / Training is producing a *Military Administrative Law Manual* that is expected to be published and promulgated on the JAG Web Site in 2006. The manual is intended to provide guidance and oversight for Commanding Officers and other military authorities in the exercise of their discretion when dealing with administrative matters common in the CF. In essence, the manual will explain the underlying legal principles of discretionary decision-making and provide legal insight into specific areas of CF administration.

601 Level One (L1) Organization

601.1 The L1 organization for “Military Administrative Law” is the Judge Advocate General (JAG).

602 Office of Primary Interest (OPI)

602.1 The OPI for this chapter is the Directorate of Law / Training (D Law T).

603 Subject Matter Expert (SME)

603.1 The SME for this chapter is the Deputy Judge Advocate General Military Justice and Administrative Law (DJAG/MJAL).

604 Internet Site: http://www.forces.gc.ca/jag/main_e.asp

CHAPTER 7

LAW OF ARMED CONFLICT

AT THE OPERATIONAL AND TACTICAL LEVEL

701 Introduction

701.1 As long as people and nations have resorted to the use of force to resolve their disputes there has been a recognition of the need to regulate the activities of armed forces in the conduct of military operations. The body of law developed to prevent the excesses associated with warfare is known as the Law of Armed Conflict (LOAC).

701.2 LOAC is traditionally divided into two main components or streams: the Law of The Hague and the Law of Geneva. The Law of The Hague is concerned essentially with the actual conduct of military operations including targeting, the proportionate use of force and the restriction on, or ban of, certain weapons systems such as the indiscriminate use of anti-personnel land mines. The Law of Geneva on the other hand is concerned with the protection of persons not or no longer involved in a conflict, such as civilians, prisoners of war and the sick and wounded. Following the adoption in 1977 of the Additional Protocols I and II to the Geneva Conventions, there has been a tendency for the two components to merge as the Additional Protocols deal with the conduct of hostilities as well as the protection of the victims of armed conflict.

702 Application of the Law of Armed Conflict

702.1 Traditionally, the LOAC has most readily been identified with state vs. state warfare. However, in the post World War II era there was growing realization that wars of national liberation and post-colonial conflict push intra-state conflict into the realm of international armed conflict. In addition, there was a recognition that many internal conflicts, such as civil wars, resulted in such harm to civilians and unnecessary suffering to the participants that the effects and consequences of the armed conflict had to be controlled. As a result, the application of the LOAC was expanded to include wars of national liberation, civil wars and other conflicts that had their beginnings inside the state.

702.2 At the same time the international community increasingly reacted to armed conflict by deploying peacekeeping and peace enforcement mandated armed forces under the command of the United Nations or coalition forces. From their inception there was a recognition that peacekeeping and many other peace support operations required the adoption of the standards of conduct found in the LOAC, even though that body of law may not technically apply to peacekeeping or peace enforcement forces when they are not parties to the conflict. Therefore, it is the CF policy that the CF will apply, as a minimum, the spirit and principles of the LOAC in all operations other than Canadian domestic operations.

703 The Canadian Forces LOAC Code of Conduct

703.1 Canada is legally bound both under treaty and customary international law to apply the LOAC when Canada is a party to an armed conflict. COs must know and enforce the LOAC. Under Additional Protocol I, commanders must take action to prevent and, where necessary, to suppress and to report breaches of the LOAC. The application of the LOAC is not only a matter of attaining certain standards, but is also a matter of discipline. Where there has been a breach of the LOAC commanders must investigate and, where appropriate, initiate disciplinary action against violators.

703.2 COs must ensure that their subordinates are aware of their obligations under the LOAC. Clearly it is not practicable for those subordinates to have a detailed knowledge of customary international law or the over 30 international LOAC treaties which apply to CF operations. The task of providing instruction on LOAC has been simplified by the development of 11 rules known as *The Code of Conduct for Canadian Forces Personnel* (see Chapter 8).

704 Chief of the Defence Staff Direction

704.1 I expect COs to be conversant with the content of *The Law of Armed Conflict at the Operational and Tactical Level* manual.

704.2 COs must ensure the LOAC is integrated into all aspects of operations, including the training and exercises conducted to enhance operational effectiveness. COs are responsible to ensure their personnel are aware of their obligations under the LOAC by training on the 11 Rules that constitute the CF Code of Conduct (Chapter 8).

704.3 COs are further responsible, with respect to members of armed forces under their command and other persons under their control, to prevent and, where necessary, to suppress and report to competent authorities breaches of the LOAC. Where breaches of the LOAC have been committed or may be committed by members of armed forces not under command, or civilians not under the control of the CO, the CO remains duty bound to report such violations to competent authorities and, where possible, to take all measures within the limits of his/her operational orders to prevent and suppress violations of the LOAC.

705 Level One (L1) Organization

705.1 The L1 organization responsible for “Law of Armed Conflict” is the Judge Advocate General (JAG).

CDS Guidance to Commanding Officers

706 Office of Primary Interest (OPI)

706.1 The OPI for this chapter is the Directorate of Law Training (DLawT).

707 Subject Matter Expert (SME)

707.1 The SME for this chapter is the Deputy Judge Advocate/Operations (DJAG/Ops).

708 Internet Site: http://www.forces.gc.ca/jag/main_e.asp

CHAPTER 8

CODE OF CONDUCT FOR CANADIAN FORCES PERSONNEL

801 Introduction

801.1 The Law of Armed Conflict (LOAC) is the body of international law which sets out rules of behaviour in an armed conflict (see Chapter 8). CF policy states that the CF will apply, as a minimum, the spirit and principles of the LOAC in all CF operations other than domestic operations.

802 CF Code of Conduct

802.1 Operational missions often require CF members to make decisions under considerable stress and in times of confusion. Moreover, the course of action one elects to take during operations can have serious consequences. Decisions must often be made very quickly. The task of providing instruction on LOAC has been simplified by the development of 11 rules known as the *Code of Conduct for Canadian Forces Personnel*. The CF Code of Conduct is a simple and understandable code which is virtually universal in its application and which quickly points to the right choice of conduct when faced with an unusual or doubtful situation.

802.2 The purpose of the Code of Conduct is to provide simple and understandable instructions to ensure that CF members apply the spirit and principles of the LOAC in all CF operations other than domestic operations. Accordingly, the Code applies to operations where Canada is a party to an armed conflict as well as peace support operations.

802.3 The rules that make up the Code of Conduct are as follows:

Code of Conduct for Canadian Forces Personnel

1. Engage only opposing forces and military objectives.
2. In accomplishing your mission, use only the necessary force that causes the least amount of collateral civilian damage.
3. Do not alter your weapons or ammunition to increase suffering, or use unauthorized weapons or ammunition.
4. Treat all civilians humanely and respect civilian property.
5. Do not attack those who surrender. Disarm and detain them.

CDS Guidance to Commanding Officers

6. Treat all detained persons humanely in accordance with the standard set by the Third Geneva Convention. Any form of abuse, including torture, is prohibited.
7. Collect all the wounded and sick and provide them with the treatment required by their condition, whether friend or foe.
8. Looting is prohibited.
9. Respect all cultural objects (museums, monuments, etc.) and places of worship.
10. Respect all persons and objects bearing the Red Cross/Red Crescent, and other recognized symbols of humanitarian agencies.
11. Report and take appropriate steps to stop breaches of the Law of Armed Conflict and these rules. Disobedience of the Law of Armed Conflict is a crime.

803 Chief of the Defence Staff Direction

803.1 I expect COs to ensure that the 11 Rules of the CF Code of Conduct are integrated into all aspects of operations, including the training and exercises conducted to enhance operational effectiveness.

803.2 COs and their units shall abide by the CF Code of Conduct and the LOAC at all times during international operations.

804 Level One (L1) Organization

804.1 The L1 organization responsible for the “CF Code of Conduct” is the Judge Advocate General (JAG).

805 Office of Primary Interest (OPI)

805.1 The OPI for this chapter is the Directorate of Law Training (DLawT).

806 Subject Matter Expert (SME)

806.1 The SME for this chapter is the Deputy Judge Advocate/Operations (DJAG/Ops).

807 Internet Site: http://www.forces.gc.ca/jag/main_e.asp

CHAPTER 9

USE OF FORCE IN CANADIAN FORCES OPERATIONS

RULES OF ENGAGEMENT

901 Introduction

901.1 The Government of Canada may use the CF as an element of national power to achieve national objectives in peace, crisis or war. The CF may operate domestically or internationally, and may be required to use force, up to and including deadly force, for self-defence or to achieve government objectives.

901.2 Because the use of force can lead to damaged property, destruction of natural resources, injury and loss of life, the Government must establish mechanisms that authorize the use of force to accomplish assigned missions. Thus, the Government, through the NDA, authorizes the CDS to control the use of force through the issuance of orders called Rules of Engagement (ROE).

902 Rules of Engagement

902.1 When planning operations, I, along with the Chain of Command, must ensure that the plan will achieve government objectives. This is accomplished by defining the mission and then examining the supporting tasks. In examining these tasks, an analysis of their legal implications is conducted to ensure the operational plan reflects a correct and comprehensive application of Canadian domestic and international law, as applicable. The tasks must also be examined with a view to determining if a requirement for the use of force exists. Where such a requirement does exist, the necessary orders to control the use of force, i.e. ROE, must be developed with careful consideration of applicable laws.

902.2 Whenever a unit or element of the CF is required to plan or conduct operations, the appropriate commander shall consider if force, other than that required for self-defence, is required. When considering ROE for an operation, commanders may liaise with their superior headquarters or directly with the NDHQ COS J3 who retains responsibility as the national OPI for ROE. In some circumstances, ROE will be developed by the J-Staff as part of their planning responsibilities for operations.

902.3 If a commander determines that the use of force is required, and no ROE have been authorized, then the commander shall submit a ROE Request through the Chain of Command for my approval in accordance with the procedures contained in B-GG-005-004/AF-005 - The Use of Force in CF Operations. When planning operations, be they domestic or international, commanders shall seek legal advice at the earliest opportunity to ensure that they take into account legal obligations, which may effect the use of force and associated ROE.

903 Chief of the Defence Staff Direction

903.1 I expect all COs to be conversant with CF doctrine on the Use of Force and the application of ROE. In addition, COs must understand the laws applicable to a particular operation and any national policy objectives.

904 Level One (L1) Organization

904.1 The L1 organization responsible for “Use of Force in CF Operations - Rules of Engagement” is the Deputy Chief of the Defence Staff (DCDS).

905 Office of Primary Interest (OPI)

905.1 The OPI for this chapter is the Chief of Staff J3 (COS J3).

906 Subject Matter Expert (SME)

906.1 The SME for this chapter is the J3 International Coordination (J3 Intl Coord).

907 Intranet Site: <http://dcds.mil.ca>
Internet Site: http://www.dcds.forces.gc.ca/default_e.asp

CHAPTER 10

DISCIPLINE

1001 Introduction

1001.1 An effective military is a disciplined military. It has been said that discipline is the soul of an armed force. Discipline offers the means by which an armed force carries out its mandate on behalf of the State. The maintenance and control of an armed force in a parliamentary democracy such as Canada is a topic that has attracted increased professional and public attention in the past few years. The CF is one of Canada's traditional and defining public institutions. Canadians are not only interested in the maintenance of an effective and disciplined military, but also about perceptions of the Canadian military by others around the world.

1001.2 A good leader maintains discipline by means of personal example, skill, integrity and professional knowledge. The law and discipline are clearly intertwined. The framework within which CF personnel maintain discipline is found in a variety of legal instruments such as the *Constitution*, the *National Defence Act* and regulations such as *QR&Os*. Comprehensive knowledge of the *Code of Service Discipline* is a fundamental obligation for all leaders. However, the writing of a law does not guarantee that it will be either observed or enforced. There must be an additional ingredient in the attainment of discipline. The willing obedience to orders must be based on a commitment, a spirit and an ethos on the part of members of the CF.

1001.3 The responsibility to maintain discipline falls most directly on a unit Commanding Officer (CO). This is the reason for the concentration of legal authority and powers at the CO level. This fact is also an underlying reason for the requirement of the Judge Advocate General, who is responsible under the *National Defence Act* for superintendence of the administration of the military justice system, to train presiding officers in the administration of the *Code of Service Discipline* and certify them as qualified to perform their duties as presiding officers. A CO may authorize subordinate members of the unit to lay charges and may delegate powers of trial and punishment to officers under the CO's command. A CO has significantly more powers of trial and punishment than a superior commander, who might otherwise have administrative and operational seniority. A CO performs a role that is unique in Canadian law. COs and other officers exercising summary trial jurisdiction are required to exercise discretion fairly and justly according to Canadian legal principles.

1001.4 As COs you will receive comprehensive training on the summary trial process during the Presiding Officer training. However, there are two areas upon which I would like you to place particular emphasis when maintaining discipline within your units: the investigation of service offences, and the determination of the appropriate course of action with respect to taking disciplinary or administrative action.

1002 Investigation of Service Offences

1002.1 The importance of a complete investigation of complaints and reports of breaches of the Code of Service Discipline cannot be overstated. Allegations of a failure to investigate breaches of discipline are not only damaging for unit discipline, but can impact significantly on the public perception of the military and the level of discipline demanded by its leaders. The question should not be whether to investigate, but rather given the allegations and the circumstances what is the most appropriate form of investigation.

1002.2 The *Code of Service Discipline* authorizes, and in some instances requires, the conduct of a disciplinary investigation. The nature of the service offence to be investigated determines the scope and type of investigation, as well as who is to authorize and conduct the investigation itself.

1002.3 In many cases the appropriate investigating body may be the National Investigation Service or the local military police. Where a unit investigation is appropriate the CO must ensure that the proper type of investigation is conducted for every complaint or report of a breach of unit discipline. The purpose of the investigation is to reconstruct events, gather evidence, ascertain the elements of the alleged offence and identify those responsible. A timely and objective investigation may also provide the best record upon which to justify a decision not to proceed with charges where they are not warranted.

1003 Disciplinary and Administrative Action

1003.1 COs must clearly understand when inappropriate action should be the subject of disciplinary action. Disciplinary and administrative action have entirely different objectives. Taking action under the *Code of Service Discipline* involves the potential imposition of disciplinary sanctions on behalf of society as a whole. In contrast, administrative sanctions are related to the *employment* relationship between the Crown and the individual service member.

1003.2 Administrative action, such as a recorded warning or counselling and probation, is not a substitute for disciplinary action, nor do such sanctions preclude it. Both administrative and disciplinary action may be taken in respect of the same incident. The administrative action taken may include consideration of a pattern of conduct and overall performance, while the sentence being passed at a summary trial relates to the incident which is the subject of the conviction. It is important for COs to assess each incident or breach of discipline to determine the action appropriate for each situation.

1004 Role of Military Legal Advisors

1004.1 In the past, many COs consulted with unit legal advisors on complicated or unusual situations as a matter of course. This system of informal consultation has now been formalized. The *National Defence Act* and the *Code of Service Discipline* prescribe a number of circumstances where legal advice must be sought by COs exercising their authority within the military justice system. These obligations arise, not only to encourage the seeking of advice from subject-matter experts, but also to provide COs the opportunity to be informed of the legal ramifications of a certain course of action.

1005 Chief of the Defence Staff Direction

1005.1 In the words of the Special Advisory Group on the Military Justice System and Military Police Services "...[the] CO is at the heart of the entire system of discipline." The operational effectiveness of your units, and ultimately the ability of the CF to carry out the mandate of the Canadian Government, is dependent to a significant degree on the professional skill that you apply as a CO in maintaining discipline.

1005.2 I expect COs to demonstrate discipline through personal example, and encourage leaders at all levels within the unit to become involved in developing and maintaining discipline. There can be no bystanders at any level in ensuring that the CF is a disciplined, armed force. Effective from 1 April 2000, officers appointed as COs and superior commanders must successfully complete Presiding Officer Certification Training prior to assuming their duties as CO or superior commander. Similarly, delegated officers must be certified prior to presiding over summary trials. Exceptions to this certification requirement may only be granted for urgent operational reasons and will require my approval.

1006 Level One (L1) Organization

1006.1 The L1 organization responsible for "Discipline" is the Judge Advocate General (JAG).

1007 Office of Primary Interest (OPI)

1007.1 The OPI for this chapter is the Deputy Judge Advocate General Human Resources (DJAG HR).

1008 Subject Matter Expert (SME)

1008.1 The SME for this chapter is the Director of Law/Training (D Law T)

1009 Internet site: http://www.forces.gc.ca/jag/main_e.asp

CHAPTER 11

RESOURCE MANAGEMENT

1101 Introduction

1101.1 As Commanding Officers, you are entrusted with human, financial, and materiel resources in order to accomplish the missions assigned by your Superior Headquarters. During this period of change and transformation, many initiatives and sustainment activities will compete for the limited resources available. The leadership you exercise in discharging your command responsibilities must include sound judgment and optimal resource management for the achievement of competing goals. Innovative practices should be explored to determine if more efficient processes can be implemented to reach established targets.

1101.2 The *Department of National Defence Resource Manager's Guide* is a key document produced by the Comptrollership Secretariat (ComptSec) of C Fin O's organization. The guide will assist you in understanding and fulfilling your management responsibilities as a CO in planning, managing, and reporting on resources. The guide is located at the following intranet or internet address:

http://admfincs.mil.ca/comptsec/docs/resman_guide_e.pdf or
http://www.vcds.forces.gc.ca/dgsp/00native/rep-pub/j-resman_e.asp

1101.3 The outline of the *Resource Manager's Guide* is as follows:

- a. Module 1 - Overview of Resource Management. It explains the purpose of the guide and the objective of good resource management.
- b. Module 2 - The DND Corporate Structure for Resource Management. This module outlines the corporate resource management structure and the assigned responsibilities.
- c. Module 3 - The Resource Planning and Distribution Process. This module explains the entire resource management process from Government appropriation to allocation of resources to units through business planning, as well as some resource management processes.
- d. Module 4 - Financial Controls. An outline of financial controls that will assist in achieving established objectives is included here.
- e. Module 5 - Expenditure Management. The authority to spend public funds and the means by which it is exercised is explained.
- f. Module 6 - Management Information System and Financial Reporting. The financial information systems and reports available are discussed here.

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- g. Module 7 - Human Resource Management and Individual Service Contracts. An overview of HR management issues is provided in this module.
- h. Module 8 – Local Procurement. The parts in this module are intended to provide some budgetary considerations in the local procurement process.
- i. Module 9 - Managing Risk. This module provides some risk management issues for consideration.
- j. Module 10 – Business Case Analysis. Resource Managers are exposed to the fundamentals of BCA.

1102 Resource Management Framework

1102.1 Planning

The CO is responsible and accountable for the establishment of an appropriate financial planning, management and control framework in his/her organization, and that resource managers fully understand their responsibilities under this framework. This ensures that objectives outlined in the unit business plan are achieved effectively and efficiently.

1102.2 Managing

The Resource Management Framework is outlined below. COs are required to:

- a. Deliver programs giving due consideration to obtaining the best possible value for public resources.
- b. Make decisions in light of timely, relevant and reliable financial information, analysis and advice.
- c. Ascertain that cost-effective controls, suitable to the government environment, are in place to safeguard assets and to ensure probity.
- d. Understand and report appropriately on their financial accountability.
- e. Ensure that the financial management organization, systems and processes meet DND/CF needs.

1103 Department of National Defence and Canadian Forces Awards (Chapters 3 and 4 also refer)

1103.1 There are numerous programmes that encourage our personnel to actively participate in finding more effective, inexpensive and smarter ways of doing business.

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They do not have to be major renewal or re-engineering events. Every innovation, be it large or small, that contributes to the efficient use of our resources should be encouraged.

1104 Chief of the Defence Staff Direction

1104.1 I expect you to apply the principles espoused in the Resource Management Framework from the planning process through to the completion of each mission.

1105 Level One (L1) Organization

1105.1 The (L1) organization responsible for “Resource Management” is the Vice-Chief of the Defence Staff (VCDS).

1106 Office of Primary Interest (OPI)

1106.1 The OPI for this chapter is the Chief of Finance (C Fin O).

1107 Subject Matter Expert (SME)

1107.1 The SME for this chapter is the Director Force Planning and Program Coordination (DFPPC).

1108 Intranet site: http://vcds.mil.ca/intro_e.asp
Internet site: http://www.vcds.forces.gc.ca/intro_e.asp

CHAPTER 12

HUMAN RIGHTS AND DIVERSITY

1201 Introduction

1201.1 Our men and women are the cornerstones of operational effectiveness. Sophisticated weapon systems, armoured vehicles, aircraft and ships are of little value without a dedicated team of professional sailors, soldiers and air persons. Our people must know they will be treated fairly and with dignity and respect throughout their careers. They have a right to expect from their leadership an environment that is free from discrimination and harassment in an organization whose employment practices are fair and equitable.

1202 Key Laws and Policies

1202.1 Implementing a discrimination and harassment free environment requires a fundamental understanding of the laws and policies that guide the CF. Chief among these are the Canadian Charter of Rights and Freedoms, the Canadian Human Rights Act, the Employment Equity Act, the Multiculturalism Act, the Official Languages Act and related DND and CF policies. The underlying principles of these laws and policies are based on the notions that there should be justice for all, and that all Canadians should have the opportunity for a full and equal partnership in the life of their country.

1203 Cultural Diversity and Gender Integration

1203.1 Implementing these policies may be one of your hardest and most challenging tasks. They will touch the values and beliefs of the members of your unit and ask them to question and make changes to their behaviour. It will also force you to review many policies, systems, and practices of long standing - many of which no one has questioned for many years. The challenge for you and your Chain of Command is to create the conditions which foster effective human relations within your unit regardless of the culture or gender of its members.

1204 Employment Equity Plan

1204.1 The publication of the first Employment Equity plan for the CF is an initial step. The CF Employment Equity plan provides a summary of the key problem areas and barriers that have resulted in discrimination against members of the designated groups. The plan describes the mission, objectives, responsibilities, tasks, and performance targets to address the problems. It serves as the umbrella for Environmental Chiefs' of Staff (ECS) and Group Principals' (GPs) Employment Equity plans. It includes the support available for the preparation and implementation of ECS' and GPs' plans and the reporting requirements.

1205 Chief of the Defence Staff Direction

1205.1 The CF has made significant progress in the field of human rights, gender integration, employment equity, and the awareness and prevention of harassment, but much still remains to be done. The CO of today has the opportunity to have a better historical perspective on the potential price that is paid when issues of discrimination, unfair treatment, and harassment are not swiftly addressed. Your leadership is the critical mass that is required to foster and maintain the progress that we have collectively achieved in these important principles that define us as citizens of Canada and the leaders of the CF.

1205.2 It is your responsibility to ensure that your unit abides by the laws, policies and standards related to “Human Rights and Diversity” and that they are translated into action in your unit.

1206 Level One (L1) Organization

1206.1 The L1 organization responsible for “Human Rights and Diversity” is the Assistant Deputy Minister (Human Resources - Military) [ADM(HR-Mil)].

1207 Office of Primary Interest (OPI)

1207.1 The OPI for this chapter is the Director General Military Human Resources Policy and Planning (DGMHRPP).

1208 Subject Matter Expert (SME)

1208.1 The SME for this chapter is the Director of Military Gender Integration and Employment Equity (DMGIEE).

1209 Intranet site: <http://hr.dwan.dnd.ca/dmgiee>
http://hr.dwan.dnd.ca/hrciv/dgcesp/ddwb/en/home_e.asp
Internet site: Not available at this time.

CHAPTER 13

THE ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

1301 Introduction

1301.1 The Auditor General Act (1995) was amended to stimulate the integration of environmental considerations into government decision-making at every level. This included the establishment of the office of a Deputy Auditor General known as the Commissioner of the Environment and Sustainable Development, and the requirement for departments to submit to Parliament Sustainable Development Strategies (SDS) and to update those strategies at least once every three years. DND/CF uses the lessons learned with each strategy to improve continually its next iteration of the Defence SDS. Our strategy is the focal point of DND/CF corporate environmental activities in support of the federal SD agenda. It gives force and effect to our commitment to the Defence environmental policy set out in DAOD 4003-0

1301.2 To support systematic implementation of Sustainable Development Strategies, Cabinet directed departments to implement Environmental Management Systems (EMS) consistent with the International Organization for Standardization (ISO) 14001 standard. DND/CF has completed the National Level EMS and is implementing EMS throughout the organization. Defence is building on the existing management framework to ensure the integration of environmental considerations in decision-making at every level of the organization. A fully functioning EMS will also improve our performance measurement and reporting capability.

1301.3 The DND/CF continues to demonstrate leadership within the federal house in environmental policy, as it applies to the greening of government operations.

1302 Mission and Vision

1302.1 Within ADM (Infrastructure and Environment) the mission of the Director General Environment (DGE) is to provide DND/CF with advice, oversight, policy and related professional services in environmental protection and stewardship.

1302.2 Our vision is to enable the CF to become the most environmentally responsible armed force in the world through the application of an ethically responsible business-like approach by a team of innovative, knowledgeable civilian and military professional staff.

1303 Chief of the Defence Staff View and Philosophy

1303.1 In my predecessor's letter to the 1997 SDS document, *Environmentally Sustainable Defence Activities*, co-signed by the Deputy Minister (DM), he stated the belief that "we can help shape a better future for Canada through application of the principles of sustainable development to the defence of Canada" and that "demonstrating responsiveness to, and responsibility for...ensuring environmental stewardship and

protection of the national and corporate assets entrusted to DND/CF...is the business of every member of the Department and the Canadian Forces”.

1304 Chief of the Defence Staff Direction

1304.1 You are a key element in discharging the commitments contained in the Defence DND/CF environmental policy, *Environmental Protection and Stewardship*. I expect environmental protection and stewardship to be a consideration in all of your unit’s activities.

1305 Level One (L1) Organization

1305.1 The L1 organization responsible for “The Environment and Sustainable Development” is the Assistant Deputy Minister (Infrastructure and the Environment) [ADM(IE)].

1306 Office of Primary Interest (OPI)

1306.1 The OPI for this chapter is the Director General Environment (DGE).

1307 Subject Matter Expert (SME)

1307.1 The SME for this chapter is the Director Environmental Stewardship (D Env S).

1308 Intranet site: <http://admie.ottawa-hull.mil.ca/dge/DGE2e.htm>
Intranet site: <http://www.forces.gc.ca/admie/dge/dge2e.htm>

CHAPTER 14

STRESS MANAGEMENT

1401 Introduction

1401.1 CF members are expected to maintain the highest standards of performance. The demands of the profession of arms can create stress on CF members and their families. When stress exceeds our capacity to adapt, our quality of life and performance deteriorate. For that reason COs must have current knowledge of stress and its management.

1402 Definitions

1402.1 Stress is defined as the internal physiological or psychological responses that result from demanding situations. Stressors are the external situations demanding adjustment. Coping skills refer to the strategies we employ to deal with stress. Trauma is defined as a severe psychological or physiological stressor. Cumulative stress occurs as a result of repeated frustration, conflict and performance pressure over time. Acute or critical incident stress occurs as a result of intense extreme demands that occur during traumatic situations such as combat. Acute Stress Disorder (ASD) and Post Traumatic Stress Disorder (PTSD) are psychiatric disorders or injuries that can result from severe traumatic experiences.

1403 Managing Stress

1403.1 A basic knowledge of the fundamental concepts of stress and coping strategies is essential to managing stress. Specific topics of knowledge comprise Selye's stress model, pre-disposing vulnerabilities, the difference between cumulative stress and acute stress, stress management options, strategies to minimize stress, coping strategies and the impact of lifestyle on stress tolerance.

1403.2 Support personnel such as mental health workers, personnel selection officers, chaplains, social workers, and medical personnel are available to assist units. To take full advantage of their expertise requires an understanding of their specializations, skills, accessibilities, availability and limits. To maximize their effectiveness, support personnel must be engaged in an expeditious manner.

1403.3 Deployments, especially into hazardous situations, present particular challenges in respect to stress; therefore, stress management considerations must be an integral part of pre-deployment preparation, deployment and post-deployment re-integration activities.

1403.4 It is recognized that psychological/social problems may result from traumatic experiences. Units must effectively deal with these problems, just as they would with physical casualties resulting from disease, accident or hostile fire. These, and other stress-related problems, must be dealt with in a timely manner, up to and including

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referrals for medical or other expert opinion. A professional approach will minimize individual resistance to treatment and ameliorate peer rejection, thereby maximizing unit support to afflicted personnel.

1404 Chief of the Defence Staff Direction

1404.1 All people in positions of authority must ensure that they know the stress tolerance level of their commands and of themselves.

1404.2 I expect you to be competent in stress symptom recognition, assessing the need for, and the application of, stress management procedures and the timely utilization of support personnel.

1404.3 You must have a detailed knowledge of the Critical Incident Stress Debriefing (CISD) process.

1405 Level One (L1) Organization

1405.1 The L1 organization responsible for “Stress Management” is the Assistant Deputy Minister (Human Resources - Military) [ADM(HR-Mil)].

1406 Office of Primary Interest (OPI)

1406.1 The OPI for this chapter is the Director General Health Services (DGHS).

1407 Subject Matter Expert (SME)

1407.1 The SME for this chapter is the Director Medical Policy (D Med Pol).

1408 Internet Site: http://www.forces.gc.ca/health/engraph/home_e.asp

CHAPTER 15

PUBLIC AFFAIRS

1501 Introduction

1501.1 I believe that Canadians deserve to know what the men and women of the CF do on their behalf. Public support for the CF is more likely to follow when the public understands how we make a difference at home and abroad. We can enhance public confidence by achieving our mandate in a way that is open, transparent and consistent with Canadian values and expectations. Moreover, as recent CF experience has clearly and repeatedly demonstrated, the ability to effectively influence and/or manage the public information/public communications function on the modern battlefield or area of operations is often a critical factor in successfully achieving the mission.

1502 Fundamental Principles

1502.1 The mission of CF Public Affairs (PA) is to support CF operations and activities by promoting understanding and awareness among Canadians of our role, mandate and activities, and of our contributions to Canadian society and the international community.

1502.2 To help us fulfil this mission, we have a PA policy, DAOD 2008, that ensures that Canadians are well informed and aware of our role, mandate, operations, and contributions. The policy establishes a modern, progressive and professional approach to PA that reflects the contemporary public landscape. It actively encourages openness and transparency, and integrates PA into CF operations at all levels.

1502.3 The policy explains the PA operating principles, authorities, accountabilities, responsibilities, requirements and guidelines to help you and your subordinates build, nurture and maintain a strong relationship with the public.

1503 Public Affairs Obligations

1503.1 As stated in DAOD 2008, COs are accountable to their Chain of Command for fully integrating PA into operations, training and day-to-day activities.

1503.2 With support from PA officers, COs shall ensure that the PA component of all of their activities reflects the needs of their intended audiences and:

- a. contributes to achieving CF and DND priorities;
- b. advances the priorities of your command or group;
- c. contributes to public understanding and awareness of the CF and DND as a whole; and

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- d. are evaluated in accordance with DND and CF performance-measurement practices.

1504 Chief of the Defence Staff Direction

1504.1 You must be actively involved in implementing PA programs relating to the four main PA functions:

- a. Public Information. Public information refers to all activities related to informing the public about specific DND and CF matters, either indirectly through the news media, or directly through Internet, exhibits and displays, open houses, etc.
- b. Internal Information. Internal information refers to all activities designed to inform our members of DND and CF policies, programs, services, operations, issues and initiatives.
- c. Community Relations. Community relations refers to the interaction between military and civilian communities at home and abroad, usually during face-to-face encounters between individuals.
- d. Outreach. Outreach refers to programs established to improve public understanding and awareness of defence issues by providing access to a network of academic, business, media and civic contacts.

1504.2 I expect you to know and understand the PA policy and to actively implement it.

1505 Level One (L1) Organization

1505.1 The L1 organization responsible for “Public Affairs” is the Associate Deputy Minister (Public Affairs) [ADM(PA)].

1506 Office of Primary Interest (OPI)

1506.1 The OPI for this chapter is the Associate Deputy Minister (Public Affairs) [ADM(PA)].

1507 Subject Matter Expert (SME)

1507.1 The SME for this chapter is the Director Public Affairs – Operations and Training (DPAOT).

1508 Intranet site: http://dgpa-dgap.mil.ca/dailysummaries/daysum01_e.htm.
Internet site: http://www.forces.gc.ca/site/About/index_e.asp

CHAPTER 16

ADMINISTRATIVE REVIEW PROCESSES

1600 General

1600.1 In order to maintain an effective and disciplined force and to serve as the protectors of Canadian society, the CF must adhere to the highest standards of personal and professional conduct. The CF is a professional institution where its members must place service to Canada and the needs of the CF ahead of all other considerations. The CF is, therefore, required to maintain an acceptable standard of conduct and performance at all times, regardless of personal circumstances or beliefs of its members.

PART A

CONDUCT AND PERFORMANCE DEFICIENCIES

1601 Introduction

1601.1 The CF is a microcosm of Canadian society with a similar cross section of ethnic origins, morals, education and family backgrounds. The recruiting process is designed to weed out candidates with undesirable qualities and the training process is designed to mould and instil its members with the required ethos. Throughout their careers CF members are subject to many of the strains and pressures of civilian life plus those endemic to life in the military. Some members will be subjected to conditions and environments that will severely affect their mental and physical states. The possible outcome of these situations will be manifested as a wide variety of disciplinary problems and unsatisfactory performance that will create significant challenges to command.

1602 Chief of the Defence Staff Direction

1602.1 COs will have to learn to deal with these situations in a firm and equitable manner. In keeping with the *Statement of Defence Ethics*, corrective measures shall be taken in all instances where a CF member fails to maintain an acceptable standard of conduct or performance. The corrective measures may be disciplinary or administrative or both.

1602.2 It will be necessary for COs to seek guidance in the application of these measures for authorization to proceed and to ensure that the application of the procedure is fair and just.

PART B

UNIVERSALITY OF SERVICE AND ACCOMMODATION

1603 Introduction

1603.1 Universality of Service (U of S) has been a contentious policy issue for many years. From the mid-80s until 1994, the idea that all members are “soldiers first and tradesmen second”, as the CF understood it, was subjected to a long series of human rights challenges in tribunals and courts. The end result of this process was the confirmation of U of S by the Federal Court of Appeal as a bona fide element of personnel policy.

1603.2 Subsequently, the CF incurred some significant human resource losses, i.e. the loss of individual skills and experience, by the stringent application of the policy. At the time, the U of S principle derived from a dispute with the Canadian Human Rights Commission from 1987 to 1994 over the defensibility of releasing any member of the CF who, because of a disability, could no longer satisfy a set of generic operational requirements and could not be advantageously employed. Such requirements were considered bona fide operational requirements (BFORs) and, therefore, had to be upheld in their entirety. Hence, the policy reflected a hard-line position due to the perceived need to demonstrate consistency in administrative practice when dealing with permanent employment limitations. The policy was also seen to consider the liability for operational employment and deployment as absolute requirements even though the probability of performing generic operational tasks, or deploying operationally, might be low over the near to medium term.

1603.3 In order to determine a more flexible approach that would not undermine the validity of universal liability for operational employment and deployment, a study was conducted in 1999/2000. The result has been an operational-employment policy that is subject to modification in response to a changing defence task and resource environment. The policy requires all members to meet a minimal operational standard unless specifically exempted or accommodated.

1604 Chief of the Defence Staff Direction

1604.1 It is important for COs to understand the U of S principle and how it can affect the CF members under their command. In one aspect it may be seen to have an impact on the operational capability of the unit; however, it can also be advantageous by having capable personnel filling positions which would otherwise be vacant. Also, it is better to maintain trained and valued personnel by providing them with meaningful employment rather than losing them to early release.

1605 Level One (L1) Organization

1605.1 The L1 organization responsible for “Administrative Review Processes” is the Assistant Deputy Minister (Human Resources – Military) [ADM(HR-Mil)].

1606 Office of Primary Interest (OPI)

1606.1 The OPI for this chapter is the Director General Military Careers (DGMC).

1607 Subject Matter Expert (SME)

1607.1 The SME for this chapter is the Director Military Career Administrative Review and Management (DMCARM).

1608 Intranet site: http://hr.dwan.dnd.ca/dmhrr/engraph/home_e.asp and
http://hr3.ottawa-hull.mil.ca/dgmc/engraph/admRev_e.asp?cat=2
Internet site: Not available at this time.

CHAPTER 17

CONFLICT MANAGEMENT

1701 Introduction

1701.1 Over the past several years it has become obvious to senior management that the existing conflict management mechanisms are no longer adequate to meet the needs of DND/CF members and employees. The redress of grievance systems are far too cumbersome and often escalate local or minor issues to a senior level instead of allowing them to be resolved at a lower level. While it is recognized that the formal systems are necessary, there is a need for Base Commanders to ensure that DND/CF members and employees make every effort to resolve issues early, locally and informally before they escalate to higher and more formal levels. In 1997, the Armed Forces Council gave its support to the development of a Conflict Management System for the DND/CF by establishing the Office of the Director General Alternative Dispute Resolution (DGADR). Based on positive results, in 2001, Conflict Management was incorporated as a full program within the department.

1702 Conflict Management Program

1702.1 The Conflict Management Program uses conflict management processes that are widely used in the private and judicial sectors. The Conflict Management Program provides opportunities for DND/CF members and employees to resolve conflicts before they escalate into more destructive, time-consuming and costly disputes. The program fosters skills that enhance teamwork and collaboration by offering awareness of and training in Alternative Dispute Resolution (ADR) processes. Further, the program reduces the burden on rights-based processes by offering a variety of informal processes, including conflict coaching, facilitation, mediation and group needs assessments, any of which can enhance the level of trust, confidence and competence necessary to address workplace conflict.

1702.2 The Conflict Management Program supports the Chain of Command at all levels. The voluntary nature of the processes means that all participants are using the ADR process to best meet their own individual needs. All decisions made through ADR are voluntary decisions made by DND/CF members and employees within the Chain of Command exercising their leadership or supervisory authority. By introducing and reinforcing existing and new human resources management skill sets, supervisors, managers and leaders at all levels will be better equipped to manage their valuable human assets.

1703 Chief of the Defence Staff Direction

1703.1 I expect all COs to support the Conflict Management Program and the principles of ADR.

1704 Level One (L1) Organization

1704.1 The L1 organizations responsible for Conflict Management – Alternative Dispute Resolution services are:

- a. CF. The Assistant Deputy Minister (Human Resources - Military) [ADM(HR-Mil)]; and,
- b. DND Employees. The Assistant Deputy Minister (Human Resources - Civilian) [ADM(HR-Civ)].

1705 Office of Primary Interest (OPI) and Subject Matter Expert (SME)

1705.1 The OPI and SME for this chapter is the Director General Alternative Dispute Resolution (DGADR).

1706 Intranet site: http://hr.ottawa-hull.mil.ca/adr-marc/engraph/home_e.asp
Internet site: <http://www.forces.gc.ca/hr/adr-marc>

CHAPTER 18

CIVILIAN HUMAN RESOURCES MANAGEMENT

1801 Introduction

1801.1 The conditions that govern the management of civilian human resources refer to standards that are quite different from those that govern military personnel. COs must be familiar with those standards and have the means to implement them effectively in order to make maximum use of the civilian human resources at the DND.

1802 Civilian Human Resource Management Framework

1802.1 The principles of management of civilian human resources is as follows. COs must:

- a. comply with the policies, processes and systems already in existence for classification, recruitment, labour relations, training and professional development of employees;
- b. make decisions based upon the terms and conditions of employment of civilian employees as set out in collective agreement and/or policies, regulations and directives issued by Treasury Board; and
- c. approach civilian human resources according to priorities established for the Public Service as a whole, namely: management, terms of recruitment, retention and upgrading of employment and the requirements of the DND.

1803 Management of Civilian Human Resources

1803.1 COs must make as full use as possible of civilian human resources in order to meet the strategic and operational objectives efficiently and cost-effectively. To do so, managers must have a good understanding of the various functions of civilian human resource management and the processes related thereto. Indeed, managers are responsible for ensuring that a skilled work force is available by implementing the policies, guidelines and practices issued by Treasury Board.

1803.2 Civilian Human Resource Service Centres (CHRSC) provide COs with a wide range of services to help them discharge their duties and responsibilities effectively with respect to civilian human resources. As they go about their business as civilian human resources managers, COs are encouraged to seek counsel and advice from their human resources advisor at the CHRSC in order to find out about the legal and administrative implications of their decisions. The judicious services and advice available through the CHRSC will help to ensure sound management of civilian human resources in the DND.

1804 Chief of the Defence Staff Direction

1804.1 COs should respect and abide by policies, procedures and guidelines established by the DND and central agencies regarding the management of the civilian workforce.

1805 Conclusion

1805.1 Efforts made by COs will enable the DND to become an employer of choice, capable of carrying out successfully its task of recruiting and retaining the most talented candidates, thereby ensuring that the strategic and operational objectives of the DND are met.

1806 Level One (L1) Organization

1806.1 The L1 organization responsible for “Human Resource Management” is the Assistant Deputy Minister (Human Resources - Civilian) [ADM(HR-Civ)].

1807 Office of Primary Interest (OPI)

1807.1 The OPI for this chapter is the Chief of Staff (COS) ADM(HR-Civ).

1808 Subject Matter Expert (SME)

1808.1 The SME for this chapter is the Director General Learning and Professional Development (DGLPD).

1809 Intranet site: http://hr.dwan.dnd.ca/hrciv/en/home_e.asp
Internet site: http://www.forces.gc.ca/hr-civ/en/graph/home_e.asp

[Supplemental Professional Development Workbook](#)

CHAPTER 19

MENTAL AND PHYSICAL HEALTH ISSUES AND PROGRAMS

1901 Introduction

1901.1 The CF is now placing its personnel in more demanding and challenging circumstances than at any time in recent memory. We owe it to them to take every possible precaution to protect their health, and also to provide them with the best health care support possible. Our ability to do this is fundamental to our morale and effectiveness as a fighting force. COs have a key role to play in this process.

1902 Health Issues of Special Significance to the Canadian Forces

1902.1 The special and extraordinary stresses of military life, both on deployed operations and in Canada, make mental illness and psychosocial problems a significant issue for CF personnel. These types of problems are the leading cause of prolonged disability in the CF today. Common problems of this nature include depression, anxiety disorders, substance abuse disorders, posttraumatic stress disorder, and relationship breakdowns. These problems are real, and cause significant suffering both to the member and to his or her family. They are not a sign of weak will, or lack of moral fiber. If properly addressed and corrected in a CF member, that member can be returned to full functioning to the benefit of all concerned. CO's have a key role to play in influencing the culture and environment within units toward these problems, and in facilitating the full recovery of CF members suffering from these conditions.

1902.2 Deployment related illnesses have received a great deal of coverage in the media in recent years. Unfortunately, much of this coverage has emphasized the sensational aspects of these stories, rather than established scientific fact. In fact, a good deal is known about these illnesses. They are most likely the result of the effects of stress on the body, and must be addressed in this context. The chain of command has a significant role to play in ensuring that CF personnel are presented with the true facts about these illnesses, and in supporting them in accessing the help that they need. Commanding officers can also use CF medical resources to keep their personnel properly informed on these issues, and support their medical staff in keeping the debate on these issues focussed on established fact.

1902.3 The risk and potential health effects of exposures to toxins in the environment is receiving increased attention. This is also an area of medicine where much is known and has been established by legitimate scientific study. COs must exercise due diligence in ensuring that they are not unnecessarily placing their personnel in a dangerous environment. If a potential exposure to a toxin occurs, it must be appropriately investigated. This involves an investigation of the reported exposure by qualified medical personnel. If no exposure is found to have occurred, this information must be communicated to the personnel involved. If an exposure is in fact determined to have

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occurred, then all exposed personnel must be appropriately investigated and followed up by health authorities. COs have a role to play in supporting medical staff in determining and disseminating the facts around potential exposures.

1902.4 Confidentiality between health care provider and patient is fundamental and essential to good health care. COs require, and have a right to, all necessary information regarding employment restrictions imposed on a member by medical conditions. They do not have a right to health information concerning the member. Recent changes to CF policy have emphasized this point. Aggressive promotion of this new policy by CO's will greatly improve the confidence that CF members have in accessing required medical care.

1902.5 The CF has an extensive and flexible system of employment restrictions. The goal of this system is the return to health and full productivity of ill or injured personnel. This system works best when there is an atmosphere of trust and mutual cooperation amongst the patient, the medical officer, and the chain of command. It must be clear that all have the same goals in mind, and that the recovery of the member is the primary concern. The work environment can support a CF member's recovery by being flexible enough to accommodate, to the greatest extent possible, the needs of the member, and by providing emotional support to members and their families. CO's have a key role to play in this process by establishing this climate within their unit, and by establishing their respect for the privacy of individual members.

1902.6 Health care is the number one issue on the minds of Canadians today. Our CF health care system is fundamental to the maintenance of morale and effectiveness of the CF as a fighting force. Budget reductions throughout the 90's have caused significant changes to both the CF and Canadian civilian health care systems. The CF is now committed to reversing the effects of some of these changes, and to re-establishing a health care system which will provide our personnel with the support they require to perform the challenging tasks we assign to them. Renewal of the CF health care system is being effected under DSP Project Rx 2000. This project touches on almost every aspect of the CF health care system and will deliver major changes / improvements over the next 3-5 years. COs have a role to play in facilitating this reform.

1903 Chief of the Defence Staff Direction

1903.1 COs must work with their medical staff to address significant health care issues facing their personnel. COs must create, to the greatest extent possible, a climate of information, trust and understanding around health care issues. CF members must know that the privacy of their health information is absolute and will be vigorously defended. They must also know that the chain of command will support them, to the greatest extent possible to maximize their chances of recovery from illness and injury. Employment restrictions recommended by medical officers will be scrupulously respected. However,

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wherever safe, prudent and possible, accommodations in the workplace will be made to allow ill and injured members to continue to function in a capacity compatible with their limitations.

1904 Level One (L1) Organization

1904.1 The L1 organization responsible for “Mental and Physical Health Issues and Programs” is the Assistant Deputy Minister (Human Resources - Military) [ADM(HR-Mil)].

1905 Office of Primary Interest (OPI) and Subject Matter Expert (SME)

1905.1 The OPI and SME for this chapter is the Surgeon General (Surg Gen).

1906 Internet site: http://www.forces.gc.ca/health/engraph/home_e.asp

CHAPTER 20

THE UNIQUE RELATIONSHIP OF COMMANDING OFFICERS WITH THEIR APPOINTED UNIT PETTY OFFICER/WARRANT OFFICER

2001 Introduction

2001.1 There is a unique relationship between the CO and the appointed Unit Petty Officer/Warrant Officer (Unit PO/WO). When the relationship between the CO and their Senior Non-Commissioned Officer attains a high level of strength and cohesiveness, the positional demands placed upon the CO can be more readily met. In this chapter Unit PO/WO means the most senior, appointed Non-Commissioned Member (NCM) within the unit.

2002 General

2002.1 The leadership, expertise and skills of the Unit PO/WO are recognized as key elements to your success as a CO. Unit PO/WO are appointed based on stringent selection criteria and possess the related skills and knowledge to well serve COs.

2002.2 Earlier in their careers, Unit PO/WOs were trained to assist/coach junior officers in the fulfillment of their responsibilities. Further Professional Development (PD) in accordance with the NCM General Specification ensures that they are capable of fulfilling the duties required of them as Unit PO/WOs. This PD includes education, training, self-development and work experience.

2003 Chief of the Defence Staff Direction

2003.1 COs shall ensure the establishment and maintenance of a strong working relationship with their Unit PO/WO. The relationship must be necessarily based on mutual trust and respect. As a CO you can expect your Unit PO/WO to uphold and defend your vision and be a leading contributor to your mission accomplishment and, in turn, they are expected to provide candid and honest advice for the CO's discretionary use.

2003.2 COs must be prepared to provide their Unit PO/WO with appropriate direction and guidance to further their developmental and progression opportunities.

2004 Level One (L1) Organization

2004.1 The L1 organization responsible for Chapter 20 "The Unique Relationship of Commanding Officers With Their Appointed Unit Petty Officer/Warrant Officer" is the Assistant Deputy Minister (Human Resources - Military) [ADM(HR-Mil)].

2005 Office of Primary Interest (OPI)

2005.1 The OPI for this chapter is the Director of the Canadian Forces Leadership Institute (CFLI) at the Canadian Defence Academy (CDA).

2006 Subject Matter Expert (SME)

2006.1 The SME for this chapter is the Section Head – Leadership Theory.

2007 Intranet site: http://cda.mil.ca/cfli/engraph/home_e.asp
Internet site: <http://www.cda-acd.forces.gc.ca>

CHAPTER 21

SAFETY

2101 Introduction

2101.1 In 2003, there were 1442 reported hazardous occurrences involving Canadian Forces (CF) personnel and 825 involving DND employees. In addition to the human pain and suffering involved in these accidents, they amounted to a total of 11,868 days lost and 9,363 days on light duties. These numbers represent a significant negative impact on an already tightly strained resource base.

2102 Responsibilities

2102.1 COs at all levels are responsible for safety within their formation, base, wing, station or unit.

2102.2 The responsibility for implementing measures to prevent hazardous occurrences rests with all echelons of the line organization.

2103 Key Requirements

2103.1 As a CO, you are responsible to provide a safety program responsive to the needs of your organisation, including as a minimum:

- a signed safety policy;
- a safety organization and workplace committee structure;
- an effective local indoctrination and continuing program of safety, workplace hazardous management information system (WHMIS) and hazardous material training and safety education;
- a system of periodic safety inspections and surveys by the line organization, safety staff and qualified employees;
- an effective hazardous occurrence investigation and reporting system;
- a program to ensure awareness of and compliance with applicable safety directives, standards and precautions;
- a set of procedures to determine requirements for, provision of, training on, and controlled use of protective equipment for personnel and materiel; and,
- an effective civilian employee return to work program

2104 Chief of the Defence Staff Direction

2104.1 COs are to ensure that safety, occupational health and hazardous occurrence prevention are established as core activities throughout their units and that established health and safety standards and practices are incorporated in all directives, standard operating procedures, operations and training.

2104.2 COs are to ensure that an effective early return to work program for civilian employees is established in their units.

2105 Level One (L1) Organizations

2105.1 There are a number of safety programs within DND/CF. The L1 responsible for each is indicated as follows:

- General Safety (Occupational Safety, Civilian Employee Occupational Health, Civilian Employee Return to Work) – Vice Chief of the Defence Staff (VCDS).
- Nuclear Safety – Assistant Deputy Minister (Infrastructure & Environment) [ADM (IE).
- Respiratory Protection Program – ADM (IE).
- Fire Safety - ADM (IE).
- Mobile Support Equipment Safety – Assistant Deputy Minister (Materiel) [ADM (Mat)].
- Explosive Safety – ADM (Mat).
- Radio Frequency Radiation Safety - ADM (Mat).
- Flight Safety – Chief of the Air Staff (CAS).
- Laser Safety - Chief of the Air Staff (CAS).
- Diving Safety – Chief of the Maritime Staff (CMS).
- Submarine Safety - Chief of the Maritime Staff (CMS).

2106 Office of Primary Interest (OPI), References and Web-Sites

2106.1 The following is a listing of the Safety Program OPIs and a partial listing of relevant references.

General Safety:

OPI: Director General Safety (D Safe G)
References: Canada Labour Code, Part II
General Safety Program, Volume 1, Policy & Program (A-GG-040-001/AG-001)
General Safety Program, Volume 2, General Safety Standards (C-02-040-009/AG-001)

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Commanders' Guide to the General Safety Program (A-GG-040-010/AG-001)

DAOD 2007-0, Safety

DAOD 2007-1, General Safety Program

Intranet site: http://vcds.dwan.dnd.ca/dsafeg/intro_e.asp

Nuclear Safety:

OPI: Director General Nuclear Safety (DGNS)

Reference: DAOD 4002 Nuclear Technology Regulation and Control

Intranet site: http://admie.ottawa-hull.mil.ca/dgns/dgns_e.htm

Fire Safety:

OPI: Canadian Forces Fire Marshal (CFFM)

Reference: DAOD 4007 Fire Protection Services

Intranet site: http://admie.ottawa-hull.mil.ca/dgme/CFFM/CFFM1_e.htm

Mobile Support Equipment Safety:

OPI: Directorate of Logistics Business Management (DLBM –TM5)

Reference: CFP 158(5), Draft 4

Intranet site: http://lognet.dwan.dnd.ca/dtm/dtm_5/Safety/safety_e.htm

Explosive Safety:

OPI: Directorate of Ammunition Program Management (DAPM 2)

References: DND Explosives Safety Program (A-GG-040-006/AG-001)

DND Ammunition Accident/Incident/Defect/Malfunction Reports and Disposal Requests (A-GG-040-006/AG-002)

DAOD 3002-0 Ammunition and Explosives

Radio Frequency Safety:

OPI: Quality Engineering Test Establishment (QETE 8)

Reference: CFAO 34-51, Radio Frequency Safety

Flight Safety:

OPI: Director Flight Safety (DFS)

Reference: [A-GA-135-001/AA-001 - Flight Safety for the Canadian Forces](#)

Intranet site: <http://airforce.dwan.dnd.ca/dfs/>

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Laser Safety:

OPI: Chief of the Air Staff (CAS)
Reference: CFAO 66-4, Laser Safety

Diving Safety:

OPI: Director of Diving Safety (D Dive S)
Reference: [CFAO 43-2 - Diving Organization, Responsibilities and Administrative Instructions](#)
Intranet site: <http://navy.dwan.dnd.ca/english/mscomptss/msrms/DDiveS/intro.asp>

Submarine Safety:

OPI: Maritime Staff Change and Risk Management (MSCRM-5)
Intranet site: <http://navy.dwan.dnd.ca/english/mscomptss/msrms/Subsafe/intro.asp>

2107 Subject Matter Expert (SME)

2107.1 The SME for this chapter is D Safe G.

2108 Intranet site: http://vcds.dwan.dnd.ca/dsafeg/intro_e.asp
Internet site: http://www.vcds.forces.gc.ca/dsafeg/intro_e.asp

CHAPTER 22

CERTIFICATION

2201 CERTIFICATION BY MEMBER (newly appointed as a CO)

Service Number:

Rank:

Surname and Initials:

Unit Name and UIC:

This is to certify that I have read and understood the CDS Guidance to COs.

Signature Date

2202 CERTIFICATION BY NEXT LEVEL HEADQUARTERS

This is to certify that _____ has met the standard for pre-command training via completion of the CDS Guidance to COs and is hereby awarded the Pre-Command Course - Common Qualification 07526.

Name and Rank Position Date

2203 DISTRIBUTION OF CERTIFICATION BY MEMBER

1. **Copy 1** - Member to ensure mailing of a hard copy to next level in Chain of Command for appropriate onward dissemination.
2. **Copy 2** - Member to ensure mailing of hard copy or faxed copy to the Canadian Defence Academy (CDA) – Attn: SO Seminars and Conferences for input of the qualification in MITE as per paragraph 2202 above, fax # (613) 541-6908.
3. **Copy 3** – Member to ensure a hard copy is placed in member's personal file.