

CHIEF OF THE DEFENCE STAFF GUIDANCE TO COMMANDING OFFICERS AND THEIR LEADERSHIP TEAMS



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CDS GUIDANCE TO COs AND THEIR LEADERSHIP TEAMS

People First, Mission Always

Canadian Armed Forces Vision

As CDS, my primary focus remains strengthening our institution, both in terms of looking after our people and the stewardship of the profession of arms. The success of the Canadian Armed Forces (CAF) is completely dependent on our people; therefore, they must always be considered first. The CAF will become an employer of choice by actively promoting a respectful, professional and productive environment that maximizes our people’s potential and desire to serve. Operationally, the CAF will be a joint, interoperable, integrated, networked, agile, adaptable, intelligence-led, and resilient force capable of conducting full-spectrum operations. The CAF will generate, employ, and sustain effective and efficient forces that provide the Canadian Government with a range of options to defend Canada and protect Canadians. The CAF will be a recognized leader, dependable ally, and credible force throughout Canada, across North America and within the international community.

Canadian Armed Forces Mission

Our mission is to defend Canada and Canadian interests and values while contributing to international peace and security.

Introduction

Commanding Officers (COs) are important tactical commanders who are responsible for the leadership, employment, management, and readiness of their units. However, they are also key institutional leaders. They are entrusted with the most important and influential appointments in the CAF. This is recognized in Canadian law and in the policies, rules and regulations of the CAF, which specify COs’ responsibilities for the communication of direction and guidance, maintaining security, order and discipline, as well as actively promoting community relations and supporting public affairs activities.¹ These significant external responsibilities distinguish COs from

subordinate commanders.

COs also exercise critical professional responsibilities by instilling, developing and promoting military excellence, readiness and operational effectiveness. This includes developing the capabilities, skills and knowledge required to conduct joint, combined, multinational and integrated operations with our allies and partners as well other government departments and agencies and both international and non-governmental organizations.

COs are key stewards of the Canadian profession of arms; they are responsible for maintaining operational effectiveness and developing and promoting CAF professional ethos and ideology. COs play a central role in CAF culture change, which is essential for adapting to changing social and cultural conditions. They actively promote new ideas and professional standards by directly engaging their people as leaders, coaches, mentors and role models.

This stewardship includes the exercise of institutional responsibility, a professional ideology that seeks to enhance mission legitimacy, protect institutional credibility and strengthen the profession of arms by establishing and maintaining a military culture that plans and executes values-based operations, actively promotes the wellbeing of our personnel and their families, demonstrates environmental consciousness, and practices effective and efficient force management. Effective stewardship also includes the requirement to anticipate and plan for future requirements.

Ultimately, the performance of COs, their leadership teams, and the CAF will be measured by our actions. CAF leaders are expected to exercise sound judgement and act decisively. COs and their leadership teams are expected to put people first, lead by example, and actively develop and maintain trust through their decisions, professional competence, and personal commitment.

Leadership Teams²

The leadership team is comprised of the CO and his/her key personal staff. The composition of the team is flexible. Royal Canadian Navy leadership teams normally consist of the CO, Coxswain and Executive Officer (XO). In Army units, leadership teams typically include the CO and RSM. In the Royal Canadian Air Force, the “leadership team” approach is integral to the Team Performance model applied to air crews and controllers.³ This relationship is defined by command; it must be absolutely clear that authority is vested in COs and they are personally accountable for their actions. The relationship between the CO and their leadership team is based on Canadian military law and the military ethos, which calls for a strong, cohesive team based on a common understanding of the primacy of operations and the shared beliefs, expectations and core values of military service.

Leadership teams enable COs to exercise their authority and responsibilities effectively. They are intended to improve decision making by leveraging the professional knowledge, skills, experience and professional relationships of the key staff. Leadership teams support the execution of COs’ decisions by communicating and reinforcing COs’ direction as well as motivating, supervising and enabling subordinates to accomplish their assigned tasks.

Institutional Leadership – Achieving Strategic Effect

COs are tactical leaders whose leadership and actions produce strategic effects. COs and their leadership teams must maintain a broader perspective, carefully considering the impact of their

actions and the long-term implications for the CAF. COs empower their subordinates and contribute directly to strategic effects by providing clear direction, identifying and resolving problems, providing reports and feedback on the execution of CAF operations and programmes, stewarding the profession of arms, and maintaining a close relationship with community leaders. All of these activities directly support CAF operations and administration. COs contribute to the CAF's ability to adapt and operate effectively in conditions of uncertainty, ambiguity, confusion and danger by communicating intent and providing clear, concise direction and guidance.

COs and their leadership teams contribute directly to CAF legitimacy and institutional credibility by identifying and anticipating problems and taking decisive action to resolve these issues at the lowest possible level. They support the execution of CAF operations and administration by personally engaging their subordinates and providing timely reports and feedback to adjust plans and ensure that the CAF responds to our people's needs, concerns and expectations. COs and their leadership teams play a critical role strengthening and promoting the Canadian profession of arms by maintaining professional standards and leading cultural change within the institution. Finally, COs support the institution by informing and educating Canadians on CAF operations and requirements, developing professional relationships with community leaders, and conducting community relations activities to cultivate public awareness and support.

People First – Delivering On Our Commitment

The ongoing success of the CAF depends on our people. They are the foundation of everything we do. They provide the skills, knowledge, experience, judgement, creativity, motivation and effort required to accomplish our missions and tasks. COs play a critical role in the care of our personnel and their families. This includes understanding and responding to subordinates' circumstances, needs, concerns and expectations, including the effective supervision and administration of complaint and grievance processes. COs care for their people by leading by personal example and creating and maintaining a safe, respectful and professional work environment that recognizes and respects the important contributions made by every member of the Defence Team. COs must deal with disciplinary and administrative issues in a firm, fair, consistent and transparent manner with particular emphasis on exercising personal empathy, discretion and a genuine commitment to promoting the welfare of our personnel and their families.

Canadian Armed Forces Identity – One Team Working Together

The CAF derives its identity from the unique function it performs in the defence of Canada and Canadian interests. The legitimacy of the Canadian profession of arms requires CAF to uphold and defend Canadian values and beliefs. All members of the CAF are expected to act in the public interest, perform their duties to the highest ethical standards, and actively avoid situations involving real or perceived conflict of interest. Our first loyalty is to Canada. COs and their leadership teams must instill and promote a common CAF identity based on the Canadian military ethos. All members of the CAF are expected to place their obligations to Canada and the Canadian people ahead of any component, environment, corps, branch, regimental, unit or personal considerations.

Mission Always – Setting the Conditions for Success

The continued high confidence, trust and support of Canadians and the Government of Canada are directly linked to the CAF's operational effectiveness and our institutional credibility, a measure of how well we meet public expectations. COs and their leadership teams promote operational

excellence by ensuring that their people are ready to perform their assigned missions and tasks, by preparing for the future, by promoting organizational learning and professionalism, and by looking after personnel and their families. They contribute to institutional credibility by promoting, instilling and enforcing professional standards and executing tasks in an efficient and cost-effective manner. The CAF needs to reflect Canadian society at large and ensure that civil-military relations remain strong.

The Government of Canada expects the CAF to provide a broad range of military options for dealing with threats to Canada and mounting effective responses to international conflicts, humanitarian crises and national emergencies. CAF must be capable of executing multiple, simultaneous missions across the entire spectrum of conflict. This requires agile, adaptive and resilient forces.

Agility is the product of understanding and readiness. COs and their leadership teams increase agility by anticipating and preparing for future missions and tasks. Understanding provides context, insight and anticipation for effective decision-making. COs and their leadership teams promote understanding by providing clear direction and guidance, and ensuring that their subordinates have the situational awareness, information and advice required to analyze problems and exercise mission command. Particular emphasis must be placed on the training and professional development required to allow subordinates to realize their full potential as well as mastering the skills, processes, procedures, and technology required to accelerate the decision-action cycle and conduct full spectrum operations.

Adaptation describes an organization's ability to learn, innovate and respond to changing circumstances. The CAF's ability to adapt is dependent on its innovative, resourceful and experienced people, an environment that fosters innovation, information sharing and the exchange of new ideas, and the continuous assessment that is required to understand a dynamic and complex security environment. COs and their leadership teams promote adaptation by promoting initiative, creative thinking and organizational learning.

Resilience is a measure of how well people and organizations respond to unexpected shocks and emergencies. People are the foundation of effective resilience. COs and their leadership teams foster the resilience of their personnel by promoting physical fitness, mental preparation and trust. They also strengthen resilience by actively promoting the wellbeing of subordinates and their families. Fitness, nutrition, and rest help to reduce stress. Personal engagement, and emotional and spiritual support play a critical role in helping subordinates cope with uncertainty, trauma and unexpected events. Effective family support contributes directly to operational effectiveness by reducing the stress of prolonged and/or repeated deployments.

COs and their leadership teams contribute to CAF resilience by actively promoting force protection, cyber defence and information security. They also support organizational resilience by identifying potential vulnerabilities and developing contingency plans and practicing alternate procedures to mitigate the consequences of system failures.

The most important contribution that COs and their leadership teams make to operational effectiveness is the role they play empowering and enabling their subordinates. Clear direction, effective command and control, timely and relevant information and advice, and robust leadership all contribute to subordinates' success by providing the skills, knowledge, capacity and confidence to act.

Mission Command – Empowering Subordinates to Act

Mission command lies at the heart of the CAF command philosophy. It is an approach that promotes unity of effort, the duty and authority to act, and the initiative of subordinate commanders. This approach is crucial for empowering subordinates and providing the flexibility and adaptability required to deal with uncertain, complex and dynamic circumstances. Mission command is based on three fundamental tenets: timely decision-making; the importance of understanding higher commanders' intent; and the clear responsibility to fulfil that intent. These tenets underpin the duty of all CAF personnel to exercise initiative and act in accordance with higher commanders' intent. There is also an obligation to provide subordinates with the resources and support required to carry out assigned missions and tasks. The successful employment of this philosophy rests on a comprehensive understanding of the fundamental tenets by all members of the CAF. This must be instilled through constant practice, training and professional development.

COs are required to exercise personal judgement and make decisions. COs also have a duty to act and be fully accountable for their actions. COs and their leadership teams must provide the supervision and oversight required to ensure that subordinates produce the desired effects and outcomes in a manner that supports broader organizational objectives.

COs and their leadership teams promote unity of effort by communicating intent through direction and guidance that translates relevant laws, policy, strategy, regulations and orders into clearly articulated missions and tasks. Subordinates must understand what needs to be achieved and the underlying reason why this is necessary.

COs and their leadership teams must provide subordinates with the support they require to succeed; this is not confined to equipment and resources. COs and their leadership teams must acknowledge that subordinates will make mistakes. It is imperative that COs and leadership teams empower and encourage subordinates by providing advice, coaching, mentoring, professional development and administrative support to promote organizational learning and set the conditions for success.

Moral Leadership – Demonstrating Professionalism Through Our Actions⁴

Moral leadership focuses on behavior. It requires all of our people to understand the difference between right and wrong and the critical requirement to take action when they see something improper. Moral leadership is fundamental to mission success, organizational effectiveness, teamwork, and effectively promoting the welfare of our personnel and their families.

Canadian values are not absolute; they evolve over time. Therefore, it is critical that core Canadian military values and professional standards evolve to ensure that they reflect changes in Canadian values. COs and their leadership teams play a critical role in changing military culture by developing, promoting and enforcing ethical standards and the Canadian military ethos – the fundamental values that shape CAF identity and conduct.

COs and their leadership teams must develop a comprehensive understanding of institutional responsibility, the broader professional ideology that supports CAF operational effectiveness and the Canadian profession of arms. They need to plan and execute values-based operations, which are designed to promote and reinforce national interests and values by demonstrating an unwavering commitment to international security, human rights and the rule of law. Values-based

operations reduce harm by anticipating and attempting to avoid or mitigate negative consequences. COs and their leadership teams need to maximize the potential and commitment of their people by balancing CAF demands for “unlimited liability,” high operational tempo and repeated postings with a genuine commitment to promoting the welfare of their personnel and their families. This is achieved by promoting accountability and trust. COs and their leadership teams must be environmentally conscious to increase energy security and minimize the environmental impact of operations. Finally, COs and their leadership teams support force management and contribute to CAF organizational credibility through the expert stewardship of the resources placed in their care.

The CAF must adopt a broader view of armed conflict and humanitarian emergencies, and develop a clearer understanding of how military forces can be employed to support conflict prevention, management and termination activities. CAF leaders must place greater emphasis on targeted effects and consequence management to reduce harm and the risk that operations will have undesired outcomes. This also applies to CAF responses to natural disasters and humanitarian emergencies, where more flexible plans need to be developed to ensure that CAF support is tailored to the address specific requirements of each emergency and is coordinated to achieve the optimum effect.

CAF personnel must be prepared to make difficult decisions. The real challenge is not choosing between right and wrong; it is deciding how to act when all possible courses of action have negative consequences. COs and their leadership teams must actively cultivate and promote the fundamental Canadian and military values that underpin professional conduct. They must also mentally prepare their personnel to act in difficult and ambiguous situations to ensure they make sound decisions under pressure and reduce harm, including the risk of long-term moral injury. COs and their leadership teams actively shape their people’s values, judgement, commitment, motivation, discipline and teamwork through their personal example and the climate they establish within their units.

Target Zero – Eliminating Sexual Misconduct in the CAF

Sexual misconduct undermines CAF morale, operational effectiveness and our legitimacy as a national institution. This goes well beyond concerns about the reputation of the CAF; it is a direct attack on our people. Harmful and inappropriate sexual behaviour must be eliminated. Any other outcome is unacceptable. This problem must be addressed rapidly, decisively and permanently. This requires deliberate effort and sustained commitment by every member of the CAF. Bystanders must intervene to stop sexual misconduct. Our members also need to demonstrate greater understanding and compassion to ensure that everyone affected by sexual misconduct receives the support they deserve. Victims must come first. We cannot afford to let them down. COs and their leadership teams play a critical role in leading, cultivating, promoting and, if necessary, enforcing the cultural change required to address this problem.

Gender and Diversity – Strengthening the Institution

Diversity strengthens CAF operational effectiveness by broadening perspectives, improving cultural understanding, facilitating the development of professional relationships, and strengthening our assessments by improving our understanding of the effects of our actions. Diversity makes the CAF more agile and adaptive, improving our ability to operate in complex environments. Diversity also makes our force more resilient by making the CAF an employer of choice and providing greater access to the skills and talent of Canadians. It strengthens the

legitimacy of the Canadian profession of arms by ensuring that the CAF reflects the country we represent. Diversity must be included in all CAF policies, orders and guidance. COs and their leadership teams promote diversity by establishing and maintaining a safe, respectful, and professionally challenging and rewarding work environment.

The CAF also has a responsibility to protect vulnerable groups. Conflicts, humanitarian emergencies and natural disasters affect men, women, boys and girls differently. CAF personnel need to recognize and appreciate this differential impact to understand our operating environment. The specific needs of vulnerable groups must be considered during the design, execution and assessment of CAF operations. This will protect vulnerable groups by preventing conflict, anticipating and avoiding negative consequences and promoting the safety and security of at risk groups, including taking decisive action to prevent and, if necessary, respond to conflict-related sexual and gender-based violence and sexual exploitation and abuse. CAF plans for armed conflicts, humanitarian emergencies and natural disasters must ensure that vulnerable groups have access to the humanitarian and development assistance they need. Finally, women and other elements of civil society have an important role to play in peace and security activities, including the negotiations and agreements needed to end armed conflicts.

Developing Professional Relationships – Building the Network⁵

CAF efforts to improve support for our people and the broader commitment to strengthen the Canadian profession of arms depend on a strong Defence Team. This team is not limited to Regular and Reserve Force personnel. It includes public servants, contractors and consultants, and the broader defence industry. A strong military-civilian relationship is critical for defence innovation and supporting CAF operations, administration and force development. COs and their leadership teams support the development of a strong Defence Team by developing strong, complementary relationships between Regular and Reserve Force units, through the active participation and professional development of their public servants, by developing professional relationships with other departments, organizations and agencies, as well as cultivating relationships with Canadian business and community leaders.

Ongoing CAF success is also contingent on developing integrated teams⁶ to support the planning, execution and assessment of a comprehensive approach to operations. Integrated partnerships and close cooperation are essential for maintaining CAF cyber and space awareness, and security. They also play critical role in intelligence, research, innovation and assessment. COs and their leadership teams strengthen CAF agility and national resilience by promoting the development of integrated teams. This is accomplished by developing professional relationships with police, Canadian Coast Guard, first responders and emergency services organizations, including non-governmental organizations like the Canadian Red Cross and the Salvation Army. Where appropriate, it may also include the development of professional relationships with representatives of municipal and provincial governments. These professional relationships significantly improve CAF's ability protect Canadians by improving consequence management and our response to emergencies and natural disasters.

Lastly, CAF operational effectiveness and our ability to defend North America and contribute to international peace and security also depend on our relationships with key allies and partners. Future challenges will reinforce our close cooperation and partnership with established alliances with the US, NATO and the Five-Eyes community. However, we need to extend our professional

relationships to new partners as we conduct deployed operations and prepare for future contributions to UN peace support operations. Developing, maintaining and strengthening these professional relationships are critical for promoting shared understanding and higher standards of interoperability. Leadership teams strengthen defence relationships and promote interoperability by leveraging defence engagement, multinational training opportunities and exchanges.

Connecting with Canadians

Whether direct or implied, the continued trust and support of the Canadian public is essential to the future of our institution. This is important for two reasons: first, because public confidence in our actions is an essential component of the lawful application of military force; and second, because our activities rely on public resources including people, capabilities and financial support.

On the surface, it seems that the CAF can count on public approval. Most Canadians consider their military a source of pride, and support for individual CAF members remains extremely high. However, this support cannot be taken for granted. In 2015 polling, most Canadians who could name a news story involving the CAF recalled a negative one, such as poor treatment of veterans or sexual misconduct. Only 4% could name any activity the CAF undertakes, whether domestic or expeditionary, despite the ubiquitous use of smart phones and information technology. The CAF is increasingly segregated from the public it serves.⁷

Canadians both expect and deserve to know what the CAF do on their behalf. Therefore, we must ensure the Canadian military remains connected with Canadians and the society we are mandated to serve. Every member of our profession shares this responsibility, but this is particularly true for COs, who are *de facto* ambassadors of the CAF in their respective regions. Public information campaigns are not enough – community relations and outreach activities are essential to building enduring, meaningful support for the military profession.

Every member of the CAF must understand that information technology has fundamentally changed the world we live in. The CAF operates in the public eye and is constantly judged by its actions. CAF organizational credibility is based on the imperative to exercise sound judgement and act appropriately in every situation and circumstance. There is also a requirement to consider the consequences of our actions and how they will be perceived by public audiences in Canada, in the international community, and within the communities and cultures we work in on deployed operations. In an era of intense social media, this is more important than ever.

Summary – The Critical Importance of Command

Unit command is a rare privilege that few get to experience. COs and their leadership teams are carefully selected because of their skills, knowledge, and experience. As important institutional leaders within the CAF, COs and their leadership teams are expected to put people first and mission always. COs and leadership teams are entrusted with the responsibility to lead, influence, develop and care for the people, resources and information in their charge, and ensure that they are used responsibly in the service of Canada and Canadians. This responsibility comes with diverse accountabilities – to the chain of command, but also to subordinates, to peers and, ultimately, to Canada. The stewardship of the Canadian profession of arms is extremely challenging; it is also highly rewarding. COs and their leadership teams are expected to work together to meet these challenges, cultivate trust and confidence, and set a positive example for the people they serve.

¹ Section 5, Chapter 4, Volume I, *Queen's Regulations and Orders*.

² There is no CAF doctrine on Leadership Teams. This narrative is adapted from the recommendations presented in the *CAF Professional Development System Study* published on 2 February 2015 and several articles published in the *Canadian Military Journal*. The term "Leadership Team" has been adopted in place of "Command Team" to make a clear distinction between command and leadership.

³ Chapter 9, A-PD-050-HPM/PT-001 *Human Performance in Military Aviation Handbook*, Change 1.

⁴ The term "Moral Leadership" is used to make a clear distinction with ethics – the ability to judge right from wrong. The duty to act is presented as an expression of moral behavior. This means that there is an obligation to make decisions and act, even in circumstances where there is no positive (good) outcome. Moral leadership is also linked to the concept of "Values-Based Operations."

⁵ "Network" is intended to describe the professional relationships and partnerships required to support effective CAF operations.

⁶ "Integrated" is used in its doctrinal sense to describe a requirement for "military and non-military elements [to] combine to achieve a common goal through coordinated and complementary efforts." (Defence Terminology Bank Record 41415).

⁷ This insight was presented in the 2014 CAF Tracking Study. The narrative will be reviewed and updated to reflect the insights of the 2016 CAF Tracking Study (just received).

Introduction

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 section Unit PO/WO means the most senior, appointed Non-Commissioned Member (NCM) within the unit.

General

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.

Earlier in their careers, Unit PO/WOs were trained to assist/coach junior officers in the fulfillment of their responsibilities. They were also required to train, supervise and lead their subordinates. As the Unit PO/WO they represent an important conduit to the personnel in your unit. They act as an advisor, career manager and confidante. In addition, they are, on your behalf, an important spokesman and change agent.

As a result of the changing nature of society and the security environment, it is important that the CO ensures their further Professional Development (PD) in accordance with the CAF Professional Development Framework and the NCM General Specification to enable them to fulfill the duties required of them as Unit PO/WOs and later potentially as formation chiefs. This PD includes education, training, self-development and work experience.

Chief of the Defence Staff Intent Statement

Unit Chief Petty Officer, 1st Class (CPO1) and Chief Warrant Officers (CWOs) are trusted advisors, confidants, critical thinkers, personnel managers and sentinels of the NCM Corps and the profession of arms. The two most important functions of a unit CPO1/CWO are supervision and feedback. CPO1/CWOs extend their CO's authority and control through effective supervision and their role in the management of discipline, administrative action, and workplace conflict management, serving as a bridge between the NCM Corps and the Officer Corps. They also provide invaluable feedback, communicating NCM concerns and providing frank advice to support planning and decision-making. This support is critical for the effective exercise of command and control.

Responsible Organization

The responsible organization for "Relationship CPO/CWOs" is the Military Personnel Command (MILPERSCOM).

Office of Primary Interest (OPI)

The OPI for this section is the SSO Professional Concepts and Leader Development (PCLD) at the Canadian Defence Academy (CDA).

Subject Matter Expert (SME)

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

Internet Site

<http://cda.mil.ca/pclد/cfli-eng.asp>

Introduction

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.

The Leadership Environment

Evolving Demands. The CAF 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 CAF 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 CAF has changed considerably over the past generation as well. CAF members now come from more diverse backgrounds than in the past and are much better educated than CAF members of earlier times. As a result, COs must devote more time to professional development to ensure that professional military values are properly inculcated and they must be increasingly prepared to devolve responsibility and authority down the chain of command.

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. You must therefore master both institutional leadership and leading people as outlined in Leadership in the Canadian Armed Forces: Doctrine.

Leadership in Influencing Others. Leadership at the tactical level, that is leading people, is about directing, motivating and enabling others to accomplish the mission professionally and ethically while developing or improving capabilities that contribute to mission success. 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.

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, along what leadership doctrine refers to as the spectrum of leader influence behaviours (see *Leadership in the Canadian Armed Forces: Doctrine*, p. 21). 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 through delegation and participative styles (relationship-related behaviour) when the task is well defined.

Your Responsibilities

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 CAF, 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.

Ethical Leadership

Much has been said in recent years about ethics and ethical leadership, but ethics are not new to leadership in the CAF. 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 that embodies the four core military values at the heart of the CAF military ethos – duty, loyalty, integrity and courage. You must carry 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.

Your Vision

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 CAF 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.

Chief of the Defence Staff Intent Statement

The continuing success of the CAF is dependent on our people and the support provided by their families who make significant sacrifices in the service of Canada. COs and their leadership teams will lead by personal example and ensure they deliver on the social contract we have with our people. They must provide their people with the support they require to succeed and ensure that they have access to the programmes and services they are entitled to. COs and their leadership teams will lead the cultural change required to establish and maintain a safe, respectful workplace that values diversity and is committed to professional excellence.

Responsible Organization

The responsible organization for “Leadership” is Military Personnel Command (MILPERSCOM).

Office of Primary Interest (OPI)

The OPI for this section is the Commander Canadian Defence Academy (CDA).

Subject Matter Expert (SME)

The SME for this section is the SSO Professional Concepts and Leader Development (PCLD).

Internet Site

<http://cda.mil.ca/pclد/cfli-eng.asp>

Introduction

“Defence Ethics” is the name given to an ethics strategy in place at CAF as well as DND since 1997. It consists of a comprehensive set of ethics objectives for the organization, a *DND and CAF Code of Values and Ethics*, DAODs, and a program infrastructure led by the Assistant Deputy Minister – Review Services (ADM(RS)) but distributed across all L1 organizations, designed to ensure common understanding, support, educational and advisory resources for all personnel, including COs.

The aim of the strategy is to ensure that all personnel, especially COs, have a clear framework and resources to continuously support ethics awareness, understanding, and related skills development in their own units. Available resources 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 the unit led. They also provide a common language to be modelled which helps show the linkages among Defence Ethics, Military Ethos, the needs of CAF culture modernization, values-based decision making and respect and care for all people under command.

CAF and DND Expectations

As a CO, the Canadian people, CAF leadership, and those you lead are granting you a trust that reflects the faith placed in you to exercise your authority responsibly in accordance with Defence Ethics. It must be clearly understood that you as a CO are expected to set the example and display a personal commitment to the right principles, values and expected behaviours. A leadership by example approach and the standards you establish for your unit will create the ethical climate that allows your subordinates to perform at the highest ethical level. There is no perfect Commander, Member or climate, and mistakes will happen. The essence of ethical leadership is not only good personal judgment, character and motivation in the leader, but the humility to recognize one’s own imperfections, and the courage to admit responsibility for failure. In this way a CO models the example of an open, reprisal-free environment where all members can support and learn from each other, regardless of rank, strengthening the unit operationally, and ultimately the institution.

The *DND and CAF Code of Values and Ethics* and its Three Principles in rank order:

- (1) Respect the Dignity of All Persons;
- (2) Serve Canada before Self; and
- (3) Obey and Support Lawful Authority.

They complement the themes in the Military Ethos as described in *Duty with Honour: the Profession of Arms in Canada*. Respect for human beings is the basis of Canada’s values and Charter, International law and convention including the Laws of Armed Conflict, and the vision of global peace and security Canada aims to support in expeditionary missions. It also echoes the theme of “People First” within the CAF. Goals such as Operation HONOUR and respect for diversity in personnel will be strongly supported by making this foremost CAF principle real in everyday life in the unit.

Ethics is not only about the ability to judge right from wrong. Sometimes the judgment is simple. Often however, given multiple, legitimate and competing needs and interests and the pressures of operations, there is no perfect solution, and the task becomes accurately judging what is better (or less bad), with the courage to follow through. At other times, the challenge is more about inevitably different perceptions or points of view than one of sound reasoning. Such inevitable difficulties make knowledge of ethics often somewhat controversial and sensitive as a topic. Accordingly, Defence Ethics assumes a need for open dialogue that acknowledges “grey areas” and the capacity of personnel to contribute to the fullest understanding of problems, rather than all solutions vesting in leadership judgment alone. Unit activities in support of ethics should accordingly employ a foundation of open and regular dialogue on relevant issues, in a spirit of collective learning. Take advantage of your unit’s Ethics Coordinator by establishing a good understanding between you and ensuring he or she has the preparation and skills to help assist you in the task of supporting a sound ethical climate in your unit.

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 unit environment - one where military and civilian personnel can raise ethical issues without fear of reprisal, particularly through the use of active listening and respectful discussions;
- b. Manage ethical risks;
- c. Ensure that ethical principles and reasoning have precedence in decision making; and
- d. Recognize ethical behaviour by effectively using the various DND and CAF means of recognition at your disposal, including the CFPAS.

Framework for Ethical Leadership

The DEP provides a framework for ethics that acknowledges and fully respects the different organizational cultures of the various responsible organizations in the CAF and DND. Although Defence Ethics and CAF principles and values - to include, integrity, courage, loyalty, excellence, and stewardship, should be central to everything we do, it is recognized that translating these ideals into how we live and work together involves practices that can vary in implementation from one responsible organization to the other, while remaining essentially the same. Each responsible organization has produced an Organizational Ethics Plan (see DEP web site) in which is clearly enunciated the specific expectations and leadership obligations necessary to guide the focus and practices of ethics within the organization. As a CO you must be cognizant of the Ethics Plan for your respective responsible organization applicable to you and of the specific obligations that flow from the responsibilities assigned to you in the chain of command.

To maintain an ethical Defence culture within your unit and to promote an ethical unit environment, you as the CO should visibly support and bring to life your unit’s ethics program with the help of your unit’s Ethics Coordinator. Your plan should address such questions as how you will ensure that ethical standards are commonly understood and upheld, and how you intend to identify and manage ethical risks in your unit. Your unit ethics program will serve as a basis for your personnel to internalize and practice the ethical stance you consider essential to the accomplishment of your unit’s missions and responsibilities.

Getting Started

Your CO's unit ethics program should address:

- The unique ethical challenges faced by your unit, in addition to risks that may not be immediately obvious to you and the Unit
- A clear statement of the ethical expectations you have for the unit and your military and civilian personnel;
- Your responsibility for providing guidance to both military and civilian personnel;
- The set of Defence Ethics Principles and Values in the Statement of Defence Ethics and how they specifically apply to your unit's challenges, particularly in areas of ambiguity and conflict;
- The ethical challenges of conducting integrated operations involving combat operations, nation-building, and humanitarian relief in close proximity;
- Any dialogue opportunities and voice mechanisms provided to military and civilian personnel for the purposes of raising ethical issues; and
- The unit ethics plan that has been adapted from the Responsible Organization's ethics plan taking into consideration the unique needs of the unit.

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 your military and civilian personnel;
- To acknowledge and reward ethical excellence;
- To identify and promptly address ethical concerns in your unit;
- To balance mandated components and voluntary 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;
- To model ethical behaviour;
- To cultivate in military and civilian personnel the practice of identifying ethical risks; and
- To cultivate in military and civilian personnel the practice of identifying risks of conflicts of interests.

Your primary contact for Defence ethics information and services is your unit's Ethics Coordinator, and when additional information is required this individual will interface with the Directorate of the Defence Ethics Programme (DEP). I encourage you to take advantage of the expertise and resources available.

Chief of the Defence Staff Intent Statement

COs and their leadership teams are expected to exercise strong moral and ethical leadership. They will be judged by their decisions, their actions and the degree to which they open and fully accountable when things go wrong. Mistakes will be made. The real measure of ethical behaviour is how these mistakes are handled. All members of the leadership team are expected to demonstrate sound ethical judgement, personal integrity and moral courage to ensure that these matters are handled in an open and professional manner.

Responsible Organization

The responsible organization for "Defence Ethics" is the Assistant Deputy Minister - Review Services (ADM RS).

The DND and CAF Code of Values and Ethics

The [*DND and CAF Code of Values and Ethics*](#) is an essential piece of the Defence Ethics Programme (DEP). For CAF members, it complements the values and ethics that constitute the Canadian military ethos reflected in *Queen's Regulations and Orders* as well as CAF customs and practices described in *Duty with Honour: the Profession of Arms in Canada*. All CO's should become familiar with the Code to ensure the success of your Defence Ethics Programme.

Defence Administrative Orders and Directives (DAODs)

In addition to the *Code*, the ADM(RS) has published DAODs that administer both the Defence Ethics Programme and the management of conflict of interest within the DND and CAF. As a CO, you should also familiarize yourself with the following DAODs:

[*DAOD 7023-0, Defence Ethics*](#)

[*DAOD 7023-1, Defence Ethics Programme*](#)

[*DAOD 7021-0, Conflict of Interest and Post-Employment*](#)

[*DAOD 7021-1, Conflict of Interest*](#)

[DAOD 7021-2, *Post-Employment*](#)

[DAOD 7021-3, *Acceptance of Gifts, Hospitality and Other Benefits*](#)

[DAOD 7021-4, *Solicitations, Sponsorship and Donations*](#)

Intranet Site

<http://ethics.mil.ca>

SECTION 5 – ACCOUNTABILITY AND ORGANIZATION

Purpose

This section has two purposes. The first (Part A) is to explain why a proper understanding of accountability inside DND and the CAF 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.

Chief of the Defence Staff Intent Statement

COs are personally accountable for all of their decisions and actions. They can delegate authority; they cannot delegate responsibility or accountability. COs and their leadership teams reinforce accountability by providing direction and guidance that clearly articulates objectives, outcomes, roles and responsibilities, and by providing the supervision required to ensure that assigned missions and tasks are executed in a professional manner.

PART A - ACCOUNTABILITY

Introduction

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.

Accountability is a duty and a principle that is more important to the CAF now than ever before. In March 1997, its importance was highlighted when, in his Report to the Prime Minister on the Canadian Armed 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 outside the organization. In September 1999, Authority, Responsibility and Accountability was republished with a more detailed discussion of accountability principles under the title, Organization and Accountability. This document is currently being updated to reflect changes resulting from CAF Transformation.

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.

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.

Understanding Accountability, Its Principles and Its Importance

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 CAF – there is also a line of accountability that flows upward from CAF members 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.

The accountability framework in the CAF has two embodiments: the relationship between a superior and his or her subordinates, and the system of expenditure management by which all managers communicate their needs, plans, and results up the chain to Parliament. Maintaining an effective authority and accountability framework at National Defence requires a commitment from all CAF members and civilian employees 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 CAF to be a competent, professional, self-correcting organization.

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

Effective Accountability Relationships

Effective accountability relationships vary depending on the parties involved and the circumstances of the relationships. There are, however, a number of key elements that are necessary for successful accountability relationships and these are laid out in the joint Office of the Auditor General/Treasury Board (OAG/TB) discussion paper quoted earlier:

- 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.

Introduction

The transformation of the Canadian Armed Forces had a significant impact on the organization of National Defence. For instance, the Canadian Armed Forces have made significant changes to the chains of command responsible for operations at home and abroad through the creation of operational commands.

Defence Framework

Before one can understand the role and nature of NDHQ, one must understand Canada's defence framework. 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 to every CAF member and DND employee. Conversely, the line of accountability leads up from the Department and the Forces to the Minister who, in turn, is accountable to the Prime Minister and to Parliament.

The Minister of National Defence carries legal responsibility and is accountable to Parliament for the management and direction of the Canadian Armed Forces and all matters relating to National Defence. The development and articulation of Canada's defence policy is among the Minister's most important responsibilities. In developing and articulating this policy, the Minister draws on policy advice and other support from his or her senior civilian advisor, the Deputy Minister of National Defence (DM). The Minister's senior military advisor, the Chief of the Defence Staff (CDS) plays a key role in the policy process by providing advice on military requirements, capabilities, options and consequences. When the Minister or Cabinet makes a decision on policy or any other Defence issues, it is the responsibility of the DM and CDS to ensure that the Department and the CAF take the necessary action to give effect to that decision.

DND and the CAF 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 abroad. Complementary roles, however, must 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 CAF (headed by the CDS) are established by statute and have distinct roles and functions.

Role and Structure of National Defence Headquarters

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 CAF, 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 CAF; and defence administration.

The Organization and Accountability document outlines the responsibilities of the DM and the CDS and of their senior advisors. While most senior advisors have primary accountability to either the DM or the CDS, a few of them, such as the VCDS, report in equal measure to both the DM and CDS. All senior advisors are accountable for the functions they exercise.

The CDS has primary responsibility for command, control and administration of the CAF and military strategy, plans and requirements, and advises the Minister on these matters. The military chain of command and related bodies of law and doctrine flow downwards from the CDS to every CAF member. Military commanders are responsible to the CDS for the effective and efficient accomplishment of their assigned roles, missions and tasks. Civilian staff must provide support and recommendations to the chain of command but this advice never supplants or overrides the flow of operational orders and instructions downwards.

The DM has primary responsibility for defence policy, resource management, international defence relations and interdepartmental co-ordination. A line of departmental authority and accountability, mandated by government legislation and overseen by such bodies as the Treasury Board, extends from the DM to every member of the Department and the Forces who exercises authorities delegated by the DM. Civilian and military staff are accountable to the DM through their respective Commanders 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.

The DM and the CDS meet frequently with the Minister to discuss Departmental and Forces' activities and emerging issues, and to assist the Minister in reaching decisions. To assist them in the fulfillment of their responsibilities, there are a number of committees, boards and councils in the integrated NDHQ to facilitate the collective consideration of Defence issues and options. These advisory bodies provide a formal setting in which the chairs can consult their key advisors.

The Strategic Joint Staff supports the CDS in providing military advice to the Government and in commanding CAF operations at the strategic level.

Operational Headquarters

Canadian Armed Forces Transformation resulted in the creation of four operational commands that have improved the CAF's capacity to deploy at home and abroad:

- Canada Command is responsible for the planning and conduct of all CAF operations in North America, with the exception of those conducted under NORAD or Canadian Special Operations Forces Command (CANSOFCOM) auspices.
- The Canadian Expeditionary Forces Command is responsible for the planning and conduct of all CAF operations outside North America, with the exception of those conducted solely by CANSOFCOM.
- The Canadian Special Operations Forces Command is responsible for providing the CDS and operational commanders with high readiness forces capable of conducting special operations across the spectrum of conflict at home and abroad, and conducting special operations on the orders of the CDS.
- The Canadian Operational Support Command is responsible for delivering operational support to Canadian Armed Forces missions at home and abroad. This includes the full range of combat support and combat service support functions such as logistics, military engineering, health services and military police.

Responsible Organization

The responsible organization for “Accountability and Organization” is the Assistant Deputy Minister (Policy) [ADM(Pol)].

Office of Primary Interest (OPI)

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

Subject Matter Expert (SME)

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

Intranet Site

<http://admpol.mil.ca/newsite/home-eng.html?lang=1>

SECTION 6 – CIVILIAN HUMAN RESOURCE MANAGEMENT

Introduction

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 these standards and have the means to implement them effectively in order to maximize the contribution of the civilian human resources at the DND.

Management of Civilian Human Resources

In their role as managers of civilian human resources, COs must:

- a. comply with the policies, directives, processes and systems established by DND and public service central agencies for classification, recruitment and staffing, labour relations, employment equity and diversity, official languages, workplace well-being, performance management, learning and professional development of employees;
- b. make decisions based upon the terms and conditions of employment of civilian employees as set out in collective agreements, the Public Service Employment Act (PSEA) and policies, regulations and directives issued by central agencies;
- c. ensure the alignment of DND civilian human resources plans, policies and programs to the overall departmental business priorities and operational needs; and
- d. ensure that all employees receive a fair performance review and are provided adequate support and opportunities to develop their competencies and maximize their contribution to departmental priorities and objectives.

ADM (HR-Civ) Direction

COs must utilize civilian human resources in order to efficiently and cost-effectively meet the strategic and operational objectives of the organization. To do so, managers must have a clear understanding of the various functions of civilian human resource management and the related processes. Managers are responsible for ensuring that a skilled workforce is developed, available and functioning by implementing the policies, guidelines and practices issued by DND and central agencies.

ADM (HR-Civ) Human Resources Professionals support managers with a wide range of HR services, to help them discharge their duties and responsibilities effectively. Managers of civilian human resources are required to seek expert advice from their human resources advisors to ensure sound people management practices.

Chief of the Defence Staff Intent Statement

Civilian employees are important members of the Defence Team. COs and their leadership teams are responsible for managing their civilian personnel in accordance with relevant legislation, terms and conditions of employment, collective agreements, policies, guidelines and business practices

established by DND and the Public Service. They will actively seek the advice of civilian human resource advisors and ensure that they provide public servants with opportunities to realize their full potential. COs and leadership teams must be cognizant that their leadership style may not be embraced by all members of the civilian workforce and be prepared to adjust their approach to maintain a positive workplace for all members of the Defence Team.

Conclusion

Effective civilian human resources management must be in accordance with the relevant legislation, terms and conditions of employment, collective agreements, directions of central agencies and public service-wide values and principles of human resources management in order to ensure that the strategic and operational objectives of the DND are met.

Responsible Organization

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

Office of Primary Interest (OPI)

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

Subject Matter Expert (SME)

The SME for this section is the Director General Human Resources Operations (DGHROps).

Intranet Site

HR-Civ Portal – <http://hrciv-rhciv.mil.ca/en/m-managers-default.page>

Recommended Course

The Managing Civilian Human Resources course is available on the Defence Learning Network (DLN):

<http://dln-rad.mil.ca/Saba/Web/Main/goto/GuestOfferingDetails?offeringId=dowbt000000001001145&isFromDeeplink=true>

The course content includes:

- Human Resources Management in the PS and DND
- Employment Equity and Diversity
- Official Languages
- Classification
- Staffing
- Options to Manage Conflict
- Compensation
- Labour Relations

- Employee Assistance Program (EAP)
- New Employee Orientation
- Performance Management
- Learning and Professional Development
- Human Resources Planning

Introduction

As a critical public institution, the CAF must continue to strive to represent the mosaic of people, history, and traditions that make up the country. From this moral and ethical plane, the Profession of Arms within a democracy must embody the same values, beliefs, and cultures that it strives to defend. Only through the accurate reflection of its military personnel from society at large will citizens both accept the CAF as a legitimate defence institution. This represents a critical underpinning to the overall credibility of the CAF and as a CO; you will be expected to champion the concepts of diversity, employment equity (EE), and human rights within your command.

Diversity

Canada is one of the most multicultural countries in the world and the CAF must espouse the concept of diversity in order to be both relevant to its diverse citizenry and remain operationally effective in the global environment. At the heart of its inception, Canada was founded equally by three peoples; the Anglophones, Francophones, and Indigenous peoples. Through continued immigration and by embracing the concepts of multiculturalism, the people of Canada have both benefited from and been celebrated internationally for being a truly multiethnic society. In 2011, Canada had a foreign-born population of about 6,775,800 people. This represents 20.6% of the total population, the highest proportion among the G7 countries. Indigenous peoples, including First Nations, Métis, and Inuit, also continue to grow faster than the national average, currently representing 4.3% of the population. Diversity in Canada extends beyond race and ethnicity but spans language, gender, gender identification, religious affiliations and beliefs, sexual orientation, abilities, family status and economic status.

Through achieving a more diverse organization, the CAF retains operational advantages when executing its core missions. Military personnel who are culturally diverse, multiethnic, and multilingual represent force multipliers during both domestic and international operations. With the recent dominance of coalition led operations, leveraging CAF personnel with wide ranging backgrounds facilitates integration and synchronization with global partners. With the preponderance of international operations evolving from high intensity warfighting to full spectrum operations, possessing personnel with both gender and cultural variety better facilitates interfacing with civilian populations, non-governmental organizations, and other actors within the operating environment.

With population growth trends favouring visible minorities and Indigenous peoples, a more diverse CAF will better leverage these growing recruitment pools of talented Canadians. Greater participation of women in the labour market will also represent an immense advantage to any organization that can attract and retain their participation. Notwithstanding the moral and ethical importance of having the CAF reflect society, the practical advantages of hiring the best and brightest will only boost the obvious operational advantages listed above. Without striving to achieve a truly diverse military organization, the CAF would slowly be starved of new members and would thus diminish in effectiveness over the coming years.

In May 2016, I signed the CAF Diversity Strategy which contains 76 initiatives. You and your leadership team have a central role to play in creating and fostering a culture of respect and inclusion as well as a safe and supportive work environment for all members of the Defence Team.

This includes championing the principles of diversity and educating your members on the concepts of diversity and inclusion. You will be held accountable for both the implementation of this strategy as well as the overall diversity climate within your organization.

Employment Equity

The CAF is recognized as an equal opportunity employer that officially promotes diversity and offers a fair, welcoming, and supportive work environment for all Canadians, regardless of ethnicity, gender, or race. EE is designed to eliminate discrimination or barriers and open the competition for employment and advancement opportunities to those who might otherwise be excluded. The purpose of the *Employment Equity Act (EEA)* is to achieve equality in the workplace so that no person shall be denied employment opportunities or benefits for reasons unrelated to their ability. The *EEA* identifies four designated groups (DGs) that historically have not achieved equal employment opportunities or benefits in the Canadian workplace for reasons unrelated to ability. These four groups are women, Aboriginal peoples, visible minorities and persons with disabilities. On June 03, 2015, my predecessor signed the third CAF EE Plan, which supersedes the 2010 revised plan. It carries over some of the action items that had not been completed in the previous plan, it will be in place for the next three years, and will be reviewed on an annual basis. Some of the key elements of the CAF EE Plan 2015-2020 include a renewed DND/CAF EE Governance structure, an increased focus on the importance of effective consultation, a requirement for an improved understanding and acceptance of the duty to accommodate, recruiting efforts that are commensurate to the demography of specific recruiting areas and an increase focus on accountability.

The CAF EE Plan 2015-2020 describes the detailed responsibilities, tasks, and EE recruiting goals to be achieved. It serves as the umbrella document for Environmental Chiefs' of Staff (ECS) and Group Principals' (GPs) EE Plans. The performance of DND and the CAF with regards to EE objectives is monitored through separate annual reports submitted to the Government of Canada and is subject to separate EE compliance audits, conducted by the Canadian Human Rights Commission. As a CO, you are expected to be familiar with your L1 and local EE plans and you will work with the chain of command to achieve both the spirit and specific tasks contained within.

The Defence Advisory Groups (DAGs) are the grass roots consultation mechanism adopted by DND/CAF to meet the intent of Section 15 of the *EEA*. These groups are volunteer organizations and their leadership is elected by the membership. They are a valuable resource that is available to assist you in addressing EE issues impacting your command. Your EE advisors are expected to work on the issues brought forward by DAGs and you should meet with the local membership on a regular basis. The DAG membership is not limited to working hours and this important role should be regarded in the same light as other important secondary duties. Time away from their normal duties to allow DAG members to meet on a monthly basis is highly encouraged, if it does not conflict with operationally imperative activities. As a CO, you will be expected to support the efforts of the DAGs either at the local or national level.

The observances of EE related commemorative events across the Defence Team encourages openness to diversity within the organization and raises awareness of the benefits and advantages that diverse cultures bring to DND/CAF. There are currently four EE commemorative events that are officially observed: International Women's Day (March 8), International Day for the Elimination of Racial Discrimination (March 21), Aboriginal Awareness Week (the week following the Victoria Day long weekend), and International Day for Persons with Disabilities

(December 3). The DAGs and corporate EE staff at Directorate of Human Rights and Diversity (DHRD - military) and - Directorate Workplace Program and Services – (DWPS - civilian) remain available to provide advice and guidance to your commemorative events sponsors and organizing committees. When planning a local commemorative event, you may seek advice through your L1 EE Officer.

Key Canadian Legislation and Policies

In this context, the implementation of a discrimination and harassment free environment with a proactively inclusive culture within DND/CAF requires a fundamental understanding of the relevant laws and policies. The most important of 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 CAF policies. The underlying principles of these laws and policies are based on the notion 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. The *Canadian Charter of Rights and Freedoms* guarantees our fundamental rights and freedoms necessary in a democratic society, subject only to justifiable and reasonable limits necessary to protect other rights or values. For example, freedom of expression may be limited by laws against hate propaganda or pornography.

The *Canadian Human Rights Act* is quasi-constitutional and provides the framework to protect individuals from discrimination based on prohibited grounds¹. Organizations must proactively prevent discrimination and accommodate an individual's needs to the point of undue hardship. Undue hardship refers to the limit to which the CAF is expected to accommodate a CAF member or an applicant in a given situation, taking into consideration the following factors:

- a. the availability of alternatives to accommodate the CAF member or applicant;
- b. the realistic ability of the CAF to meet the costs associated with an accommodation;
- c. the health and safety of the public, DND employees, CAF members and applicants.

The CAF is subject to both the *Charter* and the *Act*, with the exception that the *Act* makes allowances for the principle of Universality of Service² and Compulsory Retirement Age.

Discrimination Prevention

All CAF members are entitled to a work environment free from discrimination. As a CO, you are responsible for ensuring that the members of your unit are educated on, and abide by, the CAF policies on Human Rights IAW DAODs 5516-0 and 5516-2 and Racist Conduct IAW CFAO 19-43. Where an accommodation is made, CAF members have the right to such accommodation without fear of retaliation or harassment.

Members may request a voluntary release based on conscientious objection if they hold a sincerely held objection to participation in war or armed conflict in general, or the bearing and use of arms

¹ Race, national or ethnic origin, colour, religion, age, sex, sexual orientation, gender identity or expression, marital status, family status, genetic characteristics, disability or conviction for an offence for which a pardon has been granted or in respect of which a record suspension has been ordered.

² Members of the CAF must at all times and under any circumstances perform any functions that they may be required to perform.

as a requirement of service in the CAF IAW DAOD 5516-2. A CAF member who has a conscientious objection will be in breach of the Universality of Service principle and will need to be released (except in some cases where there is obligatory service requirement), even if they have not requested a release based on a conscientious objection.

You will likely encounter other situations where existing practices and/or operational requirements conflict with individual rights. Examples of such situations include those involving mandatory retirement age (right to freedom from discrimination based on age), and other cases of a breach of Universality of Service (right to freedom from discrimination based on disability and/or family status), which are recognized as not discriminatory under the *Canadian Human Rights Act*. In some cases, restrictions on member's duty IAW DAOD 5003-1 may be applied. In situations involving an apparent infringement of individual rights, you should consult the appropriate CAF regulations and policy and if necessary seek legal advice from DND/CAF LA and/or JAG.

Harassment Prevention and Resolution in DND/CAF

The aim of sections 1206 to 1210 is to provide a brief overview of the roles and responsibilities of the Responsible Officer (RO) within the context of the DND/CAF Harassment Prevention and Resolution policy.

Responsible Officers (RO)

Who can be an RO?

- a. a director general at National Defence Headquarters;
- b. a superior of a director general at National Defence Headquarters in the case of a complaint of harassment involving a director general or superior of a director general;
- c. an officer commanding a command or formation;
- d. a chief of staff or equivalent officer at a command or formation if directed by the applicable commander;
- e. a commanding officer of a formation headquarters if directed by the formation commander in the case of complaint of harassment made by a CAF member;
- f. any other commanding officer; or
- g. a senior civilian manager who is a head of a lodger or integral unit in a region or formation.

The Responsible Officer (RO) has the primary leadership role in the prevention of harassment within his/her unit and for dealing with complaints of harassment when they occur.

It is important to note that the RO's responsibility cannot be delegated; however, the RO should appoint a Harassment Advisor (HA) to provide assistance in the coordination of harassment awareness and prevention programs, as well as assist in the resolution of complaints and ensure maintenance of file and information. The RO will ensure the HA has the appropriate qualification to perform the role. The RO and /or HA should consult with local Conflict and Complaint

Management Service agents who can provide support to the member and/or the chain of command on dealing with conflict as well as informal and formal processes³.

Per CANFORGEN 186/18⁴ the RO and /or HA must ensure that all formal complaints are registered in the Integrated Complaint Registration and Tracking System (ICRTS) through the Conflict and Complaint Management Service agents⁵.

Guiding Principles

Some underlying values and principles, inherent in the harassment policy, should assist the RO in decision-making. They include:

- a. Creating and maintaining an ethical, positive, supportive working environment is key to preventing harassment. HA are trained in the new HA qualification course on how to produce relevant unit prevention plans⁶;
- b. The ideal foundation for a supportive work environment is one of respect for the rights and dignity of others; creating this foundation is an obligation of leadership;
- c. Any manager who is aware of harassment or discrimination, whether there is a complaint or not, should deal with the situation immediately;
- d. Harassment prevention will reduce the number of harassment complaints which have to be dealt with;
- e. The RO's decision-making responsibility for both harassment prevention and complaint resolution cannot be delegated;
- f. All workplace conflicts and complaints need to be taken seriously and addressed immediately. However, only allegations that meet the harassment definition should be dealt with under the *Harassment Prevention and Resolution Policy*. An early situational assessment will allow for the timely resolution of complaints under the appropriate policy;
- g. In most cases, alternative dispute resolution (ADR) should be considered prior to conducting an administrative investigation because of ADR's success in creating lasting resolutions that are satisfactory to all the parties of a conflict;
- h. All parties to a complaint deserve to be treated fairly and with respect; and
- i. All individuals involved in resolving a complaint must set their biases aside and approach the complaint in a fair and impartial manner. The principles of procedural fairness and natural justice must be adhered to at every step of the process.

³ <http://intranet.mil.ca/en/organizations/vcds/conflict-management.page>

⁴ <http://vcds.mil.ca/apps/canforgens/default-eng.asp?id=186-18&type=canfor gen>

⁵ <https://www.canada.ca/en/departement-national-defence/services/benefits-military/conflict-misconduct/integrated-conflict-complaint-management/centres.html>

⁶ Consult the National Harassment Prevention Strategy and associated toolbox

RO's Complaint Handling Responsibility

The RO's second major responsibility, complaint handling, begins when a harassment complaint is received. The Harassment Prevention and Resolution Instructions, *Part 4*, outlines the process to be followed. In addition to complaint submission, the process provides for harassment issues to be resolved by the parties, using ADR, without a complaint being made; you will not likely be aware of these.

Military/Civilian Differences

In most respects, there are no differences in the treatment of military members and civilian employees under the *DAOD 5012-0 policy*. However, there are five exceptions to be aware of:

- a. The Harassment Investigator's (HI) competency profile. Where a civilian is a party to a complaint, the higher standard for HI experience must be met (see Harassment Prevention and Resolution *Instructions Annex D* at the link below);
- b. Appointment of Assistants. Whereas the RO appoints Assistants for CAF members, civilians are responsible for finding their own Assistants. The RO may be requested to help an un-represented or excluded civilian;
- c. Boards of Inquiry and Summary Investigations. Although occasionally used in military harassment complaints, Boards of Inquiry are NEVER used for civilians;
- d. Per section 3.6.2.2 of the *Harassment Prevention and Resolution Instructions*, Labour Relations Officers (LRO) are specifically trained to provide advice and guidance to ROs throughout a resolution process in which DND employees are involved. Because of their expertise in civilian human resources issues and the legislative and administrative framework surrounding those issues, LROs can provide meaningful assistance to supervisors and ROs in determining appropriate action to resolve conflicts and complaints. Consequently, when a complaint involves only DND employees, the LRO is the advisor to the Responsible Officer. If a complaint involves a civilian employee and a military member, the RO receives advice from both the LRO and the unit HA. .
- e. If a civilian employee decided to file a grievance on the same issue as a harassment complaint, the applicable grievance mechanism will apply and the harassment complaint will be closed.

Operation HONOUR

In 2015, former Supreme Court Justice and External Review Authority (ERA) Marie Deschamps reported on sexual misconduct within the CAF. The report indicated the existence of an underlying sexualized culture in the CAF, which if not addressed, is conducive to more serious incidents of sexual harassment and sexual assault. Indeed this conduct is wrong and runs contrary to the values of the profession of arms and ethical principles of CAF. Harmful and inappropriate sexual behaviour grievously erodes the confidence that members need to successfully carry out military duties. It is a real and serious problem for the CAF which requires the direct, deliberate and sustained engagement by the leadership of the CAF and the entire chain of command to address.

Sustained engagement on this issue is critical to our effectiveness as a military force and the continued confidence of the Canadian people and all CAF members.

There are behaviours that are inconsistent with the Profession of Arms. Harmful and inappropriate sexual behaviour includes but is not limited to actions that perpetuate stereotypes and modes of thinking that devalue members on the basis of their sex, sexuality, or sexual orientation; unacceptable language or jokes; accessing, distributing, or publishing in the workplace material of a sexual nature; offensive sexual remarks; exploitation of power relationships for the purposes of sexual activity; unwelcome requests of a sexual nature, or verbal abuse of a sexual nature; publication of an intimate image of a person without their consent, voyeurism, indecent acts, sexual interference, sexual exploitation, and sexual assault.

Predators and bullies who act contrary to the betterment and wellbeing of any in our ranks are neither useful in operations nor in garrison and are not welcome in the CAF. Commanding Officers will ensure that prompt and decisive action is taken in response to any harmful and inappropriate sexual behaviour, consistent with all applicable laws and policies. Eliminating harmful and inappropriate sexual behaviour within the CAF depends on its members demonstrating the integrity to act in a manner that bears the closest scrutiny and the courage to overcome difficult challenges through determination and strength of character. As such, all CAF members have a duty to report, to the proper authority, any infringement of the pertinent statutes, regulations, rules, orders and instructions applicable to military members. Furthermore, where a complaint is made or where there are other reasons to believe that a service offence has been committed, an investigation shall be conducted as soon as practicable.

Commanding Officers must understand that the increased attention on this issue will likely lead to a surge in reporting of harmful and inappropriate sexual behaviour, as victims who in the past would have suffered in silence now have the confidence to come forward. This should be seen as progress. Some reports will concern events dating back several years. Others will be more recent. Regardless, CAF must accept this as another opportunity to address the problem and win-back members' trust. Successfully dealing with this problem remains a key leadership responsibility, and requires the full commitment of the CAF at all levels of Command. More than ever, we must reinforce the values of the Profession of Arms, the DND/CAF Code of Values and Ethics, and be decisive and immediate in our response to harmful and inappropriate sexual behaviour. I will not tolerate leaders at any level who fail to act appropriately when confronted with harmful and inappropriate sexual behaviour within their chain of command. As such, Commanding officers are expected to:

- a. Promote a zero tolerance environment through proactive promotion and maintenance of core values and military ethos to ensure a workplace free from discrimination and harassment;
- b. Foster confidence in the chain of command by encouraging reporting of harmful and inappropriate sexual behaviour and taking prompt and decisive action in response to any harmful and inappropriate sexual behaviour consistent with all applicable laws and policies; and
- c. Emphasize cultural change by personally reengaging and leading activities including unit-level discussions, training and education, information sessions and communications.

It is my intent that the enduring outcome of Operation HONOUR will be the elimination of harmful and inappropriate sexual behaviour from the CAF. Accordingly, Commanding Officers must understand and utilize, when necessary, the myriad of internal and external support services avail to both CAF members and the CoC when dealing with harmful and inappropriate sexual behaviour.

Chief of the Defence Staff Intent Statement

The long-term health and success of the CAF are dependent on diversity - our ability to adapt to reflect the changing nature of Canadian society. Diversity must be recognized as a fundamental value that contributes to the strength of the CAF. COs and their leadership teams play a vital role in leading the cultural change required to create and maintain a safe, respectful and supportive work environment. Discrimination, harassment and sexual misconduct will not be tolerated. The target is zero - leaders at all levels will take decisive action to stop harmful and inappropriate behaviour.

Responsible Organization

The responsible organization for “Human Rights and Diversity” is the Military Personnel Command (MILPERSCOM).

Office of Primary Interest (OPI)

The OPI for this section is the Director General Military Personnel (DGMP).

Subject Matter Expert (SME)

The SME for this section is the Directorate Human Rights and Diversity (DHRD).

Intranet Sites

Directorate Human Rights and Diversity:

<http://cmp-cpm.mil.ca/en/support/human-rights/human-rights.page>

Directorate Workplace Program and Services:

<http://hrciv-rhciv.mil.ca/en/o-dgwm-ddwb-default.page>

Canadian Armed Forces Special Response Team on Sexual Misconducts (CSRT-SM):

<http://intranet.mil.ca/en/res/support-services/csrt-sm.page>

Integrated Conflict and Complaint Management (ICCM)

<http://intranet.mil.ca/en/organizations/vcds/conflict-management.page>

Introduction

Senior leadership in the Department determined that the existing formal conflict management mechanisms needed to be complemented to meet the needs of DND/CAF members and employees. For many complaints and grievances 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 for systemic problems, there is a need for Base Commanders to ensure that DND/CAF members and employees make every effort to resolve issues early, locally and informally before they escalate to higher and more formal levels. To this end the Conflict Management became incorporated as a full program within the department in 2001.

Conflict Management Program

The Conflict Management Program uses conflict management processes that are increasingly being widely used in both the private and public sectors. The Conflict Management Program provides opportunities for DND/CAF members and employees, cadets and Canadian Rangers, to resolve conflicts before they escalate into formal disputes that are more destructive, costly and time-consuming for all those involved. The program fosters leadership 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 conflicts in the workplace.

The Conflict Management Program supports the Chain of Command at all levels. The voluntary nature of the processes means that all participants use the ADR process to best meet their own individual needs. The Chain of Command, through supporting ADR training to all DND/CAF members and employees, cadets and Canadian Rangers, will help ensure that the decision to use the ADR process or the formal process will be an informed decision. By introducing and reinforcing ADR processes, supervisors, managers and formal and informal leaders at all levels will be better equipped to lead their personnel in increasingly demanding and diverse operational workplaces.

Chief of the Defence Staff Intent Statement

The CAF Workplace Conflict Management programme exists to manage and resolve workplace conflicts before they escalate into formal disputes. COs and their leadership teams will cultivate unit climates where subordinates can raise concerns or complaints without fear of repercussions. They will promote Alternative Dispute Resolution and the leadership, teamwork and collaboration required to identify and resolve complaints effectively at the lowest possible level. However, this approach is not appropriate for addressing serious forms of misconduct, particularly harmful sexual behaviour, and is not an acceptable substitute for disciplinary and administrative action in circumstances where it is warranted.

Responsible Organization

The responsible organizations for “Workplace Conflict Management” are:

- a. CAF. Military Personnel Command (MILPERSCOM); and
- b. DND Employees. The Assistant Deputy Minister (Human Resources - Civilian) (ADM(HR-Civ)).

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

The OPI and SME for this section is the Director Alternative Dispute Resolution (DADR).

Intranet Site

<http://www.forces.gc.ca/en/caf-community-dispute-resolution-centres/index.page>

SECTION 9 – ADMINISTRATIVE REVIEW

General

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

Chief of the Defence Staff Intent Statement

COs and their leadership teams will use remedial actions, administrative actions, and the administrative review process to maintain professional standards of conduct and performance. The goal is to providing our people with the advice and support they require to meet CAF standards and have a successful and productive career. Remedial and administrative actions will be applied in a firm, open and transparent manner with particular attention placed on maintaining procedural fairness. Personal accountability must be balanced with the education, training, professional treatment and/or counselling required to prevent or overcome the shortcoming or deficiency.

PART A - CONDUCT AND PERFORMANCE DEFICIENCIES

Introduction

The CAF 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, CAF members are subject to many of the strains and pressures of civilian life plus those endemic to life in the military. COs and their leadership teams must cultivate and promote the fundamental Canadian and military values that underpin professional conduct. They also need to mentally prepare their staff to act in difficult and ambiguous situations to ensure they take the right decisions under pressure and to reduce damages, including the risk of long-term psychological wounds. COs and their leadership teams actively shape their people's values, judgment, commitment, motivation, discipline, and teamwork through the example they set and the climate they establish within their units. Leadership teams will regularly encounter a wide variety of disciplinary, conduct, and performance issues with their personnel that will create significant challenges to command.

COs must learn to deal with these situations in a firm and equitable manner. In keeping with the *Statement of Defence Ethics*, both disciplinary actions under the Code of Service Discipline and administrative actions are meant to address a CAF member's conduct and performance deficiency. They can operate independently or be applied concurrently. Disciplinary actions and administrative actions serve different purposes. Disciplinary actions possess a punitive aspect that administrative actions do not. Disciplinary actions are initiated against a CAF member only when that member is suspected of having committed a service offence. Administrative actions shall be taken in all instances where a member fails to maintain an acceptable standard of conduct and/or performance.

The Administrative Review (AR) is the staff process used to evaluate the requirement for and the development of a recommendation for administrative career action, when the conduct and/or performance of a CAF member calls into question the viability of continued service on the part of that member. The AR process applies to all officers and non-commissioned members of the Canadian Armed Forces (“CAF members”); Regular Force and Reserve Force. The Reserve Force includes the Primary Reserve, Supplementary Reserve, Cadet Organizations Administration and Training Service (COATS), and Canadian Rangers.

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 just and fair. COs need to be familiar with the AR process and ensure the principle of procedural fairness is employed throughout. Procedural fairness is the legal principle that reflects the duty to act fairly. It requires that, at a minimum, a person subject to a decision having an important impact upon them be made aware that a decision is being made, have relevant evidence being considered disclosed to them, and have a fair opportunity to make representations to the decision maker.

DAOD 5019-2, Administrative Review, should be used as guidance, as applicable regarding the process, the approval authority, requirements for procedural fairness, and responsibilities.

The DMCA website has detailed information and links to references that should be reviewed and understood when applying remedial measures or initiating an AR. The website includes DMCA contact information and an aide-memoire for CO and their Leadership Teams’ reference:

<http://cmp-cpm.mil.ca/en/recruitment-careers/administrative-review/index.page>

PART B - UNIVERSALITY OF SERVICE AND RETENTION

Introduction

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 of the CAF are *'soldiers first'* was subjected to several human rights legal challenges. 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 CAF personnel policy.

Subsequently, the CAF incurred some 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 CAF who, because of a disability, could no longer satisfy a set of baseline 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 firm position due to the perceived need to demonstrate consistency in the administrative practice when dealing with permanent employment limitations. The policy was founded on the absolute requirement for operational deployability and employability as a basic requirement of military service, even if the probability of deployment may be considered low in the near future.

In order to determine a more flexible approach that would not undermine the validity of universal liability for operational employment and deployment, in 1999/2000 a study was conducted. The result was 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 retained. In 2006, the DAOD 5023 series policies were established clarifying the CAF's minimum fitness standards which applied to all members of the Regular Force and Primary Reserve. Members that do not meet this basic standard are assigned high risk medical employment limitations (MELs) and are eventually released. Under certain conditions, a temporary period of retention (POR) can be considered if a service requirement exists in the CAF. If the member can be gainfully employed full-time within their occupation, and their occupation faces a critical shortage or they have specialized skills that are required, they may be retained for a maximum of three years.

CO's and Leadership Teams should be familiar with the U of S and policies pertaining to POR as the chain of command is expected to participate in the AR process and provide recommendation for employment within the member's established MELs. The information pertaining to the AR/MEL and DMCA aide-memoire can be found at the following intranet site:

<http://cmp-cpm.mil.ca/en/recruitment-careers/administrative-review/medical.page>

Responsible Organization

The responsible organization for “Administrative Review” is Military Personnel Command (MILPERSCOM).

Office of Primary Interest (OPI)

The OPI for this section is Director General Military Careers (DGMC).

Subject Matter Expert (SME)

The SME for this section is Director Military Career Administration (DMCA).

Intranet Site

<http://cmpapp.mil.ca/dgmc/en/admin/index-dmca.asp>

Introduction

The retention of highly trained and experienced military personnel is fundamental to operational capability and efficient personnel management, and must be viewed as a leadership responsibility at all levels of the CAF. This is particularly true as the CAF strives to meet force expansion goals, all the while maintaining an exceptionally high operational tempo. COs and their leadership teams play an important role in the broader CAF effort to attract and retain intelligent, motivated and highly professional people. The CAF must become a trusted “employer of choice” by creating and maintaining a healthy, respectful, supportive, professionally challenging and rewarding unit environments. COs and their leadership teams will support this effort by ensuring that all members of their unit enjoy meaningful and challenging employment, and by ensuring that their contributions and accomplishments are acknowledged and appreciated, both within the unit and more broadly within Canadian communities. Greater attention must be placed on developing and implementing a more flexible service model focused on the needs of our personnel. We must also demonstrate greater commitment to our families by minimizing the disruption caused by postings and providing support to ensure that families are fully prepared and equipped to deal with the demands of military service.

Issues

Retention is complex and varies according to environment, geographic region, trade, family situation, gender and age. Replacing personnel is expensive and timely due to the necessary investments in training and education throughout individual careers.

The vast majority of people who leave the CAF do so voluntarily, and most voluntary attrition occurs at two points: before the end of the first year of service and when personnel become eligible for a pension. Retention is about retaining the talent we have cultivated and invested, therefore it will be crucial for us to concentrate our efforts on our members departing in mid-career, the 8-15 years of service group.

Retention Strategy Applications to COs

People first Mission Always, CAF will develop and implement a CAF Retention Strategy that is people centric. How we manage and treat our people is fundamental to why they leave or stay and how we are perceived as an employer of choice. The goal is to build the kind of institution to which people want to belong and commit to serving. COs are critical to this effort through their commitment through such principles as recognition, procedural fairness, consideration, and support for members and their families. Research shows that addressing these relational aspects of military service, rather than relying primarily on monetary incentives, will increase the likelihood that members will continue to serve.

The following guiding principles will form the framework to develop a culture of retention that can be expected to yield lower levels of attrition and higher retention within the CAF:

- a. Leadership Responsibility. Retention is not just a CAF leadership issue; it is a duty. Leaders will promote, encourage, and support personnel retention as required. I expect a deeper understanding of retention by every leader. Every leader will become

accountable to me for attrition figures that exceed our planning models and could have been avoided.

- b. Value Diversity. We are more relevant, more effective, and more operational when we are different. If we are not accepting of diversity, we will never reach our professional potential. Failing to reach our potential impairs our ability to continue to be an employer of choice for the diverse groups we need so desperately. I have already ordered diversity goals to be achieved. I expect this order to be carried out and will again hold leaders accountable for any unchanged diversity landscape. In addition, CAF will support reasonable accommodations for religious/ cultural reasons, and increase awareness of the zero tolerance policy toward harassment and discrimination of any kind in the workplace.
- c. Recognize Family Needs. Without families the CAF is only half of a team. Retention decisions that impact our policies and programs must recognize and reflect family needs and balance them with the needs of the CAF as well as with the effect on other members well-being and needs. This includes recognizing the unique needs of single mother/parent military families, families with diverse children/dependent circumstances, same sex families and families with other exceptional circumstances including service couples during active posting season. Family well-being translates into better retention of our people.
- d. System Flexibility and Individual Choice. We will explore new ground. I know that the CAF member of today and the future is not the same one that joined with me years ago. I recognize that today's generation is looking for more personal choice to support their lifestyles. While recognizing the importance of flexibility and choice in the career decision-making of members, the CAF will strive to better balance the Institutional and Service requirements with member personal aspirations when possible.
- e. A Total Force Approach. If we are to remain relevant we need to embrace our Total Force. It starts by removing the barriers that impede seamless transfer between the full-time and part-time components. This flexibility and mobility will allow us to retain our people, their talents, and skillsets. Component transfers must not just be seamless, but should be implemented in an efficient yet rapid manner. Notwithstanding the Total Force idea, we must understand that Regular Force and Reserve Force retention issues can be unique and exclusive to one another. Where continued military service is not possible, we will encourage and support continued employment within the Defence Team.
- f. Tailored Retention Initiatives. Complex environments don't always require complex solutions and neither does one size fit all. Retention initiatives will be tailored where possible to suit the context and the needs of members. Tailored retention initiatives could include gates in order to transition some members to other occupations and to transition other members to retirement. We will as a minimum examine Terms of Service gateways to provide serving members with a better choice of options in order to support their in service and out of service aspirations.

- g. Effective Communications. I intend to make retention an integral part of our professional culture. We will communicate often and directly to the membership to identify the issues for strategy design and use all of our internal communications to ensure our members understand we are working hard to set the conditions to increase reduce unwanted attrition. If members understand more clearly where they fit in the organization through awareness, as well as the policy framework, then their views can be reflected in our retention efforts.

Chief of the Defence Staff Intent Statement

COs and their leadership teams play an important role in the broader CAF effort to attract and retain intelligent, motivated and highly professional people. The CAF must become a trusted “employer of choice” by creating and maintaining a healthy, respectful, supportive, professionally challenging and rewarding unit environments. COs and their leadership teams will support this effort by ensuring that all members of their unit enjoy meaningful and challenging employment, and by ensuring that their contributions and accomplishments are acknowledged and appreciated, both within the unit and more broadly within Canadian communities. Greater attention must be placed on developing and implementing a more flexible service model focused on the needs of our personnel. We must also demonstrate greater commitment to our families by minimizing the disruption caused by postings and providing support to ensure that families are fully prepared and equipped to deal with the demands of military service.

Responsible Organization

The responsible organization for “Retention” is the Military Personnel Command (MILPERSCOM).

Office of Primary Interest (OPI)

The OPI for this section is the Director General Military Personnel (DGMP).

Subject Matter Expert (SME)

The SME for this section is the Director Military Personnel Strategy and Coordination (DMPSC).

Intranet Site

http://cmp-cpm.forces.mil.ca/dgmp/dmpsc/engraph/home_e.asp?sec=3

Introduction

In his 1779 "Instructions for the Commandant of a Regiment", Major General Von Stueben asserted that "The preservation of the soldiers' health should be his first and greatest care". The CAF places its personnel in very demanding, challenging, and potentially dangerous situations. Commanders are obligated to take every possible measure to promote, protect and, where necessary, restore their health. The degree to which we do so is fundamental to the morale and effectiveness of fighting forces. Although Medical Officers provide relevant advice and CAF Health Services Group provides relevant services, COs play a key role and are ultimately responsible for the health of their personnel.

Healthy Lifestyle

The health of CAF personnel is an essential and critical component of operational readiness. CAF members must be sufficiently healthy and physically fit to function effectively in complex and demanding environments where strength, resiliency, and endurance may make the difference between operational success or failure. Field Marshal Slim correctly noted that "more than half the battle against disease is fought not by the doctors, but by the regimental officers". It is the responsibility of the CAF leadership to develop and sustain a strong, healthy and fit force. This begins with COs who are fully committed to health and physical fitness, and who personally demonstrate and support a lifestyle dedicated to exercising, eating well, coping effectively, and living actively and addiction-free.

The "Strengthening the Forces" (StF) health promotion program provides CAF leaders and personnel with the knowledge and tools necessary to promote and improve health and well-being. Programs address addictions awareness and prevention, injury prevention and active living, nutritional wellness, and social wellness. Base/Wing StF services are delivered locally by CAF Personnel Support Program personnel under the professional-technical oversight of the Base/Wing Surgeon.

In the 2013/2014 CAF Health and Lifestyle Information Survey (HLIS), CAF Regular Force members reported that during the preceding year:

- a. 65.4% had very good or excellent health;
- b. 19.4% had an acute injury serious enough to limit their normal activities;
- c. 85.2% were physically active, an increase from 78.7% in HLIS 2008/2009;
- d. 25.0% were classified as obese, an increase from 22.9% in HLIS 2008/2009;
- e. 23.5% had alcohol consumption in excess of the daily low risk drinking guidelines;
- f. 12.6% used tobacco daily and 5% were occasional users;
- g. 26.1% of females and 15.7% of males spoke with a health professional about emotional or mental health issues; and

- h. 7.6% had depression.

For the annual update see:

<http://cmp-cpm.mil.ca/en/health/reports-pubs/health-lifestyle-info-survey.page>

Health Issues of Special Significance to the Canadian Armed Forces

The special and extraordinary stresses of military life, both in deployed operations and in Canada, make mental illness and psychosocial problems a significant issue for an important minority of CAF personnel, as well as a leading cause of prolonged disability. Common problems include depression, anxiety disorders, substance abuse disorders, post-traumatic stress disorder, and relationship breakdowns. These problems are real and cause significant suffering, both to affected members and their families. Appropriate support and treatment offer ill and injured CAF members the best possibility of returning to full function. COs play a key role in influencing unit culture and environment regarding these problems. They can facilitate the recovery of affected CAF members by helping de-stigmatize mental illness, by supporting educational efforts regarding mental health, by demonstrating confidence in the effectiveness of treatment, and by encouraging their personnel to seek care early.

Suicide is a complex issue. Most individuals who attempt it have more than one reason for doing so, but most do not want to die. For most, it is a desperate act aimed at stopping the (often transient) pain of living. Evidence shows that most people prevented from committing suicide are very thankful afterwards. Although some suicides cannot be prevented, many can because most are preceded by warning signs. COs should strive to have all their personnel become familiar with these signs and know what to do to help.

Sudden changes in individual behaviour may indicate underlying emotional problems. These could include an abrupt increase in absenteeism, reduced job performance, lack of interest and withdrawal, changed relationships with fellow workers, increased irritability or aggressiveness, and increased or heavy use of alcohol or drugs. Sudden changes in attitude or personality may also be a telltale sign of problems. This could manifest as a sudden loss of interest in appearance or hygiene, or sudden reckless risk-taking in a normally cautious individual. Making final arrangements is another common act of someone thinking about suicide. In younger people, this might include giving away prized possessions. In older individuals, it might involve updating a will, attention to personal financial planning, and the like. Eight out of ten people who take their own life give definite clues before doing so. Suicide hints or threats must therefore be taken seriously. These could be statements such as: “I won’t be around much longer for you to put up with me”; “My family would be better off without me,” or “I think I’m going to end it all. I can’t stand this anymore.” The ACE model provides an effective approach with someone who is seriously contemplating suicide:

Ask your buddy:

- Have the courage to ask the question, but stay calm
- Ask the question directly, e.g. Are you thinking of killing yourself

Care for your buddy:

- Remove any means that could be used for self-injury
- Calmly control the situation; do not use force
- Actively listen to produce relief

Escort your buddy:

- Never leave your buddy alone
- Escort to the chain of command, a chaplain, a behavioural health professional, or a primary care provider

Hand off Policy: Disciplinary and legal problems are significant risk factors for suicide. People who have just been charged, arrested, or notified that they are under investigation can easily feel isolated from their friends, family, and other social supports when they need them most. In these situations, the investigator or the superior laying charges, conducting a summary trial, or dealing with other stressful issues should "hand off" the member directly to someone in the member's chain of command. This will allow the unit to ensure that the member is coping with the stressful situation and knows how and where to get help if needed. If there is any concern that the member is not coping well, the individual should be brought to a medical clinic for assessment.

More information about suicide prevention and mental health is available in:

- the Senior Leadership Guide to Mental Health at:
<http://uav-cmp.forces.mil.ca/health-sante/ps/mh-sm/default-eng.asp>
- the Report of the Canadian Armed Forces Expert Panel on Suicide Prevention:
<http://uav-cmp.forces.mil.ca/health-sante/ps/dh-sd/spr-rps-eng.asp>

The attribution of illnesses and syndromes to deployment experiences has long been the subject of sensational media coverage. Unfortunately, much of the coverage about deployment-related health effects and their causes have been based on speculation, misinformation, and misperception, rather than on objective scientific facts. A great deal is known about such illnesses, including the exposures to which they may or may not be related. Although they may be related to specific operational exposures in individual cases, the existing evidence overwhelmingly indicates that most are not. Misperceptions in this regard may contribute to harmful stress and anxiety, as well as distrust in CAF leadership. With the support of CAF Health Services, COs must ensure that their personnel are properly informed with facts based on rational assessments, and that they are assisted in accessing any help that they need.

Notwithstanding the prevalence of misperceptions, the nature of military operations may well result in exposure to harmful levels of occupational, environmental, and industrial health hazards. This is an area of medicine that has been extensively studied and about which much is known. Chemical, radiological, and other physical hazards must always be considered, but infectious hazards particularly present a major threat and have historically caused more operational casualties than enemy action. COs are statutorily required to apply federal occupational health and safety standards to DND civilians. These standards must also be applied to CAF members as a matter of

departmental policy except where this is precluded by operational or training exigencies. COs must exercise due diligence in ensuring that they are not unnecessarily placing their personnel in a dangerous environment or providing them inadequate protection. To the greatest operationally-feasible extent, COs must support the medical Intelligence Preparation of the Battlespace and the application of recommended Force Health Protection measures. If a harmful exposure is suspected or has occurred, it must be investigated by qualified medical personnel. If it is determined that no exposure occurred or that the level of exposure was not significant to human health, this must be communicated to the personnel involved to help avert misperception-related stress and anxiety that may adversely affect morale or contribute to deployment-related illnesses. If a potentially harmful exposure is determined to have occurred, exposed personnel must be assessed and followed up by medical staff.

COs must necessarily have access to all relevant information regarding the prognosis of their ill and injured personnel, as well as the employment limitations necessitated by their medical condition. Confidentiality, however, between health care providers and their patients regarding diagnosis and treatment is a legal, federal regulatory, medical regulatory, and CAF command requirement. More critically, it is essential to optimum health and operational readiness since the absence of strict confidentiality will deter many patients from seeking necessary health care, thus contributing to avoidable illness, disability, and loss of personnel. For example, recent improvements in the early presentation, treatment, and recovery of CAF mental health patients would predictably be reversed if they perceived that their health information might be shared without their explicit consent.

The CAF has an extensive and flexible system of employment restrictions with the goal of returning ill and injured personnel to health and full productivity. This system works best within an atmosphere of trust and mutual cooperation between the patient, the Medical Officer, and the chain of command. It must be evident that all share the same goals and that the member's recovery is the primary concern. COs can support recovery by establishing a work environment that is flexible enough to accommodate CAF members' needs to the greatest extent possible, that facilitates social and emotional support to members and their families, and that respects the privacy of their health information.

Further, COs and their leadership teams must foster an environment where CAF members who are suffering a mental health or musculoskeletal illness can easily obtain an escort for attending medical appointments or providing transportation to and from the appointments. The escort must adhere to issues of confidentiality surrounding the medical information of other CAF members and shall not be required to report to the chain of command on anything other than whether or not the CAF member attended the medical appointment. The leadership of the unit is responsible to ensure that the possibility of obtaining an escort to attend medical appointments or provide transportation is communicated throughout their respective unit.

Chief of the Defence Staff Intent Statement

The CAF must be fit to fight. COs and their leadership teams are responsible for the promotion of health and fitness within their units. They will vigorously promote physical activity, recreation, and sports, and actively support CAF injury prevention, addiction awareness and prevention, nutrition and social wellness programmes, working closely with our medical professionals to develop and maintain the climate of trust and understanding required to support

healthy lifestyles. Special care will be taken to employ ill and injured personnel in a manner that scrupulously respects medical employment limitations but allows their personnel to make a meaningful contribution while they recover fully from illness and injury.

Responsible Organization

The responsible organization for “Health and Wellness” is the Military Personnel Command (MILPERSCOM)/ Surgeon General.

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

The OPI and SME for this section is the Deputy Surgeon General (D Surg Gen).

Intranet Site

<http://cmp-cpm.forces.mil.ca/health-sante/ps/mh-sm/default-eng.asp>

Introduction

The physical fitness of our soldiers, sailors, airmen and airwomen is an essential and critical component of operational readiness and of military duty and leadership in general. Beyond our legal obligation to ensure the operational fitness of the CAF, we also have a moral responsibility to support the health related fitness of our personnel, throughout their careers and beyond. This engagement is a clear illustration of our commitment to Mission First, People Always. The new CAF Fitness Profile is just one example of how we are meeting these obligations, by broadening the Force Evaluation to include measures of body composition and cardio-respiratory fitness.

Though the CAF Fitness Profile is a powerful tool in terms of benchmarking, goal setting and reporting, it is important to emphasize that it remains an annual assessment, and that the real work in enhancing fitness is what happens throughout the rest of the year. Key to attaining the high levels of physical fitness necessary for today's deployed operations is a reaffirmation of a "culture of fitness" across our Canadian Forces. Although we currently benefit from outstanding fitness facilities, professional physical educators, health promotion staff, and well-researched programs, recent fitness and health practices of many of our units and members leaves much to be desired.

It is the responsibility of CAF leadership to embrace fitness personally, to promote optimum levels of fitness and health for all CAF personnel and to facilitate the achievement of those levels. Leading by example is an essential responsibility of all supervisors, as it has been shown that being a fitness role model is directly linked to the physical activity habits of subordinates. In support of this effort, physical education modules for leadership and training courses have been developed, CAF fitness policies have been updated, incentive programs, standards and objectives are being re-examined, sports programs are being revamped, health promotion programs have been implemented, and reporting procedures have been re-introduced. The upcoming CAF Physical Performance Strategy will provide bases and wings with baseline information and tools to address fitness at the local level.

Enhancing the physical activity patterns of CAF members and achieving the health/performance benefits that are inherent in such changes will take some time. There are no short-term solutions that will produce a lasting impact. However, to produce the desired effect, the active engagement of all CAF leaders must begin immediately. I expect my commanding officers to do what is required to optimise levels of fitness by contributing to fitness issue discussions and by actively supporting fitness policy decisions.

Health and Lifestyle Information Study (HLIS)

Some of these efforts seem to be proving effective. According to recent data, more CAF personnel were regularly active in 2013/14 than in 2008/9. Unfortunately, sedentary time also increased in this same period. In 2013/14, Regular Force personnel spent 30.5 hours per week, on average, engaged in sedentary activities such as watching television, playing video games, surfing the internet, or reading, representing an increase of 3.24 hours/week from 2008/9. Note that these figures do not include sedentary time at work or in transit.

Maybe more concerning is the fact that the number of obese CAF members increased between the 2008/9 and 2013/14 HLIS surveys. In 2013/14, 49.0% of all Regular Force personnel were classified as overweight, and an additional 25.0% were classified as obese, compared to 48% overweight and 23% obese in 2008/9.

Guidelines on Physical Fitness

It is widely accepted that to successfully affect a health behavior, it is important to address elements beyond the individual level. In fact, to increase one's chances of adopting and maintaining an active lifestyle, we must address barriers and facilitators at the individual level, inter-personal level (family and friends), the unit/base level, the command level and the CAF-wide level. Studies show that CAF personnel who work on bases and wings with a stronger culture of fitness (i.e. more supportive policies and facilities) are more likely to report being active. For this reason, it is essential that commanders consider the following elements in order to promote fitness.

Leadership: Provide fitness leadership at every level in your respective units. This must include leading by example, helping subordinates get fit, and enforcing fitness policies.

Motivation: Provide all your personnel with a very powerful incentive to achieve and maintain their physical fitness. Focus on providing incentives that reward success instead of punishing failure.

Facilitation: Adapt your unit working environment to make it easier for all your members to make the daily choice of improving or maintaining their physical fitness. Recognize that a variety of fitness training regimes can be employed to attain your unit's fitness aims.

These fundamental concepts are supported by the following selection of fitness guidelines to establishing a culture of fitness:

- a. It is imperative that the requirement for fitness training at least five times a week is respected and applied. As Commanding Officers you will be in a position to facilitate this requirement for all your personnel.
- b. Seek out every opportunity for CAF members to include exercise in their work routines. The mantras of "fitness on your own time" or "we don't have time for fitness" are to be eliminated. Given what we know of the power of daily fitness to increase morale, reduce stress, and improve work performance, it is incumbent upon us to be innovative in our approach when a formal fitness routine is impractical.
- c. Seek out every opportunity to promote and reward healthy physical activities and fitness practices.
- d. Commanding officers' active involvement in fitness programs and their visible success on fitness evaluations is critical to convincing the CAF member that physical fitness is a shared value in the organization.

- e. A group fitness programs approach is preferred. Although the merits of individual programs are well known, where possible consider training as a group to derive the benefits of esprit de corps, control, and monitoring.
- f. A group/unit fitness evaluations approach is required. Doing your evaluations as a group has the potential to motivate higher levels of fitness achievement and reduce administration.
- g. Don't focus the entire fitness programs on making the fitness standard but rather emphasize the additional health benefits of living a positive active lifestyle. Simple adherence to a minimum physical fitness standard is only a building block in a systematic approach to effecting cultural change.
- h. Seek variety and progression in fitness training programs employing cross training where possible.
- i. Continuous education of staff, leadership and personnel on a healthy lifestyle and fitness practices as well as how to exercise safely is imperative. Consult with local PSP fitness and recreation staff for assistance.
- j. Do not turn a blind eye to obesity. Obesity is a valid indicator of current or developing health problems. We have solid evidence-based weight loss programs in the CAF, the utilization of which will benefit both our operational readiness and the health of the CAF member.
- k. Partner with the available professional organizations and capitalize on their programs. The Canadian Forces Morale and Welfare Services Personnel Support Programs (PSP) and the Directorate of Force Health Protection's (DFHP) Strengthening the Forces program have specifically been put in to place to help service your fitness, health and wellness needs.

Chief of the Defence Staff Intent Statement

Physical fitness is a tangible measure of leadership, both individually and collectively. This is not about fitness testing and standards; it is about cultivating and promoting a culture that values health and wellness, and recognizes how this contributes to operational readiness, resilience and the long-term health of our personnel and their families.

Responsible Organization

The responsible organization for "Physical Fitness" is Military Personnel Command (MILPERSCOM).

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

OPI/SME for policy is the Director General Military Careers (DGMCC) and the OPI/SME for delivery is the Canadian Forces Morale and Welfare Services (CFMWS) Personnel Support Programs (PSP).

Internet Sites

www.cafconnection.ca

www.cfmws.ca/dfit

www.dfit.ca

<http://intranet.mil.ca/en/defence-admin-orders-directives/5000/toc-5023.page>

Introduction

CAF members are expected to maintain the highest standards of performance. The demands of the profession of arms can create stress on CAF members and their families. When stress exceeds our capacity to adapt, our quality of life and performance may be affected. While some members exposed to stressful events will experience physical and emotional reactions, most will recover and return to normal functioning. The CO's role involves providing assistance while creating an environment that assumes recovery, fosters resilience, and encourages early interventions. For that reason COs must have current knowledge of stress and its management.

Definitions

Stress is defined simply as the internal physiological or psychological responses that result from demanding situations. Stressors are the external or internal situations demanding a physical or psychological adjustment by the individual. Coping skills refer to the strategies we employ to deal with stress. Trauma may be 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.

Managing Stress

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.

COs can take opportunities to provide their troops with access to stress management and resiliency training, such as "Stress Take Charge", available through the Base/Wing Personnel Support Program.

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.

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. Stress-related problems must be dealt with in a timely manner, up to and including referrals for medical or other expert opinion. 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. A professional approach will minimize individual resistance to treatment and ameliorate peer rejection, thereby maximizing unit support to afflicted personnel.

Joint Suicide Prevention Strategy – Canadian Armed Forces and Veterans Affairs Canada

Suicide prevention is a major public health priority for the Government of Canada. The Federal Framework for Suicide Prevention defines an overall approach for government and its partners, as well as some areas where efforts will be focused.

One of these areas is Canada's military community, including serving members of the Canadian Armed Forces, our many Veterans, and their families. Because of the unique conditions and stresses that come with military service, and the sometimes difficult transition out of active military service, the Prime Minister directed the Ministers responsible for the CAF and Veterans Affairs Canada (VAC) to develop a Joint Suicide Prevention Strategy. Canada's Defence Policy, *Strong, Secured, Engaged*, reaffirmed this direction.

CO's and their Leadership Teams should be familiar with the Joint Suicide Prevention Strategy. Detailed information regarding this strategy, action plan as well as resources can be found at the following website:

<http://intranet.mil.ca/en/res/health-services/joint-suicide-prevention-strategy.page>

Chief of the Defence Staff Intent Statement

COs and their Leadership Teams play a critical role in the promotion of mental health and suicide prevention. They work closely with medical professionals to promote mental health awareness, identify significant health issues affecting their personnel. COs and their Leadership Teams contribute to mental health and resilience by knowing their personnel, ensuring that their people are mentally prepared for the tasks assigned to them and have the fitness, sleep, rest and recreation opportunities required to manage stress and maximize effectiveness. Special emphasis must be placed on establishing the understanding, trust and confidence required to ensure that all CAF personnel have access to the health programmes and medical services they require.

Responsible Organization

The responsible organization for "Mental Health and Suicide Prevention" is the Military Personnel Command (MILPERSCOM).

Office of Primary Interest (OPI)

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

Subject Matter Expert (SME)

The SME for this section is the Deputy Surgeon General (D Surg Gen).

Intranet Site

<http://cmp-cpm.forces.mil.ca/health-sante/default-eng.asp>

General

Family violence is a complex and destructive social phenomenon that can occur in the families of our CAF members, just as it does elsewhere in Canadian society. The 2004 CAF Health and Lifestyle Survey revealed that approximately 6000 CAF members reported having experienced family violence within the previous 5 years. On an individual level, family violence is an extremely serious problem. It poses risk of immediate injury, pain and suffering. If ignored, family violence may become chronic and severe, and may cause long-term physical and psychological damage, and possibly death.

While there is no evidence to suggest that the rate of family violence in the CAF is higher or lower than Canadian society, we have both the opportunity and the moral responsibility to do everything we can to combat family violence and to better meet the needs of CAF members and their families, in this regard. Commanding Officers have a key role to play in the prevention of family violence and intervention at the unit level.

Definition

Family violence is a broad term that encompasses all forms of abuse of power within a relationship of family, kinship, trust, dependency or intimacy. The term includes domestic violence (sometimes referred to as partner, spouse, or wife battering), sexual assault, child physical abuse and neglect, child sexual abuse, and the maltreatment of older people. Intimate relationships can include those between the opposite and same sex partners.

Family violence can include many forms of abusive behaviour, e.g., physical abuse, emotional/psychological abuse, criminal harassment, neglect, financial exploitation, spiritual abuse, destruction of property, injury to pets, physical assault, sexual assault and homicide. Persons in an abusive situation may be subjected to more than one form of abuse.

Causes of Family Violence

Family violence is a complex issue with no known single cause. Certain risk factors have been identified which may contribute to family violence however risk factors alone do not cause family violence. Many experts in the area of family violence believe that violence is a learned behaviour which is reinforced by society. Some of the risk factors that are commonly associated with family violence include:

- Social isolation or lack of social support;
- Unresolved or chronic marital conflict;
- Everyday stressors exacerbated by:
 - Financial problems;
 - Unemployment;
 - Serious substance abuse;
- Witnessing or being victimized by family violence as a child;
- Holding attitudes or beliefs that condone violence;
- Depression or other mental health diagnosis; and
- Poor communication skills.

What are the Costs of Family Violence?

Family violence has enormous economic costs for Canadian society. Direct costs such as policing and judicial services are substantial. Absenteeism, reduced productivity and errors in job performance are a few of the indirect costs associated with family violence. Family violence within the CAF can also have a negative effect on operational readiness and good order and discipline.

However, the most far-reaching and tragic costs resulting from family violence in Canadian families is the loss of positive relationships, health and well-being for people of all ages and walks of life.

Proactive Stance

The CAF has taken a proactive stance in dealing with this complex issue, and is committed to preventing violence through education and understanding of issues relating to family violence. Family violence shall not be tolerated and any allegation or suspected incident of family violence within the CAF shall be taken seriously and dealt with in an effective and timely manner in accordance with DAOD [5044-4](#).

Commanding Officers play a pivotal role in establishing an organizational climate that encourages victims and perpetrators of family violence to come forward.

Base/Wing Commanders shall establish family crisis teams, which will be responsible to provide the services to all units to which the base/wing supports. The family crisis team is a team of local personnel that usually includes base social work personnel, a chaplain, the military police, the Military Family Resource Centre prevention, support and intervention coordinators, health promotion field delivery staff and, as appropriate, professional health and social service workers from the civilian community. The Base/Wing Commander will designate one of the members as the team leader, normally an individual with a social work background, who will serve as the focal point for coordinating education and interventions in the matter of family violence.

Commanding Officers must ensure that family violence education and awareness is incorporated into their unit professional development program. Education promotes increased awareness of the problem, reduces tolerance for this type of behavior, fosters appropriate responses to family violence and ensures that victims and their families are aware of the services available.

Commanding Officers shall ensure that CAF members and their families are provided regularly with information concerning the dynamics of family violence, its effects upon families and the resources available to assist them. This may take the form of the provision of education and awareness materials on base, hosting and participating in anti-violence workshops or training sessions, and the provision of information about the availability of prevention and intervention resources and services, both on base and in the civilian community.

Commanding Officers shall, within 90 days of assuming command, make arrangement to be briefed by the family crisis team on the dynamics of family violence, including the indicators of family violence, prevention activities and services available. This introductory briefing will serve to provide you with a sense of the local circumstances and challenges that impact on the problem, and give an indication of what is needed to both respond to and prevent family violence in that context.

Chief of the Defence Staff Intent Statement

Family violence is unacceptable because it threatens the health and welfare of military families and undermines operational readiness, work performance and good order and discipline. COs and their leadership teams will take immediate action to report and respond to incidents of family violence. Priority must be placed on protecting victims and providing compassionate support in a manner that respects family privacy. COs must ensure that the resources at bases/wings are used to promote awareness and assist family members dealing with domestic violence.

Responsible Organization

The responsible organization for "Family Violence" is the Military Personnel Command (MILPERSCOM).

Office of Primary Interest (OPI)

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

Subject Matter Expert (SME)

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

Internet Site

<http://cmp-cpm.forces.mil.ca/health-sante/default-eng.asp>

Introduction

On 7 Dec 18, the CDS and DM initiated Operation TRANSITION to fully deliver on SSE Initiative 27, which directed the formation of the Canadian Armed Forces Transition Group (CAF TG) that was officially stood up on 10 Dec 18. With the disbandment of the Joint Personnel Support Unit (JPSU) and subsequent stand-up of CAF TG, Regional Headquarters of the Joint Personnel Support Units (JPSU) and local Integrated Personnel Support Centres (IPSCs) have been renamed to *Transition Units* (TUs) and *Transition Centres* (TCs) respectively. CAF TG will continue to care for the ill and injured members of the CAF while improving the transition experience for all CAF members.

CAF TG

In coordination with our valued partners, CAF TG will deliver personalized, professional, and standardized casualty support and transition services to CAF members and their families to enable seamless transition and enhanced well-being with special attention provided to ill and injured personnel, their families and the families of the deceased.

The role of the new Transition Group is to ensure that CAF members and their families begin to think about transition early in their careers, to provide education and training on what transition comprises, and to deliver services, based on recognized domains of wellbeing. The end goal is to have all members and their families informed, prepared, and empowered for a successful transition when the time comes, in order to give them the opportunity to maximize their potential. The CAF is committed to working with Veterans Affairs Canada (VAC), and our other key partners, to ensure that the transition from life in the CAF to life after service is as seamless as possible, and that Veterans continue their enduring affiliation as part of the larger military family.

CAF TG headquarters is located in Ottawa, with 9 regional Transition Units and 32 Transition Centres located across the country. Approximately 1500 ill and injured personnel are currently posted to the CAF TG for periods of six months or more. Personnel posted to the CAF TG are supervised and assigned duties directly related to their recovery and continued CAF service or transition to civilian life, based on their medical treatment plan and prognosis. The CAF TG also directly supports approximately 3500 additional ill and injured personnel and their families providing information, advocacy, referrals, and the delivery of numerous services and programs. CAF TG will also become the organization that supports members and their families undertaking military to civilian transition.

Transition Centres are the local face of the CAF TG, providing an integrated, one-stop centre where ill and injured CAF members and their families are offered professional, personalized, and standardized transition services and casualty support. The goal for these Transition Centres, manned by staff from CAF, VAC and our numerous partners is to support all CAF members, Veterans, and their families.

Transition Defined

Transition is the period of reintegration from military to life after service and the corresponding process of change that a serving member, Veteran and their family go through when their service

is completed. It encompasses much more than completing the administrative aspects of release and leaving the Forces, which is our current process. Transition requires thorough preparation and often social, emotional, and psychological adjustments as a person and as a family. Transition will happen to every member of the CAF at some point and every member will experience transition differently. Their families, who have been supporting these CAF members are also affected. It is important to note that transition does not automatically mean leaving the Forces. The CAF wants to retain its skilled, experienced and well-trained members and will work towards doing so whenever possible.

Op TRANSITION

Operation TRANSITION is the CAF operation to implement a renewed transition experience. The CAF, assisted by DND and key partners, will conduct transition as a deliberate operation in order to improve the provision of casualty support and expand on services available to all members and their families, strengthening retention and enabling successful reintegration to civilian life.

To achieve this mission, the CDS and DM intent is a command-driven, wholesale change to the way we understand and implement transition. We will create a new transition experience, based on the recognized domains of well-being, personified and driven by the CAF TG, but realized by close coordination with commanders and commanding officers at every level within our organization. All CAF members will eventually transition. To enable the successful transition of our members, the CAF TG is empowered, through defined authorities, responsibilities, accountabilities. A clearly stated governance structure will enable the removal of barriers and obstacles by tearing down stovepipes with a view to providing professional, personalized, and standardized transition services. CMPC, as the Supported Commander, will be responsible for implementing transition services for all CAF members and their families. Transition is more than administrative release; it requires thorough knowledge and understanding of the myriad of considerations and choices that one faces throughout their career that will inform, prepare, and empower them and their families to successfully reintegrate into civilian society.

This will be a whole-of-DND effort and all supporting Level 1s are reinforcing the supported Commander's efforts to coordinate the development of policies, education, training, and tools as well as the required member support, to realize a new transition experience for all CAF members, veterans, and their families. Operation TRANSITION is a 3 Phase Operation:

- a. Phase One – Initial Operational Capability (IOC) (December 2018 – March 2021). Stand-up of CAF TG. MILPERSCOM (MPC) will continue to build the capabilities of the CAF TG as well as implement a new release process for all CAF members. MPC will coordinate the necessary planning and administrative requirements to bring together a number of parallel initiatives in order to conduct an initial trial for proof of concept of transition services and processes to take place in CFB Borden. This will be known as the Transition Trial.
- b. Phase Two - IOC (+) (April 2021 – February 2024). The Supported Commander, assisted by the Supporting Commanders, will ensure that necessary resources and capabilities are allocated to the CAF TG. Consistent, centralized and standardized refining of policies will continue, enabled by the results of the Transition Trial. Implementation of best practices by CAF TG HQ will continue as Transition Centres

are resourced and key capabilities co-located to set the conditions for Full Operational Capability (FOC).

- c. Phase Three - FOC (March 2024). The CAF TG, once at FOC, will be the focal point for all CAF transition policies and processes as well as the nexus for the integration of all programs and services supporting transition by the CAF, DND, VAC and our numerous partner agencies that are dedicated to the well-being of our members, veterans, and their families. The transition experience will be professional, standardized, and personalized, to ensure the best possible transition for our CAF members and their families. CAF members will have one door to open, one story to tell, and one conversation with a Transition Agent, supported by the full team and suite of resources available, at their responsible Transition Centre.

At FOC, all military personnel will use the applicable services of this group, delivered by trained, professional staff, who will provide a personalized transition experience to each member. This process will ensure that all pre-release out-clearance and benefit administration is completed. Each member will develop and follow-through with a personalized transition plan, created in concert with their family, which will enable a successful transition to post-military life. The CAF TG will ensure that transitioning members are aware of and/or enrolled in career transition programs offered by the Department of National Defence and Veterans Affairs Canada as well as third-party service providers, such as vocational rehabilitation, individual career counselling, job search placement, and financial literacy.

In order to fully deliver on SSE Initiative 27, there are two new organizations that were created within the Department of National Defence (DND):

- a. CAF TG. CAF TG is a Level 2 CAF formation established under the authority of the Chief of Defence Staff and the Minister of National Defence reporting directly to Commander Military Personnel Command and responsible for the care of all personnel posted to, or part of, the formation as well as the effective and efficient implementation of all ill, wounded, injured, and transition policies.
- b. Director General Military Transition (DGMT). DGMT is a Department of National Defence organization established under the authority of the Deputy Minister of the Department of National Defence, reporting directly to Chief Military Personnel and responsible for all policies related to the ill, wounded and injured, as well as all transition policies and programs. Under DGMT, two directorates are designated as Centres of Excellence (CoE):
 - 1) Directorate of Casualty Support Management (DCSM) is designated as the CAF CoE for Casualty Support and is responsible for all administration and support to ill, injured, and deceased members, and their families.
 - 2) Directorate of Transition Services and Policy (DTSP) is designated as the CAF CoE for Transition and is responsible for all aspects of transition that do not relate specifically to the ill and injured.

As commanding officers, it is your responsibility to understand and promote Op TRANSITION and the associated processes and tools, work with CAF TG, TUs, and TCs to implement the new

transition experience, communicate and support changes, and implement the Initial Transition Process; all with a view of better preparing our personnel for the inevitable transition to civilian life. This duty bears special importance for subordinates with an illness or injury.

Coping with an illness, injury or death in the family can be an incredibly complex and difficult process. The CAF provides accessible, responsive services to help our personnel and their families through these challenges. Comd CAF TG as well as DCSM recognize that personnel with illnesses and injuries, their families, and the families of the fallen deserve dedicated and personalized care.

The scope of programs available through the TCs, as well as level of support provided, go above and beyond what is traditionally available within a military unit. Prior the stand-up of the former JPSU, COs balanced complicated administrative challenges of providing support to ill and injured personnel and their families with focusing on their unit's operational imperatives. Giving these two pressing demands the attention our members deserved was often difficult. By trusting the professionals from the CAF TG, COs can concentrate on their operational imperatives, while being assured that their ill and injured will be well-supported through recovery, rehabilitation, reintegration and, if required, transition. Nevertheless, the chain of command continues to play a crucial role and their involvement is very important as is a solid understanding and relationship with the local TC.

Military Transition

As CAF TG builds capacity, you will see an increase over the next five years in your Transition Centre's capacity to support all members in transition. However initially, the chain of command will remain the primary authority, facilitator and mentor during the transition and release process.

Effective 1 April 19, an Initial Transition Process will apply to all Regular Force and Primary Reserve members and their families who are considering leaving the CAF. As the initial authority, you are responsible to ensure the member is informed of these changes, has access to transition resources and completes the following steps outlined in Op TRANSITION and supported by Annex C of the My Transition Guide – Transitioning from Military to Civilian Life):

- Conduct an interview with the member and verify if retention options are possible. If not possible then...
- Ensure the member and their family have access to the CAF ***My Transition Guide - Transitioning from Military to Civilian Life***, available in hard copy, online, and in downloadable PDF version, in both official languages.
- Ensure the member and their family has access to the newly created ***Transition in the CAF*** online portal on Canada.ca for centralized access to CAF and VAC information, including links to supporting mechanisms for transition/release and available benefits.
- To the degree possible, ensure members are supported with a recommended minimum 6 month period to plan and implement their transition plan.
- Ensure the member signs-up for the Veteran's Affairs Canada (VAC) MyVAC Account at the beginning of the transition/release process, in order to establish a formal

connection with VAC and enable exploration and/or application submission for applicable VAC benefits and services, immediately and/or in the future.

- Ensure the member completes the DLN-based Enhanced Transition Training (ETT) course, which has been incorporated into the transition/release process.
- Ensure the member attends, as available, other transition training such as a Second Career Assistance Network (SCAN) seminar and/or Career Transition Workshop offered by the local Base/Wing Personnel Selection Officer. The member should be informed that SCAN material is also available through *Transition in the CAF* online portal.
- Ensure members have access to Career Transition Services and other post-service benefits and services as offered by VAC.
- For medically releasing members, ensure member engagement with Manulife for CAF Long Term Disability (LTD) for income replacement purposes post release and with CAF Vocational Rehabilitation Program (VRP) to commence educational transition pre-release. Those members must also engage with VAC to determine medical and/or psychosocial rehabilitation requirements.
- Ensure members complete their release administration.
- Grant the mandatory 30 calendar day protected window prior to the release date, from tasking or employment to allow members to concentrate solely on their transition.
- Underscore the importance of the mandatory Depart-with-Dignity (DWD) program and ensure all members receive some form of formal DWD ceremony as a form of acknowledgement of their service in the CAF.
- Based on completing the steps above, CO confirms that member is “ready to transition”

As a CO, you play a critical role in guiding your members in their transition planning and execution. The relationship with your soldiers, sailors, aviators and special operators makes you best suited to assist them in their journey, guiding and supporting them and their families through what can be a complex and challenging path. Options for retention within the CAF (component transfer, MOSID reclassification, etc.) must also remain a paramount consideration in the transition dialogue between the CO and the member.

To ensure that the member is progressing through the steps of the transition process, numerous tools have been put in place to help the member and their family navigate the voyage. It would be beneficial to meet with, and review the member’s Transition Plan if possible. As needed, assist the member with completing the various administrative requirements necessary for departure from the CAF and facilitate, where possible, support aspects related to transition to civilian life. When the member has completed all the required steps for release/transition, you will confirm that they are “**ready to transition**” and approve or recommend the member’s release (as applicable to release item and release authority).

Casualty Support

One of the goals of the CAF TG and their subordinate TUs and TCs is to assist CAF members to return to full military duty. Previously amongst some members, there was a misconception that a posting to the JPSU guaranteed their transition out of the CAF. As a result, at times, ill and injured personnel have been hesitant to seek out support. Leaders and peers have likewise been hesitant to refer ill and injured personnel to IPSCs and the services they offer. I need the support of all COs to break down this stigma previously associated with JPSU, and ensure that personnel and family members understand that reaching out to CAF TG, their TUs and TCs is a positive step on the road to recovery. Many ill and injured members receive services under the Return to Duty Program from the TC without being posted to the CAF TG. While some personnel do transition out of the military from their CAF TG posting, others return to duty in their previous roles, or move into new positions that are a better fit for their capabilities. Regardless of which path ill and injured members may take, TCs can provide a range of support services to help them on their journey in a well-supported manner.

Service Delivery

TCs will continue to support ill and injured members. TC services will be delivered by a dedicated team of CAF and civilian personnel, partners, and volunteers. Each TC will have three main components: a Support Platoon, a Services Section, and partner organizations. These three groups will work together to provide a variety of programs and services. The Support Platoon will manage the administration for personnel posted to the CAF TG, while the Services Section and partner organizations will provide frontline support, available to all CAF members, whether they are posted to the CAF TG or not. The Services Section provides:

- a. Return to Duty coordination. The CAF Return to Duty (RTD) program is a rehabilitation initiative that helps convalescing members ease back into the workplace, by adapting schedules and duties to their level of ability. The earlier the member enters the program and the more supportive the work environment is, the greater the potential for success.
- b. Casualty Management. DCSM maintains a database to ensure that families of the fallen receive the services they require. That includes the management of the National Military Cemetery. In short, "no one falls through the cracks."
- c. Outreach. This consists of education programs for units, members and their families to promote services offered through TCs.
- d. Referral to national programs and services. Clients may be referred to a variety of national programs and services managed by CAF TG, DCSM and DTSP to support ill and injured members and their families, including: Soldier On, Operational Stress Injury Social Support (OSISS), and Helping Our Peers by providing Empathy (HOPE).
- e. CAF Transition Services. As indicated above.
- f. Information, support, and advocacy services. The Services section helps ill and injured personnel with the casualty administration process, as well as applications for benefits and other programs.

- g. Support for the families of the fallen. Administrative and bereavement support is provided to families of CAF members, including the disengagement of the unit designated assistant.

Partner organizations who work with TCs may include:

- a. Veterans Affairs Canada. Working side by side at TCs enables CAF and VAC to improve current practices, with the goal of creating a seamless transition from serving member to veteran.
- b. Health Services Case Managers. TCs work with Case Managers to ensure that appropriate programs and services are provided.
- c. PSP Reconditioning Program. PSP provides dedicated fitness support for ill and injured CAF members to help personnel participate in appropriate physical training following an illness or injury.
- d. Military Family Services. Each TC includes a Family liaison officer, a social worker who provides tailored services, referrals and support for the families of ill and injured members, and for the families of the fallen.

TCs function as lodger units within a Base or Wing. They are sensitive to the needs of local COs. I expect all COs to be familiar with the services available to ill and injured members through their respective TC. The OC or Platoon commander and Services manager at the TC are a CO's ally; ensuring that their ill and injured members receive high quality support throughout their recovery and transition. Likewise, through routine dialogue, TC OCs will keep the CO informed of developments throughout a member's recovery. They will also ensure that command teams are invited to major events involving their ill and injured members, including Depart with Dignity ceremonies, unit activities, etc. Whether personnel are formally posted to a CAF TU or not, the TC will keep the COs informed. Regular outreach and communication between the command team and the TCs are essential to achieve success.

Military Career Transition services currently encompass various aims of different stakeholders. CAF TG elements and other supporting resources such as Base Admin Services, BPSOs, MFRCs, VAC, and other stakeholders are also there to advise you and to assist you and your members as necessary. I expect all COs to support their members and their families to complete the transition process, and to ensure that their members have the knowledge that they need for a successful and seamless transition. Too often members experience a difficult transition because they were not aware of the various programs and services available to them.

At FOC, CAF members, and their families will have access to a professional, standardized, and simplified process, supported by our key partners, to give them the best possible opportunity to make the successful transition to civilian life. The Transition Centre will be a single, accessible location for our CAF members, veterans, and their families to gain information and services from DND and our partners, pre and post-transition, so that they understand that they are always part of the CAF family.

Chief of the Defence Staff Intent Statement

COs and their leadership teams are personally responsible for the health and welfare of the people under their command. Casualty support and transition services are critical for ensuring that all CAF members and their families have the services and support required for recovery, rehabilitation and, if necessary, transition out of the CAF. COs and their leadership teams will support the CAF TG by ensuring that the TC have the information and support required to provide our people with the personalized care and support they require. Leadership teams are expected to maintain a close relationship with TC staff, to monitor the status of their personnel and to actively support their return to duty or transition to civilian life.

Responsible Organization

The responsible organization for "Military Transition and Casualty Support" is Military Personnel Command (MILPERSCOM).

Office of Primary Interest (OPI)

The OPI for this section is Military Personnel Command (MILPERSCOM).

Subject Matter Expert (SME)

The SME for this section is commander Canadian Armed Forces Transition Group (CAF TG).

Internet Sites

Op TRANSITION:

http://cmp-cpm.mil.ca/assets/CMP_Intranet/docs/en/support/transition/joint-cds-dm-directive-op-transition.pdf

CAF TG Military Transition Internet Website:

<http://www.canada.ca/military-transition>

CAF TG Military Transition DWAN Website:

<http://cmp-cpm.mil.ca/en/transition/transition-services.page>

“The object of giving medals, stars and ribbons is to give pride and pleasure to those who have deserved them. At the same time a distinction is something which everybody does not possess. If all have it, it is of less value. There must, therefore, be heart-burnings and disappointments on the border line. A medal glitters, but it also casts a shadow. The task of drawing up regulations for such awards is one which does not admit of a perfect solution. It is not possible to satisfy everybody without running the risk of satisfying nobody. All that is possible is to give the greatest satisfaction to the greatest number and to hurt the feelings of the fewest.”

The Right Honourable Winston Leonard Spencer Churchill, P.C., C.H., M.P., F.R.S., Prime Minister of the United Kingdom addressing the House of Commons, Palace of Westminster, London, 22 August 1944

Introduction

Honours and awards are an important and crucial medium for enhancing operational effectiveness and morale by recognizing the sacrifices and achievements of our people and our organizations. Honours and awards are a public reflection of leadership and personal commitment. Public recognition contributes to morale and job satisfaction. Honours and awards also highlight the outstanding work, achievements, dedication and commitment of CAF personnel. COs and their leadership teams will use honours and awards to recognize outstanding performance, accomplishments and exceptional deeds that bring credit upon their unit, their command and the CAF.

Honours and Recognition

National honours, such as orders, decorations and medals, flow from our Sovereign, and not from the DND or the CAF. Thus, the protocols and requirements are Government ones and not internal to the CAF.

Canada now has a complete system of honours available to handle individual and group recognition as outlined in A-DH-300-000/AG-001, The Canadian Forces Honours Policy Manual. CAF honours proposals are reviewed by the Canadian Forces Honours Policy Committee and recommended, through the Armed Forces Council and Chief of the Defence Staff, to the Government for approval.

Recommendations for individual honours to military members are evaluated by the Order of Military Merit Advisory Council, the DND Order of St. John Honours and Awards Committee or the Canadian Forces Decorations Advisory Committee. Recommendations for national honours, such as the Order of Military Merit, the Military Valour, Bravery and Meritorious Service Decorations and the Mention in Dispatches, are forwarded for the approval of the Governor General on behalf of The Sovereign.

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 decorations submitted more than two years after the date of the incident.

There is also a range of departmental awards which are created and awarded within the CAF, such as the CDS, Command and CAF Unit Commendations, that recognize individual and group achievements which do not meet the criteria for national honours.

Chief of the Defence Staff Intent Statement

Honours and awards are a public reflection of leadership and personal commitment. Public recognition contributes to morale and job satisfaction. Honours and awards also highlights the outstanding work, achievements, dedication and commitment of CAF personnel. COs and their leadership teams will use honours and awards to recognize outstanding performance, accomplishments and exceptional deeds that bring credit upon their unit, their command and the CAF.

Responsible Organization

The responsible organization for “Honours and Awards” is the Military Personnel Command (MILPERSCOM).

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

The OPI and SME for this section is the Director Honours and Recognition (DH&R).

Intranet Site

<http://forces.gc.ca/en/honours-history-awards/index.page>

SECTION 17 – 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

Introduction

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.

Customs

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 CAF. To play its role effectively, your unit and all its members need to relate to the greater whole.

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 CAF unless you encourage all members to understand how they fit into the larger picture.

Traditions

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 CAF 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.

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

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.

Unit Annual Historical Reports (AHR) are important for preserving the unit's corporate memory and creating a record that accurately reflects its history for historical and personnel administrative purposes. CAF directives require that your unit maintain historical records and

submit AHRs to DHH. The AHR shall provide an historical summary of the unit's activities for the calendar year ending 31 December.

War (Operation) Diaries are important in the preservation of authentic records of CAF Operations for historical and personnel administrative purposes. CAF regulations require that a War (Operation) Diary shall replace the AHR when a unit is ordered on an international or domestic CAF Operation.

Chief of the Defence Staff Intent Statement

History, customs and traditions are important elements of the CAF identity system. They reinforce legitimacy, trust in the chain of command, and contribute directly to operational effectiveness by fostering group identity and cohesion. COs and their leadership teams will maintain and protect CAF customs and traditions, and actively promote the high standards, beliefs, attitudes and behaviour they exemplify.

Responsible Organization

The responsible organization for "Customs and Traditions" is the Military Personnel Command (MILPERSCOM)

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

The OPI and SME for this section is the Director History and Heritage (DHH)

Intranet Site

<http://cmp-cpm.mil.ca/en/honours-history/history-heritage.page>

Introduction

In the broadest sense the Law of Armed Conflict (LOAC) determines when states may resort to the use of armed force and how they may conduct hostilities during armed conflicts. The LOAC has a multi-faceted and comprehensive impact on how the CAF will conduct its international operations particularly as it relate to the use of force in all contexts, Rules of Engagement, Targeting and the treatment of Detainees. Ultimately, the purpose of the LOAC is to regulate the conduct of hostilities, protect the victims of armed conflict and facilitate the restoration of peace.

Historically, the LOAC had been identified with state vs. state warfare which is currently identified by the term International Armed Conflict (IAC). In the post-World War II era there was a realization that wars of national liberation and post-colonial conflict brought intra-state conflict onto the international stage. Moreover, there was recognition that these non-international armed conflicts (NIACs), such as civil wars, resulted in harm to civilians and unnecessary suffering to the participants such that the effects and consequences of the armed conflict had to be controlled. As a result, the application of many aspects of the LOAC was expanded to include wars of national liberation, civil wars and other conflicts that had their origins inside the state. In the post-Cold War era, asymmetric warfare, conflicts by proxy and transnational terrorism are more recent manifestations of armed conflicts that may be characterized as non-international. Notwithstanding the diversifying nature of armed conflict, the fundamental legal principles and obligations remain relatively constant.

The basic sources of the LOAC are treaty and customary international law. Treaties include Protocols and Conventions that are agreements by states to regulate their conduct during hostilities. Customary International Law is more difficult to define but no less impactful. Essentially, customary international law reflects “a uniform, consistent and general repetition of similar acts by competent state authorities and recognition by states that the such a practice is binding upon them as law.” *The CF has published a doctrinal manual on the LOAC (Law of Armed Conflict at the Operational and Tactical Levels, BG-GJ-005-104/F8-21).*

Command Responsibility

Canada is legally bound both under treaty and customary international law to apply the LOAC when Canada is engaged in an armed conflict. Canada’s LOAC obligations are frequently enshrined in domestic legislation, including the Criminal Code of Canada and the National Defence Act. Commanders will plan and conduct operations in accordance with applicable Canadian legal interpretations, policies and standards and in compliance with their obligations under LOAC. Additional Protocol I to the Geneva Conventions (AP I), requires commanders to take action to prevent and, where necessary, to suppress and 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 is a reasonable belief that there has been a breach of the LOAC commanders must investigate and, where appropriate, initiate disciplinary action against violators.

The Code of Conduct for Canadian Forces Personnel provides CDS direction regarding the fundamental rules of LOAC that must be followed by CAF members and enforced by Commanders engaged in military operations, other than Canadian domestic operations. At a minimum, Commanders at all levels must ensure that their subordinates are aware of their obligations under

the LOAC. The task of providing instruction on LOAC has been simplified by the development of 11 rules contained within the *Code of Conduct*. (See Section 19)

Chief of the Defence Staff Intent Statement

The Law of Armed Conflict (LOAC) is a cornerstone of the Canadian profession of arms. Violations of international law have strategic consequences. Breaches of international law reflect poorly on the CAF and Canada, undermining our nation's reputation and legitimacy as a dedicated proponent of international peace and security. COs and their leadership teams must have a solid understanding of the LOAC and how it applies to the operational and tactical level of war. Leadership teams will ensure that LOAC is fully integrated in all operational planning, training and exercises. COs are personally responsible for conduct of the people under their command and control and are expected to take decisive action to prevent breaches of the LOAC. CAF personnel cannot look away when something happens. COs and their leadership teams must have the strength of character and moral courage to take action and report LOAC violations to both their operational and national chains of command.

Responsible Organization

The responsible organization for content of all LOAC training is the Office of the Judge Advocate General (OJAG). The Canadian Forces Military Law Center (CFMLC), under the Canadian Defence Academy, is responsible for the design, development and delivery of all LOAC training in close coordination with the OJAG.

Office of Primary Interest (OPI)

The OPI for this section is the Canadian Forces Military Law Center (CFMLC).

Subject Matter Expert (SME)

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

Intranet Site

<http://jag.mil.ca/index-eng.asp>

Introduction

The Law of Armed Conflict (LOAC) is the body of international law which sets out rules of behaviour in an armed conflict (see Section 18). CAF policy states that the CAF will apply, as a minimum, the spirit and principles of the LOAC in all CAF operations other than domestic operations.

CAF Code of Conduct

Operational missions often require CAF 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 Armed Forces Personnel*. The *CAF 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.

The purpose of the Code of Conduct is to provide simple and understandable instructions to ensure that CAF members apply the spirit and principles of the LOAC in all CAF 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. The CAF has published a doctrinal manual on the Code of Conduct, (Code of Conduct for CAF Personnel, B-GG-005-027/AF-023).

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

Code of Conduct for Canadian Armed 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.
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.

Chief of the Defence Staff Intent Statement

The CAF Code of Conduct provides clear, binding direction to ensure that our personnel understand what is expected of them and ensure that they apply both the spirit and principles of the LOAC in the difficult and demanding conditions of armed conflict and peace support operations. The 11 Rules of the CAF Code of Conduct contribute directly to operational effectiveness and CAF legitimacy. COs and their leadership teams will ensure that the CAF Code of Conduct is fully indoctrinated; it will be an integral part of all CAF operations, training and professional development.

Responsible Organization

The responsible organization for the “CAF Code of Conduct” is the Office of the Judge Advocate General (OJAG).

Office of Primary Interest (OPI)

The OPI for this section is the Canadian Forces Military Law Center (CFMLC).

Subject Matter Expert (SME)

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

Intranet Site

<http://jag.mil.ca/index-eng.asp>

Introduction

The Canadian Armed Forces (CAF) are an instrument of national power⁷ and may be required to use force to either deter or coerce another nation or individual to behave in a way consistent with Canadian interests. Any use of force is governed by domestic and international law.

There are two situations in which CAF members and you, as my Commanding Officers and leadership teams, may use force. They are:

1. as authorized by ROE issued by or under my authority; or;
2. in self-defence.

In accordance with both national and international law, any use of force by you and your subordinates must be controlled and limited to that which is necessary in the circumstances. It must be proportional, judged as reasonable and considered necessary to achieve appropriate military objectives.

To control the use of force, I will impose constraints upon what force you and your subordinates can use. Some of these constraints are self-imposed limitations compliant with ethical, moral, or political considerations, while others are based upon legal requirements derived from the Law of Armed Conflict (LOAC). Coupled with these constraints are physical limitations on military power that are unique to the operating environments or circumstances in which you are employed.

Self-Defence

The use of force in personal, unit and force self-defence is separate from ROE. Whereas ROE may change during an operation, personal, unit and force self-defence is a constant. You and your subordinates must know that, with or without ROE, the use of force is permitted in self-defence.

Personal, Unit or Force Self-Defence. Both international law and Canadian domestic law recognize the authority to use appropriate force in self-defence, up to and including deadly force. Without further direction you and your subordinates are entitled to use force in self-defence to protect:

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

Exercising the Right of Self-Defence. Without assuming unacceptable risk, you, or your personnel when alone, shall make every reasonable effort to control a situation without the use of force. When time and conditions permit, the potentially hostile force shall be warned of the situation and further warned that self-defensive action will be taken as necessary. In exercising the right of self-

⁷ as defined in CFJP 1.0

defence, you or your subordinates, as applicable, must identify the presence of an immediate and compelling need to use force. However, there is no obligation to use force in self-defence and you may legitimately order individuals or units under their command not to respond to hostile intent. Such an order would be based on your responsibility, in certain circumstances, to control the escalation of force.

Rules of Engagement

Rules of Engagement (ROE) are the command and control instrument by which I control the application of force or actions which might be construed as provocative during military operations. They are orders that define the circumstances, conditions, degree, manner, and limitations within which force, or actions which might be construed as provocative, may be used to achieve military objectives. They are aligned with both national policy and international and domestic law.

ROE are formulated as permissions and are considered lawful orders. They must be developed in concert with operational commanders, including coalition commanders, and be neither too restrictive nor too permissive to allow effective and efficient operations and achievement of the aim. The term “orders” is to be interpreted as the authorized limit of force rather than an obligation to use force.

With the exception of self-defence, ROE provide the sole authority for the use of force or actions that might be construed as provocative in:

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

Factors Influencing ROE

Legal Prescriptions. Any use of force must comply with both Canadian domestic law and international law. The Law of Armed Conflict (LOAC) and International Human Rights Law (IHRL) both heavily influence the ROE. Therefore, legal staff shall be involved in the planning process at all levels.

United Nations Prescriptions. During UN authorized or mandated operations, the use of force must comply with the UN Charter and applicable UN Security Council resolutions, mandates and mission statements.

Political and Policy Considerations. To secure and protect national interests at home and abroad, the Government of Canada establishes policies, goals and objectives. The use of the CAF is but one method in implementing these policies and objectives. Other methods include economic, social, cultural, diplomatic and technological instruments. However, the use of force by the CAF must always be in concert with these other instruments and the overall policies and objectives of the government. There must be a clear and coherent link among the approved political objectives, military objectives, and the legal basis for the operation, your concept of operations, and the ROE which I authorize for the operation.

Diplomatic Considerations. During international operations and, in particular, during combined operations, the overall military objectives and the use of force will be influenced by the collective objectives of the alliance or coalition. These diplomatic considerations may ultimately limit legitimate uses of force, or they may permit greater latitude in the use of force than would be permitted in a purely Canadian operation.

Operational Requirements. The authorized use of force will be influenced by current and future operational considerations. Permission to engage particular targets, while they may be engaged lawfully under the law of armed conflict, may be prohibited for operational reasons. Further, the use of force may also be restricted in designated circumstances to avoid fratricide.

Chief of the Defence Staff Intent Statement

Rules of engagement (ROE) are binding orders that define the circumstances, conditions, degree, manner and limitations within which force or actions may be applied to achieve military objectives in accordance with national policy and both national and international law. ROE do not limit self-defence. All CAF personnel have the right to use appropriate force to protect themselves, other members of the CAF, and attached or seconded personnel serving with the CAF. With the exception of self-defence, ROE are the sole authority for the application of force and military effects. COs and their leadership teams must understand CAF doctrine relating to the use of force and ensure that their personnel know exactly how these orders should be applied. Particular attention must be placed on targeting to ensure that force and military effects are focused, proportional and that the risk of undesired consequences is minimized.

Responsible Organization

The responsible organization for "Use of Force / Rules of Engagement" is the Strategic Joint Staff (SJS) - Director of Staff (DOS).

Office of Primary Interest (OPI)

The OPI for this section is the SJS - Director-General Operations.

Subject Matter Expert (SME)

The SME for this section is the SJS – DCO ROE1.

Intranet site

<http://intranet.mil.ca/en/organizations/sjs>

General

Commanding Officers and other military authorities make decisions every day in the administration of their units and their personnel. Administrative law governs the proper application of powers conferred by legislation or regulation. The purpose of administrative law is to ensure that the administrative decisions affecting CAF personnel are made fairly by those who have the legal authority to do so. Decisions that are both fair and made in accordance with the applicable law and policy represent good leadership.

In making an administrative decision, you should generally:

- investigate and research the issue to be determined;
- confirm that you have the authority to decide the issue, either by virtue of the *National Defence Act* (NDA), QR&O, or some other order, directive, or instruction;
- ensure that you are able to approach the matter with an open mind; and
- follow any applicable procedures (e.g., outlined in the *NDA*, QR&O, or other orders, directives or instructions).

In most cases, a CAF member affected by an administrative decision is entitled to seek review of it by submitting a grievance, or through other review processes. Following the steps above will increase the likelihood that the CAF member will view the decision as fair, will reduce the likelihood that such review will be necessary, and will help to ensure that your decision is confirmed upon review.

When making an administrative decision affecting the rights, interests or privileges of one of your subordinates, you should always consult the relevant legislation or policy. Regulations, orders, and policies are amended regularly, and current versions must be consulted when determining the extent of your authority and the required procedures. In making an administrative decision, you may also wish to consult your unit legal advisor.

Chief of the Defence Staff Intent Statement

Military administrative law ensures that military leaders and decision-makers act with legal authority and in a manner which is consistent with Canadian laws, policies, regulations, orders and directives. This has a direct effect on CAF effectiveness, the welfare of our people, and the disciplinary system used to support the lawful exercise of command and control. COs and their leadership teams play a critical role in the application of military administrative law. They must ensure that relevant policy and legislation is clearly communicated, complied with, and enforced when necessary. Particular emphasis will be placed on procedural fairness and the openness and transparency required to maintain trust and confidence in CAF decision-making. Military administrative law is complex and all members of the leadership team are encouraged to seek legal advice when appropriate to ensure that they understand the correct application of military law.

Responsible Organization

The responsible organization for “Military Administrative Law” is the Office of the Judge Advocate General (JAG).

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

The OPI for this section is the Canadian Forces Military Law Center (CFMLC).

Subject Matter Expert (SME)

The SME for this section is the Deputy Judge Advocate General/Administrative Law (DJAG/AL).

Intranet Site

<http://jag.mil.ca/index-eng.asp>

Introduction

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 Canadian Armed Forces (CAF) 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.

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 CAF 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 CAF.

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.

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.

Investigation of Service Offences

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.

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.

In many cases the appropriate investigating body may be the CAF 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, first and foremost, to determine whether an offence may have been committed. If an offence is alleged, the investigation will 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.

Disciplinary and Administrative Action

COs must clearly understand when inappropriate action should be the subject of disciplinary action. Disciplinary and administrative measures 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.

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 that 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.

Role of Military Legal Advisors

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.

Chief of the Defence Staff Intent Statement

Discipline contributes directly to CAF legitimacy, trust, operational effectiveness and the rule of law. COs and their leadership teams play a critical role in the administration of military justice. COs must set a positive example by executing their duties in a firm, fair and transparent manner to establish and maintain a climate where every member of the unit feels safe, respected and appreciated for the work they do. The CAF will strive to maintain a self-policing profession where every member, regardless of rank or appointment, demonstrates a personal commitment to maintaining discipline and taking prompt action to correct mistakes and shortcomings – if you see something say something – never pass a fault.

Responsible Organization

The responsible organization for “Discipline and Military Justice” is the Office of the Judge Advocate General (JAG).

Office of Primary Interest (OPI)

The OPI for this section is the Canadian Forces Military Law Center (CFMLC).

Subject Matter Expert (SME)

The SME for this section is the Deputy Judge Advocate General/Military Justice (DJAG/MJ).

Intranet Site

<http://jag.mil.ca/index-eng.asp>

Introduction

The health and safety of all members of the Defence Team is paramount. COs and their leadership teams are personally accountable for the health and safety of all personnel and equipment in their care. They will ensure that they consider safety in all aspects of their planning for both operations and training. COs and their leadership teams must ensure that they identify and prevent, eliminate or mitigate risks, clearly defining individual responsibilities and the actions to be taken to minimize the risk of loss or injury. COs and their leadership teams are expected to act decisively to address safety concerns and report significant issues to ensure that corrective action can be taken across the force.

Many CAF capabilities have specialist safety programs associated with them, e.g.: airworthiness for military aviation, dive safety for divers, etc. COs and their Leadership Teams may have forces assigned to them under a command and control relationship that have specific safety requirements governed by residual authorities; therefore COs and their Leadership Teams need to understand that such requirements need to be observed.

Responsibilities

COs and their Leadership Teams at all levels are responsible for the health and safety of their personnel.

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

COs and their Leadership Teams are responsible for observing safety requirements established by the Airworthiness Authority (CAS) when employing military aviation that may be assigned to them under a command relationship. These requirements also apply to civilian aircraft conducting military missions, for example those providing a service under contract.

Key Requirements

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

- a signed and posted 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 hazard identification and classification process including 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;
- program to ensure awareness of and compliance with applicable safety directives, standards and precautions;

- set of procedures to determine requirements for, provision of, training on, and controlled use of protective equipment for personnel and materiel; and
- effective return to work programs for CAF members and for DND employees.

Chief of the Defence Staff Intent Statement

The health and safety of all members of the Defence Team is paramount. COs and their leadership teams are personally accountable for the health and safety of all personnel and equipment in their care. They will ensure that they consider safety in all aspects of their planning for both operations and training. COs and their leadership teams must ensure that they identify and prevent, eliminate or mitigate risks, clearly defining individual responsibilities and the actions to be taken to minimize the risk of loss or injury. COs and their leadership teams are expected to act decisively to address safety concerns and report significant issues to ensure that corrective action can be taken across the force.

Responsible Organizations

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

- General Safety (including Civilian Occupational Health and Civilian Employee Return to Work) – Vice Chief of the Defence Staff.
- CAF Occupational Health – Chief of Military Personnel (CMP).
- Nuclear Safety – Assistant Deputy Minister (Infrastructure & Environment) [ADM (IE)].
- Respiratory Protection Program – ADM (IE), Program Administration/Chief of Military Personnel (CMP), Program Policy.
- Fire Safety - ADM (IE).
- National Road & Vehicle Safety Program – Strategic Joint Staff.
- Ammunition and Explosives Regulation and Safety – Director Ammunition and Explosive Safety (DAER).
- Radio Frequency Safety - ADM (Mat).
- Airworthiness - Chief of the Air Staff (CAS).
- Flight Safety – Chief of the Air Staff (CAS).
- Laser Safety - Chief of the Air Staff (CAS).
- Diving Safety – Chief of the Defence Staff (CDS).
- Submarine Safety – Commander Royal Canadian Navy is responsible who is the overall SUBSAFE Authority is responsible to the Chief of Defence Staff for overall submarine safety

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

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

General Safety

OPI: Director of 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)

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://intranet.mil.ca/en/health-safety-security/gen-safety.page>

Nuclear Safety

OPI: Director Nuclear Safety (D N Safe)

References: DAOD 4002-0 Nuclear Technology Regulation and Control

DAOD 4002-1 Nuclear and Ionizing Radiation Safety

Intranet site: <http://intranet.mil.ca/nuclear-safety>

Respiratory Protection Program

OPI: Director Force Health Protection (DFHP) - Program Policy

Canadian Forces Fire Marshal (CFFM) - Program Administration

References: Respiratory Protection Program (C-87-040-000/MS-001)

DAOD 5021-1 Respiratory Protection

Intranet site: http://intranet.mil.ca/assets/DefenceTeam/docs/en/Infrastructure-environment/fire-safety/resource-management/respiratory-protection-program_b.pdf

Fire Safety

OPI: Canadian Forces Fire Marshal (CFFM)

Reference: DAOD 4007-0 Fire Protection Services

DAOD 4007-1 Reporting and Investigation of Fires and Incidents

Intranet site: <http://intranet.mil.ca/en/infrastructure-environment/fire-protection/fire-protection-index.page>

Road and Vehicle Safety Program

OPI: Strategic J4 Transportation (Strat J4 Tn)

Reference: [A-LM-158-005/AG-001 Transportation Manual Volume 5](#)

Intranet site: <http://intranet.mil.ca/en/organizations/sjs/lp-strat-j4-transportation.page>

Ammunition and Explosives Safety

OPI: Director Ammunition and Explosives Regulation

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

Ammunition Accident/Incident/Defect/Malfunction Reporting (A-GG-040-006/AG-002)

Ammunition and Explosives Safety Manual Volume 1 - Program Management and Life Cycle Safety (C-09-005-001/TS-000)

Ammunition and Explosives Safety Manual Volume 2 - Storage and Facility Operations (C-09-005-002/TS-001)

Ammunition and Explosives Safety Manual Volume 3 - Transportation (C-09-005-003/TS-000)
Ammunition and Explosives Safety Manual Volume 5 - Deployed Operations (C-09-005-005/TS-000)

DAOD 1000-8 Policy Framework for Safety and Security Management

DAOD 3002-0 Ammunition and Explosives Safety Program

DAOD 3002-4 Ammunition Accident, Incident, Defect and Malfunction Report

Other Regulations, Directives and Instructions available at:

<http://materiel.mil.ca/en/joint-common-ammo-explosives/controlled-documents.page>

Intranet site: <http://materiel.mil.ca/en/joint-common-ammo-explosives/regulation.page>

Radio Frequency Safety

OPI: Quality Engineering Test Establishment (QETE 1)

Reference: Radio Frequency Safety Program (C-55-040-001/TS-002)

Intranet site: <http://materiel.mil.ca/en/land-services-support/radio-frequency-safety-program.page>

QETE SharePoint Site: [http://collaboration-](http://collaboration-materiel.forces.mil.ca/sites/qeteinformation/SitePages/QETE_Home.aspx)

[materiel.forces.mil.ca/sites/qeteinformation/SitePages/QETE_Home.aspx](http://collaboration-materiel.forces.mil.ca/sites/qeteinformation/SitePages/QETE_Home.aspx)

Airworthiness Authority – Royal Canadian Air Force (RCAF)

Operational Airworthiness Authority **Comd 1 Cdn Div**

Technical Airworthiness Authority **DGAEPM**

Investigative Airworthiness Program **DFS**

OPI: Director Air Force Readiness

References: DAOD 2015-0 Airworthiness

<http://www.admfincs-smafinsm.forces.gc.ca/dao-doa/2000/2015-0-eng.asp>

DAOD 2015-1 DND/CF Airworthiness Program

<http://www.admfincs-smafinsm.forces.gc.ca/dao-doa/2000/2015-1-eng.asp>

A-GA-005-000/AG-001 - Policy/Management Procedures and Guidelines
Department of National Defence/Canadian Forces Airworthiness Program

Flight Safety

OPI: Director Flight Safety (DFS)

Reference: A-GA-135-001/AA-001 Flight Safety for the CF

Intranet site: <http://rcaf.mil.ca/en/dfs/dfs-main.page>

Laser Safety

OPI: Director Air Force Safety Centre

Reference: DAOD 2050-1, Laser Safety Program

Intranet site: <http://www.admfincs.forces.gc.ca/dao-doa/2000/2050-1-eng.asp>

Diving Safety

OPI: Director of Diving Safety (D Dive S)

References: DAOD 8009-0 CF Diving DAOD 8009-1 CF Diving - Organisation and Operating Principles

Intranet site: <http://www.admfincs.forces.gc.ca/dao-doa/8000/8009-0-eng.asp>

SUBSAFE

OPI: Canadian Submarine Force (CSF) – Readiness

Reference: NAVORD 1150-1

Intranet site: <http://esquimalt.mil.ca/cansubfor/08-1%20Policy.htm>

CAF Occupational Health

OPI: Director Force health Protection (DFHP)

References: <http://cmp-cpm.mil.ca/en/health/policies-direction/series-4000.page>

- 4440-01 Chemical Hazards Surveillance Program
- 4440-02 Early Empiric Treatment Approach for Internal Contamination in a Mass Casualty Radiation Accident
- 4440-03 Environmental Cleaning and Disinfection Standards for Canadian Forces Health Services Centres and 1 Dental Unit Detachments
- 4440-08 Hearing Conservation Program
- 4440-12 Medical Management of Exposure or Suspected Exposure to an Environmental and Industrial Health Hazard or Public Concern
- 4440-16 Physical Hazards Surveillance Program
- 4440-17 Precaution - Use of Thermal Electric Equipment (CFMO 29-01)
- 4440-19 Recommended Levels of Illumination – Intensity (CFMO 40-06)
- 4440-20 Reproductive Hazards
- 4440-22 Heat Stress Prevention Advisory

Intranet site: <http://intranet.mil.ca/en/res/health-services/index.page>

Subject Matter Expert (SME)

The SME for this section is D Safe G.

Intranet Site

<http://intranet.mil.ca/en/health-safety-security/safety.page>

Introduction

Commanding Officers and their leadership teams will exercise effective control and accountability over the human, materiel and financial resources, and information placed in their charge. They are responsible and accountable for the stewardship of these resources, ensuring that unit operations and administration are conducted in a cost effective and sustainable manner that delivers the best possible value to Canadians. This means that their resource decisions must be fully aligned and consistent with published legislation, policy, regulations, and direction. Decisions must be supported by the best available information, analysis and advice, and they must be documented meticulously with accurate corporate records.

The Department of National Defence Resource Manager's Guide is a key document produced by the Financial Community Management (Fin Comm Mgmt) of Assistant Deputy Minister (Finance)/Chief Financial Officer (ADM(Fin)/CFO) 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://cfo-dpf.mil.ca/assets/FinCS_Intranet/docs/en/learning-careers/courses-resource-managers-guide.pdf

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

- Module 1 – Overview of Management Accountability Framework. It establishes the expectations for sound public sector management practices and performance.
- Module 2 – Risk Management. Risk refers to the effect of uncertainty on objectives.
- Module 3 – Financial Management. It refers to the Legislation, Regulations and policy in regard to the management of funds.
- Module 4 – Budgeting and Planning. This module will describe how work budgeting and planning within DND.
- Module 5 – Human Resource Management. This module provides a brief overview of human resources management systems at DND.
- Module 6 – Material Management. This module will cover the roles and responsibilities of resource managers in material management.

Resource Management Framework

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.

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. and
- e. Ensure that the financial management organization, systems and processes meet DND/CAF needs.

Department of National Defence and Canadian Armed Forces Awards

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

Chief of the Defence Staff Intent Statement

COs and their leadership teams will exercise effective control and accountability over the human, materiel and financial resources, and information placed in their charge. They are responsible and accountable for the stewardship of these resources, ensuring that unit operations and administration are conducted in a cost-effective and sustainable manner that delivers the best possible value to Canadians. This means that their resource decisions must be fully aligned and consistent with published legislation, policy, regulations, and direction. Decisions must be supported by the best available information, analysis and advice, and they must be documented meticulously with accurate corporate records.

Responsible Organization

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

Office of Primary Interest (OPI)

The OPI for this section is the Assistant Deputy Minister (Finance)/Chief Financial Officer (ADM(Fin)/CFO).

Subject Matter Expert (SME)

The SME for this section is the Vice Chief of the Defence Staff / Chief of Programme Division (VCDS / C Prog).

Intranet Site

<http://intranet.mil.ca/en/organizations/vcds/c-prog.page>

Introduction

As Commanding Officers and as the leadership teams for both the Regular Force and the Reserve Force, you are entrusted with Non-Public Property (NPP), including Non-Public Funds (NPF), in support of morale and welfare programs for members, former members and their families.

NPP in Canada can trace its roots back to the earliest days of pre-Confederation militia units. Following WWII, in 1950 and using constitutional powers under the 1867 Constitution Act, Parliament codified the NPP regime in the National Defence Act (NDA). In 1968, following unification, NPP operations were consolidated and the CDS established the Canadian Forces Central Fund (CFCF) as the centre of non-public funds and activities. In 1969, Treasury Board (TB) set out the basic principle that “a reasonable level of goods, services and recreational facilities should be available to Canadian Forces personnel in their areas of service. Where those levels are inadequate, the Department’s responsibility as an employer to ensure their availability where practicable and desirable may be discharged through a system of non-public fund organizations”.

The National Defence Act (NDA) (sections 2 and 38 to 41) establishes NPP as a unique type of Crown property, assigns its governance to the CDS, and establishes its purpose to provide benefit to serving and former members of the CAF and their families. Essentially, the NDA creates a “trust-like” relationship with the CDS as trustee and serving and former CAF members as beneficiaries. NPP operations are much like a cooperative, with revenues from the many varied activities, such as CANEX and SISIP Financial, being retained as NPP to provide programs and services.

The NPP accountability framework is different from that of the Public. NPP authorities, responsibilities, accountabilities and the decision-making framework are not generally well understood within the CAF. The NDA specifically states that “The Financial Administration Act (FAA) does not apply to non-public property” thereby establishing a separate and distinct accountability framework for NPP. The NDA provides that NPP can only be used for the benefit of officers and non-commissioned members or former members or their dependants and for any other purpose designated by the CDS. The NDA vests NPP with the CDS and unit Commanding Officers.

I have established a comprehensive NPP accountability framework that ensures the effective exercise of the CDS and commanding officers’ fiduciary responsibilities. The NPP accountability framework reflects the requirements of Canadian Generally Accepted Accounting Principles (GAAP) and reflects the principles of prudence and probity upon which the Government of Canada public accountability framework is based.

I have issued a comprehensive delegation of financial signing authorities, an NPP contracting policy and other NPP policies as principal elements in the accountability framework. I have established a national NPP accounting system which applies to all NPP programs, activities and funds, unless specifically exempted by policy.

I have appointed the Director General Morale and Welfare Services (DGMWS), within the Commander Military Personnel Command (CMPC), as the Managing Director NPP. The Managing Director NPP is responsible to assist the CDS in the management and oversight of all

NPP assets and other resources, programs, and activities. Unit commanders are responsible through their chain of command and the DGMWS, in his capacity as Managing Director NPP, to me for the effective governance of Base / Wing / Ship / Unit funds.

To ensure that all entrusted with the management of NPP are provided with the training required to effectively discharge their NPP responsibilities; CFMWS has developed two NPP Certifications for the financial administration of NPP: the *Fundamentals of NPP* and the *NPP Financial Delegated Authorities and Contracting*. Both certifications have been recently amended to become more interactive and user-friendly. COs are required to complete the *Fundamentals of NPP* Certification which provides an overarching awareness of NPP, inclusive of its unique and distinct accountability framework. It is the certification standard upon which delegated signing authority from the Managing Director NPP (DGMWS) will be granted to you, as Base / Wing / Ship / Unit Commanders who have a Base / Wing / Ship / Unit fund. Base / Wing / Ship / Unit Chiefs are encouraged to complete this Certification. The *Fundamentals of NPP* is available through the Defence Learning Network (DLN): via the DWAN at: <http://dln-rad.mil.ca> and via the internet at: <https://dln-rad.forces.gc.ca>.

As the Chair of the NPP Board, I have recently approved, “NPP Strategy 2017-2020”. The main effort in this NPP Strategic Plan is to ensure that CFMWS will design and deliver best-in-class programs and services, as directed by the CAF leadership and required by our community. In addition, there are three supporting directives that include:

- a. CFMWS will implement a sustainable, risk-managed resource strategy in order to grow and diversify revenue generation, manage costs and best leverage both NPP and public funding frameworks;
- b. CFMWS will continuously reinforce our capability and credibility as the MW provider of choice to our community; and
- c. CFMWS will acquire, develop, retain and manage our talent effectively.

Key Considerations for COs and Their Leadership Teams

Use of NPP. NPP is to be used exclusively for NPP beneficiaries and is not to be used to backfill Public responsibilities. Pursuant to the NDA, the NPP of each unit or other element of the CAF is vested in the CO of that unit or element of the CAF, and may only be used for the purposes set out in the NDA. All other NPP is vested in me, as the CDS, and may be used for any purpose of which I approve while acting in my official NPP capacity IAW the NDA.

Base / Wing / Ship / Unit Funds. These have been established at every Base / Wing / Ship / Unit and other self-accounting units within the overall NPP accountability framework and provide the oversight and structure for operating a wide variety of local committees, NPP programs and activities. With the exception of messes, museums, SISIP and CANEX, all NPP activities at a Base / Wing / Ship / Unit are managed and accounted by, through or as a subsidiary to the Base / Wing / Ship / Unit Fund.

Security of NPP. QR&O 202.03, CFAO 202-2, and National Defence Security Orders and Directives (NDSOD) Chapter 5, contain the policies that are applicable to the security of Non-

Public Funds. COs are to ensure that the same safeguards are implemented for the security of NPP as for Public funds.

CANEX Right of First Refusal. The NDHQ Action Directive 8/89 (D8/89) provides that CANEX shall include all NPP re-sale activities including, but not limited to, department store type merchandise, grocery, food services, vending, petroleum, and special services except: messes, recreational clubs, kit shops as authorized under the PSP Policy Manual and other institutes specifically excepted by DG Personnel Services (now DGMWS). Other than these exceptions, the NDHQ Action Directive D8/89 provides that CANEX has the right of first refusal for any new NPP re-sale and consumer service activities contemplated at any Base / Wing / Unit location.

Unregulated Activities and Internal Competition. A 1997 Chief of Review Services audit found that a significant number of re-sale outlets (Unit canteens, wet canteens and 'stand easys') were operating outside the bounds of departmental policy. They were neither operating IAW the rules and regulations governing public and NPP support for military activities nor were they in compliance with the departmental provision of services policy (DNDP 55). In January 1998, the CDS directed that all activities that take place on Bases / Wings / Units are to be conducted as part of the Defence Services Program within the Public accountability framework, or as a properly authorized NPP activity as part of a national NPP program (such as CANEX, SISIP Financial) or under the Base / Wing / Unit Fund, mess or museum and accounted for within the NPP accountability framework. Any other activities were to cease (e.g. Unit canteens). At the same time, the CDS directed that internal NPP competition was to be minimized, that is, NPP entities were not to establish programs and activities in competition with other, existing local or national NPP programs and activities. It is important that an appropriate balance be struck between serving our members and generating revenue so that Base / Wing / Unit funds can continue to play a pivotal role in enhancing the quality of life in military communities.

Base / Wing / Unit NPP Representational Expenses. The Base / Wing Commander may authorize the use of Non-Public funds to meet obligations to represent the department, the command, or the base provided that:

- a. the expenditure is such that it does not qualify for reimbursement from public funds;
- b. it is not an expenditure listed below under Alienation of NPP, except that items of a symbolic or commemorative nature may be presented to honoured guests on occasions of special significance; and
- c. the cumulative amount does not exceed the maximum for an NPP fiscal year determined by DGMWS.

Alienation of NPP. Alienation of NPP means the transfer of ownership of NPP to another party so that the property is no longer NPP. The NPP of the Base Fund shall not be alienated by gifts or donations to private or public institutions, for testimonials or gifts, to relieve an officer or NCM of his/her personal responsibility for loss or damage to NPP, for national appeals for financial assistance or for the provision of anything connected with religious services. In sum, NPP shall not be used to meet Public shortfalls nor for non-NPP beneficiaries.

Annual NPP Letter of Attestation. To complete the accountability cycle, Base/Wing Commanders responsible for the governance of local NPP are to submit an annual letter of financial management attestation to DGMWS.

Branch / Regimental or Group Funds. These funds are NPP activities whose operations and activities are governed by policies and orders promulgated by the CDS IAW the NDA, Sections 38 – 41. Kit shops are considered to be part of the CAF Personnel Support Program and may be permitted available accommodation and personnel as outlined in A-PS-110-001/AG-002. Kit shops, only as authorized IAW the PSP Policy Manual, may exist outside the CANEX NPP re-sale activities. The accounting for branch, regimental and group funds and property, including kit shops, shall be IAW the procedures in A-FN-105-001/AG-001, Policy and Procedures for NPP.

Provision, Serving and Consumption of Alcohol. IAW the PSP Policy Manual, the CO of a Base / Wing / Ship / Unit or other element of the Canadian Armed Forces shall establish and promulgate orders governing the times, locations and conditions for the introduction, serving and consumption of alcohol at their facilities and functions. The objectives of these orders shall be to:

- a. promote responsible attitudes and practices to avoid or reduce domestic or social problems and the adverse effects on health and work performance associated with immoderate use of alcohol; and
- b. ensure that all reasonable steps are taken to avoid contributing to injury or death resulting from the consumption of alcohol served at CAF facilities or CAF-sponsored functions.

This applies to all CAF facilities and functions including, but not restricted to, messes, CANEX concessions that operate lounges and restaurants, specialty interest clubs and facilities (e.g. golf clubs, curling clubs), social centres, DND armouries, section parties, farewells, and other ad hoc occasions whether held on DND property or elsewhere.

Chief of the Defence Staff Intent Statement

Non-Public Property (NPP) is a unique form of Crown property that is entrusted to the CAF for the benefit of serving and former CAF members and their families. COs and their leadership teams are responsible for the control, accounting and administration of all NPP in their unit lines. They will ensure that NPP is managed effectively and used exclusively for the benefit of the beneficiaries and not as a substitute for public funds. Special care will be taken to ensure that Reserve Force personnel and their families have access to the morale and welfare programmes administered under NPP.

Responsible Organization

The responsible organization for “Non-Public Property” is the Canadian Forces Morale and Welfare Services (CFMWS).

Office of Primary Interest (OPI)

The OPI for this section is the Director General Morale and Welfare Services (DGMWS) who is also the Managing Director NPP, on behalf of the CDS.

Subject Matter Expert (SME)

The SME for this section is the CFMWS Chief of Staff (COS).

Internet Site

<http://www.cfmws.com>

Introduction

While carrying out defence activities, the Defence Team is expected to conform to federal environmental statutes and regulations and implement their requirements as well as work towards government-wide environmental priorities and initiatives.

Environmental Statutes and Regulations such as the *1999 Canadian Environmental Protection Act*, the *Fisheries Act*, the *Environmental Violations Administrative Monetary Penalties Act (EVAMPA)* and the *Species at Risk Act*, if not followed can impact Defence in several ways ranging from prohibiting the use of assets supporting defence operations; to the issuance of fines or possible legal action against Defence Team members. The accountability applies to the land managers as well as the environmental impact of those conducting activities.

The *Federal Sustainable Development Act* is the Government of Canada's approach to fulfilling its commitment to sustainable development. A Federal Sustainable Development Strategy (FSDS) is developed on a three-year cycle and federal departments including DND are expected to commit to integrate initiatives into their operations with the intent of minimizing the impact of government operations on the environment. FSDS commitments are communicated through the core federal planning and reporting process. Failure to fulfill these expectations can affect Defence's reputation and credibility pertaining to the management of assets and resources entrusted to us by Canadians.

The upcoming Defence Energy and Environment Strategy (DEES) will replace the current Defence Environment Strategy once it is approved and comes into effect. It will provide the focal point for the management of energy and environment issues within DND. The DEES, along with the FSDS, provides a common vision and goals to help Defence better manage energy and the environment holistically, across the broad spectrum of Defence activities in the department, and in the Navy, Army and Air Force. It gives force and effect to our commitment to the Defence environmental policy set out in DAOD 4003-0 *Environmental Protection and Stewardship*.

To support systematic implementation of environmental considerations into our day to day activities. Government of Canada directed departments (including Defence) to implement Environmental Management Systems (EMS) consistent with the requirements of the International Organization for Standardization (ISO) 14001 standard. Defence has implemented EMS's throughout the organization and is in the process of developing a Corporate level EMS within ADM(Infrastructure and Environment). Defence is also building on the existing management framework to ensure the integration of environmental considerations in decision-making at every level of the organization.

Mission and Vision

ADM(Infrastructure and Environment) provides the Defence Team with environmental advice, environmental policy development and oversight, environmental advocacy for Defence, guidance and oversight of the departmental environmental program, and specific professional services in environmental protection and stewardship.

Our vision is to enable the CAF to be recognized as a leader in contributing to the sustainable development goals of Canada through the effective and innovative integration of environmental

considerations into activities supporting the Defence mandate. CAF members will act as good environmental stewards and conduct their activities in an environmentally responsible manner.

View and Philosophy

For years the Government of Canada has made it a priority to manage its activities with environmental protection and sustainable development in mind. Over this time the Defence Environmental Program has been guiding the Defence Team towards the sustainable management of its operations to meet the needs of the CAF and to enable the success of the CAF today and in the future.

On the domestic front, Canada's citizens are growing increasingly concerned by the signs of an overtaxed environment, whether it be the increased number and severity of extreme weather events over the past few years or the continued loss of natural spaces and wildlife across Canada. These signs of environmental degradation are infringing on the innate sense of pride in our rich natural heritage that has been a characteristic of the Canadian national identity historically.

In this context, perhaps the most important element of our national identity, our "can do" attitude, will serve us well. Taking control of our individual and collective destiny by taking responsibility for our individual and collective contributions to the well-being of our environment is key to meeting the challenge of sustainable development. Remember that, every day, at home, at work and on the road, each of you contributes directly to the success or failure of our efforts to support a sustainable future for Canada.

This responsibility is particularly evident in the matter of Defence ranges and training areas. To ensure realistic military training, Defence must manage its ranges and training areas in a sustainable manner. Military and non-military activities on ranges and training areas should minimize adverse impacts on natural resources and biodiversity and not compromise future use of training areas.

Chief of the Defence Staff Intent Statement

COs and their leadership teams are environmental stewards who are responsible for protecting public and non-public property. They will be held accountable for the environmental impact of their activities. They are expected to meet or exceed the spirit of environmental legislation by enforcing compliance, promoting improved energy security, ensuring that they identify and mitigate risks, and develop contingency plans to report and respond to incidents.

Responsible Organization

The responsible organization for "Environmental and Sustainable Development" is the Assistant Deputy Minister (Infrastructure and the Environment) [ADM(IE)].

Office of Primary Interest (OPI)

The OPI for this section is the Director General Environment and Sustainable Management (DGESM).

Subject Matter Expert (SME)

The SME for this section is the Director Environment and Sustainable Management (DESM).

Intranet Site

<http://intranet.mil.ca/en/infrastructure-environment/environment/environment-index.page>

Environnemental Management Directory

<http://intranet.mil.ca/assets/DefenceTeam/docs/fr/infrastructure-environment/copy-of-environmental-management-directory-15-april.pdf>

Introduction

I believe that Canadians deserve to know what the men and women of the CAF do on their behalf. Public support for the CAF 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 CAF 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.

Fundamental Principles

The mission of CAF Public Affairs (PA) is to support CAF 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.

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 CAF operations at all levels.

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.

Public Affairs Obligations

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.

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 CAF and DND priorities;
- b. advances the priorities of your command or group;
- c. contributes to public understanding and awareness of the CAF and DND as a whole;
and
- d. are evaluated in accordance with DND and CAF performance-measurement practices.

Chief of the Defence Staff Intent Statement

COs and their leadership teams will play a leading role in the CAF effort to connect with Canadians. COs serve as de facto ambassadors of the CAF and, working closely with Public Affairs advisors, must “tell our story” by actively educating and informing the public on CAF operations, administration and requirements. Public information, community relations and outreach activities are essential for building enduring, meaningful support for the military. This includes positive engagement through social media to reach out to Canadians in accordance with DND policies, ensure that key messages are communicated, and CAF professionalism is widely recognized.

Responsible Organization

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

Office of Primary Interest (OPI)

The OPI for this section is the Assistant Deputy Minister (Public Affairs) [ADM(PA)].

Subject Matter Expert (SME)

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

Intranet Site

<http://veritas.mil.ca/index-eng.asp>