

**The Canadian Navy: In the vanguard of
Canadian Foreign and Defence Policy**

Introduction

Général Evraire, Général McNamara, mesdames et messieurs, j'ai le plaisir aujourd'hui de vous parler de ce qui devrait constituer, à mon avis, le rôle de la Marine au sein de Forces canadiennes unifiées. I would also like to identify what I believe we must do to remain relevant to Canadians, while continuing to provide government with the greatest range of policy options possible.

We have entered a new era in international and defence relations. The public perception of the established boundaries of diplomacy, defence and development, and its traditional notions of defence and security were vastly altered by the tragic events of 9/11. We are now faced with a fundamental transformation in which the traditional boundaries associated with security and defence have blurred - in fact in many ways they have now merged. The challenge for all of us is how to best position the Canadian Forces to not only defend Canada and its interests but also to safeguard the security and prosperity of all Canadians in a time of unprecedented change.

En réaction à ce nouveau contexte, nous devons faire preuve d'une souplesse et d'une adaptabilité encore plus grandes. Nous devons non seulement faire preuve de souplesse dans notre façon de penser, mais aussi dans notre façon de soumettre les options de capacité à notre gouvernement. No single service or government agency possesses all of the knowledge or capability to operate independently within this new environment, it is my belief that we must now move beyond linear thinking and fully embrace new joint interagency models. Only then will we be able to provide Canadians with the needed flexibility and ability to respond rapidly and decisively. We must also satisfy the new demands and expectations that Canadians will place upon us.

While the Navy is well positioned today to provide government with a broad range of military capabilities to address threats to Canadian maritime interests off our coasts as well as potential conflicts anywhere in the world it has limited depth to sustain simultaneous operations. By example, the Navy's marathon contribution of 17 major warships deployed to the War on Terrorism for the past two years stretched our ability to meet all of our other daily domestic defence and security obligations at home. We can expect more of the same in the future forcing us to adapt to respond appropriately to a broader range of missions with more and varied players at home and abroad.

It is not only finding the right capabilities it's having the depth and the resources to sustain all of our obligations to the satisfaction of the Canadian public. The navy's role will be critical to our

government's new national security policy and its intention to participate on the world stage. Thus we must develop future strategies and capabilities that support both the domestic security realities and the Government's diplomacy, development and defence construct. In fact, the capabilities required for either are very similar. It is not a case of one or the other but to achieve the balance of both.

How the World has changed.

Les fondements de l'économie mondiale et de la politique multipolaire ne vous sont pas inconnus, mais j'aimerais tout de même parler de l'évolution des amis, des ennemis et des confrontations.

We should remember the ease with which national interests can become isolated, as we witnessed in the UN in the lead up to the recent conflict in Iraq, or may witness as a result of recent UNCLOS changes. It is now clear that, as a minimum, there will be short term changes in inter-state relationships based upon perceived individual national interests. There is also the potential for longer term profound realignment that may occur in such relationships. As a consequence, our relationships with others will very likely evolve in both form and import. Thus, I believe that temporary, issue based, coalitions will provide like-minded nations or organizations with the construct of choice for collective action.

I am also convinced that involvement in a force-on-force confrontation as part of an alliance or coalition remains a possibility. However, it is the more personalized "Canada in the World" type of scenarios that I believe will dominate our thinking and posture in the near and medium term. **Les idéologies, les loyautés, la concurrence liée aux ressources, les possibilités économiques et même la considération et la faveur d'une superpuissance pourraient entraîner une confrontation entre le Canada et des nations, des peuples et des groupes, y compris des acteurs non étatiques comme des terroristes ou des organisations criminelles transnationales qui n'étaient pas au cœur de nos préoccupations dans le passé. La portée mondiale de ces acteurs non étatiques est une réalité, comme l'ont démontré les récentes attaques contre les intérêts occidentaux.**

Conflict itself will become ever more complex and dangerous as demonstrated by the fact that most non-state actors do not follow the law of armed conflict and in fact use this as a weakness to exploit. There will also be more technological complexity. For instance, late in this strategic period I anticipate the appearance at sea of the first Autonomous Intelligent Systems with all the challenges and opportunities such a Revolution in Military Affairs will offer. Rather than eliminating conflict I suggest the precision of sophisticated weapons and the promises of 'effects based operations' may

well lure nations, organizations, or individuals in to 'taking the shot' to settle differences. The danger of miscalculation in these scenarios is very real and the influencing of issues and events through measures taken far separated in space, time and nature is a feature of our globalized world. The cause and effect algorithms are and will become even more complex. This will require agile response to mitigate further unwanted consequence.

Tout cela pour dire que l'avenir sera imprévisible, dynamique et nécessitera une nouvelle capacité de réaction. La nature changeante des amis et des adversaires, les nouveaux problèmes et les nouvelles formes de conflit comptent parmi les principales caractéristiques du contexte de sécurité futur.

I couldn't sum up a Future Security Environment examination, while wearing this uniform, without touching on future activity in, on and under, the world's oceans, the critical constant of world growth. The oceans are the highway or great enabler upon which the global economy will continue to depend. The sea covers 70% of the earth's surface and 70% of the world's population. Somewhere between 66 and 90 % of the world trade, approximately 5.8 billion tons in 2002, moves by sea including 75% of US international trade. Soon, Canada will administer almost as much ocean territory as it does land mass with a growing ocean industrial sector and growing demand for the resources contained in and under this ocean territory. Indeed, world wide, the industrial resource harvesting and exploitation of the ocean's resources will intensify to the point where access, stewardship and ownership of ocean areas will in and off themselves be potential sources of major confrontations.

What does this mean to Canadians? I believe it means a transformed range of missions with many more partners dealing with military threat probably largely far from Canada's shores to security missions generated by ideology, poverty and jealousy both at home and abroad. Our air and maritime approaches have major vulnerabilities in these domains and will become a growing target. It means that Canadians who for the most part in the past put military defence on the mental back burner must now think daily about security and defence issues related to their individual safety and well being.

What we should do about it?

Toute politique étrangère et de défense comportera deux missions distinctes.

First, we must defend and protect our people, our nation and our society. Implicit in this task is the control of our frontiers including our ocean frontiers. We must be able to deal with this threat in order to ensure the safety of Canada's citizens and to also ensure Canada is not a staging area for international violence. This latter aspect will have a significant impact on the stability and harmony of our relationship with the US.

Deuxièmement, nous devons protéger la stabilité de l'ordre mondial afin d'assurer la stabilité des échanges de biens et de services à l'échelle mondiale et la prospérité mondiale. Notre contribution à la défense collective est un moyen clé de faire notre part et de montrer que nous faisons notre part sur la scène mondiale.

Why the Navy is the vanguard force for Canada's future security and defence needs

To implement these two enduring but in the future much broader defence missions, I believe we must embrace the widest base of policy options possible and secure the capabilities to implement them.

Du point de vue politique, les forces maritimes offrent déjà une variété d'options de missions parce qu'elles peuvent agir de manière indépendante sur les océans et peuvent participer à des activités des plus variées, que ces activités soient policières, diplomatiques ou liées à des conflits. Il est important de se rappeler que les forces maritimes ont une liberté de navigation illimitée sur les eaux internationales, ce qui leur donne toute la liberté de se positionner près des zones de conflit sans qu'elles aient besoin d'obtenir l'appui de la nation hôte. Il est aussi vrai que la présence de navires de guerre, qu'ils soient en pleine vue ou non, envoie de puissants messages diplomatiques ou militaires, selon le cas.

It is important to remember that timelines matter in a crisis and a combination of high readiness and mobility mean substantial seaborne capabilities are almost always the first forces to arrive, seen or unseen, at the scene of the disaster, crisis or crime. You will recall that within 30 minutes of the political decision being made our first ship was en route to the Persian Gulf, followed by a complete Task Group 10 days later.

Finally, it is the fundamental flexibility of maritime forces that truly makes them policy unique. They can switch from one mission to another very quickly. We often quip that in a worked up ship 'peace to war takes about six minutes'. In fact, we routinely conduct different missions seamlessly executing constabulary or diplomatic tasks with an inherent military capability always present. C'est ce que nous faisons chaque jour, chez nous et à l'étranger. L'utilisation grandissante de la puissance maritime n'est pas nouvelle, mais elle résulte directement de la complexité croissante de l'ordre mondial et des dangers qui le menace.

The need for the ability to support a complex and comprehensive security policy is well documented in my vision statement LEADMARK which is now being updated to reflect the post 9/11 world, including forward joint operations and our broadening mandate to work both at home and abroad in an inter agency context.

I previously noted the need to get the right capabilities. Such capabilities not only need to be the correct ones but they must be cost effective capabilities that Canada will use which will address a wide spectrum of mission. In short, they must be credible

Canada's naval history is one of continued transformation, relevance and strategic success. Canada's Naval Task Group's are presently leading edge and a world-class system of systems. Their continued evolution is vital to the control of our own ocean real-estate and for the satisfaction of alliance commitments and expectations. This is a case of being masters in our own backyard This is not a blue water delusion – it is what is required to exercise sovereignty over our own ocean domains and

needed to provide Canada with flexible and cost effective options to carry our weight on the world stage on, above, below or from the sea.

The jewel in the crown of our present capability is our level of interoperability and our ability to exercise both tactical and operational level coalition and national command. We are ready and able to expand this feature in the increasingly complex world of counter-terrorism. Second, our ships and personnel operate to NATO standards and procedures essential to meeting our collective defence obligations. Finally, we have achieved a full integration capability with the USN at the Carrier Battle Group level. Collectively this level of interoperability particularly in the area of command and control have allowed the Canadian Navy to assume leadership roles in the international forum including of course the most recent experience in Operation APOLLO. It is also true that our skill and capability often make us the bridge between other nations and the US.

Likewise, patrol and surface warfare skills including boarding capabilities as well as the engagement of sea-based or shore targets is as critical in the enforcement of domestic policies as they are on international operations with our allies world wide. Neither does the future hold a 'silver bullet' solution to underwater warfare challenges. In particular the capabilities to counter the evolved submarine threat will continue to demand our considerable attention. Finally, layered, long range near-land and over-land air defence, including sea-based theatre missile defence capability, may well constitute a viable contribution to both domestic defence/security and deployed regional security missions.

Cette évolution comporte trois constantes. La première constante est les gens qui permettront de la réaliser et qui devront être les experts des opérations de ce contexte où sécurité et défense s'entrecroisent.

The second constant in the maritime domain is the need to package capabilities in platforms that can safely and efficiently navigate on and under the world's oceans. Our navy will for the foreseeable future needs ships and submarines. The management of the legacy systems and introduction of new transformational concepts and capabilities is the challenge of maritime planners.

The third constant is that of mass and sustainment. A nation with our maritime responsibilities must be of sufficient personnel and fleet size to meet its commitments.

So far I have spoken of evolution, I would now like to turn to transformation and to introduce some capabilities that bear considerable potential to transform the CF capability set to meet the needs of the future security environment. Firstly, here at home we are proposing in conjunction with our many partners to better coordinate surveillance and action in our maritime approaches and could do so by turning our maritime operations centres in Halifax and Esquimalt into transformed inter-agency, all source data fusion centres – a truly national form of ISTAR. We already have ISTAR concepts embedded in our at sea systems and are planning now to move it to the next level. We are implementing new technologies to provide surveillance at home (HFSWR) and new technologies to provide propulsion, surveillance and kinetic energy at sea. We are moving to new crewing and

training concepts. We are proposing an innovative and advanced support ship concept with new opportunities particularly in the evolution of the Task Group's ability to support forces and activities of all kinds in either our own ocean estate or the most remote corners of the world. It could provide the ability to host command and control facilities and logistic support for the complete spectrum of maritime operations as well as joint operations of a scope we could expect to execute. It could also host, other partners, even non-government organizations, Special Forces assets or manoeuvre from the sea ground elements in a joint and or combined coalition context. The versatility of a system-of-systems of this type could be instrumental in our collective response to future crisis and operations in our own vast ocean estate (including the Arctic).

A Joint Support Ship also holds opportunities for the maturation of our national joint thinking and transformation of future capabilities. In order to reach its full potential we will need to challenge our past linear thinking and work more closely to define a truly Canadian joint context. **Nous déterminerons ainsi une série d'options souples et adaptées qui nous donneront la possibilité de mieux répondre à nos besoins en matière de sécurité et de défense nationales, tout en développant nos capacités durables et nos options stratégiques pour les interventions futures à l'échelle internationale. Celles-ci ne sont que quelques-unes de nos approches évolutives et transformationnelles continues en termes de capacités.**

Finally, and perhaps most important, we must be prepared to look at organizational transformation. The evolution of the world economy and its attendant and enabling domains into a single conflict environment demands change. It requires us to consider our frontiers can extend well beyond our own maritime approaches. Further, the blurring of the threats and missions we have already discussed demands a pan CF and in some cases a Government of Canada engagement. This engagement will need to include command and control, surveillance, data management and interdiction capabilities - in short all the elements of an integrated joint fighting command. I suggest we need both static and mobile operational joint commands

In my view, the time for creating truly integrated, joint operational commands initially dedicated to enhance our domestic defence and security posture has arrived but remembering the need to not break our force generation capability. This will require CF cultural, doctrinal, physical and organizational transformation.

Conclusion

Aujourd'hui, j'ai partagé avec vous ma vision du contexte de sécurité futur et j'ai parlé des possibilités et des dangers qu'il comporte. Je vous ai aussi confié mes espoirs concernant l'élaboration d'une stratégie de défense nationale pertinente et j'ai donné mon point de vue sur les caractéristiques générales qu'une telle politique nécessitera afin de protéger les Canadiens et de maintenir notre place dans le monde. Je vous ai rappelé que les questions maritimes sont au cœur de nos considérations économiques et défensives.

I have asserted that maritime forces offer Canadians a wide range of options across the spectrum of conflict that can provide superb task tailored joint and integrated response packages. I have introduced a number of transformational initiatives, some in terms of capability and some organizational/cultural in nature that, I believe, will provide a relevant selection of options for the protection of Canada and the global system upon which we depend.

**I call on you all to provide your support as we work to ensure the defence of Canada, our relevance to Canadians and our friends; to prevent a Canadian 9/11; and to project Canada onto the world stage.
Thank – you**