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# DUTY LOYALTY DUTY WITH HONOUR

THE PROFESSION OF  
ARMS IN CANADA

2009



# INTEGRITY

Canada 

# COURAGE

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WE ARE CANADA'S  
MILITARY  
PROFESSIONALS

PROUD CANADIANS –  
MEMBERS OF THE CANADIAN FORCES

DUTY<sup>WITH</sup>  
HONOUR

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## PREFACE

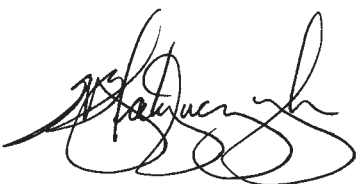
*Duty with Honour: The Profession of Arms in Canada* was first published in 2003 as a cornerstone document within the Canadian Forces professional development system. I am pleased to promulgate this second edition of the manual; an edition that reflects the organizational changes that have occurred in the Canadian Forces (CF) as a result of the initiation of CF Transformation in 2005.

The profession of arms in Canada is an honourable one. There is no doubt however that we, as military professionals, must cope with extreme demands, frequent hardships, and ever-present danger at sea, on land, and in the air. At the same time, we are richly rewarded with a unique sense of accomplishment that rises from honourably meeting the expectations of Canadians and our security partners.

As military professionals, we serve in different environments, wear different ranks, and are developed in a wide variety of different occupations. But, as this manual makes clear, a greater Canadian Forces ethos binds us together and points to our higher loyalty to Canada and the rule of law. Service to Canada is, and always shall be, our primary duty. *Duty with Honour* will help us to perform this duty to the highest standards of military professionalism.

*Duty with Honour* remains a defining document for Canada's profession of arms and must be read and understood by all who wear the uniform.

I am proud to lead Canada's profession of arms. The Canadian Forces will continue to exhibit the highest standards of military professionalism at home and abroad. The Canadian people deserve and expect no less.

A handwritten signature in black ink, appearing to read 'Walter Natynczyk', with a stylized, cursive flourish at the end.

Walter Natynczyk  
General  
*Chief of the Defence Staff*

## FOREWORD

This manual describes the profession of arms in Canada for the benefit of members of the Canadian Forces (CF) and indeed all citizens. It presents the theoretical and philosophical underpinnings of the profession, shows how in practice it serves Canada and Canadian interests, and codifies, for the first time, what it means to be a Canadian military professional.

Such a summary will help members of the CF fully understand their essential contribution to the security and well-being of their fellow citizens. Based on the profession's unique role of providing for the ordered application of lawful military force in accordance with government direction, this contribution must reflect the highest standards of military professionalism.

Chapters One and Two address the profession of arms in theoretical terms and articulate a full statement of the Canadian military ethos. These sections describe the professional attributes of responsibility, expertise, identity and military ethos, in particular the special role of the military ethos as a unifying force or spirit. The remaining parts of *Duty with Honour* explain how the profession of arms is practised on a day-to-day basis and frame the attributes of the profession in a strictly Canadian context. Here, all members of the Canadian Forces—commanders, leaders and followers—can see what their professional duty consists of and how it is to be performed. The manual concludes with principles to guide the stewardship of the profession and presents some probable future challenges.

*Duty with Honour* provides an understanding and vision of the Canadian military professional. Intended to be both inspirational and educational, it therefore establishes the intellectual and doctrinal basis for all personnel and professional development policies in the Canadian Forces. The Canadian Forces Leadership Institute is responsible for the management and updating of this manual, under the auspices of the Canadian Defence Academy.



# CHAPTER 1

## THE MILITARY PROFESSION IN CANADA

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*The fundamental purpose of the Canadian profession of arms is the ordered, lawful application of military force pursuant to governmental direction.*

## SECTION 1 INTRODUCTION

The history of the military profession in Canada is inextricably linked to the history of the nation itself. With roots in the historical fighting traditions of the First Nations and the military traditions of New France and the British colonial militias, the first regular units of what constitutes today's Canadian Forces were formed shortly after Confederation. These units—schools of artillery in Kingston and Quebec—provided the Canadian militia with the initial professional competence needed to secure the new nation against potential threats, including those posed by its far larger and more powerful neighbour, the United States of America.

Although such threats have changed over time, the defence of Canada and its interests remain the primary focus of the Canadian military profession and the volunteer professionals who serve in uniform. Indeed, the fundamental purpose of the Canadian profession of arms is the ordered, lawful application of military force pursuant to governmental direction. This simple fact defines an extraordinary relationship of trust among the people of Canada, the Canadian Forces as an institution and those members of the Forces who have accepted the “unlimited liability”<sup>1</sup> inherent in the profession of arms. At the same time, armed conflict continues to become more complex, characterized by highly nuanced political situations, sophisticated weaponry, revolutionary information technology and unprecedented public scrutiny—all of which combine to increase the demands placed on the military professional.

The requirement for trust between the Canadian Forces and the Canadian people, together with the complex environment of modern armed conflict, makes it imperative that all members of the country's military share a common understanding of the concept of military professionalism and how it applies to Canada and its citizens. Equally important, the success of the Canadian Forces in armed conflicts depends upon its members having a common understanding of the military ethos and embracing both a collective and individual identity as members of the Canadian profession of arms. This chapter addresses that shared understanding by describing the theoretical framework of military professionalism and defining its salient characteristics.

<sup>1</sup> General Sir John Hackett described the concept of unlimited liability in his book *The Profession of Arms* (London: Times Publishing, 1963) when he said, “The essential basis of military life is the ordered application of force under an unlimited liability. It is the unlimited liability which sets the man who embraces this life somewhat apart. He will be (or should be) always a citizen. So long as he serves he will never be a civilian.” See section 2.3 of this manual for a definition of unlimited liability.



## SECTION 2 EVOLUTION OF THE PROFESSION OF ARMS

Throughout history, military forces have been associated with the evolution of the state. In the early modern period — usually dated from the Peace of Westphalia in 1648 — central governments consolidated their monopoly of power and control over their territories, and these forces were centralized and subordinated to sovereign governments. With the emergence of Western liberal democracies, the principle of civil control of the military gained widespread acceptance, meaning essentially that civil authorities set policies and the military executed their missions solely in response to government direction. These militaries, however, did not begin to take on the attributes of a modern profession until the turn of the 19<sup>th</sup> century.

By mid-century, rapid advances in military technology and concepts of centralized command and control caused Western forces to accelerate the process of professionalization. By the time of the U.S. Civil War (1861–64) and the Franco-Prussian War (1870), extensive use of railroads and the telegraph required the development of general staff systems, including the schools — from cadet to senior officer — to support them. This facilitated the management of the specialized knowledge needed for effectiveness at the right place and time.

One important consequence of these developments was the end of hereditary appointments, the purchase of commissions and other time-honoured traditions of officership. With these anachronisms no longer in place, the way was clear for further progress based on merit and higher education. By the end of the 19<sup>th</sup> century, almost every Western army and navy was embracing professionalization.

*By the mid 19<sup>th</sup> century, rapid advances in military technology and concepts of centralized command and control caused Western militaries to accelerate the process of professionalization.*







This new trend of increasing military professionalization was part of a larger movement in Western societies. Such then-emerging professions as medicine and law — two of the earliest disciplines to subject their practitioners to regulation and codes of conduct — demonstrated a growing tendency to regulate and control the practice of specific skills that benefit the community as a whole. In addition, governments introduced the professional licence as a means of maintaining “good standing” with recognized governing bodies.

In fact, professions have developed in the West in response to two imperatives: a societal imperative to ensure their ability to successfully fulfill their special responsibility to the community and a functional imperative to guarantee the necessary high quality and relevance of their systematically acquired body of knowledge. The implications of these imperatives for the profession of arms will be discussed in detail in Section Three.

This manual will adopt the following definition of a profession, which has been synthesized from the scholarly literature:

**A profession is an exclusive group of people who possess and apply a systematically acquired body of knowledge derived from extensive research, education, training and experience. Members of a profession have a special responsibility to fulfill their function competently and objectively for the benefit of society. Professionals are governed by a code of ethics that establishes standards of conduct while defining and regulating their work. This code of ethics is enforced by the members themselves and contains values that are widely accepted as legitimate by society at large.**

Professions are characterized, therefore, by specific attributes: **responsibility** acknowledges a special duty to society; **expertise** describes the body of abstract theoretical knowledge they possess; **identity** reflects the members' unique standing within society; and **vocational ethic** makes explicit the particular values and obligations that form the foundation of the profession, underpinning and binding it together. In the profession of arms, this vocational ethic is subsumed in the broader construct of the **military ethos**. Last, professions practise their expertise within specialized domains accepted as legitimate by society and closely regulated by government.

The classic works of Samuel P. Huntington (*The Soldier and the State*) and Morris Janowitz (*The Professional Soldier*) use this generic model of a profession to describe military professionalism from the perspectives of political science and sociology. General Sir John Hackett's seminal work, *The Profession of Arms*, provides a philosophical and ethical view. These works have informed most Western thinking on the nature of the profession of arms and the concept of military professionalism. They conclude that the essential function of the military profession is the ordered application of military force in defence of the state and its interests.

The collective nature of military action, and the necessity that nation-states exercise a monopoly over the use of force within their boundaries, mean that military professionalism is exercised within the institutional setting of navies, armies, air forces and, with increasing frequency, organizations consisting of two or more of these services, referred to as joint commands, such as the Canadian Expeditionary Force Command (CEFCOM), Canada Command (Canada COM), Canadian Special Operations Forces Command (CANSOFCOM), and Canadian Operational Support Command (CANOSCOM) or the Unified Commands of the U.S. forces.<sup>2</sup> Given the constitutional forms of governance adopted in the West, coupled with the values that most Western societies share, the military profession is expected to adhere to a military ethos reflecting these values and to remain subordinate to the civil authority.<sup>3</sup>

2 As described in the *Strategic Capability Plan*, the word “joint” connotes activities, operations, organizations, etc., in which elements of more than one service of the same nation participate.

3 The scholarly literature upon which this discussion of professions and military professionalism has been based, and which likewise informs the rest of this manual, can be found in the selected bibliography.

*Professions are characterized by specific attributes: responsibility, expertise, identity and vocational ethic. In the profession of arms, this vocational ethic is subsumed under the broader construct of the military ethos.*

*The military profession is expected to adhere to a military ethos reflecting society's values and to remain subordinate to the civil authority.*



Figure 1-1 highlights the critical role of the military ethos in unifying the other professional attributes of the profession of arms. The military ethos reflects how military professionals view themselves (identity), how they fulfill their function (expertise) and how they relate to their government and to society (responsibility). Figure 1-1 also illustrates that the military profession can only operate within the boundaries established for the military institution by the state.



Figure 1-1 Theoretical construct of the Profession of Arms in Canada



Although the profession of arms reflects many of the characteristics of other professions, it is distinguished from them in two respects.

First, it is a collective profession rather than an associational one. In an associational profession, members typically function independently, dealing directly with their clients, as is usually the case with the medical and legal professions. In collective professions, no individual or even a subgroup of individuals can accomplish the ends sought; rather, it is the collective as a whole that acts. A higher degree of organization and specialization is therefore required for collective professions than is normal for associational professions.

In the profession of arms, for example, specialization results in a division of labour that is reflected both in its functional structure (environments, branches, etc.) and in its hierarchical rank structure, which then allows for the assignment of specific responsibilities. Expertise is distributed throughout the military profession as a result of this specialization and must be mobilized, focused and coordinated if it is to be effective. At the same time, all members of the profession share a core identity and a common responsibility that is manifest in the values described by the military ethos.

Second, the profession of arms serves the state. Armed forces in Western democracies are subordinate to the elected civil authority and prohibited from operating outside the boundaries that authority sets. In essence, armed forces are the creation of the state and act as an arm of the elected government. Therefore, the military professional does not practise his or her profession outside the organizational structure of the armed forces.

*The profession of arms is distinguished in two respects. First, it is a collective profession. Second, the military serves only the state.*

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Photographer: Stephen Fenn

## SECTION 3 THE PROFESSION OF ARMS IN CANADA

**B**ased on this professional construct, the profession of arms in Canada can be described as follows:

The profession of arms in Canada is composed of military members dedicated to the defence of Canada and its interests, as directed by the Government of Canada. The profession of arms is distinguished by the concept of service before self, the lawful, ordered application of military force, and the acceptance of the concept of unlimited liability. Its members possess a systematic and specialized body of military knowledge and skills acquired through education, training and experience, and they apply this expertise competently and objectively in the accomplishment of their missions. Members of the Canadian profession of arms share a set of core values and beliefs found in the military ethos that guides them in the performance of their duty and allows a special relationship of trust to be maintained with Canadian society.

Since the military profession can only be practised collectively, and within the bounds set by the state, it is a very inclusive profession. All uniformed personnel fulfilling operational, support or specialist functions are considered military professionals, as they meet the criteria outlined below.



In Canada, an individual becomes a member of the profession of arms by swearing the Oath of Allegiance and adopting the military uniform, thus establishing an essential distinctiveness in Canadian society. Thereafter, members demonstrate their professionalism by:

- embracing the military ethos;
- reaching and maintaining the point at which a member has achieved the requirements for first employment in an occupation and maintaining this qualification;
- pursuing the highest standards of the required expertise; and
- understanding, accepting and fulfilling all the commitments and responsibilities inherent in the profession of arms.

In the Canadian Forces, all non-commissioned members (NCMs), especially senior non-commissioned officers (Sr NCOs), warrant officers (WOs), petty officers and chief petty officers (POs and CPOs), share leadership responsibilities and are required to master complex skills and gain extensive knowledge of the theory of conflict. Therefore, and in accordance with the criteria listed, all regular force members of the CF, regardless of rank, are members of the profession of arms. Although not necessarily on full-time service, primary reserve members are an essential component of the nation's military capability and meet the criteria, and thus are accorded professional status. On active duty, they assume the status and identity of full-time military professionals.

The inclusive nature of the profession of arms in Canada means that the professional relationship between officers and NCMs is one of the most important. Indeed, the very existence of these two corps reflects the extremely complex nature of the profession of arms and the need to organize and structure the profession to accommodate the many demands that it faces. Throughout the profession, responsibility and expertise are distributed between officers and NCMs in such a manner as to clearly define each and make the most effective contribution to accomplishing the mission.

***All regular force and primary reserve members of the Canadian Forces, of all ranks, are members of the profession of arms.***

***Throughout the profession, responsibility and expertise are distributed between officers and NCMs in such a manner as to clearly define each and make the most effective contribution to accomplishing the mission.***



The military profession in Canada also includes individuals, such as doctors or lawyers, who are members of other professions. They wear the uniform and accept the duties and responsibilities of membership in the profession of arms, and their specialized expertise is a great asset to the overall collective strength of the profession of arms. At the same time, they must also adhere to the codes and ethics of their primary profession. This duality creates the potential for a conflict of interest between doctor/patient confidentiality and the operational readiness of the unit, for example. Resolving these potential conflicts between competing professional requirements is one of the key functions of the officers who lead these specialist branches. (See Section Three for a more detailed treatment of dual professional status.)

### **Institutional Boundaries**

In Canada, the profession of arms is embedded in the institution of the Canadian Forces and strongly influenced by history, political arrangements, constitutional constraints and international agreements. Military professionals operate within this institution in both the regular force and the primary reserve. In principle, the CF operates as an institutional entity separate from the Department of National Defence, in a relationship described in the *National Defence Act* (NDA), so they must work effectively with public servants as an integral part of a single defence team.

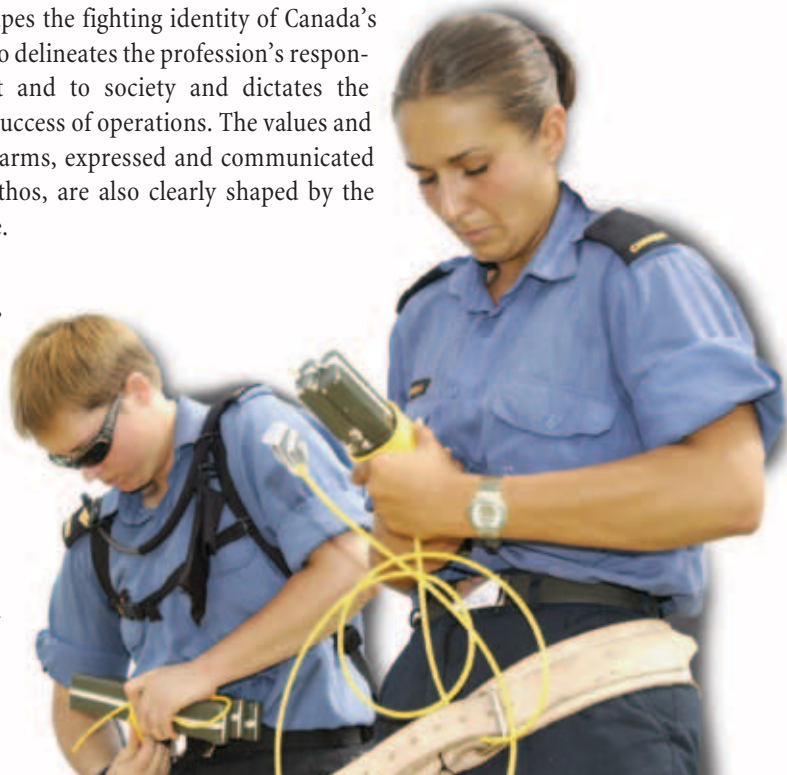


The *Constitution Act* of 1867 provides for establishing armed forces at the federal level. Their command, control and administration are set out in the NDA, and the Government of Canada determines their mandate, mission and roles in the defence of Canada through legislation and Cabinet direction.<sup>4</sup> Within the boundaries set by this assignment, the military professional must be able to conduct operations across the whole spectrum of national security—a fact that clearly requires military professionals to be constantly prepared to perform any lawful duty, including the application of disciplined lethal force, in the service of the nation.

The mandate, missions and roles of the Canadian Forces include support to other government departments and the provinces and territories. The Government of Canada regularly directs the CF to participate in a number of tasks in support of the wider government mandate, for example, in fisheries patrols and internal security. In today's complex, non-linear security environment, fully integrated operations, referred to as "Whole of Government" or "Comprehensive" operations, are the norm. This involves close collaboration with a number of other civilian security partners from the strategic through the operational to even the tactical level.

Conducting military operations remains the CF's overriding purpose, however, and this shapes the fighting identity of Canada's military professionals. It also delineates the profession's responsibility to the government and to society and dictates the expertise necessary for the success of operations. The values and beliefs of the profession of arms, expressed and communicated by the Canadian military ethos, are also clearly shaped by the CF's unique and special role.

4 In much of the scholarly literature, the missions and roles assigned by government are often referred to as the "jurisdiction" in which the profession of arms is practised. For example, sociologist James Burk describes it thus: "It is true that professional standing requires control over a domain of social life — a jurisdiction — within which members of the profession try to solve problems by applying the special knowledge at their command." (James Burk, "Expertise, Jurisdiction and Legitimacy of the Military Profession" [paper delivered at West Point, June 2001], 8)



*The core responsibility of the Canadian Forces is the defence of Canada and Canadian interests, and the country's military professionals are collectively accountable to the Government and the people of Canada for the successful execution of this primary duty.*

## SECTION 4 THE ATTRIBUTES OF THE PROFESSION OF ARMS IN CANADA

What follows describes the four attributes of the profession of arms — responsibility, expertise, identity and the military ethos — and their interrelationships in the Canadian context.

### Responsibility

The core responsibility of the Canadian Forces is the defence of Canada and Canadian interests, and the country's military professionals are collectively accountable to the government and the people of Canada for the successful execution of this primary duty. Central to this responsibility is the need for each individual to be held accountable for his or her performance, always acting in compliance with the law and maintaining the highest standards with respect to all the professional attributes. Since the community is compelled to ensure its security by providing its military with increasingly powerful weapons and other technologies, it is a professional responsibility to ensure that the highest standard of discipline, especially self-discipline, is maintained.

Members of the profession must ensure the care and well-being of subordinates. All leaders must understand, both professionally and personally, that this vital responsibility is the basis for fostering and maintaining an effective and cohesive force with high morale. This requires personal dedication to the ideals of the military ethos, the professional development of subordinates, the careful stewardship of resources, and administrative competency and accountability. All military professionals have the broader responsibility of maintaining the integrity and reputation of the military profession, ensuring that the Canadian values described in Section 3 of Chapter Two and the Canadian military ethos shape the conduct of operations and individual actions.



Beyond this responsibility for cohesion and high morale that every member of the Canadian Forces shares, each has additional responsibilities that derive from his or her specific appointment within the organization. These range from responsibility for the maintenance and operation of an individual piece of equipment to providing advice to the government on the commitment of forces. Therefore, every member has clear responsibility and accountability for the performance of his or her duties within the Canadian Forces chain of command.

In this regard, a fundamental division of responsibility in the Canadian profession of arms occurs between officers and NCMs. Today, the differences between the Officer and NCM Corps can be described in terms of competencies, authority and responsibility.<sup>5</sup> Through their commission, officers are given particular authority and responsibility for decisions on the use of force. These decisions, from the tactical through to the strategic level, set the context within which NCMs carry out operations.

The officer's commission also signifies the right and privilege to command. Consequently, beyond the responsibility to effectively lead troops into danger, officers are empowered to command subordinates into harm's way. In all situations, the officer in a command appointment is responsible for creating the conditions for a mission's success, including a clear statement of the commander's intent, and thereafter for leading all subordinates to achieve the objective.

The officer's scope of responsibility is now broader than that of master seaman/master corporal and above and typically gets larger as he or she rises in rank. Overseeing the regulatory functions that operate throughout the profession is a major responsibility of the Officer Corps. To meet these responsibilities, officers must acquire the skill of delegating tasks and authorities so that NCMs can accomplish the mission without being micromanaged. Only by drawing extensively on the particular expertise of the NCM Corps can officers lead the force effectively and efficiently.

*Through their commission, officers are given particular authority and responsibility for decisions on the use of force. These decisions set the context within which NCMs carry out operations.*



5 Pigeau and McCann describe these dimensions in their discussion of their role in the balanced command envelope. See Dr. Ross Pigeau and Carol McCann, "Re-conceptualizing Command and Control," *Canadian Military Journal* 3, 1 (Spring 2002)

On the other hand, the Queen’s Regulations and Orders assign NCMs specific responsibilities to “promote the welfare, efficiency and good discipline of all who are subordinate to the member” and the authority to execute these responsibilities. In effect, they have been delegated the day-to-day responsibility for ensuring that subordinates are individually and collectively trained, prepared and capable of accomplishing all missions assigned to them. This includes acting as a close advisor to superior officers and commanders on all matters pertaining to these three broad responsibilities. In the case of inexperienced junior officers, this role of advisor takes on more of the role of a coach. Furthermore, chief petty officers 1<sup>st</sup> class and chief warrant officers are assigned by Warrant special responsibilities in the NCM Corps for the good order and discipline of all subordinates. In addition, they are the “custodians of the Corps’ overall well-being under the stewardship of the General/Flag Officer Corps.”<sup>6</sup> Increasingly, petty officers 1<sup>st</sup> class/warrant officers and above are employed in staff positions once reserved for officers at the operational and strategic levels. Their professional development system has been realigned to ensure that they are properly prepared for these roles.

There is a strong interaction between responsibility and the other three attributes of military professionalism. The military ethos, for example, must clearly and emphatically express the duty of members to accept and meet all professional responsibilities. These responsibilities in turn help to define military identity by establishing professional roles and relationships. The attribute of responsibility directly affects military expertise through the body of relevant knowledge necessary for effective collective and individual action. Members then have a duty to acquire this knowledge and keep it current.

In sum, the legitimacy of the profession of arms in Canada essentially depends on members fulfilling their professional responsibilities in accord with Canadian values, Canadian and international laws, and the Canadian military ethos.



6 *The Canadian Forces Non-Commissioned Member in the 21st Century* (Ottawa: NCM Corps, 2020), 11

## Expertise

The expertise required by the military professional is determined by the direction, operation and control of a human organization whose primary function is the application of military force. Such an organization is supported by a sophisticated body of theoretical and practical knowledge and skills that differ from those in any other profession.

The foundation for this expertise resides in a deep and comprehensive understanding of the theory and practice of armed conflict — a theory that incorporates the history of armed conflict and the concepts and doctrine underpinning the levels inherent in the structure of conflict, ranging from the tactical and operational to the military strategic and political-military (policy) levels. Increasingly, the military professional, especially when advancing in rank, must master the domain of joint, combined and inter-agency operations and, in the highest ranks, have an expert understanding of national security issues. An understanding of how the law, both national and international, regulates armed conflict is also very important. As described in Canadian Forces leadership doctrine, this theory-based, unique body of knowledge is defined as the General System of War and Conflict.

The ordered application of military force requires not only specific knowledge and skills spanning all the combat functions of a professional military organization, but also and perhaps more especially a highly developed capacity for judging its use. Such judgement guides what force is used — and where and when, as directed by policy — and how force is employed, always in agreement with legal principles and other values of the military ethos. Providing professional advice to civilian authorities, and ensuring that it integrates the military capability with the other components of the national security apparatus, depends on this capacity for judgement as well. Clearly, members at all levels must exercise professional judgement to ensure mission success while providing for the well-being and safety of subordinates as much as possible. Finally, critical judgement is essential in allocating the means for the application of force according to the principles of discrimination, proportionality and military necessity.

*The ordered application of military force requires not only specific knowledge and skills spanning all the combat functions of a professional military organization, but more especially a highly developed capacity for judging its use.*



*The very nature of highly dispersed modern operations has also broadened and deepened the expertise required at junior levels.*

Developing judgement requires not only the acquisition of knowledge, but also a great deal of practical experience in its application. In the Canadian Forces, this is the main objective of the professional development system, which is built on four pillars: education, training, self-development and experience. This system is the primary method by which all members, regardless of rank, develop their expertise as military professionals.

As military operations have become more complex in recent years, the body of professional knowledge that must be imparted through professional development has expanded beyond traditional areas of study (e.g., history and international affairs) to include many other disciplines not previously regarded as relevant to military operations. Tactical competencies and individual and collective warfighting skills remain the bedrock of military expertise but are not enough in themselves to define that expertise. Military professionals today require the abilities not only of the soldier-warrior, but also of the soldier-diplomat and the soldier-scholar.

Traditionally, the degree of expertise was usually equated with rank and command authority. Modern conflict has increasingly devolved the authority and ability to apply escalating lethal force to more junior levels of leadership. The very nature of highly dispersed modern operations has also broadened and deepened the expertise required at junior levels. For example, the expertise, competencies and skills demanded of an infantry section commander employed in a modern peace support operation are far beyond the elemental skills needed in the highly controlled battles of the past. Similarly, in Her Majesty's Canadian ships, petty officers 1<sup>st</sup> class now perform the duties of weapons directors, a job formerly held only by officers. The demands of modern conflict challenge military professionals of all ranks to acquire increasing levels of expertise in order to meet the requirements of the future battlespace.





Broadly speaking, the breadth and scope of the expertise possessed by the Officer Corps extends from the tactical level through the operational and strategic level to the political-military level, depending on both appointment and rank. The NCMs' knowledge and skill have been oriented primarily to the tactical level. But the levels of conflict often overlap in today's world, and NCMs, especially leading seamen/corporals and above, are increasingly required to be knowledgeable about every level to one degree or another, again usually depending on rank.

In addition, the distribution of technical knowledge tends to be more heavily weighted in the NCM Corps, while officers possess knowledge of a more general nature. Therefore, the officer's expertise is used to marshal forces and direct their employment, whereas NCMs accomplish the task or mission through the direct application of their particular expertise. Increasingly, however, NCMs are employed at the operational and strategic levels.

Given the impact of technology and the complexity of modern conflict, the capacity for critical and creative thinking and sound judgement is increasingly required in both corps. This means further delegation to lower levels in the rank structure, though such delegation, together with the authority to make it effective, does not relieve the officer of the responsibility for directing successful operations.

Officers, master seamen/master corporals and above are all expected to possess expertise in leading people and leading the institution. Leading people involves a great deal of personal contact and is generally task-oriented. Leading the institution involves organizational and strategic leadership and is focused on long-term results in objectives or organizational culture. The Officer and NCM Corps practise both kinds of leadership, but the distribution of time and effort on them varies with rank and appointment. At the strategic level, more time is spent on leading the institution, while at lower levels, more time is spent on leading people. CF leadership doctrine is described and explained in two manuals: *Leadership in the Canadian Forces: Leading People*; and *Leadership in the Canadian Forces: Leading the Institution*.

For the most part, expertise is determined by the roles and tasks that militaries are assigned by the government and is shaped by the explicit and implicit responsibilities of military professionalism. Such expertise in turn plays an important role in shaping the identity of its members, units, branches and environments, respectively.

*Given both the impact of technology and the complexity of modern conflict, the capacity for creative thinking and sound judgement is increasingly required in both the officer and NCM corps.*

## Identity

Canadian Forces personnel derive a collective unity and identity from the unique function they perform. In the Canadian case, the core of this function revolves around three concepts with which all members identify: voluntary military service; unlimited liability; and service before self.

Canadian military personnel are aware as well that they are an integral part of an important national institution. This entails an acceptance of the basic bilingual nature of the country, which is enshrined in law, an acknowledgement of how Aboriginal history has shaped our nation, an understanding of Canadian multiculturalism, and an appreciation of Canadian values.

Environmental identities are further formed within the context of a unified and integrated force that socializes new members in the Forces' training and education establishments, and uses a common set of badges and symbols of rank to designate NCMs and officers.

A wide range of customs and traditions associated with membership in the Canadian Forces, including branch and environmental affiliations, form the distinguishing characteristics that bond its members together. These customs and traditions produce special social structures that contribute to a sense of organic unity and military identity. This is further reinforced by the Canadian military ethos that provides members with a common understanding of the values that guide individual and collective action.

Military identity is shaped by two other attributes of the military profession: responsibility and expertise. As members' understanding of their professional responsibilities changes and evolves, so too will their identity. For example, during the Cold War, the focus was largely on conventional war in Europe, and other military activities were seen as subsidiary. As the peace support operations of the 1990s became more dangerous, complex and central to international security and stability, members' views began to change. Missions such as Afghanistan have reinforced the inescapable fact that the core role of the Canadian military professional is the ability to engage in combat and prevail. With full



acceptance of these new roles, expertise has expanded to meet the operational imperative. Consequently, members inherited new sets of responsibilities in respect to rules of engagement, international law, and humanitarian activity, which in turn expanded the concept of military identity far beyond the simplistic understanding that had prevailed for decades.

Given the current distribution of responsibilities and expertise between officers and NCMs, each corps has a distinct identity. These respective identities are reflected in the insignias of rank that visibly denote responsibility, authority and specialized expertise, and in such traditions as separate messing and marks of respect. Commissioned officers identify themselves as potential commanders and leaders, both direct and institutional. NCMs identify themselves as those responsible for the effective and efficient accomplishment of all tasks, always with an eye on the immediate welfare of individual subordinates. They know that their leadership and discipline of physically fit subordinates are absolutely essential to the professional effectiveness of the force as a whole, as well as the accomplishment of missions.

## **Military Ethos**

The military ethos embodies the spirit that binds the profession together. It clarifies how members view their responsibilities, apply their expertise and express their unique military identity. It identifies and explains military values and defines the subordination of the armed forces to civilian control and the rule of law.

The military ethos also accommodates the separate identities of the Officer and NCM Corps, but acts as a unifying force by insisting that the officer/NCM relationship represents a strong, integrated team based on a common understanding of the primacy of operations and the shared beliefs, expectations and core values of military service. Both corps are dedicated to the national values of the country they are sworn to defend.

*Canadian Forces personnel share a sense of collective unity and identity derived from the unique function they perform.*

*The military ethos acts as a unifying force by insisting that the officer–NCM relationship represents a strong, integrated team.*



*The military professional must meet the highest standards of professionalism and have a full understanding of the obligations inherent in military service.*

Ultimately, it is the ethos, which incorporates fundamental Canadian values, that distinguishes a member of the Canadian profession of arms from ill-disciplined irregulars, mercenaries or members of another armed force that lacks defining values.

Legitimacy in the eyes of the government and Canadian society is largely contingent on the application of the military ethos and the structure it gives the other attributes of the military profession, but this affords the profession considerable scope for self-regulation to ensure professional effectiveness. Beyond directly supporting the profession's ability to meet its core responsibilities, the military ethos serves to shape and guide conduct, especially in the face of ethical dilemmas. A full and detailed articulation of the military ethos is the subject of Chapter Two.





## SECTION 5 CONCLUSION

The complete definition of the profession of arms in Canada provides all members of the Canadian Forces with a common understanding of what it means to be a military professional. Understanding the nature of military professionalism, its relation to the military ethos, and the vital institutional role of the CF is crucial to combat effectiveness and to meeting Canadians' expectations that their military professionals will defend the nation with honour. This entails meeting the highest standards of professionalism and having a full understanding of the obligations inherent in military service.



# CHAPTER

# 2

## STATEMENT OF THE CANADIAN MILITARY ETHOS

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# SECTION 1 THE MILITARY ETHOS AND ITS FUNCTION IN THE PROFESSION OF ARMS

*Ethos is the heart of the military profession and operational effectiveness.*

— MINISTER'S MONITORING COMMITTEE ON CHANGE IN THE DEPARTMENT OF NATIONAL DEFENCE AND THE CANADIAN FORCES, *FINAL REPORT*

The military ethos comprises values, beliefs and expectations that reflect core Canadian values, the imperatives of military professionalism, and the requirements of operations. It acts as the centre of gravity for the military profession and establishes an ethical framework for the professional conduct of military operations. In establishing desired norms of behaviour, the military ethos acts as an active and unifying spirit that brings all members of the Canadian Forces together from their different environments and branches. At the same time, the ethos permits environmental distinctiveness and allows for cultural adaptation. In fact, all three environments often manifest certain elements of the ethos in different ways, for example, the influence of history, heritage and tradition or how team spirit is promoted and manifested. These unique-to-environment expressions of ethos derive from and reflect the distinct military functions associated with sea, land and air operations.

*The military ethos is the foundation upon which the legitimacy, effectiveness and honour of the Canadian Forces depend.*

More specifically, the ethos is intended to:

- establish the trust that must exist between the Canadian Forces and Canadian society;
- guide the development of military leaders who must exemplify the military ethos in their everyday actions;
- create and shape the desired military culture of the Canadian Forces;
- establish the basis for personnel policy and doctrine;
- enable professional self-regulation within the Canadian Forces; and
- assist in identifying and resolving ethical challenges.

The military ethos, therefore, is the foundation upon which the legitimacy, effectiveness and honour of the Canadian Forces depend. Senior officers and chief petty officers 1<sup>st</sup> class/chief warrant officers have special responsibilities as they are co-stewards of the profession as described in *Leadership in the Canadian Forces: Leading the Institution*. The uniquely Canadian military ethos is made up of three fundamental components: beliefs and expectations about military service; Canadian values; and Canadian military values.



## SECTION 2 FUNDAMENTAL BELIEFS AND EXPECTATIONS

The military ethos speaks to and affirms certain beliefs and expectations about military service that serve to develop the military members' professional self-portrait. Principal among these are the concepts of unlimited liability, fighting spirit, discipline, teamwork, and physical fitness.

### Accepting Unlimited Liability

Unlimited liability is a concept derived strictly from a professional understanding of the military function. As such, all members accept and understand that they are subject to being lawfully ordered into harm's way under conditions that could lead to the loss of their lives. It is this concept that underpins the professional precept of mission, own troops and self, in that order, and without which the military professional's commitment to mission accomplishment would be fatally undermined. It also modifies the notion of service before self, extending its meaning beyond merely enduring inconvenience or great hardship. It is an attitude associated with the military professional's philosophy of service. The concept of unlimited liability is integral to the military ethos and lies at the heart of the military professional's understanding of duty.

### Fighting Spirit

Fighting spirit requires that members of the Canadian Forces be focused on and committed to the primacy of operations. They therefore strive for high levels of operational effectiveness and readiness, and are willing to engage in or support combat operations. It imparts to individuals the moral, physical and intellectual qualities necessary to operate in conditions of extreme danger, to endure hardship and to approach their assigned missions with confidence, tenacity and the will to succeed. Fighting spirit is especially important to act decisively — including the use of lawful, lethal force against an adversary — during combat operations.

*Members accept and understand that they are subject to being lawfully ordered into harm's way under conditions that could lead to the loss of their lives.*



*Fighting spirit imparts to individuals the moral, physical and intellectual qualities necessary to operate in conditions of extreme danger, to endure hardship and to approach their assigned missions with confidence, tenacity and the will to succeed.*

*Discipline among professionals is fundamentally self-discipline.*

*Teamwork is needed to leverage knowledge while permitting military members and organizations to prevail in the most complex and dangerous situations.*

This spirit is not restricted to those directly engaged in operations. Indeed, as a state of mind, fighting spirit applies to all occupations in the Canadian Forces. Out of fighting spirit is born a strong bond as comrades-in-arms that instils cohesion and esprit de corps in ships' companies, army units and air force squadrons, as well as in headquarters and staffs. Inculcating this spirit in all military members is a key responsibility of Canadian Forces leaders at every level.

## **Discipline**

Discipline plays a major role in maintaining a high standard of military professionalism. Discipline helps build the cohesion that enables individuals and units to achieve objectives that could not be attained by military skills alone and allows compliance with the interests and goals of the military institution while instilling shared values and common standards. Discipline among professionals is fundamentally self-discipline that facilitates immediate and willing obedience to lawful orders and directives while strengthening individuals to cope with the demands and stresses of operations. It instils self-assurance and resiliency in the face of adversity and builds self-control. A high standard of military discipline is generated from an understanding of the demands of combat, a knowledge of comrades and trust in leaders.

## Teamwork

The military ethos places a high value on teamwork. Teamwork builds cohesion, while individual talent and the skills of team members enhance versatility and flexibility in the execution of tasks. In the conflict environment of the 21<sup>st</sup> century, the Canadian Forces' ability to operate in a joint, combined and integrated inter-agency context will depend on the efficient integration and synthesis of the skill sets of all of its members. Teamwork must also involve non-military organizations and individuals, not only within the Department of National Defence, but also and increasingly among non-governmental organizations (NGOs), private industry and academia. This kind of teamwork is needed to leverage knowledge while permitting military members and organizations to prevail in the most complex and dangerous situations.

## Physical Fitness

Physical fitness contributes directly to the overall health and welfare of subordinates. All training benefits from fitness, and some of the most important and difficult training cannot be done without it. Operations in any environment (sea, land or air) demand the highest levels of fitness. Failure to accomplish any task or the mission itself due to followers being unfit is inexcusable. Leaders lead by example, thus they achieve and maintain the highest standards of physical fitness at all times.



## SECTION 3 CANADIAN VALUES

The values held by Canadians play a fundamental role in determining the ways and means by which the military function is exercised. Indeed, the legitimacy of the profession of arms requires that it embody the same values and beliefs as the society it defends. Because the profession is not an entity unto itself and military members come from and return to civilian life, the values of the profession must be in harmony with the values of its parent community, limited only by the functional requirements of the military.

As a people, Canadians recognize a number of fundamental values that the nation aspires to reflect. We believe that such values can be woven into the fabric of our society and expect our leaders to preserve them throughout the governance system. Canadian values are expressed first and foremost in founding legislation such as the *Constitution Act* of 1982 and the *Canadian Charter of Rights and Freedoms* (the Charter) contained therein, and key values that affect all Canadians are anchored in a number of pieces of foundational legislation and articulated in their preambles.



Understanding this legal-political framework permits Canadians to express such values as the democratic ideal, the concept of peace, order and good government, the rule of law, and the strength to be drawn from diversity. These overarching ideals have resulted in the enumeration of a number of other basic rights and freedoms in the Charter. These ideas have in turn powerfully influenced the Department of National Defence's ethics program, resulting in the three principles of the *Statement of Defence Ethics*, which requires members of the Department to respect the dignity of all persons, to serve Canada before self, and to obey and support lawful authority.

Canadian values have also shaped Canada's role on the international stage. For example, Canada's lead role in peacekeeping is founded on the principles of diplomacy articulated by Prime Minister Lester Pearson, and current policy and missions are informed by the concepts of human security, international stability and viable international relations.

Incorporated in the military ethos, Canadian values mandate members of the Canadian profession of arms to perform their tasks with humanity. Members of the Canadian Forces understand the inherent violence of armed conflict, characterized at an extreme by death and destruction. While they must act resolutely, and sometimes with lethal force, the concept of humanity forbids any notion of a *carte blanche* or unbounded behaviour. Further, it demands consideration for prisoners, non-combatants and items of cultural worth. Performing with humanity contributes to the honour earned by Canadian Forces members and helps make Canadians at home proud and supportive of their armed forces.

*The legitimacy of the profession of arms requires that it embodies the same values and beliefs as the society it defends, limited only by the functional requirements of the military.*





*Canadian military values are essential for conducting the full range of military operations, up to and including warfighting.*

*Overall, duty motivates personnel both individually and collectively to strive for the highest standards of performance.*

## SECTION 4 CANADIAN MILITARY VALUES

Canadian military values—which are essential for conducting the full range of military operations, up to and including warfighting—come from what history and experience teach about the importance of moral factors in operations, especially the personal qualities that military professionals must possess to prevail. But military values must always be in harmony and never in conflict with Canadian values.

These military values are understood and expressed within the Canadian military ethos as follows.

- **Duty:** First and foremost, duty entails service to Canada and compliance with the law. It obliges members to adhere to the law of armed conflict while displaying dedication, initiative and discipline in the execution of tasks. Duty further demands that Canadian Forces members accept the principle of the primacy of operations and that military leaders act in accordance with the professional precept of “Mission, own troops, self,” as mentioned previously.

Performing one’s duty embraces the full scope of military professional excellence. It calls for individuals to train hard, pursue professional self-development, and carry out their tasks in a manner that reflects pride in themselves, their unit and their profession. Overall, this concept of duty motivates personnel both individually and collectively to strive for the highest standards of performance while providing them with purpose and direction throughout the course of their service.

- **Loyalty:** Loyalty is closely related to duty and entails personal allegiance to Canada and faithfulness to comrades across the chain of command. For loyalty to endure, it must be reciprocal and based on mutual trust. It requires that all Canadian Forces members support the intentions of superiors and readily obey lawful orders and directions. However, it also imposes special obligations on all leaders and commanders.

Leaders must ensure their subordinates are treated fairly, and prepare and train them spiritually, mentally and physically for whatever tasks they are assigned. Subordinates must be given opportunities for professional development and career advancement. Downward loyalty further demands that Canadian Forces members be properly cared for, that their desires and concerns be heard, and that their personal needs be tended to, both during the time of their service and after it. This is especially so if they have been wounded or injured in the course of their duties. And this concept of loyalty extends to the immediate families of Canadian Forces members, who are entitled to official recognition and consideration for the important contribution they make to the morale and dedication of loved ones in uniform.

- **Integrity:** To have integrity is to have unconditional and steadfast commitment to a principled approach to meeting your obligations while being responsible and accountable for your actions. Accordingly, being a person of integrity calls for honesty, the avoidance of deception and adherence to high ethical standards.

Integrity insists that your actions be consistent with established codes of conduct and institutional values. It specifically requires transparency in actions, speaking and acting with honesty and candour, the pursuit of truth regardless of personal consequences, and a dedication to fairness and justice. Integrity must especially be manifested in leaders and commanders because of the powerful effect of their personal example on peers and subordinates.

- **Courage:** Courage is a distinctly personal quality that allows a person to disregard the cost of an action in terms of physical difficulty, risk, advancement or popularity. Courage entails willpower and the resolve not to quit. It enables making the right choice among difficult alternatives. Frequently, it is a renunciation of fear that must be made not once but many times. Hence, courage is both physical and moral. Both types of courage are required because of their essential complementarity and to meet the serious demands the profession of arms makes on individuals. Courage requires constant nurturing and is not suddenly developed during operations. Ultimately, “Courageous actions are dictated by conscience, of which war is the final test”.<sup>7</sup>

*Loyalty must be reciprocal and based on mutual trust.*

*To have integrity is to have unconditional and steadfast commitment to a principled approach to meeting your obligations while being responsible and accountable for your actions.*

*Courage requires constant nurturing and is not suddenly developed during operations.*

7 Lord Moran, *The Anatomy of Courage*, 1<sup>st</sup> ed. (Gateshead, UK: Northumberland Press, 1945), 159.

*Honour is earned when CF members uphold the values and beliefs of the Canadian military ethos.*

## SECTION 5 THE MILITARY ETHOS AND THE WARRIOR'S HONOUR

*A warrior's honour is a slender hope, but it may be all there is to separate war from savagery. And a corollary hope is that men can be trained to fight with honour. Armies train people to kill, but they also teach restraint and discipline.*

— MICHAEL IGNATIEFF, *THE WARRIOR'S HONOUR*

### **Honour and the Military Ethos**

The values, beliefs and expectations reflected in the Canadian military ethos are essential to military effectiveness, but they also serve a more profound purpose. They constitute a style and manner of conducting military operations that earn for soldiers, sailors and air force members that highly regarded military quality — honour.

Honour itself flows from practising the military ethos. It comes from being loyal to your unit and faithful to comrades in fulfilling your duties. It comes with adhering fully to the law of armed conflict, especially in the humane treatment of prisoners of war. Honour insists that all non-combatants be protected and accorded the dignity and other considerations their situation may entitle them to.<sup>8</sup> In total, honour is earned by the men and women of the Canadian Forces when they uphold the values and beliefs of the Canadian military ethos.

<sup>8</sup> The special status and considerations to be given non-combatants are set out in all four of the Geneva Conventions, as well as in B-GG-005-027/AF-022, *Code of Conduct for Canadian Forces Personnel* (Office of the Judge Advocate General, 20 October 1999), 2-6, 2-9.

## SECTION 6 CONCLUSION

The Canadian military ethos is neither static nor fixed but maintained and sustained by the accumulated actions of individuals and groups, shaping it over time and ensuring that it remains relevant. The commitment of leaders, professional development, focused policies, supportive environmental subcultures, and honouring the past all strengthen and sustain the profession of arms in Canada. Each must speak to the military ethos.

Figure 2-1 depicts the components of the ethos and illustrates how it shapes military professionalism to achieve the desired end of performing duty with honour.

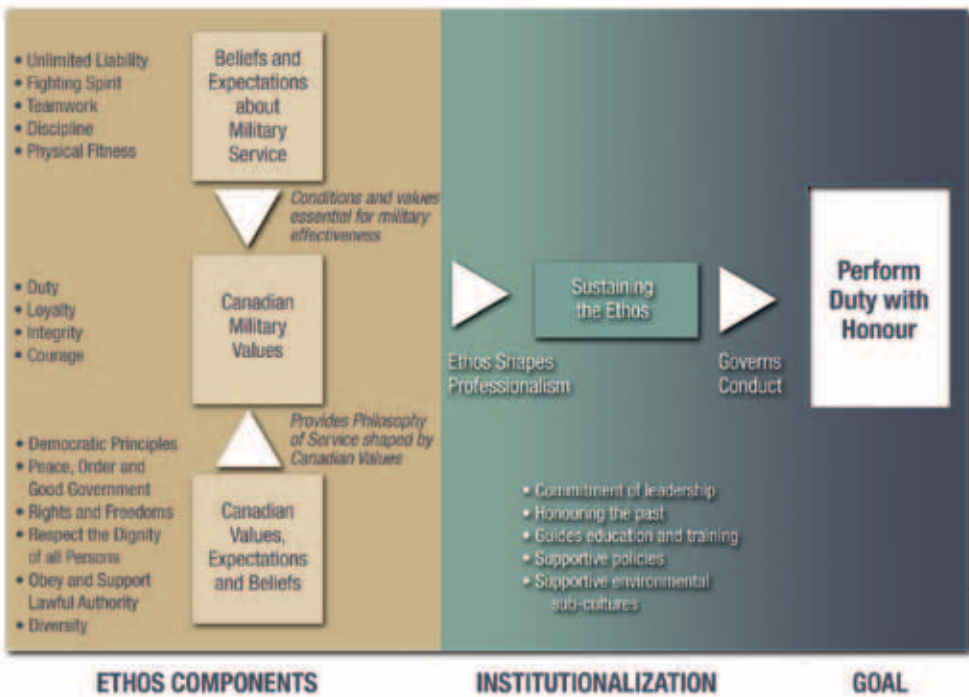


Figure 2-1 The Military Ethos

*The Canadian military ethos is a living spirit — one that finds full expression through the conduct of members of the profession of arms.*

## **The Heart of Canadian Military Professionalism**

The Canadian military ethos is not just a statement of values or a checklist of idealized beliefs to be written and hung on a wall. It is a living spirit — one that finds full expression through the conduct of members of the profession of arms.

This ethos holds that armed forces are not inanimate things to be continually reconstructed and remodelled. Rather, professional armed forces pre-eminently rely on the human dimension for success.

Functioning on this basis, the ethos defines and establishes the desired institutional culture of the Canadian Forces. Reflecting national values and beliefs leads to a unique Canadian style of military operations— one in which CF members perform their mission and tasks to the highest professional standards, meeting the expectations of Canadians at large. The result is a Canadian Forces that performs its duty with a warrior's honour.



*Victoria  
Cross*



*Cross of  
Valour*



*Star of  
Military  
Valour*



*Star of  
Courage*



*Medal of  
Military  
Valour*



*Medal of  
Bravery*





# CHAPTER 3

## THE ORGANIZATION AND FUNCTIONING OF THE PROFESSION OF ARMS IN CANADA

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## SECTION 1 INTRODUCTION

Chapter One explained military professionalism as a theoretical construct made up of four attributes—responsibility, expertise, identity and military ethos—operating within the boundaries assigned by the government. The special role of the military ethos was described as an idealized binding force or spirit. Chapter Two described that ethos in light of its three components: beliefs and expectations about military service; Canadian values; and core Canadian military values. This chapter will flesh out how military professionalism is understood and practised in Canada.

Section 2 describes the nature of the country’s civil-military relations, which are conditioned by the functional imperative to achieve the highest level of professional effectiveness and the societal imperative to remain responsive to the community the profession is sworn to protect. Section 3 then discusses each of the four major attributes in terms of how these imperatives affect them. Section 4 concludes with some thoughts on sustaining the profession in Canada.





## SECTION 2 THE MILITARY PROFESSION IN CANADA

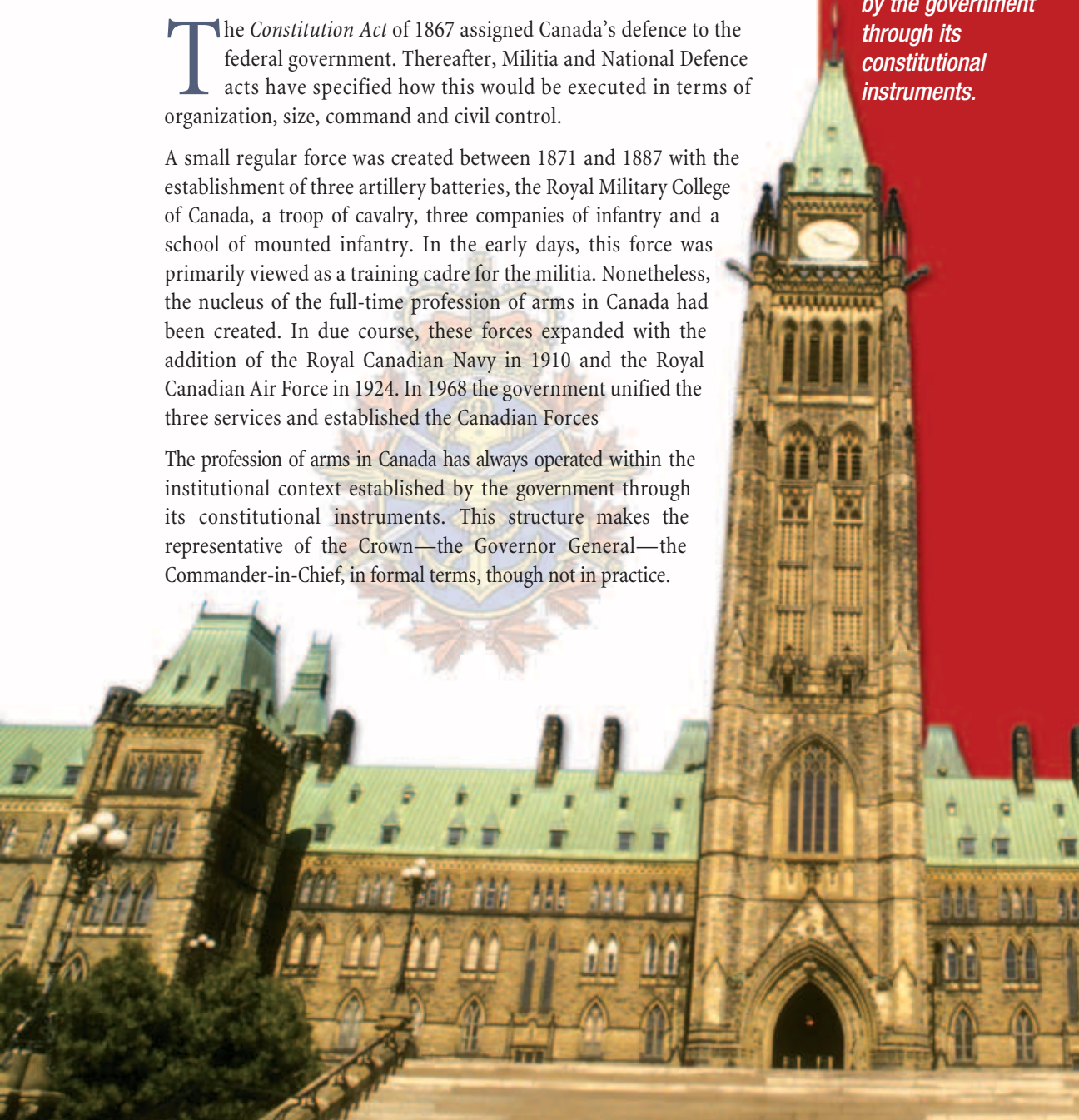
### Civil-Military Relations

The *Constitution Act* of 1867 assigned Canada's defence to the federal government. Thereafter, Militia and National Defence acts have specified how this would be executed in terms of organization, size, command and civil control.

A small regular force was created between 1871 and 1887 with the establishment of three artillery batteries, the Royal Military College of Canada, a troop of cavalry, three companies of infantry and a school of mounted infantry. In the early days, this force was primarily viewed as a training cadre for the militia. Nonetheless, the nucleus of the full-time profession of arms in Canada had been created. In due course, these forces expanded with the addition of the Royal Canadian Navy in 1910 and the Royal Canadian Air Force in 1924. In 1968 the government unified the three services and established the Canadian Forces

The profession of arms in Canada has always operated within the institutional context established by the government through its constitutional instruments. This structure makes the representative of the Crown—the Governor General—the Commander-in-Chief, in formal terms, though not in practice.

*The profession of arms in Canada operates within the institutional context established by the government through its constitutional instruments.*



***The CDS heads up a military chain of command that is responsible for the conduct of military operations. The CDS is the sole military advisor to the government.***

The profession operates within the context of a government department headed by a Minister of the Crown responsible to Parliament and the Canadian people, through the Prime Minister and his/her Cabinet, for all the activities of his/her department, as stipulated by the doctrine of responsible government. Below the Minister is the Deputy Minister (DM) and the senior military officer (since 1966, the Chief of the Defence Staff). The Governor in Council appoints both the Deputy Minister and the Chief of the Defence Staff (CDS), and the CDS has direct access to the Prime Minister should circumstances warrant such action. The Minister of National Defence approves the promotions of all other General/Flag officers, with the exception of the Judge Advocate General, on the recommendation of the Chief of the Defence Staff.

Essentially, the roles and responsibilities of the Deputy Minister and the CDS are divided along the lines of administering the department and directing the Canadian Forces, respectively.

In the Department of National Defence, a line of authority and accountability extends from the DM to every member of the department and the Forces who exercises modern comptrollership or financial management, manages civilian human resources or contracts, or has other authorities delegated by the DM.

To direct the Canadian Forces, the CDS heads up a military chain of command that is responsible for the conduct of military operations through the appropriate military echelons. The CDS is the sole military advisor to the government and has equally important responsibilities for the stewardship of the profession of arms embedded in the Canadian Forces. It is these responsibilities that form the main subject of this manual.<sup>9</sup> In particular, the relationship between the dual aspects of institutional command and control and professional responsibility, particularly as they affect the CDS's principal professional advisors, will be explained under the heading "Professional Responsibilities."

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<sup>9</sup> A specific and detailed description of the responsibilities for administering the department and directing the Canadian Forces is contained in the *Organization and Accountability Document* of 13 September 1999. The Vice Chief of the Defence Staff has a key role to play in this regard and is equally responsible, as the Chief of Staff, to both the CDS and DM. He is also the senior resource manager at National Defence Headquarters (NDHQ).

The Department of National Defence and the Canadian Forces are two distinct entities and constitute two important components of the overall national security structure of the country. This structure includes all the other diplomatic, economic and information elements essential to developing security policy. At the apex are the Prime Minister and the Cabinet. Within this framework, the development and articulation of Canada's defence policy is among the most important responsibilities of the Minister of National Defence.

Such policy is set within the larger context of national objectives and policy priorities that are decided by the government as a whole. Defence policy, as a subset of Canada's overall security framework, profoundly influences the nature of the profession of arms in Canada by assigning the mission, roles and tasks to be undertaken by the Canadian Forces and thereby establishes the general type of expertise that members of the profession must master. Given the government's authority to adjust the boundaries within which the CF operates, these borders are never absolutely rigid and this expertise will vary over time and according to task. The responsibilities inherent in the profession of arms, the identity and the ethos of all military professionals further shape the profession and its relations with civil authority.

*The Department of National Defence and the Canadian Forces are two distinct entities and constitute two important components of the overall national security structure.*



Figure 3-1 The civil-military relationship



*The societal imperative demands that the military remains subordinate to civil authority and reflects, to an appropriate degree, societal values and norms.*

*The functional imperative demands that the military maintain its professional effectiveness.*

## **Societal and Functional Imperatives**

The very existence of armed forces creates two fundamental imperatives. The left side of Figure 3-1 indicates a societal imperative that the military remain subordinate to civil authority and that it reflect, to an appropriate degree, societal values and norms. The functional imperative depicted on the right side of the figure demands that the military maintain its professional effectiveness for applying military force in the defence of the nation. To achieve the first, the military must be well integrated into its parent society. To achieve the second, the military is distinguished from this society by its unique function. For example, the expertise required to accomplish its mission and the values and norms necessary to sustain a military force in combat are quite different from anything in civil society.

The two imperatives and their associated responsibilities establish the overall framework for civil-military relations in Canada and give rise to two sets of responsibilities for the military, organizational and professional, as indicated in Figure 3-1.

The functional imperative requires that the military be granted a high degree of what is referred to as rightful and actual authority over technical military matters, including those dealing with doctrine, the professional development of its members, discipline, military personnel policy, and the internal organization of units and other entities of the armed forces. Self-regulation in these areas contributes significantly to professional effectiveness. In operations, the military



Photographer: Stephen Fern

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frequently has a high degree of autonomy at the tactical level, but even here, as with the operational level, integrated operations with non-military security partners is increasingly common. The strategic level, however, requires further collaboration and integration at the civil-military interface, and this dynamic relationship defies strict differentiation between the civil and military components of the national security structure.

In essence, there are three sets of civil-military relationships operating in the Canadian context. There is an important relationship between the profession of arms and the society that depends on it for its security. There is also the political and structural relationship with the government, established by law and by custom. The Prime Minister and the Cabinet, through the Minister of National Defence, exercise civil control at this level. Finally, there is an effective relationship with public servants who provide continuity within the overall government structure and manage the bureaucratic administration of government on a day-to-day basis.

In light of this overall structure, it is perhaps not surprising that civil-military relations characteristically exhibit a healthy tension between control and oversight, and legitimate autonomy and self-regulation.

The CDS is charged in the *National Defence Act* with the “control and administration” of the Canadian Forces. Thus, all direction from the Minister of National Defence to the CF is executed through the office of the CDS, and the senior leadership of the profession of arms, led by the CDS, engages in a continuous dialogue with civilian officials and civil authorities to help shape Canada’s security policy. This dialogue begins in National Defence Headquarters and thereafter extends to other government departments and agencies, Cabinet, Parliament, society in general, allies and a number of relevant international organizations.

The CDS and the DM, who together manage the integrated military-civilian headquarters, draw on the complementary skills of military and civilian personnel to carry out the business of the two organizations. Mutual respect and common understanding of the defence mission ensure that all elements of defence — policy, military strategy, economic/financial, military/civilian professional development and technology — are coordinated as effectively and efficiently as possible.

*The CDS engages in a continuous dialogue with civilian officials and civil authorities to help shape Canada’s security policy.*

*Only extensive knowledge and acceptance of the democratic political processes that sustain the Canadian state and its relationship to the international system will allow military professionals to collaborate effectively in this civil-military equation.*

Figure 3-2 depicts the relationship between the civilian and military orientations. Politicians and civil servants balance competing demands from a pluralist population and integrate political, social, economic and financial programs to promote the country’s overall well-being. Military professionals advise on what military capabilities are necessary to support these national programs and help formulate security policies that provide the stability and international influence necessary to facilitate long-term success. The area of overlap is a graphic demonstration that the distinction between policy and strategy diminishes as the point of view is raised. Civil authorities must integrate consideration of the means to achieve political objectives, and military professionals must be cognizant of how political factors will influence strategic plans.



Figure 3-2 The Interface between Civilian Policy and Military Strategy

Vigorous, non-partisan debate makes a major contribution to policy decisions. In the final analysis, however, the civil authority decides how the military will be used by setting political objectives and allocating the appropriate resources, while military professionals develop the force to achieve these objectives. Only extensive knowledge and acceptance of the democratic political processes that sustain the Canadian state and its relationship to the international system will allow military professionals to collaborate effectively in this civil-military equation.

## SECTION 3 FUNDAMENTAL IMPERATIVES AND THE PROFESSIONAL CONSTRUCT

The societal and functional imperatives create a dynamic tension between the fact that its unique function distinguishes the profession of arms from Canadian society and the need to simultaneously keep it securely integrated in that same society. Furthermore, the organizational structure of the profession must respond to the complex demands of modern conflict and is therefore differentiated internally in a number of ways. It is structured by environment, rank, occupation, specialty and various forms of accountability, all of which contribute to the skills necessary in today's battlespace. These diverse structures must then be integrated to provide the synergy to realize the full effectiveness of the profession. A wide range of professional relationships — both externally with key constituencies and internally among members — arise out of this situation.

These forces of differentiation and integration between society and the military and within the profession itself profoundly affect the professional attributes of responsibility, expertise, identity and military ethos, and thus help explain how the profession of arms functions in Canada.

### Responsibility

As noted, societal and functional imperatives give rise to two sets of responsibilities. The first set consists of those organizational responsibilities that remain external to the military profession and include obligations to Canadian society, to the Minister of National Defence and the Government of Canada, within the Department of National Defence and, internationally, to allies. The second set consists of professional responsibilities to maintain the highest standards of professional effectiveness on behalf of the Canadian people.

Essentially, organizational responsibilities are the “what” and professional responsibilities are the “how” in the profession of arms. Together, these two sets of responsibilities maintain the effectiveness of the forces as a whole by ensuring their responsiveness to civil authority while defining the nature of professional effectiveness.

*Organizational responsibilities are the “what” and professional responsibilities are the “how” in the profession of arms.*



*The conditions of military service give rise to a set of reciprocal expectations between the profession and society.*

## **Organizational Responsibilities**

The conditions of military service give rise to a set of reciprocal expectations between the profession and society. CF members serve voluntarily and, as such, willingly accept the statutory authority of the chain of command to compel members to perform any lawful duty at any time. This includes accepting the risks to health and life of performing hazardous duties or being placed in harm's way. Members are also subject to a much stricter degree of discipline than in civilian organizations and must accept limitations on their rights and freedoms to make public statements and engage in political activities as citizens.

The government and the people of Canada reciprocate by acknowledging certain formal obligations to service members. In lieu of the unwritten social contract that has traditionally existed between the military and the government, and, by extension, with the public at large, the Standing Committee on National Defence and Veterans Affairs<sup>10</sup> concluded that the “national commitment — *in essence a moral commitment* — ” to the Canadian Forces must be based on the following concrete principles:

<sup>10</sup> Standing Committee on National Defence and Veterans Affairs, *Moving Forward: A Strategic Plan for Quality of Life Improvements in the Canadian Forces*, October 1998, [www.parl.gc.ca/InfoComDoc/36/1/NDVA/Studies/Reports/ndvarp03-e.htm#toc](http://www.parl.gc.ca/InfoComDoc/36/1/NDVA/Studies/Reports/ndvarp03-e.htm#toc) on August 3, 2003.



- “That the members of the Canadian Forces are fairly and equitably compensated for the services they perform and the skills they exercise in performance of their many duties. And that such compensation properly take into account the unique nature of military service.”
- “That all members and their families are provided with ready access to suitable and affordable accommodation. Accommodation provided must conform to modern standards and the reasonable expectations of those living in today’s society.”
- “That military personnel and their families be provided with access to a full and adequate range of support services, offered in both official languages, that will ensure their financial, physical and spiritual well-being.”
- “That suitable recognition, care and compensation be provided to veterans and those injured in the service of Canada. Here the guiding principle must always be compassion.”
- “That members be assured reasonable career progression and that in their service they be treated with dignity and respect. In addition, they must be provided with the appropriate equipment and kit commensurate with their tasking.”

The government’s response to the report took note of the committee’s recommendations and reaffirmed its “commitment to the Canadian Forces as a national institution.” It went on to say, “The men and women of the Canadian Forces have made a tremendous contribution to their country. They deserve the respect and appreciation of their government and their fellow citizens.”<sup>11</sup>

The profession meets its responsibility to communicate with the Canadian people in a number of important ways that help explain the requirements of military professionalism to Canadians and establish a high degree of transparency in what the profession is doing and how.

For example, different types of public conferences permit dialogue between military professionals and interested Canadians. Some of these forums are directly defence-related, such as the Conference of Defence Associations and the Security and Defence Forum. Others are more general and involve interaction with the business community, academia and various professional organizations. Ceremonial occasions

<sup>11</sup> *Government Response to the Report of the Standing Committee on National Defence and Veterans Affairs (SCONDVA) on Quality of Life in the Canadian Forces*, 25 March 1999, [www.dnd.ca/hr/scondva/engraph/response1\\_e.asp?cat=1](http://www.dnd.ca/hr/scondva/engraph/response1_e.asp?cat=1) on August 3, 2003.

***Military professionals recognize that defining clear political objectives in a timely manner is never easy; a complex mix of foreign and domestic considerations always play a part in the process. Professional advice must take this into consideration.***

remind everyone of the proud history, heritage and traditions of the Canadian military and bring military professionals and interested Canadians into close contact. The media also often act as a critical intermediary, informing Canadians of what the profession does, how it does it and why. And the presence of the primary reserve in communities across the country presents an important and powerful interactive relationship that enhances understanding of and support for the profession of arms in Canada.

Organizational responsibilities within the Department of National Defence and to the Government of Canada begin with the need to accept the imperative of civil control of the military in the Canadian democratic political system. Elected members of Parliament exercise this control on behalf of the Canadian people. Furthermore, this responsibility establishes standards of public accountability and transparency, as well as important relationships with a variety of government entities. These include Parliament and those of its committees responsible for defence matters, the Department of Veterans Affairs, the Department of Foreign Affairs, the Solicitor General, the Privy Council Office, the Treasury Board and the Office of the Auditor General. Additional organizational responsibilities are imposed by such legislation as the *Canadian Charter of Rights and Freedoms*, the *Human Rights Act*, the *Official Languages Act*, the *Employment Equity Act*, the *Privacy Act*, the *Access to Information Act*, the *Financial Administration Act*, the *Department of Justice Act* and the *Canadian Environmental Protection Act*, among others.

Providing professional military advice to the government on a wide range of issues that have military implications remains a further organizational responsibility. As noted, the CDS, who is responsible for military strategy, including plans and requirements, plays a key role in the policy process by providing advice on military requirements, capabilities and options. This advice includes when to commit military forces to help resolve a geopolitical problem, how these forces should be used, and above all, the possible consequences, positive and negative, of the use of such force. This advice must also include the consequences for professional effectiveness if the military is not provided with adequate resources.

At this political-strategic level, uncertainty and ambiguity are constant factors in decision-making. Military professionals recognize that defining clear political objectives in a timely manner is never easy; a complex mix of foreign and domestic considerations always plays a part in the process. Professional advice must take this into consideration, and the indispensable requirement for sound military advice in this context involves the highly developed capacity for risk assessment. The responsibility for providing such advice applies primarily to the more senior ranks of the profession.

### **Professional Responsibilities**

Professional responsibilities coexist with organizational responsibilities. The pre-eminent professional responsibilities are those associated with maintaining operational effectiveness and the appropriate, successful generation and use of military force. Therefore, professionals must be extremely competent in the generation and application of armed force at sea, on land and in the air. Leaders at all levels need to ensure that everyone properly understands the need for the fighting spirit so central to the military ethos and success on operations. And they are accountable to both government and society for how they meet these serious obligations.

In discharging professional responsibilities, the CDS heads the profession of arms in Canada and is fully responsible to the government and Canadian people for its well-being. He is primarily assisted in this task by nine principal professional advisors: the Vice Chief of the Defence Staff (VCDS), the Chief of the Maritime Staff (CMS), the Chief of the Land Staff (CLS), the Chief of the Air Staff (CAS), Commander CEFCEM, Commander Canada COM, Commander CANOSCOM, Commander CANSOFCOM, and Chief of Military Personnel (CMP). The people in each of these positions have specific roles and responsibilities within the institutional and command structure of the Canadian Forces that account for the areas where their professional advice to the CDS is predominantly focused.

*The pre-eminent professional responsibilities are those associated with maintaining operational effectiveness and the appropriate, successful generation and use of military force.*

*The CDS heads the profession of arms in Canada and is fully responsible to the government and Canadian people for its well-being.*



***Under the direction of the CDS, the senior leadership of the Canadian Forces is responsible for the overall health and stewardship of the profession.***

The VCDS is the CDS's deputy, as stipulated in the *National Defence Act*, and provides advice across the full range of the Chief's responsibilities. The three Environmental Chiefs of Staff (ECS) head the maritime, land and air commands and are responsible for generating and maintaining operationally ready forces and conducting routine operations. This responsibility includes working with the operational level commands to develop appropriate joint doctrine within each environment and providing the necessary training in joint operations. Thus, the three Environmental Chiefs of Staff provide the CDS with professional strategic advice on all aspects of their command including related environmental, technical, operational and personnel matters.

On behalf of the CDS, the operational level commanders (CEFCOM, Canada COM, CANOSCOM, CANSOFCOM) provide operational direction to and exercise command and control of forces employed on expeditionary operations and domestic operations. These roles make these commanders the CDS's principal professional advisors for joint operational doctrine.

The CMP is the principal professional advisor for strategic guidance on military personnel matters and Canadian Forces compliance with related Government of Canada legislation.

Under the direction of the CDS, the senior leadership of the Canadian Forces, starting with members of the Armed Forces Council (AFC), and the CDS's Command Council, is responsible for the overall health and stewardship of the profession, including the maintenance of a healthy military ethos. The ethos reconciles the functional and societal imperatives in ways that create trust and confidence in the minds of Canadians, and together with the mutual respect between military professionals and political authorities, this allows for a substantial degree of self-regulation. The Canadian Forces Chief Warrant Officer and the Command Chief Warrant Officer/Chief Petty Officer 1<sup>st</sup> Class for each of the environments share responsibility for the proper functioning of the profession, especially in respect to good order, discipline, and service customs and traditions.

The professional responsibilities of new members involve personal development and adherence to all the tenets of the profession; in other words, acting professionally on an individual basis. As members rise in experience and rank, so does their responsibility for the leadership, well-being and professional development of other members of the profession. They constantly strive to align the culture of the Canadian Forces with the profession's ethos.

Leadership in this area also involves managing the evolution of the profession to meet future requirements. Therefore, beyond providing the resources for today's needs, professional judgement is necessary to address the issues surrounding resources for emerging requirements. This includes reassessing the expertise required to execute changing roles and new tasks. Equally, such stewardship must anticipate, recognize and respond to changing social and cultural conditions while ensuring that fundamental values, both military and Canadian, are preserved.

Professional responsibilities to allies arise from membership in a number of international organizations and adherence to specific international treaties and agreements. These responsibilities, though of a lower order than those to Canada, are nonetheless important and involve responsiveness to commitments, interoperability and the evolution of combined operations. The respect accorded Canadian military professionals by colleagues serving in allied militaries in which they serve, through an extensive system of exchanges and liaison missions, is an important element of identity. These exchanges and liaison missions involve both officers and petty officers 2<sup>nd</sup> class/sergeants and above attached to other national militaries, as well as a number of important international organizations such as the North Atlantic Treaty Organisation (NATO) and the United Nations (UN). Participation in a wide range of international exercises, practically on a continuous basis, directly improves professional competence and the ability to operate with allies.

Taken together, these professional responsibilities impose a particular and critical obligation on members of the profession of arms in Canada. Military members are at all times representatives of the Government of Canada in the broadest sense. Even in the absence of any other agent or source of Canadian authority, they must act to promote the country's interest and well-being under all circumstances.

***Military members are at all times representatives of the Government of Canada in the broadest sense.***





*Only through the collective, professional application of all of the expertise at the organization's disposal can operational effectiveness and mission success be achieved.*

## Expertise

Much of the expertise claimed by the profession of arms uniquely separates the military professional from civilians. At the same time, the societal imperative requires that members of the profession understand the political structure, the rule of law and civil-military relations in their parent society. These subjects form part of the professional's necessary expertise and assume increasing importance with higher rank so that the senior leadership can provide effective stewardship, as well as sound advice to civil authorities.

Internally, expertise is clearly differentiated and distributed throughout the profession. Because primacy is granted to operations, expertise is organized around a core of skills directly related to the application of military force and other types of knowledge. Support and specialized knowledge then permit the core body of knowledge to be most effectively applied.

**Core Knowledge:** The unique, theory-based knowledge at the core of the profession of arms is the General System of War and Conflict, comprising the tactical, operational, strategic and policy sub-systems nested one within the other in ascending order. The General System of War and Conflict is depicted in Figure 3.3.

This knowledge includes tactics and tactical doctrine, the broad and deep discipline of operational art, the operational, technological,



Figure 3-3 General System of War & Conflict

logistical and social dimensions of strategy, civil-military relations, command and leadership theory and practice, and the theory and practice of military professionalism.

Imparting this core body of knowledge begins in the early socialization process and becomes increasingly more substantive as the member's career progresses.

At the individual tactical level, the content of the core body of knowledge may be as different as the fighting skills of an infantry section commander compared to those of a navy destroyer's captain or a CF-18's pilot. Orchestrating the battle at higher tactical levels and leading these forces at the operational level, however, require different skills that have a great deal in common. At the strategic and politico-strategic levels, a sophisticated understanding of the two types of strategy described in *Leading the Institution*, the strategy of annihilation and the bi-polar strategy, is essential.

Increasingly, expertise related to joint, combined and inter-agency operations is also required. Whereas most core expertise in the past related directly to distinct maritime, land and air environments, and thus contributed in particular ways to differentiated identities, expertise in joint ventures will have a more integrative influence and will consequently affect the application of the military ethos in such areas as concepts of teamwork and leadership and the evolution of environmental cultures. The four operational level commanders and the three ECSs share responsibility for identifying precisely what this expertise is and how to incorporate it into CF and environment doctrine.

**Supporting Knowledge:** Supporting knowledge includes everything necessary to support a large organization whose primary function is to operate effectively across the spectrum of conflict, up to and including combat. This expertise is normally organized through highly differentiated systems of support, such as the communications, logistics, human resources, legal, and professional development systems. Also in this category is a very wide range of expertise encompassed in such disciplines as Canadian history, military history, political science, psychology, sociology, anthropology, and management theory, among others.

The division of expertise between the core and supporting fields of knowledge characterizes the collective nature of the profession of arms. Only through the collective, professional application of all of the

*The division of expertise between core and supporting knowledge characterizes the collective nature of the profession of arms.*

*Dual professionals, operating within the limits of their civilian professional expertise, have an ethical duty to balance the needs of the individual against the needs of the CF.*

*There is a common body of knowledge that plays an integrating role through the development of a basic understanding of the use of armed force.*

expertise at the organization's disposal can operational effectiveness and mission success be achieved. Regardless of rank, role or technical speciality, each member makes an indispensable contribution to the collective whole. Each is a member of the profession of arms first and foremost.

**Specialized Knowledge:** The profession of arms in Canada is also characterized by the presence of groups whose expertise is not specific to the military, but organized in its own right by civilian professions. Doctors, lawyers, clergy, engineers and psychologists, to name but a few, belong to external professional associations and hold themselves responsible to a second professional ethic, as well as the military ethos. In effect, groups external to the military profession can legally discipline these professionals under certain circumstances.

As dual professionals, such people provide specialized advice and services to the chain of command on issues that relate to the well-being of individuals and on collective matters in support of the organization. Furthermore, leaders in turn require specialized assistance to deal effectively with the unique demands and burdens that military service imposes. Medical, legal, spiritual and a wide range of other personnel services are essential to the well-being of the individuals who collectively make up the organization and hence to the health of the organization itself.

Dual professionals are bound by the military ethos and their responsibility to the Canadian Forces to resolve circumstances where there is a conflict between operational imperatives and other professional considerations. They must understand and accept the commander's overriding responsibility for mission accomplishment. Operating within the limits of their civilian professional expertise, they have an ethical duty to balance the needs of the individual against the needs of the group. They must, however, understand and conform to operational objectives and direction unless these are clearly unlawful. In turn, leaders throughout the chain of command must understand the importance of the services provided by dual professionals and carefully weigh the consequences to the individual and the organization when defining the operational imperative and seeking to accomplish the mission.

## Military Identity

Members of the profession of arms are differentiated first by operational environment — traditionally, sea, land and air — and then by the support and/or specialist function they perform in operations. They are further differentiated in operations by specific roles within each of these functions. Finally, members of the profession are clearly differentiated according to rank. One fundamental distinction divides the commissioned officers and NCMs. Officers are designated as junior, senior or Flag/General, while the non-commissioned are further differentiated as privates, non-commissioned officers and warrant officers (warrant officers, master warrant officers and chief warrant officers) and the naval equivalents (able seamen, leading seamen and master seamen, petty officers and chief petty officers). Each of these many distinctions accounts for part of the military professional's identity.

These distinct identities coalesce, however, around the concept of loyalty to the rule of law and the government. In fact, this overriding loyalty is at the apex of a hierarchy of loyalties that operates, in descending order, from the law and government to the Canadian Forces and thereafter through individual environments to unit and branch. Consequently, military professionals in Canada are unified by a concept of loyalty to the Canadian Forces that transcends particular differentiation by environment or role.

*Military professionals in Canada are unified by a concept of loyalty to the Canadian Forces that transcends particular differentiation by environment or role.*



*Members of the profession of arms in Canada also share a common loyalty to the Canadian Forces and support and promote policies that enhance the organizational effectiveness of this unified force.*

## **Ethos**

The difference between members of the profession of arms and Canadian society is most clearly expressed in the military ethos, that is, through identifying the fundamental military values and the unique beliefs and expectations about military service. However, the inclusion of basic Canadian values, and the paramount importance of service to Canada before self, helps ensure that military professionals remain firmly linked to their parent society.

As indicated above, the military ethos also codifies certain beliefs and expectations about military service that bind all members. All accept that no one is exempt from being ordered into harm's way. All accept the obligation to bear arms as required, except where a legal basis might make an exception, e.g., for chaplains. Finally, all understand that the core military values — duty, loyalty, integrity and courage — are at the heart of the profession of arms.

Duty is the first core military value and best exemplifies what it means to be a military professional. To do one's duty means understanding and meeting all responsibilities with integrity and courage.

Members of the profession of arms in Canada also share a common loyalty to the Canadian Forces and support and promote policies that enhance the organizational effectiveness of this unified force.





## SECTION 4 SUSTAINING THE PROFESSION

Maintaining the highest standards of professionalism is an ongoing challenge that requires a high level of commitment and effort on the part of all military professionals. Key factors essential to achieving this objective are outstanding leadership; supportive policies and programs; focused professional development; respect for history, heritage and tradition; and effective, credible self-regulation.

### Leadership

Leadership in the Canadian Forces is defined as *directing, motivating, and enabling subordinates to accomplish their tasks professionally, while developing or improving capabilities to ensure mission success*. Strong and effective leaders are at the heart of military professionalism. Such leaders ensure that the profession is constantly evolving to higher planes of effectiveness and performance. They set and maintain the necessary standards, and they set an example that inspires and encourages all members to reflect these standards in their day-to-day conduct. Leaders at every level contribute to professionalism through their influence on education, training and self-development, always seeking to make every aspect of military experience professionally instructive and rewarding. They demand excellence in performance and generally shape the environment to encourage all to contribute.

Above all, effective leaders exemplify the military ethos, and especially the core military values that are the essence of military professionalism. They make sure that all understand that their duty to country and colleagues is central to the profession of arms. They demonstrate that loyalty can and must be applied both upwards to superiors and civil authority and downwards to subordinates.



*The profession is sustained through leadership; policies and programs; professional development; history, heritage and tradition; and self-regulation*

*Strong and effective leaders ensure that the profession is constantly evolving to higher planes of effectiveness*



***Institutional policies and programs on personnel, ethics, education, training, doctrines, careers or a healthy workplace must support and reinforce the military ethos and the attributes of military professionalism.***

Such loyalty can only be sustained, particularly when the tension between achieving the mission and ensuring the well-being of subordinates is high, through exhibiting unassailable integrity. All must know that a leader's decisions reflect an honest and truthful assessment of the situation. Professionals account for these decisions and stand by them.

Finally, leaders act courageously, both physically, but more especially, morally.

In sum, doing what is right on the basis of available information encapsulates all of these values.

Leadership in the Canadian profession of arms is differentiated between the leadership of people described in *Leadership in the Canadian Forces: Leading People*, and the more strategic leadership of the profession and the CF described in *Leadership in the Canadian Forces: Leading the Institution*.

## **Policies and Programs**

Institutional policies and programs on personnel, ethics, education, training, doctrines, careers, or a healthy workplace must support and reinforce the military ethos and the attributes of military professionalism. All such policies must promote the core military values of duty, loyalty, integrity and courage, as well as discipline, fighting spirit, teamwork, and physical fitness. Human resources policies and quality-of-life programs should be grounded in the relevant attributes of responsibility and expertise, and reflect the member's role, rank and responsibilities within the profession. Only through the promulgation of policies aligned with these principles will the identity of military professionals remain distinct from their civilian colleagues and fully reflect their primary purpose.

The senior leadership of the profession guides the policies, while the CMP has a special role in this area as the person responsible for ensuring that military personnel policies fully support the highest standards of professionalism across the Canadian Forces.

## Professional Development

Professional development is central to a healthy profession of arms. In the first instance, it is the mechanism whereby new entrants are socialized into the profession as they are made aware of the military ethos and begin the process of internalizing its philosophy of service. As members increasingly take on the full identity of military professionals and accept the responsibilities inherent in this concept, the process of developing the necessary expertise is accelerated.

Early development is basically rules-based. Members acquire initial skills in which the need for keen judgement is not as pronounced. The fundamental basis for development must quickly evolve into a principles-based approach, however, so development for military professionals thereafter consists of encouraging them to think critically, to be innovative and to carefully weigh courses of action. Dilemmas, both intellectual and moral, are the norm in the complex operational and socio-cultural environments in which the military professional functions today and into the future. The highest standards of professionalism can only be sustained if the professional development system prepares members for this reality over their whole career.

Professional development is a cumulative process, with members acquiring the necessary professional qualifications, identity and understanding over time. The core body of knowledge that unifies all members of the profession must be mastered over a member's career. New members are first exposed to this core body of knowledge, and as they progress, it is expanded in breadth and in depth. At the same time, the core knowledge required to apply military force directly is imparted to those responsible for this function at ever-higher levels of capability and understanding. The development of all support and specialist members occurs in a similar fashion. At the pinnacle of the professional's career, he or she is truly expert and has developed the capacity for sound judgement on the application of military force.

The complex governance challenge inherent in this process is met through centralized planning and concept development and decentralized execution. CMP has overall responsibility to guide and coordinate professional development in the CF. Commander Canadian Defence Academy is responsible for all common professional development and executes this responsibility primarily through the Royal Military Colleges, the Canadian Forces College, and the NCM Professional Development Centre. Each environment participates in the delivery of

*Professional development is a cumulative process, with members acquiring the necessary professional qualifications, identity and understanding over time.*



some of the core body of knowledge, focussing primarily on the educational, training and experiential pillars at the tactical level.

### **History, Heritage and Traditions**

Knowing Canada's military history, heritage and traditions reinforces the profession by demonstrating and valuing the importance of intangibles.

These intangibles include the pride that comes with celebrating battles won and conflicts prevented, as well as an appreciation of the motivating capacity of military traditions and ceremony. It calls for honouring past accomplishments and celebrating the unique customs of the three environments. Commemorating the proud history of Canada's armed forces, while preserving customs and traditions that enhance cohesion and esprit de corps, are vital requirements for maintaining and sustaining Canadian military professionalism.



## Self-Regulation

Controlling what it does is an essential characteristic of any profession, including the profession of arms.

This control is accorded the profession by society at large because its function is essential to the well-being of that society and the ability to execute it cannot be found anywhere else. Members of the profession of arms must therefore self-regulate in a manner that sustains the trust and confidence of the government and society it serves.

Admission, progression and exit from the profession are regulated with due regard for the equality provisions of federal statutes and the principles of merit adopted by Canada's democratic society. This ensures that suitable candidates become members and those who fall short of the standards are removed lawfully, pursuant to the organizational responsibility to respect constitutional norms and legislated obligations.

The profession must also regulate the systematic, theory-based knowledge that forms its foundation. Many educational and training institutions throughout the Canadian Forces are continuously developing professional expertise. These institutions include the schools that teach leadership and operations courses to officers and NCMs, and the Canadian Defence Academy and its subordinate elements: the Canadian Forces College, the Royal Military College of Canada, Le Collège militaire royal de Saint-Jean, the Canadian Forces Leadership Institute and the NCM Professional Development Centre. The three environments also have distinct and unique bodies of knowledge that enable them to dominate their particular spectrum of the modern battlespace, and they are responsible to ensure that this knowledge remains current.

The overall body of professional knowledge is usually codified into various forms of doctrine. While it borrows freely from a wide range of external disciplines, these are all incorporated into the central expertise necessary to apply military force. The profession encourages and promotes discussion and debate on these issues to inform decision-making, maintain an ongoing dialogue among the full membership and improve the overall health of the profession itself. Such debate occurs in professional journals, doctrine boards, committees and institutions of higher learning throughout the profession.

*Members of the profession of arms must self-regulate in a manner that sustains the trust and confidence of the government and society it serves.*



*While the profession is granted a certain latitude for self-regulation, it is nonetheless accountable to civil authority.*

The profession is managed on an ongoing basis largely according to such internal instruments as the Queen's Regulations and Orders and a wide variety of policies and doctrines. Progression, status, awards and rank are normally internal matters subject to review by the senior leadership of the profession. The profession's own Code of Service Discipline sets the standards of good order and discipline. This Code provides the legal basis for the profession to address breaches of discipline through the use of service tribunals (Summary Trials and Courts Martial.) Beyond these formal mechanisms, military professionals act with a high degree of self-discipline, minimizing resort to these instruments to ensure good order.

In addition to the Code, a variety of other investigative instruments internal to the profession, such as Summary Investigations and Boards of Inquiry, support administrative decision-making and managing personnel and material. The CDS also provides for the regulation of the profession by issuing orders and instructions such as his Guidance to Commanding Officers, as well as establishing and controlling rules of engagement for operations. The CDS may also from time to time call for special boards and committees to report on matters subject to professional regulation. The Chief of Review Services carries out program evaluations and conducts independent internal audits. This office provides a focus for professional ethics and conflict of interest.

While the profession is granted a certain latitude for self-regulation, it is nonetheless accountable to civil authority. Parliament has an important oversight duty, and in fact the CDS reports to it annually on the state of the institution and the profession. Senior military professionals frequently appear before Parliamentary committees to tell them about a wide range of institutional and professional issues.

The Canadian Forces and the profession are also subject to oversight and review by certain central agencies whose arm's-length review of all departments is essential to running the government effectively. These agencies have the formal statutory status to intervene when necessary and include the Privy Council Office, the Treasury Board and the Office of the Auditor General. The latter reports annually to Parliament on its assessment of the Department of National Defence, including the Canadian Forces, and these reports invariably have some impact on the profession of arms.

## SECTION 5 CONCLUSION

A healthy profession of arms achieves the appropriate balance between the functional imperative of professional effectiveness and the societal imperative to ensure subordination to civil authority and reflection of national values. One important measure of how successfully this balance has been achieved is the legitimacy bestowed on the profession by civil authority, and especially by Canadian society. The public is certainly influenced by its perception of the military as competent in the execution of its roles. And as long as the Canadian Forces is employed in complex and dangerous operations across the spectrum of conflict, this competency is assumed by the public to include a high degree of combat capability.

From the perspective of Canadians, however, it is not only what the profession does, but how it does it. In other words, the profession must meet public expectations of consistent and exemplary behaviour and conduct—a requirement that can best be met by insisting and ensuring that Canadian military professionals are always seen to be performing their duty with honour.



# CHAPTER

# 4

## ADAPTING TO FUTURE CHALLENGES

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# SECTION 1 THE ENDURING NATURE OF THE PROFESSION OF ARMS

## Introduction

The Canadian profession of arms reflects the historical development of the country and its role on the international stage, which have been profoundly affected by both total war and more limited armed conflict over the past 100 years.

After the Second World War, and for the first time in Canadian history, large standing forces were maintained at a high level of operational readiness to prosecute the Cold War. During this period, the Canadian Forces undertook a wide range of missions, including a major role in international peacekeeping, each contributing to the distinctiveness of Canadian military professionalism. With the end of the Cold War, traditional peacekeeping evolved in response to changing conceptions of international security and stability and an emphasis on human rights and humanitarian concerns. This brought new, dangerous, morally complex and uniquely challenging missions that tested the profession to its core. Today, a smaller, multi-purpose force, determined to be inter-operable with allies, continues to execute a daunting array of tasks, including close combat on the land, at sea and in the air.

As always, the CF continues to operate according to the principles of collective security through an array of international organizations and allied coalitions. To remain successful, the profession of arms in Canada must continue to adapt to maintain the highest standards of professionalism as it performs its duty for Canadians.

*With the end of the Cold War, traditional peacekeeping evolved in response to changing conceptions of international security and stability, and an emphasis on human rights and humanitarian concerns.*

*Decisions and actions taken by NCOs, warrant officers and their subordinates can, and often do, have consequences up to and including the strategic and political level.*

## **A Coherent Strategy for the Future**

How successfully the Canadian Forces meets the challenges of tomorrow will in part be determined by how the attributes of the profession evolve to respond to the changing environment and are shaped by the strategic guidance provided by senior leadership. Managing this change is a critical issue. The profession would be rendered irrelevant by responding too slowly. But acting precipitously, without careful thought and judgement, might take the profession down the wrong path and render it ineffective.

The CF can now operate effectively across a spectrum of conflict in concert with our allies, particularly the United States. Canadian defence policy and several strategic-level CF and DND documents such as the Integrated Capstone Concept (ICC) enunciate a strategy to ensure this capability in the future. Based on this guidance, a long-term program of professional development designed to enhance the professionalism of both officers and NCMs is well in progress.

To respond effectively to the external environment, the profession will need to continually develop a higher order of understanding and knowledge of new forms of conflict. This in turn will have direct consequences on the attributes of responsibility and expertise. The nature of the environment will require that the highest standards of professionalism be exhibited by all ranks.

This requirement is operative today and can be captured and explained by the concept of the “strategic corporal.” In effect, decisions and actions taken by leading seamen/corporals and above and their subordinates can, and often do, have consequences up to and including the strategic and political level as the changing nature of operations expands the roles and responsibilities of NCMs. These realities will raise issues surrounding responsibility, expertise, identity and ethos.





Analyses of long-term strategic defence have forecast potentially far-reaching changes in the environment of the future that may pose significant challenges for the profession of arms. These changes are concentrated in four categories: technology; geopolitics; government policy; and socio-cultural dynamics and demography in Canada. The challenges posed by such changes will impose special burdens on leadership at all levels, but particularly on those senior leaders responsible for the stewardship of the profession.

Forecasting the future operating environment is at best an uncertain venture, but these leaders must recognize the professional implications of these challenges and respond to them in a proactive and timely manner. As illustrated in the scenario-based planning approach adopted for departmental strategic planning, the key to future success is to rely less on the attempt to accurately predict the likely requirement and instead to prepare for a range of requirements in dynamic professional concepts, professional development and flexible force structures.

### **Principles to Guide the Evolution of the Profession of Arms**

Carefully managing the evolution of the profession in light of the following principles is the only way to achieve the desired outcome—a professional, operationally effective military that enjoys the trust and confidence of Canadians.

#### **Relevance**

Professions exist to provide an essential service to society. In the case of the military, the service entails defending the country and contributing to its security interests. The principle of relevance speaks to the need to ensure that the profession continues to meet Canadians' expectations.

*The key to future success is to rely less on the attempt to accurately predict the likely requirement, and instead prepare for a range of requirements.*

*Relevance ensures that the profession continues to meet Canadians' expectations.*

*Openness ensures that professional knowledge and practices are current and germane.*

*Consistency ensures that responsibilities, expertise and identity, as well as the manifestation of the military ethos across the profession, must be integrated, coordinated and aligned.*

To do this, it must be demonstrably capable of succeeding across the full range of missions that could be assigned by the government. Furthermore, this operational capability must be maintained in the context of a military ethos that ensures that the profession as a whole conducts itself honourably. To be relevant, the profession must be accorded full legitimacy by Canadians because of its operational effectiveness, combat capability, reflection of Canadian values, and adherence to the core military values of duty, loyalty, integrity and courage. This legitimization is shown by the public support, trust and confidence bestowed on the profession of arms in Canada.

### **Openness**

Professions are responsible for performing unique functions based on a systematic body of theory-based knowledge and practices. The principle of openness speaks to the profession's need to ensure that professional knowledge and practices are current and germane. Consequently, the profession must incorporate a philosophy of openness to novel ideas and anticipate changes to meet future challenges. New responsibilities and different ways of doing things must be welcomed if they strengthen professionalism. This is a key role of stewardship.

In effect, the profession must adopt the fundamental features of a learning organization, one that moves knowledge horizontally as much as vertically, values looking outside its own boundaries for information and knowledge, and dedicates effort to the generation, consideration and dissemination of new concepts within. Moving the profession as a whole to higher planes of effectiveness depends on this principle.

### **Consistency**

The profession of arms exists within a complex formal structure that requires that the attributes of responsibility, expertise and identity be differentiated and distributed within the profession, yet coordinated and synchronized to ensure effectiveness. The principle of consistency speaks to the need to ensure that assigned responsibilities, expertise and identity, as well as the manifestation of the military ethos across the profession, are integrated, coordinated and aligned so the Canadian Forces maintains its ability to achieve missions rapidly and decisively.

New responsibilities may be acquired, but the fundamental ones to country, government and professional colleagues will continue. Expertise will remain differentiated by rank and function, but integrated by mission requirements. Responsibilities and expertise will continue to differentiate identity among members of the profession, but these will continue to be integrated through the strength of the Canadian military ethos held in common and by retaining essential traditions.

Leadership and stewardship of the military profession must, therefore, be a primary concern of senior officers and chief petty officers 1<sup>st</sup> class/chief warrant officers to ensure that this complex combination of adaptation and integration guarantees operational success in the future.

## **Reciprocity**

The profession of arms serves society by exercising control over its assigned unique functions and over those members of society who volunteer to serve in the profession. The principle of reciprocity speaks to the need to ensure an appropriate, principle-based balance of the expectations and obligations both between the profession and Canadian society, and between the profession as a whole and its members.

Externally, the respect, legitimacy and self-regulation accorded the profession by Canadians indicates that the people trust and expect the CF will achieve assigned missions in a professional manner.

Internally, this principle addresses the responsibility for the care of all members, based on the recognition that membership will necessarily infringe on the full range of rights and freedoms enjoyed by other citizens and therefore incurs an added moral obligation to address members' requirements. This obligation applies to all preparations before operations, the conduct of such operations, and the continued care of members and their families on return from operations. It also means that senior leaders have the implicit responsibility to advocate within professional boundaries for the resources to provide the necessary care and to allocate them effectively, in line with the mutual understanding between society, government and the profession of the moral commitment that binds the profession of arms and the country.

*Reciprocity ensures an appropriate, principle-based balance of the expectations and obligations both between the profession and Canadian society, and between the profession as a whole and its members.*

*The principles of relevance, openness, consistency and reciprocity will guide the evolution of each of the attributes of military professionalism.*

*The broader approach to the practice of the profession of arms will not diminish the importance of maintaining a world-class combat capability, but it will involve a certain evolution to a more inclusive conception of military professionalism.*

## SECTION 2 MANAGING THE EVOLUTION OF THE PROFESSION OF ARMS

### **Adapting the Attributes of the Profession**

How these four principles can be applied to adapting the profession can be illustrated by examining the influence of technological, geopolitical, political and socio-cultural trends on the attributes of the professional construct. Although not exhaustive, these examples provide a broad view of the pressures that will affect the professional attributes and how the Canadian Forces must evolve both its organization and the practice of the profession. The principles of relevance, openness, consistency and reciprocity will guide the development of each of the attributes of military professionalism, but the relative weight will vary according to what change is being addressed and how it affects a particular attribute.

### **Mission and Roles: Operational Boundaries in the Profession of Arms**

It is widely recognized that the emerging security environment can be characterised as a complex, adaptive system. Thus it is non-linear, unpredictable, and constantly changing in ways that cannot be precisely anticipated. Analytical, reductionist thinking will therefore be insufficient and should be supplemented by systems theory and systems thinking. Systems thinking is just the type of discipline and tool set needed to encourage the recognition of inter-relationships rather than things, and for seeing patterns of change rather than static snapshots.

Taken together, the trends identified will result in changes to the types of missions assigned by political authority. The need to protect human rights on a global scale, to establish humanitarian regimes that bring peace and security to violent and insecure regions and states, and to prosecute the campaign on terrorism on a broad front to root out its fundamental causes is increasingly recognized by governments and societies around the world. This may have profound implications for the progress of international law and international governance.

The effects of these developments will go well beyond the UN and alter in significant ways how international organizations such as NATO, the European Union (EU) and other regional organizations operate. In

addition to providing security in the traditional sense for their members, these organizations, in partnership with other international and NGOs, may increasingly be involved in securing stability beyond their borders through conflict resolution, preventive action, and humanitarian and human rights interventions even before conflict breaks out.

This broader approach to the practice of the profession of arms will not diminish the importance of maintaining a world-class combat capability, but it will involve a certain evolution to a more inclusive conception of military professionalism. It will be more internationalist, receptive to a wider range of missions, roles and tasks, and cognizant of the underlying causes of large-scale violence that often precipitate military action in many parts of the world.

The principle of openness will call for the profession to proactively seek an understanding of these changes, while the principle of consistency will require addressing an evolving response to changing missions and roles in a comprehensive and integrated way.

## Responsibility

Geopolitical change and government policy are the most likely factors to have an impact on responsibility. Changes in missions and roles must be guided especially by the principles of relevance and openness to be sure the profession responds appropriately to government direction. It will also be important, however, to consider consistency in maintaining the core of professional effectiveness.

*Changes to responsibility will result from adjustments to new roles and missions.*





***The expertise resident in the profession of arms will remain focused on the primary function of providing for the ordered application of military force.***

***However, defining, acquiring and maintaining the appropriate body of new expertise in the face of future challenges will be a demanding and ongoing task.***

The profession of arms will remain anchored on two fundamental responsibilities. First, in accord with its *raison d'être*, it will be responsible for serving Canadians through their elected officials. Second, it must manage the profession's evolution so that the Forces will continue to defend Canada and its interests. This will involve the ongoing alignment of the other attributes to meet possible future adjustments to new roles and missions. Such alignment may entail certain additional responsibilities as the government responds to changes in the international system.

This broader approach to security brings with it a set of responsibilities that expand those primary responsibilities to the nation-state. Military professionals will be responsible in part for the success of any multilateral and multinational operations the Government of Canada participates in. They will be responsible as well for maintaining effective relationships with a wider range of actors involved in conflict resolution, with all its implications for peace, security, prosperity and respect for human rights.



## Expertise

Both technology and geopolitical change are pre-eminent sources of change for expertise. Relevance and openness will be significant in making adequate responses, while consistency will ensure that the expertise resident in the profession of arms will remain focused on the primary function of providing for the ordered application of military force.

In the short term, the expertise resident in the profession of arms will remain distributed by environment and function. Some redistribution of expertise by rank is already occurring, however, and is likely to accelerate. In the longer term, redistribution by environment and the merging of functions may have a significant effect on the overall distribution of expertise within the profession.

This expertise will continue to include the skills directly related to operations and the necessary support, but all the factors of change will affect expertise to some extent. The impact of technology will likely be profound and require military professionals to become more knowledgeable about more topics. In addition, the greater complexity of joint, combined and comprehensive operations will demand different skill sets and competencies.

Geopolitical factors will always be significant and will often produce new and different types of operational demands, as well as new threats to counter. Deciding how to conduct these operations will certainly call for new conceptual models to help the profession redefine the new nature of conflict and security, broadly understood, as well as different kinds of knowledge and skill sets.

Asymmetrical, non-traditional threats and threats from non-state actors will also lead to increased collaboration with a range of different agencies, with the likelihood of overlapping responsibilities and function.

Defining, acquiring and maintaining the appropriate body of professional expertise in the face of these challenges will be a demanding and ongoing task. Areas that will require attention include joint concepts and doctrine; broader cultural awareness; understanding international law and governance; working with non-NATO militaries as UN partners; understanding multinational operations, including complex chains of command; and recognizing the role of the media as both a filter of information and an instrument to influence local and global opinion.

*In the final analysis, leadership and stewardship of the profession will always involve ensuring that all members have a clear understanding of who they are as Canadian military professionals.*

*The military ethos must respond to the evolution of all the other attributes.*

## **Military Identity**

As the factors of change alter responsibility and expertise, they will inevitably shape identity. This process must be guided by the principle of consistency, above all to ensure that military professionals continue to see themselves as distinct from civil society, performing an essential and unique service to Canada while operating according to the principle of reciprocity.

Military identity must remain essentially defined by the primary function of applying force in the resolution of political problems. Thus, the CF will continue to see itself as the primary force in the defence of Canada, continuously prepared to act decisively and overwhelmingly to help create the conditions that allow for viable international relations.

As technology changes the battlespace, questions concerning who are the real operators and decision-makers will arise. Will military professionals be leading in the traditional sense, or will managing this battlespace become the most significant function? Geopolitical developments may also combine with these factors for more issues concerning identity. Long-range precision weapons, uninhabited weapons systems at sea, on land and in the air, the ubiquitous nature of information operations, and the presence in the conflict zone of a variety of actors, such as NGOs, paramilitaries and special operations personnel, may give rise to unusual ethical dilemmas and blur the distinction between the military professional and other combatants. In some circumstances, the question of whose expertise is the most relevant could affect the issue of professional military identity.

These pressures will exert themselves slowly and with a different impact on the three environments. Nonetheless, both the collective profession and individual members must adapt appropriately. In the final analysis, leadership and stewardship of the profession will always involve ensuring that all members have a clear understanding of who they are as Canadian military professionals.

## **Military Ethos**

The military ethos must respond to the evolution of all the other attributes. To do so effectively, all the principles will come to bear: reciprocity, to ensure the well-being of members; relevance, to maintain the link with Canadian society; consistency, to retain the core military values crucial to a fighting force; and openness, to allow for necessary adaptation.

The military ethos must always perform its role as the unifying spirit, guiding the profession of arms and the military professional in an uncertain world — effectiveness and legitimacy demand it. Although the Canadian military ethos will remain the cornerstone of military professionalism, and resist change that could undermine professional effectiveness, it will need to adjust appropriately. Socio-cultural changes, for example, are ongoing in Canadian society, and the ethos must remain aligned with fundamental Canadian values while ensuring the profession's ability to perform its function.

Geopolitical and technological changes that will affect responsibility and expertise must be reflected in the ethos in ways that strengthen professional identity instead of eroding it. For example, the growing ability to inflict massive damage to combatants and non-combatants alike, safely and from great distances, can pose peculiar ethical problems with regard to the basic concept of performing its tasks with humanity that underpins the Canadian military ethos.

The core military values will remain at the centre of the ethos, as will the concepts of unlimited liability, service before self and fighting spirit. Discipline and teamwork remain vital, and how these are achieved in the three environments may develop with evolving leadership theory and professional concepts. These latter developments will likely alter the way that this culture is aligned with the military ethos.

## **Managing the Internal Dynamics of the Profession of Arms**

There are three main dynamics at play within the profession that must be carefully managed: maintaining effective civil-military relations; ensuring the right balance between the concept of the Canadian Forces and the three environments; and the evolution of the officer/ NCM team. The principles for adapting the profession as a whole will also be useful in guiding how military professionals deal with issues that stem from those evolving relationships.

**Civil-Military Relations:** It is important to recognize that there are legitimate differences in emphasis and priorities when the political, bureaucratic and military domains overlap, and that a certain amount of professional tension is always inherent and healthy in the relationships of these groups. The overall objective, however, is a high degree of transparency and communication that lead to maximum collaboration.

*There will be a greater need for members to adopt a Canadian Forces perspective at earlier stages in their career.*

*In the near term, the evolution of the officer/NCM roles and relationships will likely be characterized by shifts in the division of responsibility and, a greater overlap between generalist and specialist competencies. In the future, the changes could be profound and compel a more fundamental reorganization of the two corps.*

The synergy achieved by mutual recognition that all are critical members of the same Canadian national security team is immense. The defence of Canada demands no less.

**The Canadian Forces and the Three Environments:** The unifying power inherent in the concept of the Canadian Forces must be balanced against the differentiation of the three environments, which is essential for readiness, generating force and sustaining a multi-purpose, combat-capable force. Sound and efficient civil control of the military, as well as effective command and control of the armed forces of Canada, are enhanced by the unified structure of the Canadian Forces, led by the CDS. Both the development of a coherent military strategy in support of political objectives and the prosecution of joint operations profit from a force that is unified at the top and operates from an integrated National Defence Headquarters. Important economies of scale and cost-effective internal resource allocation are also obtained with this structure.

For the foreseeable future, however, and notwithstanding the impact of technology, the operating environments within which military forces will work, particularly at the tactical level, unilaterally as well as combined, will require maritime, land and air forces for the successful accomplishment of missions. This in turn means that all CF members must master the art of warfare in their own medium if they are to become true professionals in the joint, combined and inter-agency context that characterizes modern conflict. Expertise must be distributed according to the harsh demands of this environment, and the military ethos must accommodate the separate identities forged by combat at sea, on land and in the air.

Striking the right balance between these two organizing concepts will remain a major task for both military professionals and civil authorities.

**Evolving the Officer and NCM Roles and Relationships:** An outline of how the profession of arms may be described and practised in the future must also consider how it affects the men and women of the officer and NCM team. To one extent or another, the trends that influence the attributes of the profession also affect the officer and NCM roles and relationship.



The trends can be seen in influences that argue for both change and continuity in these roles and relationships. However, the dynamic between the forces of continuity and change may well be different in the three environments. These factors must also be viewed in terms of their impact in the near term and then in the more distant future.

The fact that the existing structure has been robust enough to face the many challenges of the recent past provides perhaps the most powerful argument for continuity in the differentiated roles and relationships of officers and NCMs. Although rigid adherence to the *status quo* will not successfully meet all future demands, this area's history primarily teaches that the rationale for major change must be compelling.

Historically, the Canadian profession of arms stands out in terms of the roles NCMs have played. Generally, they have been assigned a greater scope of responsibility than their colleagues in many other militaries, and this characteristic of how the officer and NCM team has evolved in recent history will prevail into the future. Building effective, cohesive fighting teams instilled with the discipline and skill to prevail in all tasks will remain a primary role of master seamen/master corporals and above. Leading such teams from the front and being responsible for the well-being of individual team members on a continuous basis must continue to shape their self-image.

Examples of factors that argue for change include technology's effect on the battlespace; changes in social demographics; increasing levels of education and expectations within the NCM Corps; a greater need for a common and broad general knowledge base; adoption of a learning organization culture; and networked structures. By themselves, these factors suggest a significant change in the distribution and practice of responsibility and expertise between corps.

Since uncertainty, ambiguity and complexity will increasingly characterize most operations in all environments, the old paradigm that emphasized the decision-making role of the officer and the applied, technical role of the NCM has shifted. The profession will therefore not only continue to rely on NCMs to take on difficult challenges, but will in fact expect much more of them. Authority will be increasingly delegated and an even greater degree of responsibility assigned to

***The transition to a modified paradigm for the officer/ NCM relationship will inevitably lead to changes in the attribute of identity.***



NCMs to permit the officer/NCM team to dominate the operational theatre across great distances of time and space. In some cases, officers may share these authorities and responsibilities (i.e., some roles will increasingly overlap).

Such developments will lead to some redistribution in expertise and the need to develop ever-increasing levels of professional judgement at all ranks in leadership roles. Teamwork and collegiality will be emphasized over hierarchy. NCMs will exercise more responsibility and must increasingly engender the trust needed for superiors to allow them to make an indispensable contribution to mission accomplishment.

Professional development must anticipate and prepare members for change based on principles that map and anticipate the changing environment. At a macro level, these principles must take into account the changing division of responsibility and authority in operations, the growing requirement for the development of common intellectual competencies, and the increasing breadth and depth of specialist and generalist experience required within both corps. These changes will affect all members, at all ranks and in all operations. The division of responsibility and authority in operations will be driven by advanced concepts of command and control in both the human and technical domain. Well-developed critical and creative reasoning, systems thinking and the application of sound judgement will be required. There will also be a greater need for the application of generalist knowledge, as well as a greater demand for technical competence, both theoretical and applied. These trends strongly suggest the need for a growing convergence in the professional development of officers and NCMs.



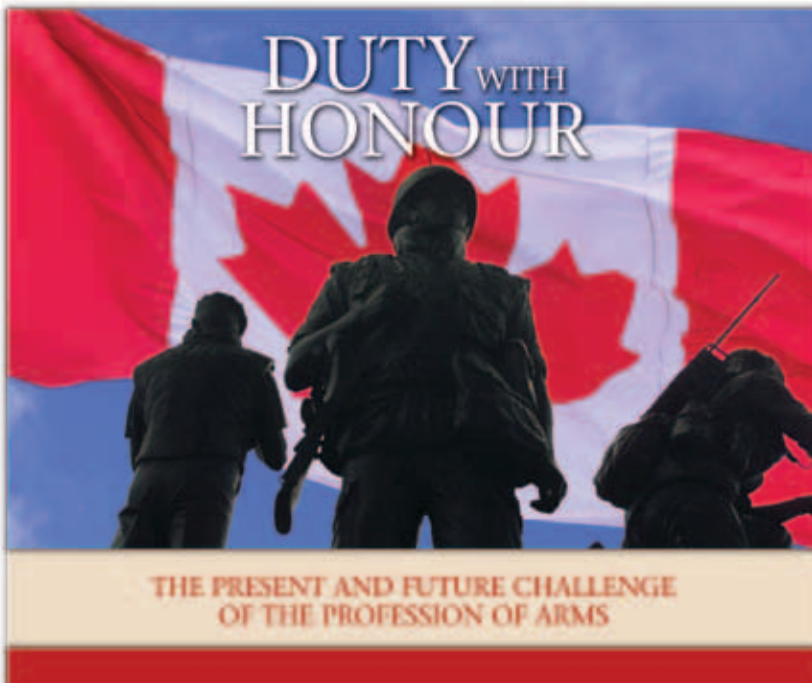
## SECTION 3 CONCLUSION

Professional service in today's Canadian Forces can be summed up in three words: **Duty with Honour**.

In volunteering for military service, members of the Canadian Forces accept as part of their Duty a unique and distinct identity within Canadian society. They are members of Canadian society, yet in subtle ways they are apart from it. By embracing the military ethos, they accept obligations and responsibilities that no other Canadian citizen has. As members of the profession of arms, they are acutely aware of the special trust placed in them by the people of Canada. They accept this trust and, in accord with their ethos, strive for excellence within their areas of expertise. In brief, they reach for the highest standards of professionalism.

Their reward is Honour — but honour can only be bestowed if they acquit themselves in a manner that reflects the values, beliefs and expectations of their fellow Canadians.

This, then, is the present and future challenge for members of the profession of arms in Canada.







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