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FROM BADGE TO SHIELD: MILITARY POLICE AS A KEY ENABLER OF THE SHIELD OPERATIONAL FUNCTION IN THE FUTURE SECURITY ENVIRONMENT

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AIM

1. The aim of this paper is to discuss the role of the Canadian Armed Forces Military Police (CAF MP) as a key enabler of the Shield operational function in the future security environment. This analysis will be conducted with a view to proposing a fundamental cultural shift for CAF MP which will more closely align the role of the MP with preserving the operational integrity of the CAF moving into the future.

INTRODUCTION

2. The five operational functions articulated in Canadian Joint doctrine form the core capabilities that must be present for the CAF to successfully conduct operations.¹ The five operational functions are inherently present in all force elements from the individual soldier, to the CAF as a whole.² That said, the focus here is on specific capabilities that directly support operational functions; namely the MP as a critical enabler of the Shield function.³ The reason it is important to consider the role of the MP as an enabler of the shield function is the increased importance this function will have in the future security environment.

3. In presenting this position paper, an analysis will be conducted of current MP doctrine with a focus on how core MP capabilities support the Shield function. Allied approaches to the role of MP will also be considered. Finally, Operation *Honour* will be discussed as a case-in-point of the foundational nature of the Shield function and the important role MP play in

¹Department of National Defence. B-GJ-005-300/FP-001. Canadian Joint Forces Publication 3.0 Operations, (Ottawa: DND Canada, 2011), 1-6. The five operational functions are: Command, Sense, Act, Shield, and Sustain.

²Department of National Defence, B-GL-362-001/FP-001, Military Police in Operations (Ottawa: DND Canada, 2012), 1-1.

³Military Police (MP) doctrine resides in the Shield section of the Army Electronic Library publication repository

maintaining the operational integrity of the CAF. When viewed from this holistic perspective, a case will be made for the MP to embrace the Shield operational function as core tenant of MP operations.

DISCUSSION

4. As identified in *The Future Security Environment 2013-2040*, conflicts of the future will be characterized by the need to minimize losses to one's own forces as well as civilian populations.⁴ In many ways operational legitimacy is closely linked to the level of protection being afforded, so as to not needlessly expend lives and resources in pursuit of operational objectives. This is consistent with British experiences in Afghanistan, where public support was determined to be closely linked to effective force protection.⁵ It is from this perspective that the increased importance of Shield as an operational function gains merit. In the Canadian context, the shield function is...

...the operational function that protects a force, its capabilities, and its freedom of action. The Shield function protects from both conventional and asymmetric threats and is applicable to domestic, continental, and international operations.⁶

5. The shield function contributes directly to mission accomplishment by ensuring the preservation of precious resources, human and materiel, essential for mission success. From this viewpoint it is evident why specific protective capabilities such as engineering, Counter-Improvised Explosive Device (C-IED), and MP have their doctrine nested within the Shield

⁴Department of National Defence. A-FD-005-001/AF-003. *The Future Security Environment 2013-2040*. (Ottawa: DND Canada, 2014), 92.

⁵Mark Clegg, "Protecting British Soldiers in Afghanistan," *The RUSI Journal*, 157, no. 3 (Jun 2012): 28. <http://dx.doi.org/10.1080/03071847.2012.695164>.

⁶Department of National Defence, Canadian Joint Forces..., 1-5.

function.⁷ As the publication *Shield – The Operational Function* notes “force protection is the embodiment of the Shield function.”⁸ The alignment of MP doctrine as a subset of the shield operational function is not by happenstance and merits further examined.

6. There is currently no Canadian Force Joint Publication on the provision of MP support.⁹ In the interim, the Canadian Army publication *Military Police in Operations* provides the authoritative basis for how the MP contributes to operations. The document strives to address joint force requirements by highlighting what is termed a “land-centric joint approach”¹⁰ to MP operational activities. This Army centric approach is not seen as a limiting factor in understanding the concepts being discussed here given the inherently joint nature of MP support. It should be noted that while *Military Police in Operations* broaches the topic of the operational functions there is no direct link drawn between MP activities and the Shield function. It is the contention here that this is a missed opportunity to firmly anchor the role of the MP in functional concepts that resonate across the CAF.

7. When viewed objectively, the two primary roles of the CAF MP: *police the force*, and *support the force*,¹¹ clearly enable the shield operational function. By looking at each in turn, this correlation will become evident. The first role, *police the force*, is predominantly related to the enforcement of laws, rules and regulations of the Canadian Armed Forces as well those of Canadian society writ large. As articulated in the *Military Police Operations*:

⁷Canadian Army Doctrine and Training Center. “Army Electronic Library – Army Shield.” Accessed 1 February 2016. http://acims.mil.ca/sp/CADTC_DAD_AEL/DoctrineLibrary/Forms/ArmyShield.aspx

⁸Department of National Defence, B-GL-360-000/FP-001, *Shield – The Operational Function*, (Ottawa: DND Canada, 2015), 5. Official release of this publication is pending translation to French.

⁹Canadian Joint Operations Command. “Canadian Armed Forces Joint Doctrine Publications – Status”. Accessed 27 January 2016. <http://cjoc-coic.mil.ca/sites/intranet-eng.aspx?page=3560>. The Canadian Joint Operations Command CF Warfare Centre website listed CFJP 4-2 Military Police Support as a proposed publication.

¹⁰Department of National Defence, *Military Police...*, 2-2.

¹¹*Ibid.*, 2-2.

MP perform these activities to protect the members of the military community, guarantee their basic rights, maintain public confidence in the CF and ensure our own forces are prepared and capable of carrying out their tasks and completing their assigned mission.¹²

8. This statement speaks to the heart of the Shield operational function. It is the protection of the individual, and the maintenance of public confidence in the Canadian Armed Forces that is at the core of the *police the force* role of the MP. Policing the force can be further subdivided into two main parts, law enforcement operations and security operations. Each of these activities contributes to the preservation of military operational capability. Law enforcement operations ensure breaches of laws and regulations are dealt with fairly, impartially and in a manner consistent with the highest of public expectations. Likewise, security operations seek to assist commanders at all level with the protection of personnel, infrastructure, materiel and information. By doing so, these valuable resources are available to the Canadian Armed Forces when needed.

9. Before moving forward it is important to consider police independence and its role in this discussion. It is anticipated that there may be some initial reticence towards a Shield centric approach to conceptualizing the role of the MP. This reluctance may rest in a concern that such a conceptual shift may undermine the independence of the MP in the performance of policing duties and functions. This initial weariness to a new conceptual paradigm is understandable given the fundamental changes in MP independence that have occurred over the last 15 years. It is the contention here that conceptualizing the role of MP as a key enabler of the Shield

¹²*Ibid.*

operational function in no way undermines the policing independence of the MP. Institutional safeguards such as the Military Police Complaints Commission (MPCC) and the recent changes in the MP command and control architecture¹³ are sufficiently robust to withstand scrutiny of their efficacy in maintaining the independence of the MP. It is suggested here that it is precisely the policing independence of the MP that makes the organization such a powerful contributor to the Shield operational function, particularly at the strategic level.

10. Bridging the gap between policing the force and supporting the force are the MP activities of force protection operations and custody operations. As previously mentioned, force protection is the embodiment of the Shield operational function. MP support to force protection operations is a critical part of preserving the operational capability of the Canadian Armed Forces. Military Police accomplish this by providing expert advice on the implementation of force protection measures on bases, installations, or camps. In addition, there are a myriad of general and specialist MP capabilities designed to provide enhanced levels of force protection when and where required. These include: Naval force protection, airfield security, aircraft ground security, route and area security, close protection, counter-intelligence, and Chemical, Biological, Radiation, and Nuclear (CBRN) detection.¹⁴

11. Custody operations can also be viewed as contributing to the Shield operational function. From a domestic perspective, custody operations form a critical part of the military justice system. The rehabilitative function in this context serves to preserve operational capability by facilitating the individuals return to their unit as a productive, more disciplined member of the military. In an operational context, custody operations directly contribute to the safety and

¹³Kent Roach, "Police Independence and the Military Police," *Osgoode Hall Law Journal* 49 (2011): 139.

¹⁴Department of National Defence, *Military Police...*, 6-1 – 6-3.

security of all members of the force and the general public. As evidenced in recent missions the manner in which custody operations are conducted are of the utmost importance. When addressing the importance of custody operations *Military Police in Operations* states “the credibility of the CF and Canada’s reputation is and will always be at stake.”¹⁵ Here again, it is evident that to a large degree the underlying role of the tactical or operational task is a manifestation of the Shield operational function.

12. When considering the *support the force* role of MP two aspects are considered: tactical support operations and stability operations. Tactical support operations include such tasks as: detainee handling, refugee movement and control, straggler control, support to crowd confrontations, mobility control, checkpoints, site searches and exploitation, and criminal intelligence.¹⁶ The majority of these tasks are directly related to maintaining the freedom of action of friendly forces, or providing a degree of protection and security to military personnel or the civilian population. These are both key aspects of the definition of the Shield operational function presented earlier.

13. Support to stability operations is the final MP activity area discussed here. The essence of stability operations is the notion of joint, interagency, multinational, and public (JIMP) integration. It is this holistic approach to stability operations that allows the MP to contribute directly to mission success. While a number of the key tasks are applicable to stability operations, the focus here will be on security sector reform. By assisting in police capacity building through the training, mentoring and professionalization of local law enforcement the MP are directly assisting in creating legitimacy for the indigenous police force. This can be

¹⁵*Ibid.*, 5-1.

¹⁶*Ibid.*, 7-3 - 7-4.

viewed as providing ancillary protective benefit to our own forces by facilitating eventual disengagement. Moreover, a link can also be made between the MP efforts and the ability of the host agency to provide a safe secure environment for their own population. In essence, enabling capabilities which will support the Shield operational function requirements of our partners.

14. By reviewing the roles and key activities of the Military Police it is evident that they are intimately tied to the Shield operational function. This is to say that in most contexts, the military police are preserving the operational effectiveness and legitimacy of the CAF. This notion is in line with the Commander's Guidance to the Canadian Forces Military Police Group which reinforces the need to "...contribute to the operational effectiveness of the CAF."¹⁷ This guidance also highlights that "[MP] are the independent institutional safeguard the government of Canada relies upon to maintain the legitimacy of the CAF."¹⁸ This speaks directly to the role of the MP in shielding the institution from threats both internal and external. In reality the MP are already heavily inculcated as a key enabler of the Shield operational function, the short fall is in how this role is conceptualized, internalized, and communicated.

15. The growing importance of MP to the Shield function is evident in the operational philosophy of our allies. The US Army Military Police have recently adopted a new tagline which speaks to this very notion. The US Army Military Police have a variety of mottos and taglines used to create their brand image. These include: *Of the Troops – For the Troops, Assist,*

¹⁷R.P. Delaney, Commanders Guidance to the Canadian Forces Military Police Group. Canadian Force Military Police Group Headquarters, Ottawa. 17 December 2013. 2. Accessed 1 February 2016
<http://vcfs.mil.ca/sites/CFPM/Resources/Policy%20and%20Pubs/ComdGuidanceEnglish.pdf>

¹⁸*Ibid.*, 10.

Protect, Defend, and more recently *Preserve the Fighting Force*.¹⁹ It is this last tagline that is illustrative of the concepts being discussed here. The underlying implication is that for the US MP, their *raison d'être* is the preservation of forces to enable the fight. The tagline orients both the individual military police member to their role in enabling the Army in accomplishing its missions, and reinforces this role with the external audience. Over time MP will come to be viewed as a key enabler of preserving fighting power. While uniquely American in context, the general theme is consistent with what is being presented here.

16. When viewed in contrast, the existing Military Police Branch Visual Identity Standards tagline “*Canada’s Frontline Police Service*”²⁰ has a very different focus. This tagline draws a comparison between CAF MP and other police forces across the country by highlighting the military nature of CAF MP employment. There are three critical aspects of the message being presented: the federal nature of the MP, a military connotation, and MP inclusion in the broader policing community. Established in 2010, these visual identity standards served an important role in standardizing the image and brand identity of the Military Police Branch. However, when considered in terms of defining the role of the MP in relation to the future security environment, the tagline does little. Augmenting the existing tagline with a comment similar to that used by US Army MP would solidify the future role of CAF MP in the minds of internal and external audiences. An example of which could be: *Canada’s Frontline Police Service – Safeguarding the Operational Legitimacy of the Canadian Armed Forces*.

¹⁹Mark Spindler, “Chief, Military Police Corps Regiment, and Commandant, U.S. Army Military Police School,” *Military Police – The Professional Bulletin of the Military Police Corps*. Fall 2015. 2. Accessed 1 February 2016 <http://militarypolice.epubxp.com/t/15902-military-police>

²⁰T. Grubb, Military Police Branch Visual Identity Standards. Canadian Forces Provost Marshal, 2010. 5. Accessed 1 February 2016. Accessed 27 January 2016. http://vcds.mil.ca/sites/cfpm/resources/docs/vis-niv_e.pdf.

17. Operation *Honour* is an excellent case-in-point when considering the importance of the Shield function to the future security environment. This operation is heavily focused on the principles of guarding the safety and welfare of our personnel. Furthermore, institutional credibility and legitimacy are at stake. The recent progress report presented to the Chief of Defence Staff highlighted "...abhorrent conduct undermines nothing less than the Canadian Armed Forces operational capability."²¹ When reviewing this report it is evident that a significant amount of ongoing efforts are linked to activities conducted by the military police. These included investigations conducted by the National Investigative Service, and the key role of the MP liaison officer within the Sexual Misconduct Response Centre.²² While these actions can be thought of solely in terms of policing activities, more broadly they can be viewed in terms of their contribution to maintaining the legitimacy of the CAF. From this perspective, the role of the MP takes on a heightened sense of importance and forms a critical part of mission success.

CONCLUSION

18. When viewed through the prism of the future security environment, the Shield operational function will take on increased importance. Protecting and preserving personnel, materiel, infrastructure and information from unnecessary loss or destruction will be critical to mission success and maintenance of public confidence in the military. The Military Police have a significant role to play in enabling the Shield function. Current MP roles and tasks provide a myriad of capabilities that directly support the Shield function. By embracing the Shield operational function as the *raison d'être* of MP support to operations, a reconceptualization will

²¹ Department of National Defence, *Canadian Armed Forces – Progress Report Addressing Inappropriate Sexual Behaviour*, (01 February 2016): 2. Accessed 1 February 2016.
http://www.forces.gc.ca/assets/FORCES_Internet/docs/en/caf-community-support-services/sexual-misconduct-progress-report-en.pdf

²²*Ibid.*, 10.

occur which will result in MP better understanding their role in the larger context. This will also enable the wider audience to better understand the contribution MP make to mission success. By doing so, the MP will be better aligned to contribute to the effectiveness of the CAF.

RECOMMENDATIONS

19. To facilitate this cognitive shift in role of the Military Police the following recommendations are made:

- a. Minor revisions to Military Police in Operations which highlight the unique contributions of the MP to enabling the Shield operational function;
- b. Inclusion of corresponding comments in the CJP 4-2 Military Police Support, when promulgated;
- c. Introduction of the CAF operational functions as part of basic MP Officer training. The unique role of MP as an enabler of the Shield function should be highlighted. Consider also including as part of senior non-commissioned officer training; and
- d. MP Branch visual identity standards amended to include an adjusted tagline which captures the wider role of the MP in relation to the CAF.

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