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Integrated Deterrence: A New Approach to Canadian Defence and Security

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**INTEGRATED DETERRENCE:
A NEW APPROACH TO CANADIAN DEFENCE AND SECURITY**

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INTEGRATED DETERRENCE: A NEW APPROACH TO CANADIAN DEFENCE AND SECURITY

AIM

1. The aim of this service paper is to explore the concept of *Integrated Deterrence*, its importance in the current security landscape, and its potential application in the context of Canada's Defence Policy, *Strong, Secure, Engaged* (SSE). Through a review of the existing framework documents, concepts, and concrete examples, this paper will discuss Canada's current deterrence policies and make recommendations for its improvement. By doing so, this paper will contribute to the ongoing conversation on how best to enhance Canada's defence capabilities, protect its national interests, and contribute to a more effective and cohesive alliance response to complex and evolving threats.

INTRODUCTION

2. In recent years, there has been growing recognition of the need for a new approach to security and defence that integrates all instruments of power and emphasizes deterrence as a way and means to prevent conflict.¹ This approach, known as *Integrated Deterrence*, seeks to coordinate effects across multiple domains, agencies, partners, and alliances to reduce the appeal of aggression while promoting stability.² Given Canada's strategic interests and global responsibilities to its alliances, the Canadian Armed Forces (CAF) and the Canadian Government should be looking to advance this concept.

3. This paper will explore the concept of Integrated Deterrence and its implications for SSE and the Canadian security and defence communities writ-large. Drawing on recent framework documents from both Canada and its alliances, and other official concepts and strategies, the paper will outline key components of integrated deterrence, examine how they have been applied by other actors, and consider how they might be adapted to meet Canada's specific needs and challenges. Finally, the service paper will conclude with recommendations for future study and analysis for how Canada can better integrate deterrence based on SSE and build a more effective, resilient defence and security posture.

¹ 'Official Says Integrated Deterrence Key to National Defense Strategy', U.S. Department of Defense, accessed 23 Jan 2023, <https://www.defense.gov/News/News-Stories/Article/Article/3237769/official-says-integrated-deterrence-key-to-national-defense-strategy/https%3A%2F%2Fwww.defense.gov%2FNews%2FNews-Stories%2FArticle%2FArticle%2F3237769%2Fofficial-says-integrated-deterrence-key-to-national-defense-strategy%2F>.

² Charlie Dunlap and J.D., 'Guest Post: Dr. Frank Hoffman on "Conceptualizing Integrated Deterrence"', *Lawfire* (blog), 8 January 2022, <https://sites.duke.edu/lawfire/2022/01/08/guest-post-dr-frank-hoffman-on-conceptualizing-integrated-deterrence/>.

DISCUSSION

What is Integrated Deterrence?

4. The concept of deterrence is the idea of persuading an adversary not to take aggressive actions by making them believe that the benefits of such actions will not outweigh the costs.³ It emphasizes that deterrence involves both denying an adversary success and imposing costs.⁴ Deterrence is a complex process that requires a clear understanding of the geopolitical implications and the decision-making process of an opponent.⁵ It relies on demonstrating credibility and capability and understanding the opponent's thresholds and decision-making calculus.⁶

5. Integrated Deterrence is a concept that refers to the synchronization of all available resources and capabilities, including diplomatic, information, military, economic, and other instruments of national power, to deter adversaries from engaging in hostile actions.⁷ The goal of Integrated Deterrence is to create a comprehensive and resilient deterrence posture that can respond to a range of threats and scenarios, both traditional and non-traditional.⁸ If implemented appropriately, it requires close coordination and integration across different government agencies, military services, non-government organizations, defence and security industries, and international partners to achieve the desired effects.⁹

6. From a Canadian Defence and Security perspective, Integrated Deterrence would enable Canada to deter potential adversaries and promote regional stability and security. As a member of the North Atlantic Treaty Organization (NATO) and the Five Eyes community, Canada faces a range of evolving threats, notably cyberattacks, misinformation and disinformation campaigns, and grey zone warfare, all of which require a multidomain response. Integrated Deterrence provides Canada with a framework for developing and implementing a coherent and effective strategy to address the challenges of operating in pan or multidomain operating environment.

7. There are several avenues of approaches to Integrated Deterrence and most of the framework documents that our Five Eyes community have released include the use of advanced technologies such as cyber defence, artificial intelligence, quantum computing, and space-based assets, to enhance situational awareness and decision-making.¹⁰ Another common approach involves strengthening partnerships and alliances with like-minded countries and organizations

³ Michael J. Mazarr, "Understanding Deterrence," RAND Corporation, April 19, 2018 <https://www.rand.org/pubs/perspectives/PE295.html>. 2

⁴ Mazarr, 2

⁵ Mazarr, 2

⁶ Mazarr, 3

⁷ Dr. Frank Hoffman, "Guest Post: Dr. Frank Hoffman on Conceptualizing Integrated Deterrence," Lawfire (blog), January 8, 2022, <https://sites.duke.edu/lawfire/2022/01/08/guest-post-dr-frank-hoffman-on-conceptualizing-integrated-deterrence/>.

⁸ Hoffman

⁹ Hofman

¹⁰ United Kingdom, Ministry of Defence. "Integrated Operating Concept 2025," accessed 15 Feb 2023, https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1014659/Integrated_Operating_Concept_2025.pdf.

to share intelligence and resources, and to develop joint capabilities and operations.¹¹ A great example of this is the recent partnership between Australia, the United Kingdom, and the United States (AUKUS). The partnership provides two lines of efforts towards general Integrated Deterrence capabilities; the first, and likely most known capability is the development of future ‘conventionally-armed nuclear-powered submarines’ and the second is simply termed ‘advanced capabilities’, but includes undersea, quantum technology, artificial intelligence, advanced cyber, hypersonic, electronic, and information sharing capabilities.¹² While the primary objective of the agreement focuses on enhancing Australia’s naval defence capabilities, its second line of effort, advanced capabilities, involve partnerships and working groups that encourage whole-of-government collaboration with like-minded nations, promoting international organizations and leaning on defence and security based industries for implementation.¹³

Why Integrated Deterrence?

8. The recent Indo-Pacific strategy released by the Canadian government emphasizes that the approach to the region should be based on a whole-of-government approach, including coordinated efforts across various government agencies and departments.¹⁴ This includes the integration of military and non-military tools to achieve strategic objectives and deter potential adversaries. One compelling argument for Canada to implement an integrated deterrence strategy is to effectively tackle the changing security threats in the Indo-Pacific region. As noted in the strategy, the region is experiencing growing geopolitical tensions, increased competition among major powers, and a range of security threats such as terrorism, cyber-attacks, and nuclear proliferation.¹⁵

9. In 2022, NATO released an updated Strategic Concept that emphasizes the need to deter and defend against potential threats from state and non-state actors, which could come in the form of cyberattacks, terrorism, or hybrid tactics, such as disinformation campaigns.¹⁶ To achieve this, NATO highlights the importance of integrating all elements of national power, including diplomatic, economic, information, and military instruments, in a coordinated and mutually reinforced manner.¹⁷ Canada’s adoption of an integrated deterrence approach would contribute to NATO’s collective deterrence and defence posture, as it would enhance Canada’s ability to respond effectively to potential threats in all domains. Canada’s participation in NATO’s Enhanced Forward Presence (eFP) in Latvia also underscores the importance of

¹¹ United States, Department of Defense, ‘2022 National Defense Strategy’ (Washington, Secretary of Defence, 2022)

¹² The White House, "FACT SHEET: Implementation of the Australia – United Kingdom – United States Partnership (AUKUS)," accessed February 15, 2022, <https://www.whitehouse.gov/briefing-room/statements-releases/2022/04/05/fact-sheet-implementation-of-the-australia-united-kingdom-united-states-partnership-aukus/>.

¹³ The White House

¹⁴ Global Affairs Canada, "Canada’s Indo-Pacific Strategy," accessed February 15, 2022, <https://www.international.gc.ca/transparency-transparence/indo-pacific-indo-pacifique/index.aspx?lang=eng>.

¹⁵ Global Affairs Canada

¹⁶ NATO, "NATO 2022 Strategic Concept" (Madrid, Adopted by Heads of State and Government), 290622-strategic-concept.pdf (nato.int), 5.

¹⁷ NATO, 7

integrating military capabilities with diplomatic and economic tools to deter and defend against potential aggression from Russia.

10. China's Belt and Road Initiative (BRI) is a good example of how one of our key competitors is implementing a long term, integrated grand strategy. BRI involves a range of economic, political, and military tools to advance Chinese interests, including the expansion of Chinese influence, the acquisition of strategic assets, and the projection of power.¹⁸ The initiative includes infrastructure development, trade agreements, and investments in emerging markets, as well as the establishment of military bases and the development of advanced military technologies.¹⁹ The BRI is similar to Integrated Deterrence in that it involves the use of multiple tools to achieve strategic objective. Both approaches recognize that military force alone cannot achieve a desired outcome and that a comprehensive approach is necessary to achieve success. However, there are difference between the BRI and what this paper proposes is integrated deterrence. The BRI is primarily focused on advancing China's interests through economic and political means, while Integrated Deterrence is primarily focused on deterring potential adversaries from taking aggressive actions through the coordinated use of multiple tools, including military force across pan or multi-domain operations.²⁰ Regardless, the BRI example demonstrates that Integrated Deterrence is not solely based on a military concept, but must be applied to the diplomatic, information, and economic arenas. Moreover, it demonstrates the importance of a long-term and comprehensive approach to achieve strategic goals.

Integrated Deterrence and North America

11. The concept of Integrated Deterrence has been around for some time and has been either adopted or discussed by other Five Eyes allies. For example, the UK's 2018 National Security Capability Review and Australia's 2017 Foreign Policy White Paper both emphasize the importance of integrated approaches to deterrence, while not explicitly mentioning the term *Integrated Deterrence*, the concept is there.²¹ Most recently, the 2022 US National Defence Strategy emphasizes the need for allies and partners to adopt an Integrated Deterrence approach to counter shared threats. The document notes that adversaries are increasingly using non-military means, such as cyber attacks and disinformation campaigns, to achieve their objectives. As such, Integrated Deterrence is the cornerstone of the US defense strategy.²² As a close ally and partner of the US, Canada's adoption of an Integrated Deterrence approach would help

¹⁸ Sutter, Karen, M. 'China's "One Belt, One Road" Initiative: Economic Issues.' Congressional Research Service. January 18, 2022. Accessed 23 Feb, 2023. <https://crsreports.congress.gov/product/pdf/IF/IF11735/1>.

¹⁹ Sutter

²⁰ Sutter

²¹ UK Government. National Security Capability Review. February 2018. Accessed March 1, 2023.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/705347/6.4391_C_O_National-Security-Review_web.pdf. & Department of Foreign Affairs and Trade. 2017 Foreign Policy White Paper. November 23, 2017. Accessed 23 Feb, 2023. <https://www.dfat.gov.au/sites/default/files/2017-foreign-policy-white-paper.pdf>.

²² Hoffman, Lt. Gen. Frank. "Official Says Integrated Deterrence Key to National Defense Strategy." U.S. Department of Defense. March 26, 2018. Accessed 23 Feb, 2023. <https://www.defense.gov/News/News-Stories/Article/Article/3237769/official-says-integrated-deterrence-key-to-national-defense-strategy/>.

strengthen the collective defence of North America and contribute to overall security of the continent.

12. The concept of Integrated Deterrence is not explicitly mentioned in Canada's defence policy, but the policy does emphasize the importance of a whole-of-government approach to national security and defence, including a coordinated approach to diplomacy, development, and defence.²³ The policy also acknowledges the need for Canada to work with its allies and partners to enhance collective security and defence capabilities.

13. In the mandate letter for the Minister of Public Safety, the Prime Minister stresses the importance of ensuring that Canada has the necessary tools and resources to keep Canadians safe and secure from all threats, including terrorism, cyber-attacks, foreign interference and disinformation, and other evolving threats.²⁴ This indicates that Canada's national security policy must be comprehensive and responsive to a wide range of threats. Similarly, the mandate letter for the Minister of National Defence emphasizes the need to enhance its capabilities to "anticipate and respond to threats at home and abroad", maintaining engagements with key allies and partners, specifically to NATO and continue to work with the US to modernize the North American Aerospace Defence Command (NORAD).²⁵ When comparing the two mandate letters, there is significant overlap concerning the importance of developing a comprehensive and modern national security strategy that is responsive to a wide range of evolving threats. Integrated Deterrence is a critical component of such a strategy (should Canada actually determine that a Defence Strategy was necessary) as it enables Canada to leverage its diplomatic, economic, and military capabilities in a coordinated, efficient, and effective manner.

14. From a NORAD perspective, Integrated Deterrence is critically important. NORAD is responsible for a coordinated and effective response to threats across multiple domains, including air, space, and maritime.²⁶ While NORAD has been utilizing instruments of binational power to deter and respond to threats for many years, and this approach can be seen as a form of integrated deterrence, there is always room for improvement. The concept is an ongoing evolution in national security and defence. Adopting a more integrated approach would provide enhancements in the following areas: situational awareness, cost savings, and improved alliances and partnerships.²⁷ In the first area, Integrated Deterrence would improve NORAD's intelligence gathering capabilities by fostering closer collaboration among various national security agencies and departments, including the Department of National Defence, Canadian Security Intelligence Service, Global Affairs Canada, the US National Security Agency, the Central Intelligence

²³ Government of Canada, "Strong, Secure, Engaged: Canada's Defence Policy" (Ottawa: Public Services and Procurement Canada, 2017), <https://www.canada.ca/content/dam/themes/defence/caf/militaryhistory/dhh/reports/2017-strong-secure-engaged.pdf>.

²⁴ Prime Minister of Canada. "Minister of Public Safety Mandate Letter." December 16, 2021. Accessed 10 Jan, 2023. <https://pm.gc.ca/en/mandate-letters/2021/12/16/minister-public-safety-mandate-letter>.

²⁵ Prime Minister of Canada. "Minister of National Defence Mandate Letter." December 16, 2021. Accessed 10 Jan, 2023. <https://pm.gc.ca/en/mandate-letters/2021/12/16/minister-national-defence-mandate-letter>.

²⁶ NORAD source document

²⁷ Canadian Global Affairs Institute (CGAI). "When Deterrence Fails: Is NORAD Enough?" CE Think Tank Newswire, June 6, 2022. Accessed March 1, 2023. <https://www.proquest.com/docview/2673932745>.

Agency, and the Department of Defence to name a few. Such cooperation would enable a more comprehensive assessment of potential threats and adversary intentions. Given the evolving nature of modern warfare, which emphasizes information dominance, this enhanced intelligence gathering capability will be of paramount importance.²⁸ From a cost savings perspective, by adopting a binational, coordinated approach to procurement, NORAD could avoid duplication of effort and more efficiently allocate resources towards common objectives, avoiding redundancy and reducing costs. Lastly, in terms of improved alliances and partnerships, Integrated Deterrence would promote engagement with private sector partners to leverage their expertise and resources. This could include partnering with cyber technology companies to develop new capabilities for monitoring and responding to threats, working with public and private space agencies to develop a more redundant surveillance capability while increasing cyber and space industry within North America.²⁹

CONCLUSION

15. This service paper explores the concept of deterrence and the need for a comprehensive approach to deterrence known as Integrated Deterrence. The paper emphasizes the importance of coordinating efforts across different government agencies, military services, non-government organizations, defence and security industries, and international partners to achieve desired effects. The paper notes that Integrated Deterrence provides Canada with the framework for developing and implementing a coherent and effective strategy to address the challenges of operating in pan or multidomain operating environments.

16. The paper argues that Canada should adopt an Integrated Deterrence approach to address the evolving security challenges in the Indo-Pacific region, including growing geopolitical tensions, increased competition among major powers, and a range of security threats such as terrorism, cyberattacks and nuclear proliferation. The paper also highlights that NATO's updated Strategic Concept emphasizes the need for integrating all elements of national power to achieve collective deterrence and defence posture. The paper notes the significance of Integrated Deterrence in enabling NORAD to respond to threats across air, space, and maritime domains in a coordinated and effective manner. Furthermore, adopting this approach can enhance situational awareness, provide cost savings, and improve bilateral partnerships.

RECOMMENDATIONS

17. Based on the research and arguments of this paper, the following are some recommendations that Canada could take to adopt an approach or policy to Integrated Deterrence:

²⁸ CGAI

²⁹ Canadian Association of Defence and Security Industries. "Canada's Defence Industry in the Global Defence Marketplace." Accessed 13 Feb, 2023.
<https://www.defenceandsecurity.ca/UserFiles/Uploads/publications/reports/files/document-37.pdf>

- a. Conduct a review of existing deterrence policies and strategies to identify areas of weakness and areas that need improvement. This would involve assessing current capabilities across the defence and security organizations.
- b. Develop a comprehensive deterrence strategy, based on the aforementioned review, that integrates all relevant defence and security organizations. The strategy could be overarching, much like the recent Indo-Pacific strategy, but would identify potential adversaries and their capabilities, as well as Canada's own strengths and weaknesses.
- c. Consolidating procurement across departments: Consolidating procurement across departments can help reduce duplication of effort and increase buying power, resulting in cost savings. The government of Canada has already made some efforts in this through the Public Services and Procurement Canada department, which manages procurement on behalf of other government departments.³⁰ Providing overarching defence and security strategic directives linked to Integrated Deterrence may help streamline redundant procurement initiatives across likeminded departments.
- d. Enhance strategic communication and education: Canada would need to enhance public communication and education to raise awareness of its deterrence posture and increase public support for defence and security spending. This would involve educating the public on the importance of deterrence, the potential threats facing Canada, and the steps the government is taking to enhance its deterrence capabilities.
- e. Implement a monitoring and evaluation framework: Finally, Canada would need to establish a monitoring and evaluation framework to assess the effectiveness of its deterrence strategy and adjust as necessary. This would involve regular assessments of its deterrence capabilities and readiness, as well as ongoing evaluation of the threat environment.

³⁰ Public Services and Procurement Canada. "Acquisition modernization: Overview." Accessed March 1, 2023. <https://www.tpsgc-pwgsc.gc.ca/app-acq/amd-dp/index-eng.html>.

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<https://www.defense.gov/News/News-Stories/Article/Article/3237769/official-says-integrated-deterrence-key-to-national-defense-strategy/>.
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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/705347/6.4391_CO_National-Security-Review_web.pdf.