



UNITING MISSIONS: THE IMPERATIVE FOR CFSSAR'S REALLOCATION TO 2 CANADIAN AIR DIVISION

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JCSP 50

Service Paper

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AIM

1. The objective of this service paper is to determine if the current organizational structure to which the Canadian Forces School of Search and Rescue (CFSSAR) belongs is appropriate for this unit. More specifically, an examination of the operational-level formation that CFSSAR is part of will be conducted. The service paper will provide recommendations to the following question: Should CFSSAR continue to be a unit under 1 Canadian Air Division (1 CAD) or should it be reallocated to 2 Canadian Air Division (2 CAD)?

INTRODUCTION

2. CFSSAR is an ab-initio school responsible for generating Royal Canadian Air Force (RCAF) Search and Rescue Technicians (SAR Techs) and for delivering Sea Survival training through a mandatory course for all RCAF aircrew, a requirement in order to achieve Operationally Functional Point (OFP). This school was originally part of the Canadian Air Force Survival School based in Edmonton, Alberta, that stood up in 1944. In 1996, this school was split into CFSSAR and the Canadian Forces School of Survival and Aeromedical Training (CFSSAT). CFSSAR has since been part of three different RCAF Wing's and two distinct operational-level formations (1 CAD & 2 CAD). Organizational structures within the RCAF should be constructed in a logical way. CFSSAR is currently a unit part of 19 Wing Comox, which is allocated to 1 CAD. To ensure proper oversight and harmonization, units should fall under the most suitable operational-level formation. This condition is currently not met by CFSSAR, prompting the necessity for this service paper.

3. An overview of 1 CAD, 2 CAD and CFSSAR, which will analyse their respective missions, visions and priorities, will be conducted. CFSSAR will be compared to both Air Divisions to identify similarities and differences. Relevant Organizational Structure doctrine followed by Command and Control doctrine will be showcased. Doctrinal disparities, irregularities and illogical reasonings of the status quo will be exposed. Inconsistencies with CFSSAR's Ministerial Organization Order will also be highlighted. Finally, recommendations for the appropriate organizational structure that CFSSAR should follow will be presented.

DISCUSSION

RCAF Operational Level Formations

4. A generic organizational structure of the RCAF can be seen in Figure 1. At the operational level, the RCAF has three established formations: 1 CAD, 2 CAD and the

Royal Canadian Air Force Aerospace Warfare Centre (RCAF AWC).”¹ An overview highlighting key points of both RCAF Air Divisions will be conducted to address and understand the fundamental issue highlighted by this service paper. The RCAF AWC is irrelevant to this service paper and will not be explored.

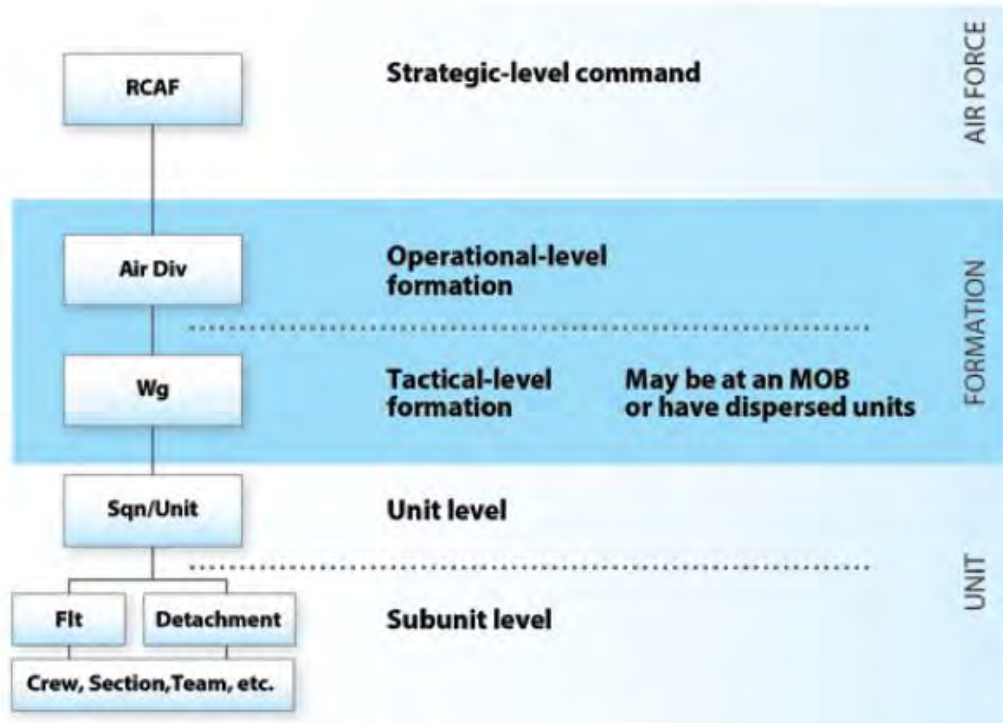


Figure 1: RCAF Hierarchical organization
RCAF Doctrine: Command and Control, 25.

5. 1 CAD, the current operational formation overseeing CFSSAR, is primarily focused on providing mission-ready air power in a pan-domain environment. Its *mission* is to provide the Canadian Armed Forces (CAF) with relevant, responsive and effective air and space power to meet the defense challenges of today and into the future. Its *vision* is to be an agile and integrated air and space force with the reach and power essential to CAF operations.² 1 CAD’s three priorities are People, Operations and Readiness. It is oriented and built in a way that best accommodates and oversees operational units that deliver air power.

6. 2 CAD possesses a distinct Mission and Vision that sets it apart. Its *mission* is to generate and develop personnel as Training Authority for the RCAF. The *vision* of 2 CAD is to deliver advanced aerospace knowledge and leading-edge training through a responsive, innovative and effect-based methodology to achieve maximum training

¹ Department of National Defence, RCAF-DN-19-01, *Royal Canadian Air Force Doctrine Note 19/01 – RCAF Domestic Organizational Structures* (RCAF AWC, 2019), 2.

² Commander 1 CAD Operational Direction and Guidance – FY 22/23

effectiveness for the RCAF.³ 2 CAD oversees and delivers ab-initio training for most RCAF occupations; one exception would be CFSSAR. Essentially, almost all other RCAF schools and Training Establishments (TE) similar to CFSSAR belong to 2 CAD, not 1 CAD. The first priority mentioned in the 2 CAD Commander's Direction and Guidance (D&G) is *Training Modernization*, which includes the adoption of a Technology-Enabled Learning (TEL) Strategy. It is designed and structured to optimally support and manage RCAF TEs that deliver ab-initio training.

7. CFSSAR's *mission* is to generate elite Search and Rescue Technicians and Sea Survival training. Its *vision* is to provide modern, realistic, leading-edge training to achieve the highest standard of training success.⁴ When compared, CFSSAR's mission and vision align closely with those of 2 CAD, but not as much with 1 CAD. Every RCAF school and TE is discussed in the 2 CAD's Commander's D&G, including CFSSAR, even though it is not part of its formation. In the 1 CAD's D&G, CFSSAR is not mentioned once, nor is direction provided on initial training. Operations and Readiness, both priorities of 1 CAD, are not applicable to CFSSAR. All 2 CAD priorities listed in their D&G are relevant to CFSSAR, such as training modernization, TEL, care for students, safe delivery of core training mandates and formalized performance measurement.

Organizational Structures Doctrine

8. The *RCAF Domestic Organizational Structures Doctrine Note 19/01* is the RCAF's operational-level bridge doctrine, which describes domestic organizational structures below the formation level. It provides RCAF organizational principles and command philosophy. For optimum efficiency and effectiveness, it emphasises that the RCAF is to be commanded and organized along mission command philosophy. In the keynotes section of this Doctrine Note (DN), which is meant to highlight fundamental beliefs that founded this DN, it mentions that "RCAF organizational structures for domestic and expeditionary operations are harmonized across RCAF domestic formations, wings and squadrons."⁵ The word *harmonized* implies that efforts have been made to ensure RCAF domestic formations have been structured in a way that is consistent, coherent and compatible. Operational-level formations should be organized and created in a logical way that facilitates a smooth and integrated approach, improving efficiency, effectiveness and flexibility, all key to air power.

9. This DN indicates that the RCAF has "three standing domestic formations established in the RCAF: 1 CAD, 2 CAD and the Royal Canadian Air Force Aerospace Warfare Centre."⁶ It also indicates that a key element to take away is that the three "RCAF formations have distinct focus and mission areas."⁷ According to this doctrine, units that possess similar key elements should all be part of the same formation. For

³ Commander 2 CAD Operational Direction and Guidance – FY 23/24

⁴ Williams L.K.W. Lewis, telephone conversation with CO CFSSAR, 05 Feb 2024.

⁵ Department of National Defence, RCAF-DN-19-01, *Royal Canadian Air Force Doctrine Note 19/01 – RCAF Domestic Organizational Structures* (RCAF AWC, 2019), vii.

⁶ Department of National Defence, RCAF-DN-19-01... 2.

⁷ Department of National Defence, RCAF-DN-19-01... 2.

example, if one formation oversees the majority of the RCAF's schools and TEs, a newly created RCAF school should join that formation as well.

10. The fact that CFSSAR, a TE, belongs to 1 CAD, a formation that focuses on operations and readiness, contradicts RCAF doctrine, where the organizational structure should be *harmonized*. CFSSAR is not consistent, coherent and compatible with other 1 CAD units. However, it definitely would be with 2 CAD units.

11. According to this DN, RCAF Wings “are tactical units whose roles and missions are set forth in Canadian Forces Organization Orders (CFOOs) and Ministerial Organization Orders (MOOs).”⁸ Wing Commanders command Wings and have full command over allocated units.

Canadian Forces Organizations Orders

12. A Ministerial Organization Order (MOO) is a legal document invoking the authority of the Minister of National Defence (MND) to organize elements of the Canadian Armed Forces (CAF). Simply put, a MOO identifies a unit's formation and provides legal authorization to exist and carry out its function.⁹ According to the latest CFSSAR MOO found in the Department of National Defence (DND) MOO library shown in Annex A, CFSSAR is allocated to 16 Wing, which falls under 2 CAD. However, for the last six years, the 19 Wing Commander (WComd) has exercised full command over CFSSAR, which contradicts the associated MOO.¹⁰ Without a valid CFOO and MOO, one may wonder under what authority the 19 WComd is actually exercising full command over CFSSAR.

Command and Control RCAF Doctrine

13. The *RCAF Doctrine: Command and Control* is the RCAF's keystone-level doctrine for Command and Control (C2). It is primarily designed for the operational level and encompasses C2 fundamentals. It lists the same six principles of command found in the *Canadian Forces Joint Publication (CFJP) 01 - Military Doctrine*, which provides CAF guidance on C2.¹¹ These six principles, which can be found in Figure 2, are Unity of Command, Span of Control, Chain of Command, Delegation of Authority, Freedom of Action and Continuity of Command.

14. In this doctrine, *Command* is defined as “the authority vested in an individual of the armed forces for the direction, coordination, and control of military forces.”¹² *Control* “provides a means of exercising effective command,” and *Command and Control* is “the

⁸ Department of National Defence, RCAF-DN-19-01... 2.

⁹ Ministerial Organization Orders (MOOs), The Defence Team Intranet, last modified March 23, 2023, <http://intranet.mil.ca/en/deptl-mgmt/org-moos.page>

¹⁰ Williams L.K.W. Lewis, telephone conversation with CO CFSSAR, 05 Feb 2024.

¹¹ Department of National Defence, B-GJ-005-000/FP-001, *Canadian Forces Joint Publication 01 – Canadian Military Doctrine* (Ottawa: DND Canada, 2009).

¹² Department of National Defence, B-GA-402-001/FP-001, *Royal Canadian Air Force Doctrine – Command and Control* (Ottawa: DND Canada, 2018), 3.

exercise of authority and direction by a commander over assigned, allocated and attached forces in the accomplishment of a mission.”¹³

| Principle | Application |
|--------------------------------|--|
| Unity of Command | A single, clearly identified commander must be appointed for each operation. The commander has the authority to plan and direct operations and will be held responsible for an operation’s success or failure. |
| Span of Control | Assigned resources and activities must be such that one person can exercise effective command or control of the formation or unit. |
| Chain of Command | The structure of the C2 process is hierarchical and must be respected. Bypassing the chain of command is justified only in the most exceptional circumstances. |
| Delegation of Authority | Commanders must be clear when delegating all or part of their authority. |
| Freedom of Action | Once the task or mission has been established and the necessary orders have been given, subordinate commanders must be permitted maximum freedom of action to take initiative and exercise their skills and knowledge of the local situation in the planning and conduct of the operation. |
| Continuity of Command | A clear and well understood succession of command is essential. |

Figure 2: Principles of Command
B-GA-402-001/FP-001 RCAF Doctrine: Command and Control, 2.

15. As the MOO is the legal document that invokes authority and establishes a unit’s chain of command through allocation, the 19 WComd who falls under 1 CAD definitely does not meet the *Command* definition provided in RCAF doctrine. Until the Minister of National Defence (MDN) formally authorizes CFSSAR to be allocated to 19 Wing Comox through a new MOO, the 19 WComd does not have formal authority to command CFSSAR.¹⁴ Furthermore, the available legal documentation identifies the 16 WComd as the commander; however, in reality, the 19 WComd is the one who exercises full command over CFSSAR on a daily basis. The ambiguity that this situation creates contravenes the first C2 principle of the CAF and of the RCAF C2 doctrine: *Unity of Command*. As there is not a single and clearly identified commander for CFSSAR, the *unity of command* principle is not respected. According to Canada’s defence policy, Strong Secure Engaged (SSE), the conduct of search and rescue (SAR) operations is a CAF core mission.¹⁵ By deduction, CFSSAR is a crucial element of this core mission; if SAR Techs are not generated, this core mission will not be successful, as SAR Techs are the critical component required to conduct SAR missions. As CFSSAR is directly linked

¹³ Department of National Defence, B-GA-402-001/FP-001, *Royal Canadian Air Force Doctrine – Command and Control* (Ottawa: DND Canada, 2018), 3.

¹⁴ Ministerial Organization Orders (MOOs), The Defence Team Intranet, last modified March 23, 2023, <http://intranet.mil.ca/en/deptl-mgmt/org-moos.page>

¹⁵ Canada. Dept. of National Defence and Canada. Ministère de la défense nationale. Strong, Secure, Engaged: Canada’s Defence Policy. Ottawa, Ont.: National Defence = Défense nationale, 2017, 106.

to a CAF core mission, the principles of command must be respected; this unit absolutely requires one clearly identified commander.

16. In light of this, it is crucial to clearly identify a commander under the appropriate formation. To help pinpoint under which Air Division CFSSAR should belong, the *Centralized Control and Decentralized Execution* air power fundamental tenet can be utilized. Three factors that facilitate and bolster centralized control are Unity of Command, Concentration of Force and Economy of Effort.¹⁶ All three of them affect the fundamental issue of this service paper. The first one has already been expanded upon in the previous paragraph. If the Concentration of Force and Economy of Effort principles are followed, arguments favoring 2 CAD become much stronger than 1 CAD for the following reasons:

- Streamlined Resource Optimization: efficient allocation of resources;
- Consistency in Training: Standardization of teaching methodologies;
- Strategic Focus: CFSSAR could follow the 2 CAD D&G and Mission & Vision just like all other RCAF TEs;
- Efforts are maximized under the concentration of force; and
- Enhances efficiency and effectiveness.

17. CFSSAR's chain of command lines can be challenging for its Commanding Officer (CO) as they alternate between 1 CAD and 2 CAD, which also negates the fourth principle of command listed in Figure 2. The Office of Primary Responsibility Training (OPR(T)) for various courses it provides varies between both Air Divisions. Its annual budget is also split between both Air Divisions, adding to the confusion and ineffectiveness. Approximately 80% (2.8M annually) of CFSSAR's annual funds come from 2 CAD, and 20 % (0.7M annually) come from 19 Wing for Operations and Maintenance (O&M) activities.¹⁷ C2 doctrine mentions that "ignoring the principles of command erodes the effectiveness of military."¹⁸ This is currently the case for CFSSAR; it is vital for changes to occur, such as streamlining CFSSAR's chain of command by appointing one commander from the Air Division who funds the majority of the budget (2 CAD). To improve effectiveness, CO CFSSAR should only be responsible to one Air Division, which is 2 CAD.

19 Wing and 1 CAD Advantages

18. As CFSSAR is physically located in Comox, one advantage of being allocated to 19 Wing is the face-to-face interaction with the 19 WComd. Additionally, another counterargument could be formulated by applying the principle of concentration of force. 19 Wing has significantly more SAR units located on its wing than any other RCAF wing. An argument could be made that all of these SAR units should fall under the same

¹⁶ Department of National Defence, B-GA-402-001/FP-001, *Royal Canadian Air Force Doctrine – Command and Control* (Ottawa: DND Canada, 2018), 16.

¹⁷ Williams L.K.W. Lewis, telephone conversation with CO CFSSAR, 05 Feb 2024.

¹⁸ Department of National Defence, B-GA-402-001/FP-001, *Royal Canadian Air Force Doctrine – Command and Control* (Ottawa: DND Canada, 2018), 2.

WComd. However, with video conferencing technology readily available, the argument for face-to-face remains valid, albeit less compelling. Even though CFSSAR is a SAR unit, it shares more similarities with other RCAF ab-initio schools than with other operationally focused SAR units belonging to 19 Wing.

CONCLUSION

19. Several RCAF doctrinal incongruences regarding organizational structure and C2 are negatively affecting CFSSAR. Specifically, the need for harmonization of organization structures and the directive that formations should consist of units with distinct focus and mission areas are examples of fundamental principles that have not been adhered to. Unity of Command, Chain of Command and Centralized control are all core principles that need to be improved and better followed. Allocating CFSSAR to 2 CAD would meet this doctrinal intent. Furthermore, it would unite CFSSAR to a formation with a similar mission, vision and priorities.

RECOMMENDATION

20. It is recommended that CFSSAR be allocated to a Wing that belongs to 2 CAD to address the identified C2 challenges. For ease of effort, it is recommended that CFSSAR becomes actually allocated to 16 Wing in practice as per its current MOO, which is shown in Figure 3. Furthermore, if the latter is not approved, as a minimum, an updated MOO allocating CFSSAR to 19 Wing should be conducted, which would provide appropriate and legal authority to 19 WComd to exercise full command over this unit.

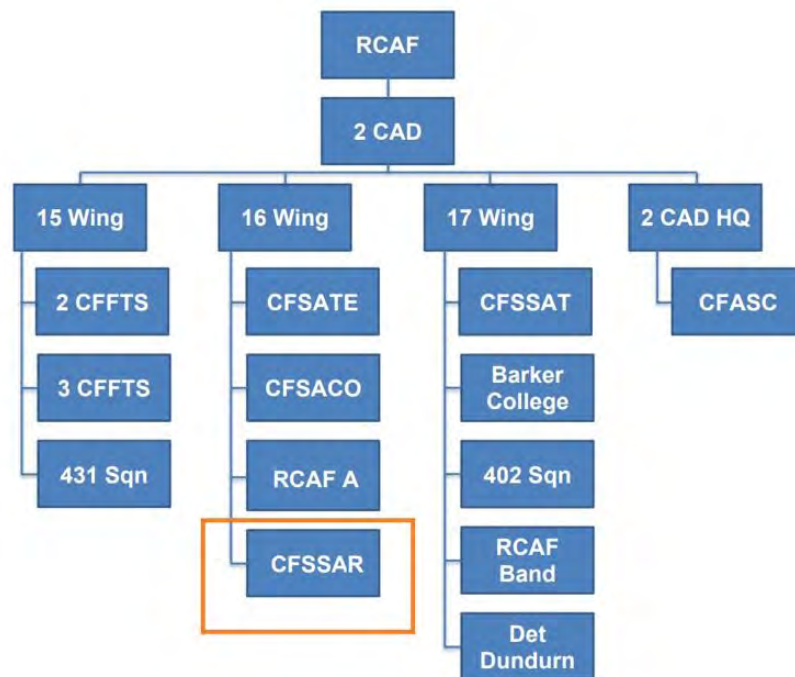


Figure 3: Proposed CFSSAR Organization Chart

Dept Id/Id Svc 2548

MINISTERIAL ORGANIZATION
ORDER 2015025

ARRÊTÉ MINISTÉRIEL
D'ORGANISATION 2015025

I, Jason Kenney, Minister of National Defence, do hereby:

Je soussigné, Jason Kenney, ministre de la Défense nationale, par la présente :

- | | |
|--|---|
| <p>a. pursuant to subsection 17(1) of the <i>National Defence Act</i>, revoke all previous Ministerial Orders authorizing the organization of Canadian Forces School of Search and Rescue;</p> <p>b. pursuant to subsection 17(1) of the <i>National Defence Act</i>, organize Canadian Forces School of Search and Rescue as a unit of the Canadian Forces;</p> <p>c. pursuant to subsection 17(2) of the <i>National Defence Act</i>, direct that Canadian Forces School of Search and Rescue be embodied in the Regular Force;</p> <p>d. pursuant to subparagraph 2.08(1)(b) of the <i>Queen's Regulations and Orders for the Canadian Forces</i>, direct that Canadian Forces School of Search and Rescue be allocated to 16 Wing.</p> | <p>a. en vertu du paragraphe 17(1) de la <i>Loi sur la défense nationale</i>, abroge tous les arrêtés ministériels précédents autorisant la constitution de l'École de recherche et de sauvetage des Forces canadiennes;</p> <p>b. en vertu du paragraphe 17(1) de la <i>Loi sur la défense nationale</i>, constitue l'École de recherche et de sauvetage des Forces canadiennes comme unité des Forces canadiennes;</p> <p>c. en vertu du paragraphe 17(2) de la <i>Loi sur la défense nationale</i>, ordonne que l'École de recherche et de sauvetage des Forces canadiennes soit incorporée dans la force régulière;</p> <p>d. en vertu de l'alinéa 2.08(1)b) des <i>Ordonnances et règlements royaux applicables aux Forces canadiennes</i>, ordonne que l'École de recherche et de sauvetage des Forces canadiennes soit affectée à la 16^e Escadre.</p> |
|--|---|

Le ministre de la Défense nationale
L'honorable Jason Kenney, C.P., député


The Honourable Jason Kenney, PC, MP
Minister of National Defence

Given at Ottawa, Canada

Fait à Ottawa (Canada)

this 7 day of July, 2015

ce 7 jour de juillet 2015

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