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RCMP



ROYAL CANADIAN MOUNTED POLICE

PEACEKEEPING MISSIONS AND THE POLICE IN CANADA:

An impact study of civilian police
officers and police services



Prepared for RCMP International Peacekeeping Branch
By Dr. Marcel-Eugène LeBeuf, RCMP • Ottawa, 2004



Royal Canadian Mounted Police Gendarmerie royale du Canada

Canada

**PEACEKEEPING MISSIONS AND THE POLICE IN CANADA:
AN IMPACT STUDY OF CIVILIAN POLICE OFFICERS
AND POLICE SERVICES**

Prepared for

Royal Canadian Mounted Police International Peacekeeping Branch

By

Dr. Marcel-Eugène LeBeuf,
RCMP

Ottawa, 2004

Executive Summary

This research project evaluates the relevance of police officer participation in peacekeeping missions, as well as the benefits that police services and police officers gained by participating.

We conducted 143 interviews (see figure 1) with peacekeepers/police officers of all ranks from the RCMP and municipal, regional and provincial police services, as well as with officers in charge of peacekeeping; chiefs or their representatives; union representatives; members from the RCMP International Peacekeeping Branch based in Ottawa; partners (DFAIT, Canadem, the Lester B. Pearson Canadian International Peacekeeping Training Centre), and spouses. We also conducted a detailed examination of all the relevant literature (reports, studies, articles, surveys, etc.), in order to understand the evolution of peacekeeping priorities for the RCMP.

The objectives were threefold:

- To explore how the RCMP and police services have evolved over the last 15 years in the area of peacekeeping missions.
- To evaluate the impact of peacekeeping missions on the police in Canada.
- To provide an overview of the vision, insights and the richness of the experience and expertise of Canadian police officers.

Key findings and observations (see figure 2)

- A positive change is noticed in police officers's professional attitudes upon their return from missions.
- Management and executive interviewees from municipal, provincial and regional departments strongly supported missions.

- For them the relationship with the RCMP is very positive.
- Missions put police men and women into direct contact with international initiatives and world problems.
- Police officers from municipal, regional and provincial services and RCMP divisions (excluding HQ) seemed to appreciate their mission experience more for its own sake than as a springboard for future promotion.
- A general and common comment was that missions had assumed importance as pivotal experiences in the personal lives and careers of mission participants.
- Missions should be viewed as part of the educational process for police officers.
- Missions were described as part of this country and as very Canadian.
- The experiences of returning police officers were described as a by-product that needs to be evaluated.
- Police services have their own responsibilities relative to peacekeeping missions: promoting and encouraging officers to volunteer for missions.
- The peacekeeping missions program is not included in any strategic planning process in police services. As pointed out, missions are driven by financial and international situations.
- No direct costs were incurred by police services for sending officers on missions. Some agencies have taken upon themselves to take ownership to support the program. Missions provided them with a greater visibility within as well as outside the country. Police officers have returned with a new vision on life.

- Police associations have not been involved in any aspects of peace missions. They view missions as management decisions. Comments revealed that they were supportive of missions because officers had an opportunity to serve foreign communities, see the world and bring revenue to the service and to individuals. Health and safety were major concerns for them as well.

THE IMPACT OF PEACEKEEPING: THE ROLE, WORK AND IMPROVEMENT OF THE RCMP INTERNATIONAL PEACEKEEPING BRANCH

The RCMP International Peacekeeping Branch

Evaluating the changes with regard to the RCMP stance on peacekeeping missions sets up the means for understanding how police officers learn to cope with peace missions and how they report on their experiences afterwards. Structural and instrumental changes have had an impact on the RCMP. Structural change refers to the implementation of structural tools with the goal of increasing efficiency, whereas instrumental change refers to the ways in which these structural tools are actually used to achieve efficiency.

Structural changes were made in the business line, partnerships, communication strategies and strategic planning.

Separate business line

- The International Training and Peacekeeping Branch (IPB) was established in 1996 to deal with health issues, logistics, administration and support, and mission coordination.
- By establishing a separate business line for peacekeeping, IPB can carry out tasks consistent with its mandate, which may sometimes parallel the mandate and tasks of the RCMP.
- The RCMP International Peacekeeping Branch has made major improvements since the 1993 situation documented in a report. Some studies have been conducted by IPB and by consultants.
- These studies were very helpful to identify issues and recommendations for future training programs and missions.
- They also provided current and timely information on how police officers perceived
 - the training received
 - their process of becoming peacekeepers in a foreign country
 - and, how they reintegrated into their country, their everyday personal lives, their families and their work.
- Thus the RCMP has contributed to knowledge in a field that is, first and foremost, a military business and is in real need of such studies.
- These studies, reports and the more general comprehensive work accomplished by the IPB should be publicized and promoted.

Partnerships

- There is an inter-federal governmental partnership formed between DFAIT, CIDA, and the Ministry of Public Safety and Emergency Preparedness Canada (PSEPC), under the Canadian Police Arrangement (CPA).
- Other partners include the Department of National Defense (DND).

- Each partner has its own areas of responsibility and tasks and there is a formal communication mechanism between them.
- Another type of partnership is demonstrated by the 37 Canadian municipal, regional and provincial police services that have deployed members to missions since the mid-1990s. Close working ties have been developed and sustained to enhance cooperation among the 35 peacekeeping missions and peace support operations under the auspices of the RCMP.
- Canada has a permanent contact with the Department of Peacekeeping Operations in New York through a Canadian liaison officer from DND.
- IPB has a contact with DPKO through DFAIT. IPB has an exchange program with the Gendarmerie Nationale de France.

Formal communication

- At one time, IPB had a full time communications strategist. A web site was created.
- Articles appeared in RCMP publications, in newspapers and in scientific journals. There has also been coverage by the electronic media.
- Because of budgetary constraints, the communications specialist left. IPB has no communications strategy in place. The web page is no longer being updated.

Strategic planning.

- There is no formal strategic vision for IPB. It is recommended that IPB define what it brings to the RCMP, the police community and the general public.

THE IMPACT OF PEACEKEEPING MISSIONS ON THE POLICE IN CANADA: ORGANIZATIONAL POINTS OF VIEW

How have peacekeeping missions benefitted police services and the police in general?

Development of individual police officers

Missions were extraordinary opportunities

- to improve skills and abilities,
- to develop new expertise,
- and to get involved in exceptional endeavours.

Organizational development

- Missions became opportunities for developing more flexible frameworks to look at competencies and determining how they can best be used. Past mission experiences facilitated closer relations between police officers and ethnocultural communities by expanding the common ground for communication.
- If properly managed, police officers can become motivators for their colleagues.
- On a different footing in the promotion process it is expected that police officers can demonstrate the benefits their experiences have had both for them and, potentially, for the service. However, if police officers are to be given recognition for missions, a structure would need to be put in place to evaluate work done outside the country.

Relations with the general public

- Publicity and media coverage gave a positive image to the police services, both locally and internationally.
- Police officers are also asked to share their experiences with community groups, schools, universities, etc.

Economic benefits

- There were no direct costs incurred for police services. The program is cost recovery under the CPA.

Operational benefits

- From an operational perspective, this means that more police officers are available to be on the streets, new just in-time local initiatives are developed, etc. It doesn't occur for the RCMP.

What were the key organizational issues identified?

Releases from current positions

- Releasing police officers had a different impact on the RCMP from other police services. The RCMP viewed police officers who came from contract or non-contract divisions differently.
 - From non-contract divisions, to be involved in long-term investigations/projects require an ongoing use of expertise.
 - From contract divisions and from numerous police services, a key issue was whether or not police officers should go abroad when taxpayers expect them to work locally.

Participation in multiple missions

- There was no consensus on this issue.
- A second mission was supported because experienced officers would then be able to assume greater responsibilities.
- Another perspective was that police services do not have the same flexibility to release officers of higher rank or officers with specialized expertise.

Back-filling vacant positions

- Options included
 - using temporary part-time officers,
 - supernumerary officers who might become permanent with normal personnel loss,
 - newly hired full-time officers,
 - or finally, extra permanent staff.
- RCMP detachments did not back-fill positions.

Family responsibilities

- Numerous systems were implemented, such as:
 - telephone calls to spouses
 - permanent contacts with the families
 - ongoing communications as necessary
- The RCMP Branch also has created a permanent position to liaise with families.
- Generally, interviewees from municipal, provincial and regional police services did not believe that intensive support should be their responsibility.
- Some ensured that the RCMP booklet for the family was distributed and read or facilitated communication between families and IPB in Ottawa.

- After departure, responsibility for maintaining ties became the families’.

Needs identified

- A formal permanent liaison between families and the RCMP during missions.

Extensions during a mission

- Extension have not been common practice in Canada.
- Peacekeeping Health Services did not generally support extensions.
- The policy says that more than three missions is exceptional.

What are the respective responsibilities of police services and the RCMP relative to the management of missions?

Linkages with the RCMP International Peacekeeping

- Linkages with the RCMP are needed
 - for general information on missions,
 - permanent contact during missions,
 - and the selection process.
- Police services and RCMP divisions perform the initial selection/screening for each mission from a short list of volunteers.
 - They review the files and conduct interviews.
 - They send their recommendations to Ottawa.
- Interviewees found that their contact with IPB was easy and positive.
- They saw a need for a contact person, both for the selection process and to receive ongoing and current information about missions so that they could conduct on-site information sessions as desired or provide an “awareness package”.

- Comments from the RCMP indicated that the web site has been an effective tool for keeping police services abreast of missions. Annual reports from IPB were also a way of conveying information.
- The telephone seemed to be the technology most used for contact, communication, and exchange of information on missions.

Needs identified

- Updated lists of email addresses and contact personnel.
- Timelines and scheduling guidelines to allow as much preparation time as possible.
- Annual reports to aid in developing and maintaining a corporate memory.

Extra workload for the service or divisions

- Interviewees estimated that their workload increased five to ten percent, depending on the time of the year and their previous missions management experience.
- Extra workload is created by internal selection and evaluation processes, coordination with the RCMP and with families, administrative work.

Needs identified

- Even though the management of missions seemed to produce a five to ten percent increase in workload during the mission “Life goes on here. We forgot them on a weekly basis”. RCMP divisions and local police services should established a formal structure liaison and maintained throughout each mission.

Returning from missions

- As a policy, a mandatory visit to a psychologist.
- Other options are
 - to provide extra time off,

- to provide extra vacation time,
- to allow extra time off from banked vacation days.
- In terms of “welcoming activities”
 - there is a formal welcome at the airport, usually by the officers in charge of peacekeeping,
 - no formal welcome, but having a resource person meet returning volunteers at the airport
 - to hold a reception, sometimes months later at which peacekeeping medals were presented in the presence of special guests such as the mayor,
 - to do nothing.
- It should be noted that the officers in charge were not being tasked to welcome returning officers or even to inform their peers about their return.
- Generally police chiefs or senior management did not meet with police officers upon their return.
- Neither police associations nor police chief associations promoted, or were instrumental in, advancing peace missions in policing in Canada.
- Nor did they list as benefits of missions
 - the development of international contacts,
 - the acquisition of international experience,
 - or the exceptional maturity and professional improvement that resulted from them.

Identified issues

- the need to identify the option for time off after missions that best supports the reintegration of police officers
- the need to promote peacekeeping missions by allowing returning police officers to meet with their upper management teams to discuss their mission experience and make any recommendations they might have.

IMPACT OF PEACEKEEPING MISSIONS IN CANADA: POLICE OFFICERS' POINTS OF VIEW

Predominantly RCMP Issues

Pre-mission Training

- There was a definite need for training prior to departure for missions.
- The training and orientation should prepare police officers for the general duties and complex circumstances of missions, as well as provide them with a transitional stage from their everyday family/work environment to that of an unknown and unstable foreign mission country.

Food for thought

- The training/orientation program was beneficial and is customized for each mission. The training could be adapted as the situation of a mission evolves. If one of the objectives of the training program is to create bonding among police officers, we suggest developing or adapting specific exercises for that purpose. Finally, it would be of great value to police officers, to the RCMP Branch and to partners to have a handbook on how to proceed when there is a medical or any other emergency during a mission. We also suggest creating lists of ready contacts (for example a telephone list) in missions under the responsibility of the Canadian contingent commander.

Motivation

- Over the past 15 years, police officers have not changed their motivations, even though more information is now available on missions in general and they have contact with the many Canadian police officers that have been deployed on

missions.

- If we consider those that were deployed on more than one mission, their motivations were more or less identical.

Food for thought

- If we reflect on the motivating factors, we can see that they contribute something positive to individuals and to police services. Motivation plays a role in police officers' development, not only from a career point of view, but also from a personal perspective. Thus peacekeeping missions should be considered as a training process by human resources.

Expertise required during missions

- A combination of both police background and interpersonal skills is important and neither prevails over the other.

Food for thought

- This information can shed a new light on training programs. The focus should not only be on police-related duties and the complexities of different cultures, but also on the human side of the mission and on how to deal with it.

Police officers' contributions

- For many the work performed was much broader than the mission' mandate.
- Their contributions were based primarily on a professional criteria reflecting a work ethic.

Food for thought

- An important factor affecting contributions was, as obvious as it may seem, the ability to make a contribution. In other words, contributions were directly influenced by police officers professional or personal maturity. These factors must be evaluated during the entire selection process.

Debriefing

- A group debriefing was supported by a majority of the respondents.
- The support was stronger among non-ranking officers.
- Group debriefings address at least two issues: health and safety
- This permits the acquisition of up-to-date information on how missions are progressing.

RCMP International Peacekeeping Branch support

- Systems must be in place
 - to supply materials on an individual basis,
 - to give advice even from a distance, when members are abroad,
 - and to monitor major problems closely, as well as to respond to minor requests that are nonetheless major for the requesting officers.
- IPB is currently accomplishing all these things.
- However, in terms of impact, the police officers felt that the services that IPB can potentially offer were less important than the actual responses they received when in need and their perceptions of support before leaving for the mission.

Food for thought

- Even though IPB provides support, there has to be a communications process in place to ensure that there are no confusing or incorrect perceptions about the support offered and provided.
- We suggest evaluating the possibility of setting up a post mission group, to facilitate communications among peacekeepers at the regional and national levels.

Visits from a Canadian delegation

- The visits were seen as a support tool and as a major asset in the management of missions.

Families

- For some, the mission was a family project.
- For others it was more a personal decision supported by the spouse.
- For others it was a joint decision made by the couple.
- In many cases there was a positive impact on the relationships with spouses or children.

Food for thought

- The comments reflected the fact that a peacekeeping mission is a part of many police officers' career path. Rather than being a step back in their professional lives, it is a time where they see the frontiers of policing expanding as they never imagined.

- We think that the booklet developed by IPB should be updated and used as a communication tool for the family. There should also be a process to make sure that the booklet has been read prior to finalizing the selection process.
- It is also important to remind peacekeepers that they must assume responsibility for communicating with their families and not expect the RCMP or their police services to do it for them.

Issues related to the RCMP and contributing agencies

Return to Canada

- There are both professional and personal difficulties upon return.
- Problems identified were:
 - feelings of immeasurable and almost shameful loneliness,
 - a lack of motivation,
 - a lack of interest in work or family or social life,
 - great physical and mental fatigue,
 - generally not feeling understood except by those who have already taken part in a peacekeeping mission.

Food for thought

- While peacekeepers did not necessarily find their return to Canada easy, particularly the process of reconnecting with families and work, they also did not really experience any insurmountable problems in their reintegration process. Police officers are to a certain degree responsible for their own re-integration, which should be communicated initially during the training program and then again through a group debriefing at the end

government and take real pride in their assignments, they still have to make personal efforts to prepare for missions and for post-mission life after they return home.

- Police services do have a certain level of responsibility in the re-entry process, such as welcoming activities, understanding the relationship between police officers missions and the police service, and making use of the mission experiences brought back by police officers. Let us not forget that peacekeeping is part of a long learning and education process for police services.

The mission experience

- Missions have had a significant impact on individual police officers, their impact on police services has been minimal.

Food for thought

- Peacekeeping missions have involved only a small percentage of the workforce; promoting those selected for missions could become an occasion for turmoil and resentment among peers. As managers reported earlier, peacekeepers usually come home not only with more experience, but also with skills that they would have never have acquired in Canada. Recognition of returning police officers by police services, at least informally (by a welcoming reception for example), could ultimately lead to more formal recognition.

Benefits from the experience

- While police officers recognize what they can contribute, they did not seem to know how to translate their experiences in a way that would benefit their police services.

- This was also not identified by those in management positions.

Food for thought

- There is no doubt that police officers bring back a great deal of qualities and expertise. Police services should make the effort to not only evaluate them, but also to collate them as “lessons learned” for the future of the service, the police and peacekeeping in general.

Post-mission work

- Policing in Canada and in the mission country are two different worlds.

Food for thought

- The majority of police officers said the missions had had an impact on attitudes that affect their work ethic. Although the onus of this change was on police officers, it was positive for them, for their clients (citizens as well as criminals), and similarly for their police services. However, if police services fail to address this issue in the future, it may continue as the sole responsibility of individual police officers.

Multiple missions

- Motivating factors for the first mission appeared to be less important on a subsequent mission, possibly because one of the key driving factors for going on the first mission, challenging the unknown, was often replaced by a desire for integrating and experiencing the diverse facets of a mission.

Food for thought

- In considering the possibility of sending police officers on second and subsequent missions, their motivating factors (such as planning retirement, improving resume, etc) should be included in the evaluation of their personal files.

Reputation of peacekeeping missions

- Peacekeeping missions often did not have the reputation they deserved.
- In order to modify these perceptions, a very good communication process is needed:
 - through formal talks,
 - the media
 - or any other communications tool
- and by direct involvement of the police services senior management.

Food for thought

- The suggestions should be implemented simultaneously. If direct action is not taken to change the reputation of missions, the best we could hope for is that present perceptions will not deteriorate. However, this would mean that the benefits peacekeepers bring back would never really come to light.

Missions and promotion

- Mission experiences do not receive a score in any Canadian police services promotion process.
- It is left to police officers to take their missions experience and adapt them for the interview in a way that suits their needs.

Food for thought

- In order to help integrate peacekeeping missions into the promotion process we suggest (1) developing a track record system based on formal evaluations from the mission (i.e. from the contingent commander) and take into account the core competencies of each police service; (2) formally recognize the peacekeeping mission experience as a formal educating/training tool.

Leisure activities

- Police officers were involved in different activities according to personal preferences, but these largely depended on the existing facilities.

Food for thought

- Leisure activities is an important issue because of the general mission set-up. It should be a topic discussed at length in the training program. Leisure activities could also be one of the selection factors used to measure motivations and to anticipate how police officers might manage their mission-related stress.

Women on missions

- According to the latest figures, women have represented only three percent of Canadian peacekeepers since 1989.
- There were varied and sometimes overlapping perspectives on the issue:

- It could be seen as a return to the past situation of the 1970s, when women first joined the police.
- It could be shown that women do contribute differently than men in the security field.
- This may not be an issue for women, or it could be an issue playing to their advantage.

Food for thought

- Women did not think that gender should be an issue in policing and we support this position. However, we also strongly believe that the topic must be included in the training program, even if only to show to male colleagues that their female counterparts may sometimes accomplish tasks in a different manner, perhaps even more efficiently.
- We suggest documenting in detail the dimensions (roles, actions, status) of women on peacekeeping missions (ie. “Women on Patrol” documentary).

Mission life

- Police officers performed humanitarian actions without asking for recognition or publicity, reminding us that when facing hardships in their international experience, police officers invest faith and good will in actions beyond the strictly security side of missions. They must be praised for this.

Food for thought

- The interview process helped police officers talk about humanitarian actions in which they played a key role. We suggest systematically documenting humanitarian actions of peacekeepers because this gives another face to peacekeeping and helps to illustrate the specific contributions made by police officers.

List of Recommendations

1. IPB should find a champion in senior management to promote its specificity, in order to have a higher profile within the organization.
2. Maintain the present close working relationships with contributing police services.
3. Create a peacekeeping communications network for police services to help them stay current with development in the field.
4. Implement a formal reporting structure for contributing services for reporting on their own situation for each mission.
5. Establish a permanent representation at DPKO and DFAIT.
6. Hire a communications specialist to develop proactive opportunities to work with media and partners.
7. Establish a formal mechanism and agreement between IPB and the RCMP Public Relations Unit.
8. Keep the web site current and create an ongoing communications strategy for the RCMP with municipal, regional and provincial police as well as in draft format with its partners and the Canadian public
9. Hold a workshop with RCMP Peacekeeping Branch staff to develop a strategic vision and plan for the PB, consistent with the Guiding Principles of RCMP Peacekeeping Operations (from Program Overview and Historical Perspective) and with RCMP strategic priorities

10. Conduct a two-day working seminar with peacekeeping partners on making missions more effective with an objective of fostering information exchange and linking best practices and research developed over the last 15 years of Canadian peacekeeping experience
11. Begin identifying the most important “lessons learned” through in-depth documentation of the benefits, as described by all the contributing police services.
12. Now that a number of police officers have participated in more than one mission, the issue must be evaluated by police services.
13. In light of the way that the nature of missions has changed, the possibility of mission extensions should be evaluated according to the mission type (i.e., whether they are monitoring missions or operations missions).
14. Police services should establish welcoming procedures for members returning from missions.
15. Encourage police officers to work on the transfer of knowledge for the issues discussed above in order to develop a collective memory of peacekeeping missions.
16. Use the Contingent Commander’s reports to begin collecting best practices and lessons learned from missions.
17. Continue formal visits to the mission theater by upper management of Canadian police delegations as a way to keep them informed and promote peacekeeping missions.
18. Systematically install formal visits to the mission theater by the Ottawa mission support personnel as a way to keep them informed of field training issues and problems.

19. Formally evaluate the implementation of a group debriefing following the end of missions.
20. Issues relating to families, spouses, and children must be considered and should be part of selection process criteria. Spouses must be included in every step of the selection and return processes.
21. To develop a strategy of reintegration for returning peacekeepers.
22. To address the issue of the reputation of peacekeeping missions.
23. To establish a system of recognition by way of certificate of recognition/appreciation to members and letter of appreciation to families.
24. Two major concerns for both organizations and peacekeepers as showed in “Lessons Learned” should be formally addressed now:
 - The family issues
 - Returning from mission

FINAL RECOMMENDATIONS

25. Develop an ongoing communications strategy designed to foster more open and frequent communication with police executives, police officers, the police community, and the general public about things such as mission events, successes, etc.
 - Educate senior managers and police services in general about the need to welcome returning members from their missions; ensure that a process is put in place to welcome them back (even if it is as simple as inviting the member for coffee).
 - Promote Canadian expertise gained from missions on the international scene.
 - Media training for peacekeepers prior to departure
26. Request that senior management support peacekeeping missions by taking concrete steps towards designating them as strategic priorities.
27. Develop and implement a formal transfer-of-knowledge process to be incorporated into future peacekeeping strategies. Successful strategies might include maintaining and publicizing updated compendia of “lessons learned” from previous missions and of best practices that also aggregates training tips, debriefing procedures, health issues, planning process guidelines, etc.
28. Create or help initiate a Canadian network/association of former peacekeepers.
29. Continually evaluate training sessions and the management of missions, in order to remain at the forefront of peacekeeping.
30. Ensure that the recommendations of this report will be evaluated and formally implemented (by establishing a time frame for doing so).
31. Distribute this report as widely as possible, (the web site being an option) since many interviewees showed a keen interest in seeing the final report.

LESSONS LEARNED

IDENTIFIED BY THE ORGANIZATIONS	IDENTIFIED BY THE PEACEKEEPERS
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Benefits

Individual development	Yes, for most
Organizational development	No expectations, no promotions, return/welcome
General public	No change in work with public
Economic benefits	Not an issue
Operational benefits	General mission experience poorly recognized by the services

Issues

Releases from Canadian positions	Why can't the individual make the final decision
Multiple missions	Very high percentage of respondents said they wanted to go on another mission
Back-filling positions: organizational concern	Not a concern
Families: major concern	Major concern
Extension during missions: major concern (RCMP responsibility)	Major concern, not the same perspective

Responsibilities

Linkages with the RCMP: major concern	Indirect concern while on a mission
Workload: major concern	Not a concern
Returning from mission: major concern	Major concern, not the same expectations

List of Acronyms

CANADEM : the Canadian Resource Bank for Democracy and Human Rights

CIDA: the Canadian International Development Agency

CivPol: civilian police

CPA: the Canadian Police Arrangement

FAC: Foreign Affairs Canada

DND: the Department of National Defence

DSRRS: RCMP Staff Relations Program

ICTY: the International Criminal Tribunal for the Former Yugoslavia

IPB: RCMP International Peacekeeping Branch

OCSE: the Organization for Security and Cooperation in Europe

PSEPC: the Ministry of Public Safety and Emergency Preparedness Canada

RCMP: the Royal Canadian Mounted Police

UN: United nations

UNDPKO: the UN Department of Peacekeeping Operations

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INTRODUCTION

This research project evaluates the impact of peacekeeping missions on the Royal Canadian Mounted Police (RCMP) and contributing Canadian police services.

The research focuses exclusively on Canadian civilian police officers. It covers peacekeeping activities from the 1989 mission in Namibia to the 2002 missions in East Timor, Kosovo, Sierra Leone, and Bosnia.

It was not within the scope of this research to study civilian police duties.¹ Duties refer to, among other things, respecting and participating in the chain of command, developing required language skills, meeting personal suitability requirements, having and maintaining suitable levels of physical and mental fitness, and demonstrating maturity (UN, 1995; Beaulac, 1994). Duties are explained and described by the RCMP during training and orientation sessions prior to missions and be taken into consideration during the selection process.

The research does not document mission mandates or the various activities in which police officers were involved in during their missions, because this would have been another complete research project in itself.

Peacekeeping missions operate in accordance with basic democratic policing principles, among which accountability and responsiveness are primary, according to Bayley (Burak, et al, 1999). We, therefore, wanted to focus on the relevance of police officer participation in peacekeeping missions and the benefits that police services and police officers gain by participating. We were interested in their mission responsibilities and their points of view concerning missions. Therefore, this report is based on interviews and qualitative data, rather than primarily on figures and statistics for peacekeeping missions.

Peacekeeping missions to which police officers have been deployed reflect the spectrum of unsettled conflicts in places where political, legal, economic, social, and governmental institutions are in flux (UN, 2000:3). The United Nations Security Council authorizes each mission through a resolution. Mandates are varied and not mutually exclusive. Peacekeeping activities evolve throughout the duration of a mission. The aim of such activities depends on the situation and could include any or all of the following (UN, 2000:25; Lewin, 1995):

- ▶ initiating a series of training programs to strengthen local police services, who can then provide a secure environment

¹See "Duties in Mission" in the Appendices to this report.

- ▶ reforming and restructuring local law enforcement institutions
- ▶ monitoring and mentoring local police officers
- ▶ perform executive policing duties
- ▶ establishing and building new local police institutions

As was stated and reiterated throughout the interviews, “In peacekeeping operations the Civilian Police (CivPol) component is often asked to play a prominent role in the transition from conflict to lasting peace, security, and development” (UN, 2000:4). The *United Nations Civilian Police Principles and Guidelines* describes the principles and guidelines, as well as relationships, responsibilities, and duties, for civilian police operations.²

The decision to send civilian police on missions is made by the Canadian federal government, more specifically, Foreign Affairs Canada (FAC), the Ministry of Public Safety and Emergency Preparedness (PSEPC) (formerly the Solicitor General of Canada) and the Canadian International Development Agency (CIDA). The RCMP and its partners became the service providers for the missions.

The International Peacekeeping Branch (IPB) has gone through many changes since its inception. The management of missions has also seen major improvements. In this report, we do not describe the history of IPB, but rather we focus on its recent progress. We look at how its work influences police officers while on missions.

Currently, there are approximately 60,000 police officers (Canadian Centre for Justice Statistics, 2003) in Canada. According to the latest figures, at least 1,453 Canadian police officers have participated in peacekeeping missions since 1989. These stats represent only three percent of all police officers, which means that there is not yet the critical mass of civilian police officers with peacekeeping mission experience necessary to influence policing policy. Also, too few senior officers have been on missions for them to constitute an effective means for promoting peacekeeping by serving as role models. This situation will change with time as police services personnel have larger and larger proportions of peacekeepers.³ The question that remains outstanding is thus: When will peacekeeping make its way into police culture?

² See "Basic facts and figures about peacekeeping missions and civilian police officers" in the Appendices to this report.

³ See "Canadian Participating Police Departments" in the Appendices to this report.

Research Objectives

The research objectives for this study were threefold:

1. To explore how the RCMP and related police organizations have evolved over the last 15 years in the area of peacekeeping missions
2. To evaluate the impact of peacekeeping missions on the police in Canada
3. To provide an overview of the vision, insights, and richness that have resulted from the peacekeeping experiences and expertise of Canadian police officers

Achieving these three objectives will help improve police effectiveness now and in future. The core of the report, however, discusses the impact of peacekeeping on police officers. We have summarized the main issues and described the extraordinary contribution of police officers throughout their involvement in peacekeeping missions.

Methodology⁴

We conducted 143 one-hour interviews of one hour each with police officers of all ranks from the RCMP and municipal, regional and provincial police services, as well as with officers in charge of peacekeeping in police services; police chiefs or their representatives; presidents of police associations or representatives; members from the RCMP International Peacekeeping Branch based in Ottawa ; peacekeeping partners (FAC; Canadem; the Pearson Peacekeeping Centre); and police officers' spouses (for details, see Figure 1). Police officers were considered to be key source of information in the research because of their active participation in missions.

We were provided with lists of all current and former police participants in peacekeeping missions as well as contributing police services. From these lists we selected members from 'E', 'K', 'C', 'H', 'HQ' and 'A' divisions, as well as from the following police services: Cape Breton Regional Police, Halifax Regional Police Service, Service de police de la Ville de Montréal, Service de police de la Ville de Québec, Service de police de Gatineau, Ontario Provincial Police, Ottawa Police Service, Toronto Police Service, and Edmonton Police Service. The majority of police officers had spent six to nine months on mission. Only a few had received an extension or were in charge of a mission and, therefore, stayed longer than the standard tour of duty for Canadian missions. Police officers had between eight and 38 years of policing experience at the time they were interviewed.

⁴ See "Methodology" in the Further Information section at the end of this report for more details.

A letter was sent by the Director of the IPB to the RCMP divisions and the chiefs of each selected police service to inform them about the research project and solicit their collaboration (see Appendix I). In the following weeks, the researcher contacted the person in charge of peacekeeping, asking for his or her support in selecting interviewees and organizing the interview process. Police officers participated on a volunteer basis only. This could be seen as a selection bias since, they were mostly motivated police officers and those who were happy with their experience were probably those who volunteered. To control for this bias, some officers in charge were asked to solicit police officers with unsatisfactory records or experiences. There were no external incentives to participate other than the intrinsic desire on the part of interviewees to share their experiences or to collaborate in the research.

Objectives of the report

This report's first objective was to document the peacekeeping experience as described by participants. Similar to the approach proposed by Bayley (2001), we wanted to document the experiences of participants, as well as their insights and observations about what worked and what did not work (before, during, and after missions).

A second objective was to identify the issues at stake, which are different for chiefs of police and for peacekeepers. The study also tries to identify how these issues play out differentially among chiefs and peacekeepers.

A third objective was to summarize current general historical knowledge about the RCMP International Peacekeeping Branch (IPB) and to present recommendations for further discussion and the development of future strategies relating to missions.

We will first examine what the RCMP has done in recent years to improve the management of peacekeeping missions (Section 1). This will be followed by an analysis of the organizational aspects and points of view of collaborative police services and partners (Section 2). Finally, and the core of the report, is the peacekeeper's point of view. The report then concludes with final observations, final recommendations, and "lessons learned". An additional objective of this report is to help encourage discussion among the police in Canada about peacekeeping issues.

INTERVIEWS CONDUCTED

Interviews

Peacekeepers:	120
Others:	23
Total:	143

Peacekeepers

Missions

	Male	Female	Total
One	92	11	103
More than one	15	2	17
Total	107	13	120

Years of experience

	Male	Female	Total
7-9 yrs:	2	2	4
10-14 yrs:	12	4	16
15-19 yrs:	23	5	28
20-24 yrs:	23	3	26
25-29 yrs:	33	1	34
30+ yrs:	14		14
Total			120

Followed-up from 1993 report

	Male	Female	Total
	1	1	2

Ranks (for every police services)

Constable	58
Corporal	13
Sergeant/Detective:	34
Staff/Sergeant	6
Inspector/Lieutenant	5
Senior officers	4
Total	120

Others

Police Association/Representative:	3
Officer in Charge of Peacekeeping/Chief of Representative:	8
Partners:	3
RCMP CIVPOL Team/Ottawa:	5
Spouses:	4
Total:	23

1. THE IMPACT OF PEACEKEEPING: THE ROLE, WORK AND IMPROVEMENT OF THE RCMP INTERNATIONAL PEACEKEEPING BRANCH

Introduction

The research objectives for this study were three-fold:

1. To explore how the RCMP and related police organizations have evolved over the last 15 years in the area of peacekeeping missions.
2. To evaluate the impact of peacekeeping missions on the police in Canada.
3. To provide an overview of the vision, insights, and richness that have resulted from the peacekeeping experiences and expertise of Canadian police officers.

In addition to the research objectives set forth in the preceding section, two questions guided this research project:

1. Have peacekeeping missions had an impact on the RCMP and on other contributing police services in Canada?
2. How can the impact of peacekeeping missions on the RCMP⁵ be measured?

These questions inspired this research project, which was designed to document some of the major improvements that the RCMP International Peacekeeping Branch (IPB) has made in how they handle peace missions from beginning to end (Section 1). These questions also have contributed to developing a series of themes to evaluate the impact of missions on contributing police services (Section 2) and on peacekeepers/police officers (Section 3).

We shall begin by examining the experience of the RCMP IPB.

⁵We will not be commenting on the impact of these changes on contributing police services. Some police services have created a special position to manage missions, while others have identified an individual, usually in HR, to coordinate missions. A few police services, such as the Edmonton Police Service, have sponsored research projects on their members/peacekeepers (see Jones, 2003).

The RCMP International Peacekeeping Branch

Two types of changes have had an impact on the RCMP: structural change and instrumental change. Structural change refers to the implementation of structural tools with the goal of increasing efficiency, whereas instrumental change refers to the ways that these structural tools are actually used to achieve greater efficiency. Structural change, we argue, focuses mainly on the organization, whereas instrumental change affects mainly individuals. We can thus evaluate the impact of instrumental change by focusing on police officers' efficiency, which in turn influences the structural impact. In other words, by evaluating the changes in the RCMP stance on peacekeeping missions (Section 1), we set up the means for understanding how police officers learn to cope with peace missions (Section 2), and how they report on their experiences afterwards (Section 3).

Structural changes were made in the business lines, partnerships, communication strategies, and strategic planning.

Separate business line. The first structural change was in 1996, consisting of the official establishment of a separate business line within the International Training Branch: the International Training and Peacekeeping Branch. IPB currently has a staff of 22 under the Director, who is a Superintendent. The International Peacekeeping Branch is responsible for the effective and timely participation of Canadian police officers in peacekeeping missions. More precisely, IPB recruits its peacekeeping staff, trains and prepares prior to deployment. IPB also deals with health issues (through a team led by a psychologist), logistics, administration and support, and mission coordination, among other things.

CIDA funds IPB; the 2002-2003 budget totalled \$8.9 million. IPB has developed *Guiding Principles* for peacekeeping operations, covering areas such as costs, staff selection⁶, and training processes, health issues, and ongoing support needs during missions (RCMP, 2002).

International Peacekeeping Health Services has produced a *Family Handbook* (RCMP, 1998) that is regularly updated. Officers in charge of peacekeeping missions in police services use this handbook to prepare volunteers and their families for missions.

The creation of IPB shows that the RCMP accorded considerable importance to the needs of future police officer participants and to the provision of services to them. The aim of IPB is to maintain the dynamic environment necessary for improving peacekeeping.

⁶Information on job descriptions, requirements, abilities, and special considerations in the *Career Management Manual*, Appendix 5-8, Part III-RM and CM.

By establishing a separate business line for peacekeeping, IPB can carry out tasks consistent with its mandate, which may sometimes parallel the mandate and tasks of the RCMP.

Therefore we may assume, if we compare the current situation with that of the early 1990s that the RCMP has taken its peacekeeping mission assignment very seriously and has implemented the appropriate measures to make missions successful.⁷ Furthermore, in 1999 peacekeeping became one of the RCMP's four National Priorities (RCMP, ND).

The RCMP IPB has made major improvements since 1993. The situation at that time was documented in a report (LeBeuf, 1994), which stressed that very little documentation existed about civilian police officer roles, functions, characteristics, and training programs.⁸ This study not only reported participants' insights and experiences, but also discussed training philosophy, needs evaluation, methods used for training and general pre-mission preparation, and related training evaluation techniques. The sources on which the report was based were documents produced by non-police organizations that were sending their personnel abroad. The report concluded that police officer participants can derive considerable benefit from what they have learned in their foreign mission experiences and 30 recommendations were presented.

Only three of the 30 recommendations were not accepted. One of these three recommendations, based on the reported experiences of members in missions, was that selection standards be re-evaluated within the following three to five years. Another recommended mandatory group debriefings, either on mission completion or upon arrival in Canada. A third recommendation was that participation in United Nations (UN) peacekeeping missions be incorporated into the RCMP's terms of reference, thus, opening a new career path for members.

The remaining recommendations focused on selection criteria, training, and the RCMP's organizational responsibilities. By implementing the recommendations for developing a program adapted to peacekeeping missions, the RCMP demonstrated that it had a strategic vision. Peacekeeping was a new avenue for the organization, for the police in general and for the general public. It should also be noted that 15 years ago, peacekeeping was first and foremost a military business. Even today, military peacekeepers receive more attention than do civilian peacekeepers (Coulon, 1998; Dorn, 1999; Diehls, 1994; Jockel, 1981). Experience and knowledge about peacekeeping, however, has developed considerably among police services, as evidenced by the

⁷The January 2004 statistics show that 35 missions have now been completed and at least 1,453 officers deployed (985 from the RCMP and 468 from 37 Canadian police services). See Appendix II for more details.

⁸ See "Studies Done in Canada and Other Relevant Documentation" in the Appendices to this report.

proliferation of conferences, formal professional exchanges with participating countries⁹, the involvement of major government agencies, and the studies conducted on various topics.¹⁰

Recent studies (Drodge & Roy-Cyr, 2003; McLeod, et al., 2002; Weekes, et al., 2001, Roy-Cyr, Desjardins, 2001) have shown that:

- ▶ Civilian police officers who participated in peacekeeping missions are satisfied with the work they accomplished during missions
- ▶ A very high percentage have been involved in a transfer of police skills to others on missions
- ▶ Characteristics for selecting the most suitable volunteers have been identified
- ▶ Training is needed on various issues
- ▶ The post-mission period is difficult for returning police officers, their police services, and their families
- ▶ Ninety-one percent of RCMP members returning from missions reported a positive experience
- ▶ For the majority of returning members, it took less than three months to readjust to their lives in Canada
- ▶ RCMP data illustrates that members returning from peacekeeping missions were healthier as a group, with levels of sick leave, psychological problems, and work performance that did not differ from those of other police officers proved this
- ▶ Training issues for future missions include language training, local culture, and family support
- ▶ Debriefing is essential!

These studies were very helpful because they identified issues and recommendations for future training programs and missions, as well as providing current and timely information on police officers' experiences on peacekeeping missions. In particular, they described how police officers perceived the training they received, their process of becoming peacekeepers in a foreign country, and most important how they reintegrated into their country, everyday personal lives, families and work. Thus the RCMP has contributed to knowledge in a field that is in real need of such

⁹ The web site for the International Association of Peacekeeping Training Centres is www.iaptc.org.

¹⁰ See "Studies Done in Canada and Other Relevant Documentation" in the Appendices to this report.

studies. These studies and reports, as well as the more general but also more comprehensive work accomplished by IPB, should be publicized and promoted.

Recommendation 1

- In order to have a higher profile within the organization, IPB should find a champion in senior management to promote its specificity.
-

Partnerships. A second type of structural change consisted of the partnerships developed over the years. An inter-federal governmental partnership was formed under the Canadian Police Arrangement (CPA; approved in 1997) between FAC, CIDA, and the Ministry of Public Safety and Preparedness (PSEPC) (formerly the Solicitor General of Canada). The CPA provides the policy framework and funding mechanism for the participation of police in peacekeeping and peace support missions (RCMP, ND). Other partners include the Department of National Defence (DND). Each partner belongs to a working group with its own areas of responsibility and tasks, within a model for interdepartmental co-operation (RCMP, 2002). A formal mechanism promotes communication between partners about common issues. In fact, there is no option for any major partner to work alone.

Another type of partnership is demonstrated by the 37 Canadian municipal, regional and provincial police services that have sent members to missions since the mid-1990s. A formal mechanism was established to facilitate this cooperation. Police services may opt out of any particular mission without being denied participation in future missions. Close working ties have been developed and sustained to enhance cooperation among the 35 peacekeeping and peace support operations under the auspices of the RCMP (RCMP, ND).

Recommendation 2

- Maintain the present close working relationships with contributing police services.

Recommendation 3

- Create a peacekeeping communications network for police services to help them stay current with development in the field.

Recommendation 4

- Implement a formal reporting structure for contributing services for reporting on their own situation for each mission.

Recommendation 5

- Establish a permanent representation at DPKO and FAC.
-

IPB also has arranged to be in permanent contact with Department of Peacekeeping Operations (DPKO) in New York through a Canadian liaison officer from DND through DFAIT and has managed to build an exchange program with the Gendarmerie Nationale de France.

Formal communication. At one time, IPB had a full-time communications specialist. This specialist was responsible for the creation of a web site and managing the information on it. Reports on health issues and gender issues and articles appeared in the *Pony Express*, *The Gazette*, *The Quarterly* and in newspapers¹¹ (for examples, see Harman, 2000) and in scientific journals. Moreover, there has been coverage by the electronic media.

Because of budgetary constraints, however, the communications specialist position could no longer be funded. As a consequence, IPB currently has no communications strategy in place. The web page is no longer being updated, even though it was considered an excellent vehicle for providing information on the nature and requirements of peacekeeping missions, a list of previous missions, and related subjects of interest. If peacekeeping is to remain a priority for the RCMP, a communications specialist is urgently needed on the team in order to develop a communications strategy.

At a broader level, information technology has transformed the field of public security. As a consequence, certain aspects of missions have dramatically changed since the first research project conducted from fall 1993 to spring 1994. For example, the use of information technology in the Canadian police field has grown tremendously in recent years. Although information technology (IT) has long been part of public security (Soullière, 1999), only recently have the police become more technological, in part because of the development and widespread introduction of many tools, including the Internet (LeBeuf, 2000). These developments have also had an impact on peacekeeping missions, if not quite as far-reaching as on public security. For example, during a mission in Sierra Leone, a police officer created his own web page entitled

¹¹ Media coverage has included various Canadian regions.

Newsletter, which provided current and relevant information on many issues and topics. Through this web page, the police officer was able to let others know about the objectives and goals of the peacekeeping mission. He was also able to use it as a communications link to communicate with colleagues and others, including groups or individuals interested in peace missions, poverty, and so on. It also allowed him to stay in touch with his police organization. This particular project shows not only this individual's entrepreneurship, but also his initiative. It also illustrates that IT is a major asset in public security because it can facilitate the communication of complex information about a situation through pictures and other visual elements. Furthermore, it can act to counteract feelings of loneliness and isolation during a mission.

Recommendation 6

- IP has a communications strategist for all branches

Recommendation 7

- Establish formal mechanisms and a service arrangement to encourage further collaboration between IPB and the RCMP Public Affairs & Communication Services Directorate (PACSD) Unit

Recommendation 8

- Keep the web site current and create an ongoing communications strategy for the RCMP with the municipal, regional and provincial police, as well as with its partners and the general public
-

Strategic planning. We need to comment on the absence of a formal strategic vision for IPB. We can understand that peacekeeping missions often result from factors beyond the control of IPB, in response to requests to the federal government from organizations such as the UN, the Organization for Security and Cooperation in Europe (OCSE), and the International Criminal Tribunal for the Former Yugoslavia (ICTY). Missions can arise from conditions of political instability in various countries and also require a strong commitment from the federal government. Despite these uncertainties, however, the IPB should attempt to define what it brings to the RCMP, the police community, and the public. Not only members of IPB, but also police officers in general and contributing agencies would greatly appreciate a clarification of the institutional purpose, vision, and strategic and long-term objectives of IPB and the product and services it offers.

Recommendation 9

- Hold a workshop with Branch staff to develop a strategic vision and plan for the International Peacekeeping Program, consistent with the *Guiding Principles of RCMP Peacekeeping Operations* (from *Program Overview and Historical Perspective*) and RCMP strategic priorities.

Recommendation 10

- Conduct a two-day working seminar with peacekeeping partners on making missions more effective with as an objective to foster information exchange and linking best practices and research developed over the last 15 years of Canadian peacekeeping experience.
-

2. THE IMPACT OF PEACEKEEPING MISSIONS ON THE POLICE IN CANADA: ORGANIZATIONAL ASPECTS

Introduction

This section focuses on the interviews conducted with police chiefs or their representatives, the officers in charge of peacekeeping in various police services, presidents of police associations or their representatives, individuals from the DSRRS RCMP program, and peacekeeping program partners.

Three major questions were asked to help evaluate the impact of peacekeeping missions on police:

- ▶ How do peacekeeping missions benefit police services and policing in general?
- ▶ What are the main issues?
- ▶ What are the mission management responsibilities of the police services and the RCMP respectively?

The RCMP, as the managing agency according to the Canadian Police Arrangement (CPA), invites municipal, regional or provincial police services to contribute peacekeepers. (This report makes distinctions among police jurisdictions only when necessary.)

Key findings

- Interviewees generally agreed that they noticed a positive change in police officers' professional attitudes upon their return from peacekeeping missions.
- Management and executive interviewees from municipal, provincial and regional police services strongly supported peacekeeping missions.
- The relationship between police services and the RCMP is very positive.
- Peacekeeping missions put police men and women into direct contact with global challenges and international initiatives.
- Missions were described as part of this country and as very Canadian.
- The experience of returning police officers was described as a by-product that needs to be evaluated: How can it be used to motivate other officers from the police services? One suggestion was to use them as ambassadors, both inside and outside the police services.
- Police services have their own responsibilities relative to peacekeeping missions: promoting peacekeeping missions within their services and encouraging officers to volunteer for missions.
- Police services did not include their participation in peacekeeping missions in their strategic planning processes because, as some police representatives underscored, missions are driven by unforeseeable financial and international situations.
- No direct costs were incurred by police services for sending their officers on peacekeeping missions, yet the services and officers derived benefits. Some agencies have taken upon themselves to take ownership to support the program. Missions have provided police services with a greater visibility both at home and outside the country, and police officers have returned from missions with new perspectives on life .
- Police associations have not been involved in any aspects of peace missions, which they viewed as management decisions. Comments revealed, however, that associations were supportive of peacekeeping missions because they considered it an opportunity for officers to serve foreign communities, see the world, and bring revenue to the services and to individuals. Their major concerns were with the health and safety of police officers on missions.

Let us now turn to the main research question:

- ▶ How do peacekeeping missions benefit police services and the police in general?

More specifically, we asked the following questions about the responsibilities of participating agencies:

- ▶ Have police services made use of the experience their police officers brought back from missions? If so, how?
- ▶ What benefits have been identified as resulting from peacekeeping?
- ▶ Has the experience from police missions had an influence on the police in Canada?

Benefits identified from Missions

Missions have generally provided direct, tangible benefits, even though they may be difficult to measure. Direct benefits included: a) the development of individual police officers, b) organizational benefits, c) police relations with the general public, d) economic benefits, and e) operational benefits.

Direct Benefits: Development of Individual Police Officers

Interviewees viewed missions as extraordinary opportunities for professional and personal development. Missions have allowed police officers to improve their skills and abilities, develop new expertise, and get involved in exceptional activities. They have proved to be a broadening and enlightening experience for police officers, who until recently could not have imagined participating in such wide-ranging international experiences.

Comments by interviewees in management positions on benefits to police officers

- *Police officers assume leadership roles and show greater confidence upon returning to their departments.*
- *They discover new skills and abilities that have not had the opportunity to emerge in their Canadian work.*
- *They are able to see "the bigger picture" and have a broader exposure to life and its problems.*
- *They have the opportunity to travel the world and develop an international perspective.*
- *They see the problems here in retrospect as being very small.*
- *They have the chance to reassess their priorities in life.*
- *They are more appreciative of what they have here.*
- *They come back with connections to a large peacekeeping core group.*
- *The good officers seem to improve their work performance even more (although there is no*

data on this), whereas some of the less competent officers become depressed, even to the point of showing a major lack of interest in their work.

Direct Benefits: Organizational Development

From an organizational standpoint, police services seemed to benefit from the increased professionalism of returning officers. Missions have also allowed the establishment of formal international contacts that can be useful later. In addition, missions became opportunities for developing more flexible frameworks for evaluating officers' skills and determining how they can best be used. One inspector remarked: "We have to ask ourselves, what is the organization doing in that regard?" Another result of missions, according to some managers, was how they facilitated closer relations between police officers and ethnocultural communities by expanding common ground for communication. Other interviewees felt that, if properly managed, returning police officers could become motivators for their colleagues. Finally, the internal management of missions benefits organizations through contacts developed with the RCMP, to which secondment is an option.

Missions have provided valuable experiences that have contributed to professional development among police officers. The question that remains, however, is whether or not these experiences play a role in the promotion process? In other words, if management views mission experience as career development, do they then see a direct link between mission experience and future promotions? Today, during the promotion process, police officers are expected to demonstrate the benefits that their peacekeeping experiences have had both for them and, potentially, for the department. The promotion interview has become the prime opportunity for a candidate to discuss not only the mission itself, but also its complexities. Management interviewees commented that they wanted "to find out what skills and abilities" promotion candidates possessed and whether they were "able to take the process they were involved in over there and suit it to the requirements of the interview, to show teamwork". If they could do so, managers were able to "take that into consideration". Some stated expectations that "during the interview process, they should rise above the rest". One chief commented, "When they go through the promotion and exam process, they are very good." If police officers are ultimately to be given an overall score, a structure would need to be put in place to evaluate work done outside Canada.

More general comments

- *On a appris à les connaître. Quand ils reviennent ils sont mieux équipés pour faire ce qu'on leur demande.*
- *The program is excellent. It is a win-win situation for members and for us.*

- *On projette une image de la GRC et du Canada à la fois. Les deux donnent une image et une participation positive.*
 - *Internationally, the RCMP is looked at as an organization that can help. They are fairly highly regarded.*
 - *Pour l'organisation c'est honneur et fierté.*
 - *What are the lessons learned? How are they collected and transferred in training?*
 - *Les missions de paix sont une contribution pour améliorer la police.*
-

Direct Benefits: Police Relations with the General Public

All interviewees agreed that the media coverage received for peacekeeping was good. It gave a positive image to the service, both locally and internationally: "Participation is very positive for all." As one interviewee commented, however, senior management should demonstrate its support for missions before the general public hears about mission accomplishments. Missions generally receive publicity and media coverage before the start of the mission, during the mission, and upon return from the mission. These are always good opportunities to promote the department and its participation in international missions. Another opportunity for a positive image is when officers are asked to share their experiences with community groups, schools, universities, and so on.

Comments

- *Les missions nous donnent une bonne image au plan national.*
 - *Les missions exercent une bonne influence sur l'opinion publique et sur le gouvernement. Elles montrent notre capacité de travail. Elles montrent également la GRC comme le corps de police du pays.*
-

Direct Benefits: Economic Benefits

The financial aspect of missions provided an incentive for participation. In addition to the absence of direct costs, police services received a financial return. The recovery of mission salary costs, through reimbursements under the CPA, provided management with greater financial flexibility.

Interviewees never directly addressed economic issues. They either did not comment at all on them or were uncomfortable discussing them.

Comments

- *It gives more flexibility to allocate resources.*
 - *The financial benefit was unexpected.*
 - *Pour le service les retombées économiques y sont pour beaucoup.*
-

Direct Benefits: Operational Benefits

Operational benefits were also linked to financial benefits, however, we will not comment on this. According to the police departments, financial benefits meant that:

- ▶ More police officers were available to be on the streets.
- ▶ Just-in-time local initiatives could be developed (specific preventive actions).
- ▶ Police officers in non-contract RCMP detachments had the opportunity to work at a more tangible level, including seeing victims and working with them.

It doesn't occur for the RCMP.

Summary

- ▶ Missions have created many new external contacts with police services in Canada and abroad, which have facilitated the exchange of information.
- ▶ It remains to be seen how the mission experiences of returned police officers can be used as a promotional tool to motivate their police service colleagues.
- ▶ Participation by Canadian police services in peacekeeping missions is a trend that is expected to continue. Tools for measuring and evaluating the relative impact of the missions abroad and on the home communities of the police services involved remain to be developed.
- ▶ To increase interest in peacekeeping on the part of the police, we recommend finding a champion for the benefits of peacekeeping to the police, and then developing a strategic communication plan. This creation of such a position might present an opportunity for a secondment.

Recommendation 11

- Begin identifying the most important lessons learned through in-depth documentation of the benefits, as described by all the contributing police services.
-

What were the key organizational issues?

Many organizational issues were identified, including a) releases from current positions, b) participation in multiple missions, c) back-filling vacant positions, d) family responsibilities, and e) extensions during missions. These issues had varying importance for interviewees. No clear policies or departmental positions exist for most of them.

Releases from current positions

Releasing police officers from their current positions had a different impact on the RCMP from the impact on municipal, regional or provincial police services. The RCMP viewed police officers who came from contract or non-contract divisions differently. Police officers from non-contract divisions were involved in long-term investigations or projects requiring an ongoing use of their expertise: “It is difficult to release someone in the middle on an investigation because case-specific information that that person has may not get transferred.” Police officers from contract divisions were tasked with police duties similar to police officers from any other police service. A key issue was whether police officers should go abroad when taxpayers expect them to work locally. Should these officers leave their workloads and duties for their colleagues to perform? Can their positions be back-filled?

RCMP decisions to release police officers from current positions took into consideration the time of year of the mission, the work load to be picked up by other members of their teams, as well as the number of individuals released from each division. As was said, “Trois ou quatre n’est pas dévastateur”. Release also meant sending “those available, not necessarily our best, because they are releasable”. Municipal, regional and provincial police services had to request permission and support from their city council or governing body by making a formal proposal to participate in the peacekeeping mission. Once permission was given, a letter of agreement had to be signed by both the RCMP and the police service to formalize participation.

Participation in multiple missions

There was no consensus on this complex issue. Interviewees' opinions varied according to the time frame and nature of missions and the extent in which all officers should have a chance to participate in missions. Positions tended to cluster into two opinion groups: "Yes, why not?" and "We must be careful." Some supported a second mission because experienced officers would then be able to assume greater responsibilities.

Comments supporting multiple missions

- *Why not, because some handled the second very well.*
- *Some would like to go for a second one. I support that.*
- *When a person has been successful why stop to go on a mission a year later?*

Comments questioning multiple missions

- *The mission is a good skunk of time [outside the service].*
 - *They should not be absent too long.*
 - *For a second mission, we have to meet the needs of our police service and community as well.*
-

This issue also tended to be viewed from another perspective. Unlike the past, current missions have less need for constables, requiring instead police officers of higher rank or officers with specialized expertise. Police services have realized, however, that they do not have the same flexibility to release such police officers: "Nous, on privilégiait les gens de la patrouille et à chacun sa chance". Participation in multiple missions was also linked to issues such as back-filling positions, the capacity of services to manage missions internally, the demonstrated abilities of individuals to reintegrate after their missions, and other issues.

Back-filling vacant positions

Services dealt with back-filling according to their needs, internal availability of personnel, and general management. Personnel options for back-filling vacant positions included:

- ▶ temporary, part-time officers
- ▶ supernumerary officers who might become permanent during the course of normal personnel loss
- ▶ newly hired full-time officers (especially in large police services)
- ▶ extra permanent staff

In general, it seemed easier to fill vacancies from the patrol division. Some RCMP detachments did not back-fill positions. In such cases it was clear that “somebody else is doing their work” (i.e., the work normally performed by those who once occupied the vacant positions). The RCMP could also hire cadets, but in order to keep them, other internal personnel changes needed to occur by the time of mission completion.

Family responsibilities

To accommodate officers' relationships and family responsibilities, numerous systems were implemented, such as weekly telephone calls from the police service, permanent contacts with the families by colleagues and friends, ongoing communication as necessary during the mission, and so on. The RCMP Branch also has created a permanent position to liaise with families. Generally, interviewees from municipal, provincial and regional police services did not believe that intensive family support should be their responsibility. They provided information to police officers and their families before or during the selection process. Some interviewees ensured that the information booklet for families was distributed to all volunteers and their families who were asked to sign it to show that they had read it. They also facilitated communication between families and IPB in Ottawa. After departure, however, responsibility for maintaining ties became the families. Wives were reportedly resentful on occasion, with some voicing complaints such as, “I have not heard from my husband.” “But we did not ask them to go,” police managers explain. “They volunteered.” As missions have increased in number and frequency, however, communication with families has ceased to be a priority because services had fewer and fewer resources. Services have tended to turn to IPB in Ottawa when problems or questions arise: “The family really needs someone here to liaise with the RCMP because it is very difficult for us to do that.” Some interviewees felt that the RCMP was very helpful in providing information during missions, while others claimed that the flow of information was inadequate, which caused families to feel abandoned by their service and by the RCMP.

Needs identified

- a formal permanent liaison between families and the RCMP during missions
-

Extensions during a Mission

Interviewees did not comment on this issue since they believed that the RCMP, as the lead agency, should propose policy or at least practices for dealing with it. Our understanding is that mission extensions have not been common practice in Canada. There is a policy on this issues.

More than three missions is considered exceptional. Peacekeeping Health Services does not generally support extensions, claiming that larger stays posed higher risks with regard to exposure to pollution, disease, stress, etc.. Other objections included the belief among officers that they were so essential to mission work that they could not be replaced thereby contributing to reintegration problems. Other motivation factors could include relationships detrimental to families, and, financial gains for personal benefits.

Interviewees felt that, in the future, the decision to extend the mission should take the type of mission (monitoring or operations) into account. In operations missions, police officers may be involved in work that needs to be completed before they leave the mission. In other words, the option of extending missions should be evaluated on a case-by-case basis.

Recommendation 12

- Now that a number of police officers have participated in more than one mission, this issue must be evaluated by police services.

Recommendation 13

- In light of the way that the nature of missions has changed, the possibility of mission extensions should be evaluated according to mission type (i.e., whether they are monitoring missions or operations missions).
-

What are the respective responsibilities of police services and the RCMP relative to the management of missions?

Mission management responsibilities include: a) liaison with the RCMP IPB, b) additional workload for the service or division, and c) return from missions and welcoming activities.

Liaison with the IPB

Linkages with the RCMP Branch are needed for general information on missions, permanent contact during missions, and the selection process.

In general, interviewees found that their contact with IPB was easy and positive: “Notre rapport à la GRC est très bien. On solidifie d’avantage les liens entre nous.” They also agreed that: “à chaque demande on obtient une réponse rapidement; l’information circule facilement.” “We try to be helpful (to IPB),” said one representative. The police services, however, saw a need for a

contact person, both for the selection process (to ensure that specific criteria were met), and to receive ongoing and current information about missions so they could conduct on-site information sessions as desired (as some, but not all, offer) or to provide an “awareness package”. Some interviewees routinely instructed volunteers to seek answers to their questions directly from IPB. Such a permanent contact person should be formally identified: “e-mail is good” and the phone contact list should be updated. As some remarked, “The information is well circulated but people change jobs. When change happens and people leave, the information should be sent to us. New e-mails would be so simple and great.” Some interviewees added that because request criteria had recently changed (not only constables are requested, but also sergeants, inspectors, and police officers of high rank), they needed more time. “We get requests on very short notice.”

Police services and RCMP divisions perform the initial selection and screening for each mission from a short list of volunteers for that mission, or sometimes from a general volunteer database. Police services and RCMP divisions review the files and conduct interviews (to get information not revealed by the file review). They then send their recommendations to Ottawa. Although the services and divisions “make sure all requirements are met as quickly as possible,” short lead-times seemed to be an obstacle.

Comments from the RCMP indicated that the web site has been an effective tool for keeping police services abreast of missions. The web site was not, however, being kept up to date at the time of the interviews. Annual reports from IPB were also a way of conveying information. They serve as a record of the history of the erratic development of peacekeeping and constitute a basis for maintaining corporate memory. Annual reports are submitted to CIDA since 1997. However the Annual Review published by IPB has not been issued every year. The telephone seemed to be the technology most used for contact, communication, and exchange of information on missions.

Needs identified

- Updated lists of e-mail addresses and contact personnel
 - Timelines and scheduling guidelines to allow as much mission preparation time as possible
 - Annual publication of Branch annual reports to aid in developing and maintaining a corporate memory
-

Additional workload for the service or division

Interviewees were asked to approximate the percentage increase in work that missions resulted in for them. Depending on the time of year and their previous mission management experience, interviewees estimated that their workloads increased five to ten percent when colleagues were on missions. As one police chief said: “The officers multi-task. Overflow work from missions is one of the kinds of work that they do.” As already noted, extra work was created by the internal selection and evaluation processes, the coordination with the RCMP, and administrative work (transfers or promotions, hiring officers, filling vacant positions). Also, as mentioned above, municipal, regional services have to prepare reports for city councils or other governing bodies to request permission to deploy officers to missions. Before starting the selection process, RCMP volunteers had to ensure that their divisions and/or detachments would support and release them.

Needs identified

- Even though the management of missions seemed to produce a 5-10% increase in workload, during the mission, “Life goes on here . . . we forget police officers on a weekly basis.” A formal, structured liaison should be established and maintained throughout each mission.
-

Returning from missions

When they have returned to normal duty after a mission, which sometimes meant to a different position, police officers have often been forced to pick up where they left off too quickly, because there has been little opportunity for more gradual reintegration. Furthermore, it is in the period following the return from a mission (whether immediately or some time later) that health or psychological problems may manifest. As yet, there is a policy for facilitating reintegration which is a mandatory visit to a psychologist. Not all interviewees were aware that this option was available. Another option was to provide extra time off. Some police services provided extra vacation time (2 weeks)—whether or not they made taking it mandatory—which they usually called “chief’s holiday”. Some services allowed police officers to take their extra time off from banked (i.e., left-over) vacation days.

“Welcoming activities” were another part of returning from missions and took many forms. One was a formal welcome at the airport, usually by the officers in charge of peacekeeping: “We did it at the beginning. We even invited the local newspaper. We do not do it anymore.” A second option was to have a resource person meet returning volunteers at the airport, but with no formal

welcome. A third was to hold a reception (sometimes months later) at which peacekeeping medals were presented to returning volunteers in the presence of special guests such as the mayor. A fourth possibility was to do nothing. As one individual remarked candidly. “For the first one to return we had a formal welcome because it was something new. We don’t do that so much anymore.”

Some RCMP detachments or divisions reported not having the ability to provide any support upon return. It should be noted here that officers in charge were not being tasked to welcome returning officers or even to inform their peers about their return from the mission. Generally, police chiefs and senior management did not meet with police officers upon their return. It was also pointed out that neither police associations nor police chief associations promoted or were instrumental in advancing peacekeeping missions in Canadian policing. Nor did they list as benefits of missions the development of international contacts, the acquisition of international experience, or the exceptional maturity and professional improvement that resulted from them.

Recommendation 14

- Police services should establish welcoming procedures for members returning from missions.
-
-

Issues identified:

- The need to identify the option for time off after missions that best supports the reintegration of police officers
 - The need to promote peacekeeping missions by allowing returning police officers to meet with their upper management teams to discuss their mission experience and make recommendations.
-

Overall recommendations on organizational issues

Recommendation 15

- Encourage police officers to work on the transfer of knowledge for the issues discussed above in order to develop a collective memory of peacekeeping missions.

Recommendation 16

- Use the Contingent Commander's reports to begin documenting what has been learned from missions.

Recommendation 17

- Continue formal visits to the mission theatre by upper management of Canadian police delegations as a way to keep them informed of and promote peacekeeping missions.

Recommendation 18

- To systematically install formal visits to the mission theatre by the Ottawa mission support personnel as a way to keep them informed of field training issues and problems.

3. IMPACT OF PEACEKEEPING MISSIONS IN CANADA: POLICE OFFICERS' POINTS OF VIEW

Introduction

Police officers from the RCMP, as well as provincial and municipal, regional police services, were asked to define, describe, and comment on peacekeeping missions. This section reflects their insights and observations as practitioners. We wanted to capture the richness of respondents' experiences and put a human face on the statistics. We also wanted to document how the police services, peacekeeping partners, and family members perceived and understood the wishes of members volunteering for peace missions.

The interviews were also a methodological tool for gathering scattered information and opinions about peacekeeping missions.

Many different issues were raised about peacekeeping missions and the interviews helped better understand these issues. They dealt with pre-mission training, as well as the way mission participants understood missions, and, most importantly readjustment to life in Canada once missions were completed. Some issues related more to the IPB, whereas others were applicable to both the IPB and contributing agencies.

Predominantly RCMP Issues

Pre-mission Training

- ▶ Is there a need for pre-mission training in Ottawa?
- ▶ Was the training appropriate?
- ▶ Was the training helpful, in that it allowed police officers to quickly embark on the mission once in the theatre?
- ▶ Are there any suggestions to improve the training process?

The objective of these questions was to evaluate how the training helped police officers to understand what the mission was about and how to accomplish their mission work and related duties.

Comments

- *Oui, c'est pertinent mais répétitif. On m'a bien préparé mais ça a été repris là-bas—c'était trop long.*
- *Training was sort of a bonding experience. It would be good to incorporate something different than classroom settings . . . like doing work together, like walking, hiking, teamwork, to learn to support each other.*
- *It was more an orientation to keep the group together. They bring everybody together. It was a little bit repetitive when in Kosovo.*
- *Two weeks is too long . . . three days would have been enough . . . shooting was not relevant . . . for handcuffs, one day is enough. Some of the lecturers are not good. I could have learned that much by reading through the Internet. . . . We feel no difference between the municipals and the RCMP. They treated us the same.*
- *La formation n'est pas une perte de temps . . . Le cours sur les mines est très bon, a un impact direct pour ma vie . . . mais pas assez de temps alloué pour les langues . . . formation sur les étapes est très pertinente . . . on était conscient de ce qu'on va vivre.*
- *C'était trop général, pas de détails . . . Ça ne m'a pas aidé pour l'ouvrage.*
- *La formation était une information plus qu'autre chose; se le faire dire et raconter et le vivre est autre chose.*
- *La formation était longue. On a hâte de partir. L'information sur l'intelligence n'avait aucune implication avec ce que l'on a fait par la suite. Une partie plus imagée du quotidien serait appréciée.*
- *C'est lourd de s'asseoir en classe mais quelle autre façon que la classe? J'ai apprécié le plus sur les changements . . . c'est normal, on me l'a dit à Ottawa.*
- *It helped prepare for what we saw . . . it help to adjust. They were great. You couldn't ask for more then what they gave us.*
- *They gave you general information . . . no one really prepared us for what we saw.*
- *The culture was a benefit, a good heads up. . . . You learned what to expect . . . bonding . . . but we do not need two weeks for that.*
- *Pas pertinent; c'était seulement sur la langue serbe et albanais; en une demi-journée étant donner la complexité des langues.*
- *Pas très pertinente; c' était pas vrai au plan de la vie au quotidien; c'était pas up to date. Le plus pertinent est le noyau de Canadiens qui nous permet d'avoir des liens et de créer un esprit d'équipe. Après, ça nous aide, peu importe où on sera, il y aura toujours quelqu'un que tu peux contacter.*
- *Les gens qui ont été en mission, c'était intéressant à écouter.*
- *C'est un programme général qui est adapté à toutes les missions. J'ai eu la même base quand je suis parti pour le Kosovo.*
- *On était on the right track en arrivant.*
- *Ils ne nous ont pas préparé à dire comment ça allait se passer . . . aurais aimer en savoir plus sur le créole . . .*
- *On nous prépare bien . . . ceux qui ont jamais voyagé ont besoin de plus d'information.*
- *On nous prépare psychologiquement. Si quelqu'un veut s'engager sans savoir, ça lui donne une bonne idée du pays et de la mission. Elle est utile et doit se faire.*

- *La formation est très importante pour établir une cohésion de groupe.*
 - *There's got to be an orientation. Some of them are shocked by the environment. It does provide an appropriate picture. . . . The best are the recently returned.*
 - *. . . was good information. . . . hard to experience because hard to imagine what was going on. . . .*
 - *It is important . . . the interaction with the people, to bond together, the esprit de corps.*
 - *No comment. We did it all over again once over there.*
 - *Ottawa prepared you for the worst. The training was good, a big information package about what is going on over there.*
 - *It is more an orientation to bring us up to speed. . . . I do not know if we need two weeks. It brought us together as a group, developed a mind set before going to the mission. Bonding is important.*
 - *Most of it was garbage, dated . . . It should be applicable and current. . . . Bring somebody from over there.*
 - *Training was excellent. . . . There is a need to make sure everyone is on the same page. . . You have to listen to people that have been to missions. . .*
 - *It lasted a few days . . . was too long . . . was excellent training. There was a need. We learned about people, culture, land mines, etc.*
 - *A waste of time. The idea was to bond; a good idea, but you can talk in the evening. . . . Time waste. . . . The shooting we qualify for here every year. . . .*
 - *Very good and beneficial. . . .*
 - *I was impressed by Ottawa. They were right. It took two weeks to get into the routine. . . .*
 - *We need training . . . it explains what's gonna happen. . . . There should be more people from the mission to talk about what they saw.*
 - *The orientation program is good for the people going over there for the first time. . . . They need the week to get us away from our mentality. . . . It is more transmission than training, and a transition.*
 - *Two weeks in Ottawa was not adequate. . . . Things like the intelligence briefing were not up to date, were vague. . . .*
 - *We were trained with the guys that went to Kosovo. . . . It would have been nice to have half and half . . . instead of 20 and 5. . . . I don't think I would need as much for a second.*
 - *Training was very good. When they spoke to us I enjoyed it. I found it very educational. . . . It depends on the individual being able to bring it to the next level.*
 - *Pre-mission is essential . . . was beneficial. . . . It gave us the opportunity to gel together as a unit.*
-

According to interviewees, there was a definite need for training prior to their departure for missions. The large majority of respondents supported such a program. Also, it seemed that one by-product of the training was the bonding created during the two-week program in Ottawa prior to departure. It appeared that this bonding, which the trainers encouraged, was appropriate and well-received by police officers.

As identified in previous reports (Weekes, 2001; Loree et al., 1998; LeBeuf, 1994) and confirmed by interviewees, training/orientation sessions responded to a variety of police officers' needs. For example, some may never have travelled before, while others may not have been aware of the international community's problems, or may not necessarily have been aware of the problems of the mission country, while yet others may have needed a reminder about security issues, etc. The individual situations were virtually infinite.

All the areas or topics identified in these reported comments were mentioned during the interviews. Topics included:

- understanding the role and function of the United Nations in peacekeeping missions
- understanding CivPol
- understanding other cultures
- understanding the legal system in countries served

Other areas touched on:

- training in human rights, mine awareness, self-defence (Weekes et al., 2001)
- the mission country's Police Act
- the UN code of conduct
- the legal status of a civilian police monitor (the fringe benefits, travel allowances, daily allowances, deployment, etc.)
- medical issues (health, food, vaccinations)
- general mission country information (history, religion, culture, legal structures),
- radio communications
- the driving of UN vehicles
- the role of civilian police monitors
- first aid
- weaponry
- teamwork
- the effects of being taken prisoner
- debriefing (LeBeuf, 1994)

- kit, mandate, logistics, mail, and psychological debriefing (Loree et al., 1998)

Food for thought

We learned that the training and orientation program is customized for each mission and is beneficial for police officers. However, it seems that the training program could be adapted as the situation of a mission evolves. The training and orientation prepare police officers for the general duties and complex circumstances of the mission on which they are embarking, as well as providing them with a transitional stage from their everyday family/work environment to that of an unknown and unstable foreign mission country.

On a different note, if one of the objectives of the training program is for trainers to create bonding among peacekeepers, we suggest developing or adapting specific exercises for that purpose.

Finally, it would be of great value to make police officers aware of the RCMP Handbook on “how to proceed” “Major Incident Contingency Plan” when there is a medical or any other emergency during a mission which is under the responsibility of the contingent commander. We also suggest creating lists of ready contacts (for example, a telephone list) in mission under the responsibility of the Canadian contingent commander.

Motivation

- ▶ What was the main motivation to volunteer for a mission?
- ▶ Did participants have any personal objectives related to the mission?

One approach to understanding why police officers go on peacekeeping missions is to explore their deeper motivations. These motivations could be personal, related to personal growth, or they could be professional in nature. Motivations may be profoundly influenced by the publicity surrounding the mission and also by various rumours and discussions between colleagues.

For many police officers, there was more than one motivating factor. The following comments reflect most of the main motivations of police officers, although we may not have captured them all.

Comments

Help/training

- . . . *to help people . . . I had something to offer. . . . I wanted to see a different world. . . .*
- . . . *aider les gens dans le besoin . . .*

- *I did want to help, to see other police officers, equipment . . . a little bit of travel. . . .*
- *J' ai un intérêt personnel pour aider du monde; le côté humanitaire de la mission.*
- *C'était pour l'expérience personnelle et l'aventure; voir comment je peux venir en aide aux policiers par mon expérience policière.*
- *Est-ce que je peux amener du bien là-bas? C'était pas l'argent. J'ai dit changer moi de grade . . .*
- *. . . aller voir ailleurs et comme policier aider un pays avec des problèmes . . . un vrai challenge.*
- *Mon intérêt majeur était personnel . . . était fasciné pour aider les gens . . . Je souhaitais ce contact avec les autres personnes.*
- *un désir d'aider et d'échanger avec de nouvelles cultures . . . aller chercher l'expérience . . .*
- *. . . to see the world . . . interesting and challenging to teach and work*

Adventure/culture

- *The adventure, the unknown, the experience . . . I did not know about missions.*
- *. . . était une chance de partir . . . et . . . encore mieux, de faire quelque chose en voyageant.*
- *Pour voir autre chose, former d'autres policiers*
- *Pour l'aventure, et ma priorité était d'aider les gens là-bas.*
- *. . . curiosity . . . change from work . . . the opportunity to go to another part of the world.*
- *La troisième mission c'était pour le goût de l'aventure de ce coin du monde, étant donné que les deux premières se sont passées dans le même pays (3)¹²*
- *J'aime l'aventure. J'aime voyager . . . La mission était pour moi . . . aussi pour aller chercher l'expérience. (2)*
- *J'aime voyager . . . représentait une belle occasion de voir ce qui se passe ailleurs et de travailler avec d'autres personnes.*
- *Pour vivre l'expérience, pour découvrir le monde.*
- *I had four missions . . . Motivation The adventure I didn't know what to expect . . . didn't like my job at that time.*
- *The second was a cultural thing. I like travelling. . . . The environment where I went was appealing to me. . . . I like teaching. (2)*
- *Le travail est différent, la culture est différente. C'est une opportunité pour voyager. La première c' était l'inconnu. . . . Je ne savais pas dans quoi je m'embarquais . . . tout est combiné ensemble. (3)*
- *A little bit of adventure . . . something different*

Professional challenge

- *It was exciting to offer our services in a different country to people that have been to hell.*
- *. . . a sonné une grosse cloche, un nouveau défi dans ma carrière et dans ma vie.*
- *C'était un rêve de réaliser la mission en faisant mon métier.*
- *Pour aller chercher un background différent de l'université qui va me démarquer des autres . . . Pour aller chercher l'expérience que je n'aurais pas avec mon service . . .*

¹² Numbers in parentheses indicate the number of missions in which interviewees had been deployed.

- *You get to do things over there that you don't get to do at home in most cases . . . opportunity to make a difference . . . financial circumstances . . . the whole thing.*
- *J'allais chercher l'expérience intellectuelle et physiquement challengant. Aussi, je voulais être un role model à Haïti.*
- *. . . was a personal challenge*
- *J'y allais pour le défi plus intérieur.*
- *Pour aller dans un autre pays et connaître une autre expérience . . . pour avoir la chance de le voir et de le vivre.*
- *I wanted to push myself . . . my coping mechanisms.*
- *I wanted to experience something different other than the policing here . . . to see other parts of the world.*
- *. . . I was looking for something challenging . . . to pass the PARE test was a personal goal. . . .*
- *I wanted to experience being in a war zone. I thought I could do some good.*
- *Pour remplir mon cv, pour prouver ma capacité de réaliser des choses. (3)*

Global change

- *Pour l'expérience et parce que j'aime bouger; l'aspect financier est très intéressant et aide à supporter le stress.*
- *Je voulais changer de vie et recommencer à zéro, avoir de nouveaux amis, donner une nouvelle impression sur les gens . . . (2)*
- *Voir une autre culture, voir quelque chose de nouveau au plan personnel et professionnel.*
- *To try something new and different . . . opportunity to help people under a lot of stress..*
- *Pour connaître les missions . . . pour voir comment ça fonctionnait, pour pouvoir faire une différence en formation et pour aller chercher une expérience de vie pour moi et ma famille.*
- *Pour l'aventure, pour quelque chose de nouveau . . . pour changer la routine . . .*
- *J'étais tanné de ma carrière de policier. Je me demandais ce que je ferais . . .*
- *I needed something different from what I was doing. I had no idea that the money was as good as it was. It was not a driving factor for me at all.*
- *I wanted to do something else, to expand my career . . . it is good to be paid for doing that. . . .*
- *. . . job satisfaction was not there . . . I wanted something more, the recognition; also the ability to go and help people.*

Financial gain

- *. . . moneywise it is a boost.*
- *. . . the experience of working in another country, I like to travel. . . . The money has something to do with it.*

These comments confirmed what we already knew about motivating factors first described by LeBeuf (1994) and more recently analyzed by Weekes et al. (2001):

- ▶ the desire to help people in need / desire to contribute, to help (35%)¹³
- ▶ search for adventure, travel / adventure/travel/interest in other cultures (55%)
- ▶ assuming the professional challenge / New Professional Challenge (35%)
- ▶ the personal challenge / Personal Challenge/Growth (25%)
- ▶ need for a general change of job or marital life / Escape/change (15%)
- ▶ financial gain / Financial Gain (25%)

Based on these stats, we have two observations to make:

These findings revealed that police officers have not changed their motivations for going on peacekeeping missions over the past 15 years even though more information is now available on missions in general, as is information from contacts with the many Canadian police officers that have been deployed on missions. Also, if we consider those that were deployed on more than one mission, their motivations were more or less identical from one mission to another (as the figures indicate). The motivating factors may have changed over time, but attempting to portray how this change has shifted from one factor to another would be speculation. The least that can be said is that, as illustrated by the motivation issue among participants, Canadian police officers show a real interest in peacekeeping missions.

These police officers are change agents, not only in their services, but also in policing in general. As emphasized in the previous section, police services have not yet integrated peacekeeping missions into their strategic planning, their strategies for career development, or even the promotion process, even though there is a need for this to happen for both the police officers and the police services.

Food for thought

If we reflect on the motivating factors for missions, we can see that they contribute something very positive to individuals and to police services. Motivations play a role in police officers' development, not only from a career point of view but also from a personal perspective. Thus peacekeeping missions should be considered as a training process by human resources.

¹³Percentages are for respondents making these comments and are taken from the study by Weckes et al.

Expertise required during missions

- ▶ Which was more important for making the missions successful: the police background (expertise) of participants or their interpersonal skills?

Since police officers' work on peacekeeping missions is different from what they do in Canada, we asked questions to evaluate the most prominent features of how they worked: What tools were the most useful and what resources did they most often call on—professional or personal?

A recent study showed that 95 percent of police officers transferred their skills while on missions and that two-thirds of the skills transferred were effective (Weekes et al., 2001). Comments from our interviewees showed a different perspective, however. They focused on their professional backgrounds, their interpersonal skills, or a combination of both.

Police background

- *Faire la police canadienne en mission? Oui, car on a une ouverture d'esprit vis-à-vis des autres services et la population; on est moins préjudiciable.*
- *Ce sont les compétences de police car tu y vas pour montrer la police; il faut aussi du gros bon sens . . . ça va ensemble.*
- *J'ai fait appel à mes habiletés comme policier; c'est toujours pareil, mais ça prend beaucoup d'expérience; nos habiletés professionnelles s'appliquent là-bas comme modèle, c'est sur.*
- *J'ai utilisé mon instruction, et ma formation est le basic de la police . . . mais tu commences à zéro en mission.*
- *Le premier mandat était de les accompagner sur le terrain pour leur montrer comment faire . . . il fallait de l'expérience.*
- *My experience, my quality and my initiative.*
- *My experience on the job from having been around for such a long time . . . I find I kind of fit in with these people.*
- *My police officer skills first.*

Interpersonal skills

- *J'ai eu des beaux commentaires quand je suis parti des gens avec qui j'ai fait équipe . . . Ils n'hésiteraient pas à recommencer avec moi.*
- *Il fallait établir un contact avec eux . . . si on était pas capable, c'était fini.*
- *The easiest was my personality. I found it opened the way to different things.*
- *My background . . . socially and my personality; I am interested in people. I have a good work ethic.*
- *You have to be able to look at it from the outside . . . to be objective. . . . humanistic absolutely . . . when I dealt with the people, it comes back from when I was a child . . . I am proud I have succeeded.*
- *My personality and my background helped me, not the work.*
- *My personal skills in helping people*

- *Your common sense Let's do it*
- *My people skills . . . pour être capable de parler avec les personnes et après mes compétences comme policier et après la culture . . .*
- *Plus au niveau personnel . . . Si tu as fait du bien, c'est le côté humanitaire.*

A combination of both

- *Les deux autant l'un que l'autre parce que notre formation est très bonne quand on se compare aux étrangers.*
 - *Background . . . both . . . people skills . . . good organizational skills.*
 - *Both skills . . . My life skills and my own survival skills after dark.*
 - *My personal life and my work ethics.*
 - *A combination of both*
 - *Les deux; notre professionnalisme comme policier; on peut montrer comment travailler à partir de nos méthodes.*
 - *Une combinaison des deux . . .*
 - *Police skills and interpersonal skills . . . a combination of both.*
 - *Les habiletés comme individu et une combinaison des deux.*
 - *Les deux.*
-

Our research illustrated that during missions, depending on the individual, they most often use a combination of police skills and interpersonal skills. Contrary to the results of the study mentioned above (Weekes et al., 2001), our data suggested that police skills and interpersonal skills are equally important, and neither prevails over the other. As we can expect, police officers do use their skills intensively in order to be effective in missions, but they also draw on their personal abilities, as they would in a Canadian community policing setting.

Food for thought

This information can shed a new light on training programs. The focus of training should not only be on police-related duties and the complexities of different cultures, but also on the human side of the mission and on how to deal with it.

Along the same lines, police officers can be called upon to do police interventions that go beyond their mandate or expertise (for example mass murders, etc). The question is: how can we train them for these wide-ranging situations while they are still in Canada?