

“Showing the Flag”
**Canadian Police and International Peacekeeping Missions:
Acknowledging the Issues Police Officers Encounter
throughout the Pre-Deployment and Reintegration Stages**

by

Julianna Theofani Psarris

B.A. (Criminology), University of Ottawa, 2009

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Approval

Name: Julianna Theofani Psarris
Degree: Master of Arts (Criminology)
Title of Thesis: *“Showing the Flag” Canadian Police and International Peacekeeping Missions: Acknowledging the Issues Police Officers Encounter throughout the Pre-deployment and Reintegration Stages*

Examining Committee:

Chair: Dr. Sheri Fabian, Lecturer

Dr. Rick Parent
Senior Supervisor
Assistant Professor

Dr. Curt Griffiths
Supervisor
Professor

Dr. Brian Burtch
Supervisor
Professor

Dr. Ghalib Bhayani
External Examiner
Ph.D., Royal Canadian Mounted Police

Date Defended: December 12, 2012

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Abstract

International peacekeeping missions are a political exercise, whereby the Canadian federal government touts its support for Canadian police involvement in missions at the expense of recognizing micro level issues of Canadian police officers serving abroad. The purpose of this thesis is to identify and address Canadian police officers' pre-deployment and reintegration concerns as they relate to international peacekeeping missions. Twenty-five Canadian police officers who served on international peacekeeping operations participated in an in-person or telephone interview. Participants belonged to 11 different police agencies within the provinces of British Columbia, Alberta, Manitoba and Ontario.

The topic of policing and international peacekeeping will be introduced, followed by a discussion of the Canadian federal government's "showing the flag" approach to missions. Literature that focuses on police officers' existing pre-deployment and reintegration concerns will be addressed. The chosen methodology for this thesis will then be identified, followed by the findings for this study. It is argued that, for this sample, Canadian police officers' issues continue to remain unacknowledged due to the political context in which missions are operating. Policy and practice implications of this study and training recommendations for the RCMP's International Peacekeeping Operations Branch are considered. This thesis will conclude with a discussion of the strengths and limitations of this research, recommendations for the various Canadian police agencies involvement in deployment and will provide suggestions for future research.

Keywords: UNPOL; international peacekeeping missions; recruitment; selection; deployment; peer support programs

My M.A. Thesis is dedicated to my dear mother, Mirijam.

Mom, thank you for being the perfect example of someone who loves unconditionally. Words cannot express the gratitude and utmost respect I have for you. All my inspiration comes from you; you are my support, role model and everything I aspire to live up to and become. Thank you for instilling in me the strength and courage to choose to overcome obstacles planted in my path, and to fearlessly dive into foreign, uncomfortable and challenging places.

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List of Acronyms

ANP	Afghan National Police
AU	African Union
CBRP	Cape Breton Regional Police
CF	Canadian Forces
CIDA	Canadian International Development Agency
CIVPOL	Civilian Police
CPA	Canadian Police Arrangement
CPD	Civilian Police Division
CPS	Charlottetown Police Service
DFAIT	Department of Foreign Affairs and International Trade Canada
DPA	Darfur Peace Agreement
DPKO	Department of Peacekeeping Operations
EAP	Employee Assistance Program
FAC	Foreign Affairs and International Trade Ministry
HNP	Haitian National Police
HRMIS	Human Resources Management Information System
IDG	International Deployment Group
INL	Bureau of International Law Enforcement and Narcotics Affairs
IPB	International Peacekeeping Branch
IPOB	RCMP's International Peacekeeping Operations Branch
JEM	Justice and Equality Movement
JNA	Yugoslav People's Army
KFOR	NATO-led Kosovo Force
KLA	Kosovo Liberation Army
LOA	Leave of absence
MEAP	Member Employee Assistance Program
MINUSTAH	United Nations Stabilization Mission in Haiti
MOU	Memorandum of Understanding
NATO	North Atlantic Treaty Organization
NGOs	Non-governmental organizations

NWMP	North West Mounted Police
OPS	Ottawa Police Service
OSI	Operational Stress Injury
OSISS	Operational Stress Injury Social Support
PARE	Physical Abilities Requirement Evaluation
PSC	Public Safety Canada
PTSD	Post-traumatic Stress Disorder
SLM/A	Sudan Liberation Army/Movement
SPLM/A	Sudan People's Liberation Movement/Army
TAT	Training Assistance Teams
TPS	Toronto Police Service
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
UNAMID	United Nations Mission in Darfur
UNDPKO	United Nations Department of Peacekeeping Operations
UNMIH	United Nations Mission in Haiti
UNMIK	United Nations Mission in Kosovo
UNMIS/UNMISS	United Nations Mission in Sudan/United Nations Mission in the Republic of South Sudan
UNMISET	United Nations Mission of Support in East-Timor
UNPA	United Nations Protected Areas
UNPOL	United Nations Police
UNPROFOR	United Nations Protection Force (Former Yugoslavia)
UNSAS	United Nations System for Standby Arrangements
UNTAET	United Nations Transitional Administration in East-Timor
UNTAG	United Nations Transitional Authority Group
U.S.	United States

Police officers enjoy a brotherhood that crosses boundaries, from countries and cultures. I think the contribution [to peacekeeping missions] to our country from an international perspective is important. I think that it shows a commitment beyond borders and beyond the provincial borders...I dealt with police officers from coast to coast; I had some from Newfoundland, I had some from B.C., I had some from Ontario and Alberta, Saskatchewan...anytime you can see things and how other people [police officers] do it and compare it to how you're doing it, there's a potential for you to be a little bit better when you come home and share those resources. So, it is tremendously valuable in my opinion.

Tom

Chapter 1.

Introduction

Police officers from around the world have become increasingly involved in UN international peacekeeping operations (Rotmann, 2011). Member states¹ associated with the United Nations Peacekeeping Operations Program have continued to provide qualified, police contributors to UN peacekeeping missions to improve the social, economic and political conditions within host countries (United Nations Peacekeeping, 2012). Police officers who serve on international peacekeeping operations are often deployed to war-torn environments requiring peaceful, international intervention. While abroad, police officers adopt unique positions and responsibilities. Their policing duties may range from training local police forces by instilling democratic policing principles into their daily policing practices, to working in specific units and, conducting investigations. Most importantly: police officers deployed on international peacekeeping missions assist in facilitating peaceful negotiations and transitions by maintaining public security.

The UN is responsible for the deployment² of UNPOL for international peacekeeping missions, and has urged member states to continuously provide qualified police officers for their missions (B.K Greener as cited in Grabosky, 2009, Coning, 2011, Donais, 2004, United Nations, 2011). Due to the UN's high demand for police involvement in missions, deployment rates have grown substantially over the past two decades, despite the minor decrease which occurred in 2012. For instance, from an

¹ Member states include countries that have "membership in the organization... states are admitted to membership in the United Nations by decision of the General Assembly upon the recommendation of the Security Council" (United Nations, n.d.).

² See Appendix A for the recruitment, selection and deployment processes for police participation in international peacekeeping operations.

international standpoint, thirty-five UNPOL were deployed in 1988 to peacekeeping missions around the world, compared to more than “13,500 police officers from 87 countries serving in 13 UN operations around the world” as of June 2010 (Rotmann, 2011, p. 84). By late September 2010, this number increased to 17,500 police officers from around the world serving in international peacekeeping operations (B.K Greener as cited in Grabosky, 2009, Donais, 2004, United Nations, 2011). As of April 30th, 2012, the number of police officers serving abroad slightly decreased to 14,335 for contributing UN member states that are involved in the 17 missions currently in effect in five different continents³ (The United Nations, 2011). These 17 missions are all initiated by the Department of Peacekeeping Operations (The United Nations, 2011).

Deployment rates have also increased from a Canadian standpoint. As of January 1st, 2000, Canada contributed 356 police officers to UN peacekeeping missions in effect at that time (United Nations Peacekeeping, 2012). As of 2012, 2,300 Canadian police have been deployed abroad in the past twenty years (RCMP, 2012). Although there has been a drastic increase in the deployment of Canadian police officers for missions, Canada does not contribute high numbers of UN personnel for peacekeeping operations in comparison to other countries (Dupont & Tanner, 2009, Gulli, 2010, p. 31, Hansen, 2002, Lauria, 2002, p. A.8.). The latest statistics the UN provides on contributing countries to peacekeeping operations on a monthly basis indicate that as of June 2012, Canada ranked 19th out of 120 contributing countries to UN peacekeeping missions based on military and police personnel contributions (United Nations Peacekeeping, 2012). Although Canada’s deployment rates have increased over the years, Canadian policy-makers argue that Canada should increase their participation in peacekeeping operations (B.K Greener as cited in Grabosky, 2009, Bonikowsky, 2002, Donais, 2004, Dupont & Tanner, as cited in Grabosky, 2009, Fortmann & Martin, 1995, Peace Operations Working Group, 2009, Rudderham, 2008).

³ Africa (7), the Americas (1), Asia and the Pacific (3), Europe (2) and the Middle East (4) (The United Nations, 2011).

Increasing Canadian police peacekeeping deployment rates requires strong communication networks through “formal talks, the media, or any other communications tool, and by direct involvement of the police services senior management” (LeBeuf, 2004, p. xx). Therefore, cooperation and encouragement from senior leadership at the various Canadian police agencies involved in deployment are vital. Deploying Canadian police officers on peacekeeping missions is an important initiative. Further, maintaining diplomatic relationships with other countries around the world strengthens Canada’s international security with those countries, and, in turn, enhances Canada’s overall sense of national security. Deploying police officers abroad also promotes democratic policing principles, thereby potentially preventing illegal activities from infiltrating our borders. Although the Canadian federal government is known nationally and internationally for its generous contributions to UN peacekeeping missions (Miller & Wirick, 1998), continuous deployment is questionable due to the expanding nature of missions (Foreign Affairs and International Trade Canada, 2011).

Despite Canada’s growing involvement in missions, the Canadian federal government has ignored police officers’ micro level concerns. Chapter Two addresses this discrepancy, introducing international peacekeeping missions as a “showing the flag”⁴ project. Few research studies have addressed police officers’ micro level mission concerns. As such, Chapter Two highlights literature that focuses on police officers’ pre-deployment and reintegration issues. Chapter Three outlines the Methodology for this study. This thesis will then examine the findings for this study in Chapter Four. The findings section includes extracts from 25 interviews conducted with Canadian police officers from 11 different police departments in the provinces of British Columbia, Alberta, Manitoba and Ontario. This research identifies and addresses ongoing pre-deployment and reintegration concerns of Canadian police officers’ serving abroad. The purpose of addressing their issues is to improve pre-deployment, and enhance

⁴ “Showing the flag” refers to the representation of “one’s country or some other group in a manner intended to suggest the authority or importance of that country or group” (Wiktionary, n.d.).

reintegration for future Canadian officers serving in the field. The implications and conclusions of this study are then considered in Chapters Five and Six.

Chapter 2.

Literature Review

This chapter introduces the “showing the flag” phenomenon in the context of international peacekeeping operations. It will be argued that countries around the world, including Canada are preoccupied with “showing their flags” and have thus, ignored police officers’ micro level issues. Addressing police officers’ concerns is challenging, due to the complex political context in which peacekeeping missions operate. As such, this chapter will explore the difficulties in acknowledging these micro level concerns on an organizational level, and will identify police officers’ common pre-deployment and reintegration issues from Australian, U.S. and Canadian perspectives.

The Canadian federal government’s inability to provide adequate resources and support to its police forces to effectively carry out their duties dates back to the early days of the North West Mounted Police and its territorial occupation of the Yukon. During this time, the “Canadian government wanted to make the northern frontier become and remain “Canadian” so that Ottawa’s absolute sovereignty would be unquestioned” (Morrison, 1985, p. 2). As a result, the Canadian government extended the reach of the NWMP⁵ in the Yukon, in an effort to gain control of the area and to reap the economic benefits resulting from the Gold Rush (1896-1898). This decision, however, was done at the expense of recognizing the harsh realities of life in the Yukon: police officers’ duties remained unclear, and they faced circumstances they were unprepared and not responsible to deal with (Morrison, 1985). Throughout the mid-1800’s, “the police did not provide a government for the Yukon-they could not; what they did was serve notice that

⁵ North West Mounted Police.

there was a *government that intended to make its force felt* [emphasis added] and that in the meantime the laws must be obeyed” (Morrison, 1985, p. 25). Police officers’ concerns throughout this period however remained minor, compared to the issues they would soon encounter following the Gold Rush period⁶ in the Yukon (Morrison, 1985).

The NWMP faced several challenges during the wake of the Gold Rush. The demands from Ottawa increased, and police officers were forced to solve problems without being provided with the necessary resources to carry out their assigned tasks (Morrison, 1985). The NWMP took on responsibilities that were out of their jurisdiction, simply because others were unwilling to accomplish the tasks at hand:

In many aspects of their work the N.W.M.P found themselves to an increasingly extent involved in affairs which had little or nothing to do with keeping the peace. Sometimes they were apparently selected for tasks because they were best qualified to do them; in other cases...they were likely picked merely because they could do the job with little cost to the government. (Morrison, 1985, p. 38)

Further, police officers did not have the necessary resources to effectively carry out these unassigned tasks. The NWMP adopted many diverse roles, and were not paid for taking on these additional duties. For instance, police officers were “...custodians of the public will, arbiters of social justice, and solvers of problems of all sorts...” (Morrison, 1985, p. 42-43). They were given low pay and faced high costs of living; these difficulties “strained morale” (Morrison, 1985, p. 65). Not only were police officers faced with these concerns, but simultaneously their force’s personnel numbers were drastically cut from 300 NWMP between 1896-1898 to 228 by 1905 (Morrison, 1985). By 1918, there were only 45 NWMP working in the Yukon region (Morrison, 1985).

When examining the NWMP’s difficulties throughout this period, it is apparent that the Canadian federal government was not concerned with ensuring police officers’ duties were clearly defined, or that they were provided with appropriate pay and

⁶ 1896-1898 (Morrison, 1985).

accommodations. Throughout the early Yukon period, followed by the Gold Rush and into the early 1900's, there was a marked pattern whereby police officers' needs were constantly ignored by the Canadian federal government officials. The Canadian federal government was concerned with maximizing its profits through its overt, aggressive control of the Yukon Territory during the Gold Rush period, and with establishing a sense of Canadian pride in the region. This "showing the flag" notion has merged into the 21st century, and is evident in the Canadian federal government's current approach to international peacekeeping operations.

Peacekeeping as "Showing the Flag"

Bures (2007) argues that "despite decades of experience with peacekeeping missions conducted by the United Nations and various regional organizations, peacekeeping has never been guided by an established theory or doctrine" (p. 412). This indeed makes it difficult to understand UNPOL's roles, responsibilities and issues as they are channeled through these countless organizations. It is important therefore to situate international peacekeeping operations in the broader context of international politics, in order to understand how deficiencies at the local and national levels go undetected by international organizations and governments involved in deployment. As noted by Bures (2007), researchers have focused on conflict-resolution theories in approaching peacekeeping, and, as such, have neglected to understand peacekeeping operations within the more expansive framework of global politics (p. 419-426).

The UN has put forth vague definitions of peacekeeping, which prevents a general understanding of the concept for participating member states, and, creates misguided interpretations for UNPOL involved in missions. Therefore, in order to understand peacekeeping and its practical application to peacekeeping missions, definitions must be defined carefully and precisely (Zacarias 1996). Because the definition of peacekeeping is *excluded* from the UN Charter, a shared understanding of

the term⁷ does not exist (Bures 2007, Diehl, 1993, Diehl 1994, Legault 1999). This makes it difficult for UN agents “to uphold its responsibility to maintain international peace and security” (B.K Greener, as cited in Grabosky, 2009, p. 232). The lack of a shared definition of peacekeeping illustrates the UN’s primary goal of securing UNPOL for rapid deployment, and, in ensuring their missions are viewed by member states as further contributing to world peace and nation building. This suggests that UNPOL involvements in peacekeeping operations are used for wider, political purposes.

A clear definition of peacekeeping is however offered by the International Peace Institute.⁸ The International Peace Institute defines peacekeeping as “the prevention, containment, moderation, and termination of hostilities, through the medium of a peaceful third party intervention, organized and directed internationally, using multinational forces of soldiers, police, and civilians to restore and maintain peace” (Diehl, 1993, p. 5). This definition encapsulates the various stakeholders involved in peacekeeping operations: military, police and civilians. Researchers and policy-makers continue to re-define not only the definition of peacekeeping, but also duties tied to peacekeeping operations (Coulon, 2010, Diehl, 1993). For instance, Barnett & Call (1999) argue that peacekeeping missions comprise two key objectives: to safeguard the members of the armed conflict, and, to maintain public safety (p. 50). The UN’s interpretation of peacekeeping is grounded in three principles: “consent of the parties, impartiality and non-use of force except in self-defence and defence of the mandate” (United Nations, 2011). This expanded explanation offered by the UN acknowledges that peacekeeping operations “facilitate the political process, protect civilians, assist in the

⁷ It is generally agreed that the term “peacekeeping” was coined by “Dag Hammarskjöld (UN Secretary General 1953-1961) and Lester B. Pearson (UN General Assembly President in 1952-1953 and Canadian Prime Minister 1963-1968) in a few frantic days at the beginning of the November 1956 Suez Crisis” (Bures, 2007, p. 412).

⁸ The International Peace Academy “is an independent, international not-for-profit think tank with a staff representing more than 20 nationalities, located in New York across from the United Nations headquarters. IPI is dedicated to promoting the prevention and settlement of conflicts between and within states by strengthening international peace and security institutions. To achieve its purpose, IPI employs a mix of policy research, convening, publishing and outreach” (International Peace Institute, 2012).

disarmament, demobilization and reintegration of former combatants; support the organization of elections, protect and promote human rights and assist in restoring the rule of law” (United Nations, 2011).

It is also important to understand the differences between how the UN defines peacekeeping, peacemaking, peacebuilding and peace enforcement,⁹ as each definition requires a distinct approach to carrying out UN operations. Because UNPOL and the CF have encountered difficulties when trying to differentiate between the different duties required by each approach, many have questioned the overall credibility of missions (Zacarias, 1996). Complications arise when police officers and/or the CF carry out duties while abroad that are not assigned to them. This has posed difficulties for both parties while on missions because of their multiple mandates (Jackson & Lyon, 2002, Zacarias, 1996).

Difficulties also ensue when the definition of peacekeeping is minimized to exclude operations that police officers and CF personnel unexpectedly become involved in while abroad. All missions vary in complexity, mandate, objectives and resources. As a result, defining the term narrowly may be limiting, as the nature of peacekeeping operations are subject to change. For instance, UNPOL may be required to take on responsibilities abroad that were not assigned to them prior to deployment. It is important, therefore, to ensure that peacekeeping definitions remain holistic enough to accommodate police officers’ fluctuating roles and duties, to maintain public security in the host country, to accomplish the mandate of the mission, and, above all: to ensure police officers are cognizant of their individual roles and duties while abroad. Defining peacekeeping narrowly may displease the main parties involved in the conflict and their political affiliates (Zacarias, 1996). This issue may, therefore, justify the generic nature of the term. However, police officers’ lack of awareness of what peacekeeping duties entail creates confusion when UNPOL are trying to successfully carry out their responsibilities while abroad. Ambiguity in this area ultimately hinders the peacekeeping process

⁹ Definitions for each term are found on The United Nations official website: <http://www.un.org/en/peacekeeping/operations/peace.shtml>

(LeBeuf, 2004, Stevens, 1994, p. B.7, Steinberg, 2001, p. A.8). This issue however is not being addressed, as the emphasis is on rapid deployment.

On the other hand, police officers are required to remain fluid and dynamic as their roles and responsibilities are subject to change while on mission. It is understandable that peacekeeping missions require a comprehensive “understanding of the mission’s goals and objectives” (Owen & Travers, 2008, p. 695); however, it is also equally important that police officers remain flexible. Without adaptability, the future success of peacekeeping missions appears to be troubling. Despite these challenges however, UNPOL should be provided with an understanding of the various positions and respective duties they may adopt while abroad:

It is of paramount importance that the role of CIVPOL is accurately defined and understood, within the monitoring unit itself, among other UN and international components, the parties to the conflict, the local population, the UN member-states, and in general world opinion. Only when the role of CIVPOL is widely understood can there be realistic expectations as to what it can achieve in a modern peace support operation. (Hartz, 2007, p. 41)

With respect to the Canadian context, Canadian police officers’ roles in missions have significantly changed since their first deployment to the Congo in the 1960’s and their first modern-day peacekeeping deployment to Namibia in 1989 (Donais, 2004, Hansen, 2002). Over the years, police officers have experienced a vast array of concerns regarding their deployment due to the changing nature of their roles and duties. Since their deployment to Namibia, policy changes as well as legislative amendments have been implemented to address the growing concerns of Canadian police officers serving abroad. Police officers need to understand their particular roles in missions so that they may be able to accommodate the needs of the various agents involved in deployment. However, little attention has been given to their changing roles¹⁰ during peacekeeping

¹⁰ A detailed list of policing roles and duties is found in Hansen, 2002, the International Peacekeeping Branch, 2004, as well as on the United Nation’s official website: <http://www.un.org/>

operations.¹¹ UNPOL's specific duties vary depending on the type of mission (Chappell & Evans, 1998, Jockel, 1994, Perito, 2002, Sokolsky, J.J, 1996, & United Nations, 2011); therefore, it is important to understand how the UN defines police peacekeepers and their respective roles. UNPOL are "assigned to serve with the United Nations on secondment by governments of member states at the request of the Secretary-General" (United Nations Department of Peacekeeping Operations, 2007, p. 5). Because police officers serving abroad are operating under the umbrella of the United Nations, a brief analysis of their changing roles will be discussed.

During the Cold War (1945-1991), the role of UN personnel in maintaining peace and stability within host countries was *unclear* and *ambiguous*. UN personnel serving on peacekeeping missions were required to adhere to the S.M.A.R.T¹² model (Hartz, 2000 as cited in B.K Greener, as cited in Grabosky, 2009, Hansen, 2002, Serafino, 2005). Peacekeeping during the Cold War was often militaristic in nature, as the military was the predominant force in peacekeeping operations. This slowly began to change in the 1960's when police officers became actively involved in peacekeeping missions (Chappell & Evans, 1998, Dupont & Tanner, 2009, Hansen, 2002, United Nations, 2011). During this period, police officers' roles were restricted to information gathering and advising (Hansen 2002). It was not until their deployment to Namibia in 1989 that police officers began to see specific changes in their roles (Donais, 2004). The Namibia mission allowed the United Nations, specifically UNTAG,¹³ to focus on making alterations to officers' roles. For instance, police officers were given stricter instructions on how to carry out the objectives of their missions during subsequent missions to "El Salvador, Haiti, Cambodia, Somalia, Eastern Slovenia and Bosnia-Herzegovina" (Hansen, 2002).

¹¹ Former UN police peacekeeping operations are accessible through the United Nation's official website: <http://www.un.org/en/peacekeeping/sites/police/history.shtml>

¹² S.M.A.R.T (support, monitoring, administering, reporting, training).

¹³ United Nations Transitional Authority Group.

Throughout the 1990's, UNPOL were given more comprehensive tasks, which required them to

supervise and and/or control local civilian police, in order to ensure that law and order are maintained effectively and impartially and that human rights and fundamental freedoms are fully protected. This involves various activities, such as patrolling, liaison, investigation and assistance to the local population. (Chappell & Evans, 1998, p. 46)

UNPOL duties were much more expansive than their required S.M.A.R.T tasks during the Cold War. Since the late 1990's, the UN has adopted an integrated approach to peacekeeping, encouraging the military, local police forces, NGOs as well as other organizations to collaborate on how to effectively approach conflict-resolution (Coulon, 2010, Doyle & Sambanas, 2007, Hansen, 2002, Owen & Tavers, 2008, Tanner, 2010, United Nations, 2011). During the last decade, emphasis has been placed on maintaining law and order. Whereas the S.M.A.R.T model enforced throughout the 1990's "demands strong beat policing skills by uniformed, preferably unarmed police officers (Greener, 2009, p. 116)," today, UNPOL's roles consist of upholding human rights and maintaining public security, which were most prominent during their East Timor and Kosovo missions (Hansen, 2002). Rather than utilizing the S.M.A.R.T model enforced during the Cold War era, police officers' operative functions are presently founded upon the three R's principle: reform, restructuring and rebuilding (B.K Greener as cited in Grabosky, 2009).

Despite police officers' evolutionary roles in peacekeeping operations, the UN still receives stark criticism for their failed missions due to a lack of clearly defined mission objectives. In response to this critique, the UN created a template of responsibilities for UNPOL in order to formulate a more precise list of their specific responsibilities. No empirical evidence exists however as to whether or not this initiative has improved the future success of missions (Chappell & Evans, 1998, Delvoie 1997 as cited in Ehrhart & MacFarlane 1997). For instance, the creation of the Brahimi Report in 2000 was believed to address UN failings by encouraging nations to incite caution when implementing a peacekeeping operation (Coulon, 2010, p. 17). The focus of the Brahimi Report was on establishing "difficulties with the recruitment and training of adequate police personnel, and impediments to their deployment" (Serafino, 2005, p. 16). The

Brahimi Report detailed countless suggestions on how the effectiveness of UN missions can be improved (Banerjee, 2007, p. 24). However, a lack of clearly defined mission duties, and whether or not these revised responsibilities have, in fact, improved the overall nature of peacekeeping operations is still a concern for police officers serving abroad today. These issues have been ongoing for decades. Because the UN is subject to criticism from external organizations that insist on measuring mission success, the UN must develop reports to address mission limitations (Lipson, 2007). The UN, other inter-governmental organizations and various NGOs have been subjected to ongoing mission performance evaluations (Bolisani & Damiani, 2010, Bratt, 2007, Lipson, 2010, Mancini, 2011, Marenin, 1998, O'Neill, 2002, Paddon, 2011, Peake, 2011); however, according to Lipson (2007), the UN “produces talk and decisions more than it solves problems through action” (p. 13).

From a Canadian federal government standpoint, it is disconcerting that a collaborative effort has not been made on behalf of our political leaders to define and measure success in the context of peacekeeping operations. This further reinforces the notion that the Canadian federal government is concerned with “showing its flag.” Politicians are primarily concerned with the *deployment* of our officers, and not on determining *success* for present and future missions. Success implies a favorable outcome; therefore, in what ways can missions produce favorable outcomes from an international, national and local police department level standpoint? This question is complex and requires in-depth exploration. The vagueness surrounding peacekeeping definitions, roles and responsibilities for Canadian UNPOL as well as the lack of attention given to defining and measuring mission success suggests that peacekeeping missions serve a greater, political purpose. Little attention has been given to addressing these macro level problems. As such, the following section will discuss the “showing the flag” phenomenon from an Australian, U.S. and Canadian perspective. It will be argued that Australia, the U.S. and Canada all fall prey to “showing the flag,” disregarding the micro level issues that police officers are encountering throughout pre-deployment and reintegration.

Australia

Australian Prime Minister, Julia Gillard is committed to increasing Australian police, military and civilian personnel contributions to UN peacekeeping operations. In a recent speech to the General Assembly in New York, Prime Minister Julia Gillard spoke of Australia's ongoing support of UN peacekeeping missions: "Australian ideals in the world are that of the UN - and Australians know the practical value of the UN's work. This is why Australia seeks to serve in all the work of the UN and on the Security Council" (Maher, 2012, p. 1). Prime Minister Julia Gillard's speech is intended to increase votes for an Australian seat on the United Nations Security Council, competing with Finland and Luxembourg for one of two seats for 2013 and 2014 (Flitton, 2012, p. 1). Prime Minister Gillard highlighted Australia's past and present contributions to UN peacekeeping operations. She argued that "Australia has dedicated 65,000 personnel to peacekeeping missions since the UN was founded in 1945, and that its expertise in its own region left it better qualified than most to not only keep the peace but to help nations build" (Coorey, 2012, p. 1). Australia's commitment to peacekeeping operations is evident, based on their vast contributions to UN missions, and is unyielding in "showing their flag" to promote peace in unstable countries around the world. Political intentions, however, lie at the core of Prime Minister Julia Gillard's speeches on Australia's involvement in international peacekeeping.

The United States

From a U.S. standpoint, the "showing the flag" approach is much more blatant, especially when considering the U.S.'s efforts to supposedly promote peace in the Afghanistan region. Former U.S. President George W. Bush's global war on terror signified an aggressive, disturbing approach to resolving peace in the Afghanistan region, simultaneously illustrating the U.S.'s fixation with demonstrating their 'peacekeeping abilities' in the region. Self-interested government intentions aimed at furthering political platforms lies at the core of this dilemma (Van Buren, 2012, p. 1). Similarly, upon President Obama's Presidential election in 2009, promises were made to the American people that with regards to the U.S.'s interventions in Iraq, the Obama Administration would aim to "leave a stable and representative government, avoid a power vacuum that neighbouring states and terrorists could exploit and maintain

sufficient influence so that Iraq would be a partner, or at a minimum, not an opponent in the Middle East” (Gordon, 2012, p. 1). However, the Obama Administration has been seen to fail in delivering these promises (Gordon, 2012, p. 1). In fact, the U.S.’s involvement in Afghanistan has been acclaimed as being way too costly of an effort (Gordon, 2012). The U.S., like Australia, has become engrossed with “showing the flag” in policing international conflicts.

Canada

Following the Cold War, the number of intra-state conflicts occurring around the world decreased (Bellamy & Williams, 2007). However, throughout the 1990’s, and up until present day, civil wars continued to occur in various countries around the world (Abiew & Keating, 2000). Consequently, governments from around the world began to intervene in post-war environments when they decided it was in their “national interest to do so” (Abiew & Keating, 2000, p. 5). As a result, the UN, other international organizations and countless NGOs have focused their attention on providing humanitarian aid to countries suffering from armed conflicts (Bellamy & Williams, 2007, p. 4). Specifically, following Canada’s involvement in the 1956 Suez crisis, its reputation in UN peacekeeping efforts to resolve intra state conflicts became widely recognized.

Further, Canada’s involvement in the Suez crisis “fueled a national myth that attached considerable importance to maintaining international peace and security in Canadian engagements with the United Nations” (Badescu, 2010, p. 47). Espousing this ‘national myth’ further reinforces Canada’s “showing the flag” intentions. Following Canada’s involvement in the Suez crisis, politicians placed heavy emphasis on maintaining international “peace and security” (Pugh, 2007, p. 48), the protection of human rights, the preservation of democratic values and humanitarianism. As such, these concepts have been integrated into the United Nations system, which continually works towards providing “...liberal peace, global security, and international democracy” to war-torn countries around the world (Pugh, 2008, p. 108). Although these are good intentions, too much energy is being expended in the “showing the flag” arena.

Following 9/11, countries around the world, including Canada, have taken a security-oriented stance when the U.S.’s national security was jeopardized. In this way,

humanitarianism is no longer at the forefront of discussion when it comes to states' intervention in some host countries, but rather, may be replaced by states' intentions to intervene in post-war environments to maintain national or global security. Additionally, some critics have suggested that Western governments' interventions in post-conflict climates reaffirm their imperialistic motives (Pugh, 2007). Cottey (2008) states that the Afghanistan and Iraq interventions in 2001 and 2003 were "motivated solely by narrow conceptions of national interest" (p. 430).

The Canadian federal government's preoccupation with conserving global security is stressed in the following statement issued by Public Safety Canada:

By building the capacity of foreign police to maintain law and order, Canadian police, in cooperation with international partners, help create a safer and more stable global environment. This paves the way for long-term development and can prevent illicit activities from spilling across borders into other countries, including Canada.

(Public Safety Canada, 2012)

This idea of maintaining a sense of international security is mirrored in the approach taken by Prime Minister Stephen Harper in 2006, when he indicated that the Conservative government's intention is to "...defend North America, and to contribute to international peace and security" (Badescu, 2010, p. 50). Prime Minister Stephen Harper's talk was put into practice when Canada became "one of the first countries to send reconstruction aid and military and civilian personnel to Afghanistan..." (Badescu, 2010, p. 50). "Showing the flag" was critical to increasing public support for Prime Minister Stephen Harper's Conservative government, especially during the same year he assumed office.

These examples reinforce the idea that Canada values international security (Ramsbotham & Woodhouse, 2005, p. 148), and also reveals Canada's attentiveness to "national identity-building processes" (Hynek & Thomsen, 2006, p. p. 856). Because international security has become one of the main features of peacekeeping intervention, states have developed an *obligation* and a national *responsibility* to intervene. National and international responsibility to support peaceful interventions was reiterated in September 2005 in the UN World Summit document, whereby it was stressed that "The international community . . . has the responsibility. . . to protect

populations from genocide, war crimes, ethnic cleansing and crimes against humanity” (United Nations, 2005b, para. 139 as cited in Cottey, 2008, p. 435). This state responsibility has garnered local, national and international public support, legitimizing peaceful intervention in post-war environments. The implication being that political leaders and governments around the world should become proactive in “showing their flags.”

Countries’ tendencies to “show their flags” have become much more apparent in the 21st century. Humanitarianism as a justification for intervention seems to be *less* of a motivation for states’ involvement in war-torn environments. Cottey (2008) suggests that

Although the interventions in Afghanistan in 2001 and Iraq in 2003 were sometimes portrayed by Western leaders as humanitarian interventions, these arguments lacked credibility: humanitarian factors were never central to the motivations of the main intervening powers (primarily the United States and the UK). (p. 430)

In fact, commenting on Canada’s military and civilian personnel contributions to the Afghanistan mission, Prime Minister Stephen Harper suggested that Canada’s involvement in Afghanistan has “...improved the lives of the Afghan people” (Blackwell, 2012, p. 1). According to Nipa Banarjee, however, these suggestions are far from the reality. Banarjee, who was in charge of CIDA’s Afghanistan mission from 2003 to 2006 argued that

All the projects have failed. None of them have been successful...I think we went into Kandahar to increase our *international profile* [emphasis added]...rather than thinking about the interests of the people of Kandahar. It was too politicized and militarized and securitized, and as a result we ended up with failure” (Blackwell, 2012, p. 1).

Banarjee’s comments further reinforce the Canadian federal government’s preoccupation with showing their flag, despite mission failure. According to Banarjee, Canada’s peacekeeping efforts in Afghanistan furthered Canada’s “showing the flag projects” (Blackwell, 2012, p. 1). Canadian politicians’ support of peacekeeping operations is being used to advance their political platforms (Granatstein, 2012, p. 1).

Governments from around the world partake in international peacekeeping missions to further perpetuate nationalistic ideals: to promote humanitarianism, to maintain global security, to preserve human rights, to respect multiculturalism, to sustain diplomatic relations with other countries around the world, to serve market economics, and, to promote democracy and democratic policing principles. In fact, the importance of sustaining international security, “that is, providing universal protection for civilians threatened by conflict, is an aspiration and value built into the charter of the UN” (Ramsbotham & Woodhouse, 2005, p. 148).

These “showing the flag” intentions however distract our authorities from recognizing and rectifying the micro level issues that have been occurring for years. For instance, preoccupation with nationalism - specifically the promotion of democracy - was touted by past U.S. President Bill Clinton, who suggested that “the best strategy to insure our security and to build a durable peace is to support the advance of democracy everywhere” (Bellamy & Williams, 2007, p.4). In several UN peacekeeping operations, specifically the UNAMA¹⁴ mission, Canadian police officers’ roles consist of instilling democratic policing principles into the ANP’s¹⁵ everyday policing practices. Democratic ideals, therefore, are not only embraced on a national level but on an international scale, and, are being integrated into the policing practices of various non-democratic police departments in countries around the world (Winer, 1997, as cited in Marenin, 1998, p. 159). The Canadian federal government supports democratic reforms, advocates for active participation in missions, and has declared its full support for Canadian police involvement in missions:

Today, Canada consistently contributes highly trained and experienced civilian, military, and police personnel to UN-mandated operations. We also support increasing the UN’s capacity to conduct peace operations that effectively meet the needs of the host country and its population.
(Government of Canada, 2011)

¹⁴ United Nations Assistance Mission in Afghanistan.

¹⁵ Afghan National Police.

Police officers' participation in missions is highly valued by the Canadian federal government. Foreign Affairs and International Trade Canada has stressed the importance of Canada's political role in peacekeeping operations: "Canada continues to participate in peacekeeping missions and policymaking because we believe strongly that our security and well being cannot be separated from the security and well being of people in other parts of the world" (Foreign Affairs and International Trade Canada, 2011). Although this is a patriotic declaration, little empirical evidence exists to suggest that the Canadian federal government and senior leadership at the various Canadian police agencies involved in deployment are adamant in rectifying police officers' concerns. Several initiatives¹⁶ have been implemented to improve the pre-deployment and reintegration stages for Canadian police officers serving abroad. However, whether or not these implementations have been effective or not lack empirical validity (B.K Greener as cited in Grabosky, 2009, Coulon, 2010, Dupont & Tanner, 2009, Hansen, 2002, Serafino, 2005).

It is clear that the Canadian federal government strongly supports the deployment of its officers, despite the macro level issues that have been raised over the years. Governments from around the world, including Canada, have entered a "new security paradigm" (Ramsbotham & Woodhouse, 2005, p. 148). Attention has been focused on maintaining global security, preserving multiculturalism, protecting human rights, the rule of law and humanitarianism; all activities that encourage countries to "show their flags." In addition to sustaining Canada's reputation for continually contributing police personnel to UN peacekeeping missions, Canada has become fixated on security measures.

International peacekeeping operations therefore are functioning within a wider, political framework. The Canadian federal government has ensured that their reputation

¹⁶ Initiatives include: The Brahimi Report (Coulon, 2010), rapid deployment programs (Dupont & Tanner, 2009), screening programs run by TAT's (Hansen, 2002) and the creation of training manuals (Serafino, 2005). Also, the UNDPKO created the *Selection Standards and Training Guidelines for United Nations Civilian Police* (1997) as well as the United Nations Police Officers course (2002) (B.J Greener as cited in Grabosky, 2009).

in the field of peacekeeping has not been tainted by past faults, and that the public is aware they are obstinate in maintaining their reputation as peacekeepers. Canadian politicians proclaim the importance of preserving human rights, multiculturalism, global security, humanitarian efforts and the administration of the rule of law to protect their political interests. In doing so, they violate the very ideals they claim to value through their disregard for these macro level concerns.

Canadian police officers' participation in missions is therefore crippled by dysfunction on the political frontier. Preoccupation with the political exercise of "showing the flag" has served to further disregard the more micro level pre-deployment and reintegration concerns of Canadian police officers deployed abroad. As will be outlined by studies highlighting Australian, U.S. and Canadian police officers' pre-deployment and reintegration concerns throughout this Chapter, these issues have been occurring for years. A lack of recognition of UNPOL's concerns on an organizational level is, amongst other reasons, due to the bureaucratic nature of Canadian police agencies. Thus, the following section details the problems with addressing UNPOL's issues on a police department level.

The Organizational Challenge

Police officers' pre-deployment and reintegration issues as they relate to international peacekeeping are often unacknowledged by their senior leadership at their respective police agencies. Advocating for recognition of their issues on a police service level is difficult, especially in larger, bureaucratic agencies. In this section, an understanding of the overall bureaucratic nature of police departments will be addressed. It is important to recognize the bureaucratic environments police officers work within in order to understand the difficulties in addressing Canadian police officers' micro level concerns.

Senior leadership at Canadian police agencies are often hesitant to make compromises that will improve the overall nature of peacekeeping missions (Skogan, 2008). When advocating change within a police agency, resistance is often met by the following key agents:

1. Mid-level and top managers

2. Front-line supervisors
3. Police unions

(taken verbatim from Skogan, 2008, pp. 24-28)

Mid-level and top managers are often concerned with police misconduct which may jeopardize their positions (Skogan, 2008). Other issues such as “employee empowerment” concerns mid-level and top managers (Skogan, 2008, p. 24). Front-line supervisors, such as Sergeants, are also hesitant to promote change on an organizational level. For instance, Sergeants often encounter problems when they try to uphold organizational policies (Skogan, 2008). For instance, when new programs are executed, Sergeants are the first to learn the skills required to perform effectively with the new programs in place (Skogan, 2008). Their actions are then mimicked by officers in lower-ranking positions. Pressure therefore exists for front-line supervisors to sustain organizational policies, while at the same time remain open to organizational changes. Implementing programs within an organization is also difficult when police departments have contracts with the city; “Contracts bind the parties to work rules, performance standards, and personnel policies that can run counter to organizational change” (Skogan, 2008, p. 28). Organizational challenges are difficult to overcome; therefore, it is important that senior leadership at the various Canadian police agencies involved in missions familiarize themselves with how positive, organizational changes may be bound by contractual stipulations.

The bureaucratic dynamics at play within police agencies makes it even more difficult to aggressively identify, address and resolve police peacekeepers’ pre-deployment and reintegration concerns. It is important therefore that Canadian police agencies involved in deployment are aware of the barriers preventing effective changes from taking place within their organizations. This section acknowledged the “showing the flag” approach to missions. Because peacekeeping missions are operating within a wider, political framework, police peacekeepers’ micro level concerns remain unaccounted for. Thus, the following section highlights specific micro issues former Australian, U.S. and Canadian UNPOL have encountered throughout pre-deployment and reintegration.

The Australian Experience

It is important to develop a greater awareness of how police officers within other countries involved in peacekeeping operations view pre-deployment and reintegration. This section details Australian police officers' concerns related to pre-deployment and reintegration. Recognizing Australian police officers concerns allows the political agents involved in deployment to further understand how issues vary cross-culturally, and, how issues are rectified in other countries involved in missions. Australia was the first country "...to establish a specially trained standing police force¹⁷ that is available for rapid international deployment in support of peace and stability operations" (as cited in Harris, 2010, p. 80). Whereas Canadian UNPOL ranked 19th and the U.S. 116th (out of 120 countries) based on monthly summary military and police personnel contributions to UN peacekeeping in June 2012, Australia ranked 4th in the same month out of all contributing member states for missions (The United Nations, 2011). Although Australia is strongly committed to maintaining an international peacekeeping presence in host countries, Australian police are still concerned with several aspects of pre-deployment and reintegration. Three studies detailing police officers' concerns throughout pre-deployment and reintegration will be discussed in this section.

Harris (2010) conducted interviews with 122 Australian police officers who were deployed to the Solomon Islands, Papua New Guinea and Timor-Leste (p. 82). While abroad, respondents indicated the importance of skill-building with local police officers within host countries. Participants in their study noted that transferring their skills to other police officers strengthened collaboration while on mission. Australian police officers however had difficulties using their unique skill-sets while abroad due to the bureaucratic nature of missions (Harris, 2010). Similarly, Goldsmith (2009) interviewed 44 Australian "policing personnel who served in Timor-Leste at some point between 28 May and December 1 2006, as part of Operation Serene" (p. 120). Respondents indicated that

¹⁷ This specially trained standing police force is called the "International Deployment Group (IDG) and has a pool of nearly 900 police available for deployment from a total of 61,000 Australian police, and the Australian government has committed to increase this number to 2000 by 2011" (as cited in Harris, 2010, p. 80).

they did not feel prepared in dealing with the issues in Timor-Leste, notably; gangs, youth violence, unsafe conditions as well as the outright disrespect for police and authority (Goldsmith, 2009). Furthermore, the pre-deployment training phase failed to provide them with information regarding any unanticipated circumstances that arose while on mission (Goldsmith, 2009). Also, generating public support for the mission in Timor-Leste posed challenges for Australian police. Police officers mentioned that local citizens would demonstrate support for their mission one day, and would then damage their vehicles and facilities the following day (Goldsmith, 2009). Relationship building with local residents in Timor-Leste was therefore crucial, as it minimized the spread of gossip regarding Australian police officers' peacekeeping motives (Goldsmith, 2009). These issues were not given attention at the pre-deployment training level prior to deployment.

Goldsmith (2009) noted that Australian police officers' abilities to effectively respond to the conflict in Timor-Leste can be traced back to inadequate pre-deployment training (p. 131). Concerns centered on the "limited skills they felt they possessed to respond appropriately in that environment" (Goldsmith, 2009, p. 131). Australian police officers also felt that they had a "superficial understanding of the culture, social composition, political arrangements and languages spoken" (Goldsmith, 2009, p. 131). Also, upon return from missions, police officers noted that their police organizations did not value their experiences (Goldsmith & Harris, 2009). Respondents indicated that their organization did not appreciate their newly developed skill sets (Goldsmith & Harris, 2009). Out of the three Australian based studies, only issues pertaining to reintegration were discussed by respondents in Goldsmith and Harris's (2009) study.

Despite the issues Australian police officers voiced regarding overall pre-deployment and reintegration, police officers noted several benefits of serving abroad. Respondents from Goldsmith and Harris's (2009) study indicated that they became a "better person" a "more rounded police officer" as well as a "better colleague" upon return from their host countries (Goldsmith & Harris, 2009, p. 52). Participants also mentioned that dealing with mundane issues from community members upon return reinforced their ability to put life into perspective because they faced greater challenges while abroad (Goldsmith & Harris, 2009, p. 53). Other benefits included: an ability to improve the structure of their police service upon return, an increased sense of empathy

towards others (specifically minorities), a heightened sense of respect for the rules guiding their actions, a greater awareness of how other Australian police services manage issues, better problem solving tactics, an increased sense of flexibility when facing difficult circumstances, a drastic improvement in their leadership and prioritization skills, better communication skills, as well as increased patience levels, self confidence, sense of pride and achievement (Goldsmith & Harris, 2009).

The U.S. Perspective

Whereas Canadian UNPOL were ranked 19th and Australia was ranked 4th (out of 120 countries) based on monthly summary military and police personnel contributions to UN peacekeeping in June 2012 (The United Nations, 2011), the U.S., in comparison, ranked 116th in the same month (The United Nations, 2011). The U.S.'s deployment rates for missions have increased however since their first deployment of fifty police officers to Haiti in 1994 (U.S. Department of State: Diplomacy in Action, Overview of Civilian Police and Rule of Law Programs, 2009). In host countries, U.S. UNPOL "...reform and/or develop indigenous police forces into modern, democratically-oriented law enforcement services..." (U.S. Department of State: Diplomacy in Action, Civilian Police Programs, 2009). Since the Haiti mission, the U.S. has contributed over 7,000 specialists and UNPOL to several peacekeeping missions around the world (U.S. Department of State: Diplomacy in Action, Overview of Civilian Police and Rule of Law Programs, 2009). Because the U.S. is adamant in improving the overall effectiveness of their missions, it is important to understand U.S. police officers' commonly raised issues as they relate to peacekeeping operations.

Whereas Australian police officers noted several concerns with pre-deployment and reintegration, U.S. UNPOL personnel are more concerned with issues that arise while *abroad*. This may be because limited studies have been done on this topic from a U.S. perspective. Also, the U.S. Department of State's INL recruits, selects, deploys and funds U.S. UNPOL through a commercial contractor – DynCorp International and Civilian Police International (Lewis, W, Marks, E & Perito, R., 2001, U.S. Department of State: Diplomacy in Action, Civilian Police Programs, 2009). Unlike the RCMP, the U.S. does not have a national police force. U.S. UNPOL are recruited from various municipal police departments (Serafino, 2004). Many police officers recruited for missions are

retired, and may be more satisfied with their mission experiences in comparison to non-retired police officers. This may explain why U.S. police officers' issues are less of a concern, in comparison to Canadian and Australian UNPOL serving abroad.

Regardless, common concerns include: the U.S.'s inability to deploy police officers rapidly for missions due to a lack of a unified national police force (unlike the RCMP) (Lewis, W, Marks, E & Perito, R., 2001), a lack of respect for their superiors while abroad, the differential pre-deployment training received and a lack of resources provided to police officers from the UN while abroad (Christoff, 2007). In addition, U.S. police officers noted the need to increase their pre-deployment planning with the military, address ways they can effectively carry out their roles and duties while abroad throughout pre-deployment training and determine ways logistical support can be strengthened while on mission (The U.S. Department of Justice, 1999). Sismanidis (1997) addressed similar issues pertaining to the deployment of U.S. police officers for missions. Widely held concerns include: unclear mission mandates, the need to strengthen cooperation with the military, the UN, and other governmental agencies within host countries, limited resources provided to them by the U.S. government, issues with training local police within host countries as well as others (Sismanidis, 1997). Many of the issues U.S. UNPOL address are relevant to the international landscape (Sismanidis, 1997). These concerns differ from Australian police officers' concerns whose issues specifically related to pre-deployment and reintegration.

The Canadian Context

There are many similarities and differences between Australian, U.S. and Canadian police officers' pre-deployment and reintegration concerns. Australian police officers noted the lack of attention given to their different policing roles throughout pre-deployment, and, while serving abroad (Harris, 2010). Australian police officers discussed feeling unprepared after completing the pre-deployment training (Goldsmith, 2009). They also noted a lack of support from the public in host countries (Goldsmith, 2009), as well as their police agencies' inability to recognize their new skill sets and mission contributions upon return (Goldsmith & Harris, 2009). U.S. UNPOL's issues were primarily focused on the international (UN) level, although they did acknowledge minor issues with pre-deployment. Whereas Australian and Canadian UNPOL address

issues pertaining to reintegration, U.S. UNPOL did not seem to raise concerns regarding reintegration. This may be due to limited research into U.S. UNPOL's post-mission concerns.

Findings in the Australian and U.S. studies and reports mirror the findings in two Canadian-based studies which will be discussed in detail in this section. Although Canadian police officers have voiced personal and organizational benefits of serving abroad, issues continue to re-emerge regarding proper pre-mission preparation; specifically, whether or not police officers receive adequate pre-deployment training (Dupont & Tanner, 2009, LeBeuf, 2004, Donais, 2004). Prior to acknowledging these studies, a brief overview of the topics covered throughout the RCMP (IPOB)'s pre-deployment training program for Canadian police officers serving abroad will be addressed.

Pre-Deployment Training Issues

The RCMP's International Peacekeeping Operations Branch is responsible for equipping Canadian UNPOL with the necessary practical skills and mission knowledge prior to deployment. In order to enhance overall pre-deployment and improve reintegration for police officers serving abroad, acknowledgment of their issues is vital, considering UNPOL's increasing involvement in missions (Hansen, 2001). Concerns however have been raised regarding whether or not the RCMP's (IPOB) pre-deployment training program effectively prepares Canadian police officers for missions (Serafino, 2005, Latham, 2001). Canadian police officers, police practitioners, trainers as well as others have voiced conflicting opinions in this domain. Researchers have demonstrated police officers' overall satisfaction with going on missions; however, it is also clear that there are many ways the pre-deployment training can be improved to ensure police officers' preparatory standards are met prior to deployment. In this section, the topics covered throughout the pre-deployment training in Ottawa at the RCMP (IPOB) Headquarters will be outlined. Following this, common issues Canadian police officers have voiced regarding the pre-deployment training will be discussed in detail. Pre-deployment training issues must be dealt with on a local, police service level; otherwise, police officers' issues will be more difficult to rectify while on mission, and, throughout reintegration.

The RCMP's International Peacekeeping Operation Branch is located in Ottawa, Ontario and is responsible for training Canadian police contingents prior to deployment. The IPOB establishes guidelines police officers must abide by if they plan on serving abroad; requirements of which must also align with UN stipulations (Dupont & Tanner, 2009). The pre-deployment training phase consists of a 2 - 4 week (depending on the mission) training course Canadian UNPOL must complete at the RCMP's (IPOB) in Ottawa, Ontario (personal communication, Staff Sgt. Major John Buis, Tuesday, June 5, 2012). Topics covered during pre-training include:

- human rights and international law
- the structure of the UN
- the role of the UNPOL
- mine awareness
- map reading
- cultural awareness, and
- geography and history of the host country.

(taken verbatim from International Peacekeeping Branch, 2004, p. 14)

Canadian police officers have however discussed the lack of attention given to the *transitional* issues they face when moving from their stable home environments to remote countries throughout the pre-deployment training phase (LeBeuf, 2004). A second issue regarding pre-deployment training involves the short notice given to police officers prior to deployment. There is little time between when the UN requests police officers to go on missions and the actual time required for training prior to departure (Serafino, 2005). The UN requires that officers are trained and equipped to depart within weeks after their request. Police officers therefore are given little time to adequately prepare for their missions (Donais, 2004). This issue is impossible to reconcile, as requests from the UN for police personnel is unpredictable. These issues were evident from Canadian police officers' perspectives but were not of concern for Australian UNPOL.

LeBeuf's (2004) study indicates that Canadian police officers were concerned with IPOB services: "...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 their mission" (p. xv). Police officers noted the

lack of organizational support from the RCMP (IPOB) prior to deployment. To increase organizational support for Canadian UNPOL, Lymburner (2010) suggests that experienced UNPOL who served abroad in the past should train upcoming contingents (p. 1). Support for police officers and their ability to relate to others are important. Bringing in former peacekeepers to train upcoming contingents would ensure that police officers are informed of the necessary skills that would allow them to better cope with harsh mission conditions while abroad (Hansen, 2002). Knowledge of these basic requirements will better equip officers for their missions.

Attempts to rectify police officers concerns as they relate to the pre-deployment training phase have occurred. Further, the UNDPKO¹⁸ created the *Selection Standards and Training Guidelines for United Nations Civilian Police* (1997) as well as the United Nations Police Officers Course (2000) to better prepare officers for missions (B.K Greener as cited in Grabosky, 2009). When police officers serve abroad, they enter foreign territory with other UNPOL who received training that differed from theirs. In an effort to eliminate this organizational inconsistency, the UNDPKO as well as the Brahimi Report outlined ways to improve pre-deployment training. The UNDPKO's Training Unit distributed four training manuals to member states in order to develop a generic pre-deployment training schedule for UNPOL (Serafino, 2005). The training manuals outlined "common training standards, including standardized generic training modules to provide for more uniformity in the level of competence of deployed peacekeepers..." (Serafino, 2005, p. 23) It is *unknown* however as to whether or not UNDPKO's efforts have enhanced pre-deployment training on a national, or international level.

Recent studies other than LeBeuf (2004) and Dupont & Tanner's (2009) studies have not been done to address these concerns from Canadian police officers' perspectives. Further research focusing on pre-deployment training issues is therefore required. Peacekeeping missions are becoming more complex (Serafino, 2005); therefore, more attention must be paid to the ways in which the pre-deployment training

¹⁸ United Nations Department of Peacekeeping Operations.

phase can be improved to “instill a common set of “generic” policing skills necessary for all policing missions and a uniform standard of professionalism, and to enhance their ability to work together” (taken verbatim from Serafino, 2005, p. 11). Although recent efforts have been made to improve pre-deployment training standards, it is unclear as to whether or not these changes have effectively assisted police officers throughout pre-deployment, while abroad and upon their reintegration.

Reintegration Challenges

Canadian UNPOL face several problems when reintegrating back into their police agencies, families and communities post-mission. It is the priority of senior leadership at the numerous Canadian police agencies involved in missions to ensure that the reintegration process runs smoothly for returning officers. The most notable concerns for Canadian police officers returning from missions are addressed in Dupont & Tanner’s (2009) and LeBeuf’s (2004) studies. Common issues include: PTSD¹⁹ (Dupont & Tanner, 2009), alcoholism (Dupont & Tanner, 2009), a lack of attention given to police officers’ newly developed skill sets and the value of the mission from senior leaderships’ standpoints (Dupont & Tanner, 2009, LeBeuf, 2004).

Participants in LeBeuf’s (2004) study indicated similar difficulties. Police officers noted that they were unable to apply their newly developed skills to their respective organizations: “the peacekeeping missions program is not included in any strategic planning process in police services” (LeBeuf, 2004, iii). Senior leadership should therefore consider holding regular meetings in order to address these concerns (LeBeuf, 2004). Little attention from an organizational standpoint was also given to how serving abroad can improve the organizational structure of Canadian police organizations and police work in general (Dupont & Tanner, 2009). While abroad, police officers learn how to function in war-torn environments fraught with ongoing problems. Listening to their perspectives on how the structure of Canadian police agencies can be improved is of benefit. Canadian police officers were also unable to relate to colleagues upon return, as

¹⁹ Post-traumatic stress disorder.

they did not support returning officers (LeBeuf, 2004, as cited in Cyr & Drodge, 2003). Police officers experienced job shrinkage,²⁰ loneliness, boredom as well as “a lack of interest in work or family or social life” upon return (LeBeuf, 2004, p. xvii).

Benefits of Missions

Despite these criticisms, Canadian police officers voiced several benefits of serving abroad. Because police officers spend a considerable length of time pursuing the mission with a sense of camaraderie and pride, many officers return with personal and organizational benefits, including: enhanced management tactics (Dupont & Tanner, 2009), improvements in “work performance” (Cyr & Drodge, 2003, p. 236), increased sensitivity toward ethnic minorities (Dupont & Tanner, 2009), increased sense of independence (Dupont & Tanner, 2009), better social networking skills (Dupont & Tanner, 2009), improved organizational skills (Dupont & Tanner) and the ability to speak to colleagues about their positive experiences (Dupont & Tanner, 2009).

Summary

It is clear that research addressing pre-deployment and reintegration issues from Canadian police officers’ standpoints is limited. Although Canadian police officers are actively involved in international peacekeeping missions, they often feel unprepared in serving abroad. Unacknowledged personal and organizational issues are exacerbated while police officers are serving abroad, and, are further intensified throughout reintegration. Upon examination of police officers’ issues, it is clear that Australian, U.S. and Canadian police officers face similar pre-deployment and reintegration issues, although particular concerns are more pronounced in certain areas.

Although Canadian police officers have indicated several benefits of serving abroad, their issues continue to go unacknowledged by the Canadian federal

²⁰ Job shrinkage occurs when police officers view their positions at their home departments as no longer appealing.

government. As illustrated in this Chapter, peacekeeping is another “showing the flag” project for the Canadian federal government as well as for other governments around the world. On the one hand, UNPOL are urged to participate in missions to serve a greater purpose of promoting peace within post-war conflict areas, but conversely, their issues are ignored by their political leaders. Australian, U.S. and Canadian UNPOL’s concerns were highlighted, demonstrating that these systemic issues have been ongoing for years. Because police officers are “out of sight, out of mind” while abroad, disregarding their concerns is justifiable. Unless the Canadian federal government, the RCMP (IPOB) as well as the countless Canadian police organizations involved in deployment continuously address these issues, police officers will remain to be “pawns in the political games of international politics” (personal communication, Rick Parent, August 23, 2012).

The Canadian government has developed a protocol that “prepares constantly for future police operations, by developing mechanisms, evaluating past missions, and carrying out training based on our experience” (Foreign Affairs and International Trade Canada, 2011). Although this may be true, there are still common concerns that have not been addressed at the pre-deployment and reintegration levels. This research attempts to fill in the gaps in terms of what issues still remain following the publication of LeBeuf (2004) and Dupont & Tanner’s (2009) studies. International peacekeeping operations are “driven by Canadians’ good intentions, but reflects an ill-informed understanding of the experiences of Canadian peacekeepers” (Stephenson, 2010, p. 1). As such, this study explores these matters by conducting in-person and telephone interviews with twenty-five Canadian police officers belonging to eleven different police departments within the Provinces of British Columbia, Manitoba, Alberta and Ontario. Before addressing the results of the twenty-five interviews, the next Chapter is devoted to outlining the Methodology chosen for this study.

Chapter 3.

Methodology

This research seeks to identify and address Canadian police officers' pre-deployment and reintegration²¹ concerns as they relate to international peacekeeping missions. As discussed in Chapter 2, international peacekeeping operations are functioning within the wider context of Canada's "showing the flag" approach to missions. As such, this research recognizes the more micro level concerns of our Canadian police peacekeepers. For this study, in-person and telephone interviews were conducted with 25 police officers from 11 different police agencies within the provinces of British Columbia, Alberta, Manitoba and Ontario. Interviews were conducted between the periods of January 10th, 2012 – May 29th, 2012.

The twenty-five participants participated in the following eight international peacekeeping missions:²² East-Timor, Former Yugoslavia, Afghanistan, Kosovo, Haiti, Darfur, Sudan and Operation Iraqi Freedom.²³ The majority of participants were deployed to Kosovo (N=8) and Afghanistan (N=6). Out of the 25 participants,

²¹ It is important to note that in-country experiences were not included in this thesis in any detail. The pre-deployment and reintegration stages were chosen for this analysis as issues encountered while abroad can often be attributed to initial failings at the pre-deployment level (e.g. training). Reintegration was chosen as the second area of exploration as police officers' concerns could also be traced back to deficiencies at the pre-deployment level. Identifying police officers' issues from a grassroots approach reduces the number of issues police officers experience while abroad and upon their reintegration. In-country experiences for future research studies however should be explored further.

²² See Appendix B for these missions' contexts.

²³ Operation Iraqi Freedom is the only non-UN mission.

- 12% were deployed to East-Timor (N=3)
- 8% to Former Yugoslavia (N=2)
- 24% to Afghanistan (N=6)
- 32% to Kosovo (N=8)
- 8% to Haiti (N=2)
- 4% to Darfur (N=1)
- 8% to Sudan (N=2), and
- 4% to Operation Iraqi Freedom (N=1)

Ethics

Participants in this study served in war-torn environments. Approaching the interview process was therefore done in a caring, gentle way due to the sensitive subject matter. Ethics approval for this project was granted through Simon Fraser University's Office of Research Ethics on November 8th, 2011. This study was classified as "minimal risk," as

potential participants can reasonably be expected to regard the probability and magnitude of possible harms incurred by participating in the research to be no greater than those encountered by the participant in those aspects of his or her everyday life that relate to the research. (as cited in the Office of Research Ethics document)

Prior to the interviews, participants were asked if they agreed to the research stipulations outlined in the research procedures. All participants responded with a "yes." At the end of the interviews, participants were asked if they had any questions or comments. Participants were also notified prior to the interviews that psychological risks may be associated with this project (see Appendix C). The researcher assured participants that if they experienced mental discomfort or other psychological harms throughout the interview process, the researcher would immediately cease the interview and provide them with a list of counselors who specialized in trauma psychology within the Vancouver region. No participants in this study however required psychological intervention. To maintain confidentiality and anonymity for participants in this study, participants' names were anonymized and assigned corresponding pseudonyms.

Research Sample: Participants

The Senior Supervisor, Dr. Rick Parent, initially provided contact information for a few Canadian police officers who served on international peacekeeping missions. As the research process progressed, the researcher contacted 25²⁴ police agencies within the following five Canadian provinces: British Columbia, Alberta, Saskatchewan, Manitoba and Ontario. A Letter of Request (see Appendix D) was distributed to the 11 different agencies who voiced an interest in this research. Senior leadership at these agencies distributed the Letter of Request to police officers within their agencies who participated in an international peacekeeping mission. The 25 participants in this study belong to the following 11 police departments:

1. Brandon Police Service (Manitoba)
2. Calgary Police Service (Alberta)
3. Edmonton Police Service (Alberta)
4. Medicine Hat Police Service (Alberta)
5. Ontario Provincial Police (Ontario)
6. Ottawa Police Service (Ontario)
7. RCMP (detachments include: Burnaby, Coquitlam, Langley, Maple Ridge, Surrey)
8. Taber Police Service (Alberta)
9. Toronto Police Service (Ontario)

²⁴ The 25 police agencies that were initially contacted include: West Vancouver Police Department (B.C.), New Westminster Police Service (B.C.), Vancouver Police Department (B.C.), Delta Police Department (B.C.), Oak Bay Police Department (Victoria, B.C.), Saanich Police (Victoria, B.C.), Nelson Police Department (Victoria, B.C.), Victoria Police Department (Victoria, B.C.), RCMP (Burnaby, Coquitlam, Langley, Maple Ridge, North Vancouver, Surrey, Richmond – B.C.), Calgary Police Service (Alberta), Taber Police Service (Alberta), Lethbridge Regional Police Service (Alberta), Edmonton Police Service (Alberta), Camrose Police Service (Alberta), Medicine Hat Police Service (Alberta), Saskatoon Police Service (Saskatchewan), Regina Police Service (Saskatchewan), Estevan Police Service (Saskatchewan), Moose Jaw Police Service (Saskatchewan), Prince Albert Police Service (Saskatchewan), Brandon Police Service (Manitoba), Winnipeg Police Service (Manitoba), Toronto Police Service (Ontario), Ottawa Police Service (Ontario), Ontario Provincial Police (Ontario).

10. Transit Police (British Columbia)

11. Victoria Police Department (Vancouver Island)

The remaining 14 police departments out of the 25 that were contacted for this study either a) did not respond to my request, b) responded with written notice that their agency was not willing to participate in this research project, or c) indicated that their police agency did not have members who participated in a peacekeeping mission.

Snowball sampling was used as the primary method for recruiting participants for this study. If police officers knew of others who participated in a mission and would be interested in participating in an interview, they passed my contact information onto them. Interested members then contacted me by email or telephone. During this time, the researcher discussed the research details with potential participants. If police officers agreed to participate, subsequent arrangements were made to establish an appropriate date and time for the interviews. Participants were then provided with the following documentation:

1. A brief introduction of the Principal Investigator
2. The Study Details Form (see Appendix C)
3. The Interview Questionnaire (see Appendix E)
4. The Participant Consent Form (see Appendix F)

These documents provided participants with an understanding of the research method, interview questions as well as the overall purpose of this research project. Police officers were urged to review the documentation and address any concerns they had prior to the interviews. Participants were then asked to complete the Participant Consent Form. Consent forms were returned to me either via email, or in a self-addressed envelope. Participants were informed that they would be provided with a copy of this thesis upon completion.

The majority of participants were males (N=22) and were members of the RCMP (N=10). Participants were older, and have had extensive experience carrying out policing duties throughout their careers (see Appendix G). Police officers were selected based on whether or not they have reintegrated back into their normal, everyday policing duties upon return from their missions. Police agencies within the wider Vancouver area were

chosen for travel convenience, but also because the RCMP is the largest organization within Canada whose primary responsibilities are street-level policing within British Columbia and the wider Vancouver region. Also, Surrey is the largest RCMP detachment in Canada, containing over 500 street-level police officers that are involved in regular, day to day policing activities. In addition, RCMP members are chosen for missions at a higher rate than police officers belonging to other agencies (Dupont & Tanner, 2009). Due to the large capacity of the RCMP and their increasing involvement in missions, finding RCMP officers who participated in missions was therefore not difficult. Police agencies chosen outside British Columbia were selected based on whether or not they actively deployed police officers abroad and were willing to participate in this research project.

Research Method: Interviews

In-person and telephone interviews were used as the primary method for data collection. Between the periods of January 10th, 2012 – May 29th, 2012, twenty-five interviews were conducted with police officers belonging to 11 police agencies within the Provinces of British Columbia, Alberta, Manitoba and Ontario. Face to face interviews were chosen as the ultimate method for data collection, as questions and responses may be clarified by both the researcher and participant throughout the interview process (Palys & Atchison, 2008). Also, face to face interviews allowed the researcher to ask probing questions to generate a deeper understanding of participants' responses. Interviews took place at participants' police agencies upon written approval from their on-duty Supervisor, or, on an informal basis outside their police agencies. If interviews were conducted outside their department, participants were asked to sign a form indicating that permission was not granted by their organization. It was then up to the participant as to whether or not they wanted to proceed with the interview. No participants in this study refused to participate if they were not granted written authorization from their agency. Telephone interviews followed the same procedures for in-person interviews.

Thirteen interviews were in-person interviews and twelve were telephone interviews. Interviews lasted in duration for approximately 45 minutes - 3 hours and were

typically conducted at participants' police agencies (N=12). One interview however took place at a quiet location outside the participant's work environment. Participants were assured prior to the interview that all information collected throughout the interview process would be transcribed and anonymized. Data collected throughout the interview process were collected with field notes and an audio recorder. Participants were made aware that data collected throughout the interview process will remain on a USB memory stick for a minimum of two years, as per SFU policy. Also, participants were informed that they may opt-out early of the research project at any time with no consequences. No participants in this study however opted out.

The interview questionnaire was divided into three main categories of discussion (see Appendix E). Open-ended questions were asked within each category in order to gather information on participants' personal opinions (Palys & Atchison, 2008) regarding pre-deployment and reintegration. This proposed method is salient for this study, as the purpose is to explore ways the pre-deployment and reintegration phases can be enhanced by identifying and addressing police officers' specific concerns. Adopting this approach enriched participants' responses.

Summary

For this thesis, 25 interviews were conducted with Canadian police officers belonging to 11 different police departments within the provinces of British Columbia, Alberta, Manitoba and Ontario. The 25 participants were deployed on eight different international peacekeeping operations. The purpose of this research is to identify, and address Canadian police officers' pre-deployment and reintegration concerns as they relate to international peacekeeping operations. The topic of policing and international peacekeeping was introduced in Chapter 1, followed by a discussion of the "showing the flag" approach to missions. Literature concentrating on specific concerns Australian, U.S. and Canadian police officers have encountered throughout pre-deployment and reintegration were noted, demonstrating that these systemic issues continue to remain unacknowledged due to the political context in which missions are occurring. In this Chapter, the Methodology for this thesis was addressed, along with any ethical concerns

that may have arisen from this study. In the following Chapter, the findings of the twenty-five interviews conducted with police officers in this study are addressed.

Chapter 4.

Findings

In this Chapter, the results of the 25 interviews are reviewed and discussed. As noted in Chapter 3, the twenty-five respondents in this study belong to eleven different Canadian police agencies. The twenty-five interviews were based upon the Interview Questionnaire (see Appendix E). Throughout the interview process, three categories²⁵ of discussion were used to gain a deeper understanding of participants' pre and post-mission issues. Police officers' issues are not being fully acknowledged due to the political context in which peacekeeping missions are operating. Therefore, this Chapter addresses Canadian police officers' pre-deployment and reintegration issues. The implications of these findings are considered in Chapters 5 and 6.

Pre-deployment Issues

Upon examining the data, it appears personal and/or organizational issues throughout pre-deployment were experienced by participants in this study (N=20). The remaining five participants did not experience any issues pertaining to pre-deployment. The primary problems as voiced by participants in this study relate to the pre-deployment training at the RCMP (IPOB) Headquarters in Ottawa, Ontario. Pre-deployment issues that were identified as a result of the interviews include:

²⁵ These categories include: general background questions, and questions relating to pre-deployment and reintegration.

1. A Lack of Clearly Defined Duties (N=9)
2. The Bureaucratic and Political Nature of Missions (N=5)
3. Inadequate Organizational Support throughout Pre-deployment (N=5)
4. Inadequate Organizational Support while Abroad (N=3)
5. Insufficient Cultural Awareness Training (N=7)
6. Insufficient Firearms Training (N=4)
7. A Greater Understanding of NGOs (N=5)
8. A Lack of Professionalism Displayed by the RCMP (N=2)

1. A Lack of Clearly Defined Duties

Although remaining flexible is an important aspect of policing, the findings indicate that nine participants found that information was not provided to them by their police organizations and/or the RCMP (IPOB) training facilitators as to what their duties would entail for their missions throughout pre-deployment. This prevented police officers from performing at their optimal while overseas. Out of these nine participants, five participants' concerns will be elaborated on in this section.

Throughout our interview, Paul voiced frustration with not knowing what his generic mission duties consisted of throughout pre-deployment:

“We had pre-deployment training in Ottawa...then we went to East Timor and had another week of training. And then, from there, they still didn't know what we were going to do.”

Paul indicated that he had sent resumes outlining his duties to the RCMP (IPOB) in Ottawa, in hopes that they would pass this information onto the UN's Peacekeeping Headquarters in New York. Even after discussions with the Deputy Commissioner of Administration regarding this issue, Paul felt as though no one at Peacekeeping Headquarters acknowledged his files and recognized that this was an issue for those being deployed. Similarly, throughout our interview, Fred mentioned that it was not until a week into the pre-deployment training in Ottawa, Ontario that the RCMP (IPOB) told him he would be training the ANP:

“The RCMP (IPOB) don't fucking tell us anything...I think the Mounties are intentionally not revealing what's going on because they don't wanna lose people...”

The RCMP (IPOB) is often unaware of the positions police officers will be assigned to while abroad. Therefore, information cannot be properly communicated to upcoming contingents. However, throughout our interview, Steven noted that the RCMP (IPOB) is hesitant to reveal the “realities” of what goes on while police officers serve abroad. He further explained that if the RCMP (IPOB) were honest from the onset, few police officers would be willing to serve in Afghanistan due to the extreme levels of violence police officers encounter. Conditions in Afghanistan were much more dangerous than what the RCMP (IPOB) conveyed to his contingent. Steven stressed the importance of honesty from the RCMP (IPOB) trainers regarding their duties:

“I think that they should have been very clear and upfront about what we were going to be involved in...it was very difficult to overcome those issues.”

Similarly, Joseph discussed the lack of direction he received from the RCMP (IPOB) trainers regarding his role as a police mentor:

“There was no direction...I wanted to know when I got on the ground what would be my job. What would be my role? Where would I fit in? What cog in the big machine would I be?”

Similarly, Andrew voiced his contingents’ unawareness of their mission duties during the pre-deployment training:

“Our duties weren’t really well defined... I don’t think anybody really knew what they were going to do...”

Contrary to Paul, Fred, Steven, Joseph and Andrew’s perspectives on this issue, Daniel mentioned that his duties as a patrol officer for his mission were discussed throughout the pre-deployment training in Ottawa:

“...we had to do recruiting, we had to do training, we had to do promotional exams...so, we were told that we were going into an executive mission...”

Nine participants in this study mentioned that their mission duties were ill defined throughout the pre-deployment training in Ottawa, Ontario. Since the RCMP (IPOB) is uncertain of the specific roles individual officers adopt, it would be ignorant to assume

that police officers should have a *specific* understanding of their duties throughout the pre-deployment training. However, respondents²⁶ mentioned that the RCMP (IPOB) representatives should consider developing a generic framework²⁷ of the types of positions police officers from different Canadian police departments often assume while abroad. This initiative would better prepare police officers of what to expect in terms of their policing responsibilities, and, would enhance Canadian UNPOL performance while abroad.

2. The Bureaucratic and Political Nature of Missions

Five participants in this study discussed issues pertaining to the bureaucratic and political nature of missions. Of these five, three will be discussed in detail in this section. Throughout the pre-deployment training, participants noted that the RCMP (IPOB) did not provide them with the following information: a) who they could report to while abroad, b) an understanding of the legal-political environments within host countries, c) how the RCMP (IPOB), the UN and the local police forces within host countries operated, and d) the responsibilities of the various political players involved in their missions. Educating police officers on these topics throughout the pre-deployment training would improve interagency cooperation while abroad.

Throughout the duration of Joseph's mission, he was unaware of how he would be able to identify his fellow colleagues - the ANP - while on the ground. Also, Joseph was unaware of who he could report to while abroad. This information was not discussed during the pre-deployment training phase, which caused confusion for Joseph while abroad:

“What's the Afghan national police rank structure? What do their police uniforms look like? What are the different branches of policing? Where do the police fit into their government

²⁶ Jeremy and Stuart.

²⁷ An “after action” report upon return. Police officers' roles and duties should be documented so that the RCMP (IPOB) has a generic understanding of the typical roles and duties Canadian police officers adopt while abroad.

universe?...none of that was touched on...this is how you'll report up the chain...nobody seemed to know what the fuck they were doing."

Similarly, Nicholas was also concerned with the same issues voiced by Joseph: what governmental agencies were involved in his mission? What did the ANP and Afghanistan Army look like? What offences are included in the Afghan Criminal Code? All Afghanistan positions require police officers to operate within the wider framework of training the ANP, therefore, providing information on these topics was crucial:

"It would have been nice to know a little bit about the political players involved with the Afghan government...and the different pillars within the Afghan National Army and Police...You have to know what their laws say about use of force, because we're setting up training programs for them...we really need to know what parameters they have to work under."

Lastly, Craig was concerned with not understanding the legal framework while abroad:

"I think it would have been more beneficial to know about the police, legal system...how the court system works..."

It is evident that participants (N=5) voiced issues with the bureaucratic nature of missions. Developing ways to improve police officers' general understanding of the chain of command, the political players involved in their missions as well as providing police officers with a greater understanding of the legal-political context in host countries is of utmost importance.

3. Inadequate Organizational Support throughout Pre-deployment

Inadequate organizational support was experienced by participants throughout pre-deployment, and while abroad. Participants asserted that their own police agencies along with the RCMP (IPOB) did not provide them with reassurance and support throughout the pre-deployment training phase, nor were they given generic accommodation recommendations. The RCMP (IPOB) did not inform participants that they were permitted to contact them if they encountered any difficulties pertaining to their missions while abroad. Participants also noted that the RCMP (IPOB) did not provide them with the necessary resources when in need.

Five police officers discussed issues with a lack of support from their police departments throughout pre-deployment, compared to three participants who voiced strong organizational support. The remaining seventeen participants in this study did not address issues pertaining to a lack of organizational support throughout pre-deployment. Four out of the five participants that voiced concerns in this area will be addressed in this section. John voiced concerns with the RCMP (IPOB's) inability to reassure his contingent that if any issues arose throughout the duration of the mission, they could contact the RCMP (IPOB) for follow-up. Increased support from the RCMP (IPOB) was noted by John:

“You just gotta be sharper...more responsive, professional...fully engaged...just to say we got your back, we're supportive, we're here, we're responsive, we're paying attention, we're sharp...we take this very seriously...”

From a police department standpoint, David indicated that the only support he received from his agency was a “good luck.” Similarly, Jeremy noted that the only type of support he received from his police department was a paycheck: “support? I got a paycheck.” David also mentioned that he did not receive any support from his police organization prior to deployment: “Nothing. And I wouldn't know what to expect either...”

Conversely, Joseph indicated strong organizational support from his agency throughout the pre-deployment training process. His agency expressed their appreciation for his participation in his mission:

“They were good about it...my bosses supported me 100%...there was no issue...”

Organizational support was conveyed to Mark by his department's willingness to take care of his administrative duties while serving abroad:

“...the support was others saying I'll look after your files when you're gone...”

Similarly, Daniel received ongoing support from his agency throughout pre-deployment:

“They provided me with a lot of information in terms of reading materials...they paid for anything that I needed to get done...”

Stuart discussed the extensive support he received from his police agency prior to deployment. He noted that his agency's Peacekeeping Coordinator and Health and Lifestyle Coordinator were heavily involved in supporting his contingent throughout pre-deployment:

"...we do a lot of peer groups to help those that have gone and their family members."

4. Inadequate Organizational Support while Abroad

Three participants discussed the lack of support they received from the RCMP (IPOB) while abroad. Participants encountered difficulties when requesting resources from the RCMP (IPOB). Participants also discussed their frustration with not knowing where they would be living while abroad. These two issues posed problems for Canadian UNPOL who believed these issues could be dealt with in a more simplistic way.

For instance, Paul mentioned that while he was abroad, he did not receive any support from the RCMP (IPOB):

"I had no direction, no support. Just did it myself."

Bruce remembered a particular time abroad when the RCMP (IPOB) was hesitant in providing necessary resources. The temperature dropped to -38 or -40 degrees Celsius and he requested sweaters from the RCMP (IPOB):

"...one of the guys called back to the RCMP [IPOB] Headquarters and said "yeah we could really use some sweaters over here, we asked for them before we left." They said "no, you don't need them..."

Throughout our interview, Bruce argued that the RCMP (IPOB) was not concerned with assisting in this matter, so, he relied on his police department back home to provide him and others with sweaters: "I got more support from my department than the RCMP [IPOB] and they were supposed to be runnin' the show. They were a joke I tell ya."

UNPOL are unaware of where they will be living until they arrive in their host countries, therefore, finding appropriate accommodations can be challenging. Paul discussed not knowing where to access the basic necessities while serving abroad:

“...where are ya going to live? What are you going to eat?...those are the kinds of things you think about on pre-deployment phases.

Similarly, Andrew also had a difficult time finding the basic amenities in his host country:

“...we just got dumped into a town and see ya in six months. So there was no food supply, water supply, medical support...nothing.”

It is clear that participants in this study are concerned with a lack of support from their police organizations and the RCMP (IPOB) throughout pre-deployment (N=5) and while abroad (N=3). Respondents who voiced issues with a lack of organizational support throughout pre-deployment and while abroad were primarily members of the RCMP (N=4). This may suggest that larger police agencies tend to run into problems with organizational support in comparison to smaller agencies. It can be assumed that larger agencies, such as the RCMP, do not have the same integrated support systems as smaller agencies due to capacity. Regardless, strong peer support networks should be in place for Canadian police officers who are involved in missions. In order to strengthen organizational support throughout pre-deployment, Canadian police agencies should consider developing strong peer support programs.²⁸ It is also clear that the RCMP (IPOB) and Canadian police agencies alike should consider ways to improve accommodation recommendations, and, to become more responsive to Canadian police officers' needs while serving abroad. With that being said, however, Canadian police officers need to take ownership for their missions. Conducting individual research on host countries will provide them with a better understanding of what they are getting involved in prior to deployment.

²⁸ See the TPS and OPS's peer support programs in Appendix A.

5. Insufficient Cultural Awareness Training

Throughout the pre-deployment training in Ottawa, several topics²⁹ are covered to prepare Canadian police officers for their missions. Although a wide range of topics are covered throughout the training process, several participants voiced the lack of attention given to the cultural awareness component. In this section, participants' discuss the importance of the RCMP (IPOB) in educating police officers on cultural awareness throughout the pre-deployment training. Police officers mentioned that the pre-deployment training in Ottawa should place more emphasis on educating Canadian UNPOL on the history of the conflicts within host countries. Current information regarding the countries' conflicts should also be provided to officers throughout the training. Out of the seven police officers that voiced increased attention on cultural awareness training, four will be discussed in this section.

Mark discussed the lack of attention given to the history of the conflict for his mission:

“What was the conflict? What was it between the Serbians and the Albanians? I think that would have been nice to get a little more information about...”

Daniel also discussed the lack of attention given to the cultural awareness aspect of the pre-deployment training for his mission:

“...we didn't really know anything about the culture...I wasn't really prepared about how much hatred there really was there...”

Similarly, John would have benefited from a deeper understanding of the history of his host country's conflict:

²⁹ Topics include: human rights and international law, the structure of the UN, the role of the United Nations (UNPOL), mine awareness, map reading, cultural awareness and geography and history of the host country (taken verbatim from International Peacekeeping Branch, 2004, p. 14).

“It would have been nice if we had more cultural training...understanding of the Afghan culture, Islam, and have a couple sessions on Islam, Ramadan, all those sort of things...”

Police officers were not only frustrated with the lack of attention given to the *history* of the conflicts within host countries. Jeremy mentioned he would have benefited from a greater understanding of what the *present* issues were in his host country:

“What the heck’s going on there right now?...There was not an in-depth analysis for us as to what was actually happening on the ground.”

6. Insufficient Firearms Training

Participants mentioned that the firearms training component of the pre-deployment training in Ottawa was insufficient (N=4). Participants noted that police officers should be provided with more time throughout the pre-deployment training to become proficient in the use of their new firearms. Four participants’ specific concerns will be discussed in this section. Many police officers deployed on missions do not have any previous exposure to rigorous firearms training and have been using their firearms for several years prior to the mission. It is vital, therefore, that those police officers are given enough time throughout the pre-deployment training to become proficient in the use of their new firearms for missions.

Stuart discussed the limited time given to the firearms training component of the pre-deployment training program. As a former military member, Stuart was familiar with firearms; however, for his mission, the lack of time allotted for the firearms training was not enough. Stuart was uncomfortable using his new firearm for his mission:

“For the first time I was in uniform, I was actually on mission with a weapon I was never comfortable with... there was never enough time provided to become proficient.”

Stuart carried the same firearm for eighteen years prior to his mission. The expectation to comfortably use a new firearm within a couple days of training was unreasonable. Similarly, David mentioned that the pre-deployment training in Ottawa should have provided extensive firearms training as his mission was considered an ‘armed’ mission:

“There was little firearms training. It’s a place where...every day, you’re reminded of how dangerous it is. Every day you read the intelligence reports and hear of people getting shot and coming back, being blown up and stuff, so you need to be comfortable with your firearm.”

David had previous military experience, but for police officers on his contingent that did not have previous exposure to stringent firearms training, this issue was difficult to overcome. Similarly, Fred noted his unpreparedness in using his rifle while abroad as he had used a handgun for the majority of his career. Police officers were provided with a 40 hour, 5 day course on how to properly attend to their rifles. Following this, his contingent would receive 1.5 hours to practice shooting:

“...so you do an hour and a half of fiddling with your gun...you go out on the next day, and shoot it and ya qualify. That was it. That was all the rifle training we received. We got to Afghanistan and they issued me a rifle and 300 rounds and thanks for comin’ out.”

A similar issue regarding firearms training was voiced by Steven. Steven discussed how the amount of firearms training he received was “insufficient” in comparison to the level of dangerousness he experienced while abroad. Little time was given to his contingent to train on the new firearm.

It is evident that a more in-depth analysis of the cultural piece throughout the pre-deployment training is required. Educating police officers on the history of the conflict, the seriousness of the divide between different ethnic groups as well as any present issues occurring within the host country would prove beneficial. However, Canadian police officers deployed on missions need to become more involved in conducting individual research on their host countries, as the RCMP (IPOB) cannot ensure police officers are given all culturally-specific information relating to their missions. Also, more time allotted for the firearms training component is vital. Many police officers have been using a different firearm for the majority of their careers and have no previous exposure to strict, firearms training. The expectation to become adept at using a new firearm in a short period of time is therefore problematic.

7. A Greater Understanding of NGOs

Participants³⁰ in this study mentioned that familiarity with what NGOs³¹ will be involved in their missions should be discussed during the pre-deployment training phase (N=5). All five participants worked closely with various NGOs while abroad and advocated for increased awareness of what NGOs would be involved in their missions throughout pre-deployment. Participants also mentioned that communication with members of different NGOs should be considered prior to deployment: through teleconferencing, Skype or other means. In doing so, a sense of camaraderie can be established prior to deployment and police officers can feel more confident in collaborating with NGOs on certain projects while on mission.

8. A Lack of Professionalism Displayed by the RCMP (IPOB)

Two³² out of the 25 police officers that were interviewed considered the training at the RCMP (IPOB) Headquarters in Ottawa to be “unprofessional.” Participants mentioned that the quality of the presentations and the professional delivery of the training schedule was lacking; a lack of an absolute commitment to the program from the RCMP (IPOB) trainers was noted. Presenters failed to show up for their training sessions and there were ongoing issues with scheduling. The depth of understanding, analysis and product delivered created the appearance that the RCMP (IPOB) was just “delivering another course.”

It is challenging for the RCMP (IPOB) to coordinate pre-deployment training sessions. When mission contexts change, the RCMP (IPOB) must make immediate changes to their training programs. Overall, however, a more professional approach to delivering mission specific content is desirable. It is important to note that only two participants in this study found the pre-deployment training to be unprofessional. These

³⁰ Maria, Nathan, Martin, Stuart and Mark.

³¹ Non-governmental organizations.

³² Joseph and David.

specific responses could be attributed to the individual officer, or, perhaps, other explanations other than organizational challenges.

Summary

In this section, pre-deployment issues resulting from the twenty-five interviews with police officers in this study were acknowledged. Participants in this study noted issues with a lack of clearly defined duties, the bureaucratic and political nature of missions, inadequate organizational support throughout pre-deployment and while abroad, insufficient cultural awareness and firearms training, a greater understanding of NGOs, and a lack of professionalism displayed by the RCMP (IPOB). Many of the pre-deployment issues detailed in this section relate to deficiencies at the pre-deployment training level, thus, police practitioners and trainers at the RCMP (IPOB) Headquarters in Ottawa, Ontario should consider ways this phase of the mission can be enhanced for future officers serving abroad. Some of the pre-deployment concerns outlined in this section can be reduced by encouraging Canadian police officers to conduct individual research on their host countries prior to deployment. Participants in this study also spoke of several reintegration concerns, thus, in the following section, reintegration issues will be addressed.

Reintegration Concerns

Canadian police officers who participate in international peacekeeping missions encounter several personal and organizational issues when they reintegrate back into their work environments, families and communities post-conflict. Common concerns include, but are not limited to: alcoholism, loneliness, PTSD, an inability to relate to colleagues, senior leaderships' disregard for police officers' newly developed skill sets, job shrinkage and others (Dupont & Tanner, LeBeuf, 2009). In this study, it is apparent

that out of the 25 interviews conducted with participants, fifteen police officers voiced concerns with overall reintegration, compared to ten participants who did not voice any reintegration issues. In this section, issues within three categories³³ will be addressed. Reintegration concerns that were identified as a result of the interviews include:

1. A Lack of Appreciation for Mission Involvement and New Skills (N=9)
2. Backfilling Positions (N=3)
3. Job Shrinkage (N=4).
4. Inadequate Psychological Debriefing (N=4)
5. Family Life Concerns (N=6)

1. A Lack of Appreciation for Mission Involvement and New Skills

Police officers who serve abroad are often viewed in a negative light by their colleagues and senior leadership upon return from their missions. Although police officers may voluntarily participate in peacekeeping missions for altruistic reasons, senior leadership at the various Canadian police agencies involved in deployment generally do not view their decision to serve abroad as selfless, but rather, as selfish. On the one hand, police officers are willing to serve abroad to better the lives of others, but in reality, police organizations do not view their decision to go abroad as further contributing to the growth of their departments back home. Departments often view peacekeeping missions as a 'vacation' or a way to gain 'great pay.' Because police officers are no longer serving their respective communities while abroad, police organizations often times do not appreciate their mission contributions upon return. This lack of appreciation makes reintegration more challenging for returning police officers. Nine participants in this study stated that their colleagues and/or senior leadership did not either a) appreciate their contributions to their missions, or b) value their newly developed skill sets. Out of these nine participants, seven participants' concerns will be acknowledged in this section.

³³ Work, family life and personal issues.

On returning home, Andrew believed that senior leadership did not appreciate his mission contributions. During our interview, Andrew recalled attending a ceremony to receive a medal of appreciation for his mission involvement. While abroad, he had lost thirty-five pounds and was unable to fit into his police uniform upon return. During the ceremony, the Commanding Officer reprimanded Andrew for not wearing his uniform. Andrew mentioned that his agency did not appreciate his mission accomplishments upon return:

“In a nutshell, I don’t think there’s true organizational support for it...I think it’s disgusting; the lack of support guys make and the sacrifices they make...it’s not honorable.”

Similarly, Bruce attributed the lack of appreciation from his fellow colleagues and senior leadership to “professional jealousy” upon return. Bruce mentioned that community members were supportive of his return; however, senior leadership “was distant and didn’t give a shit...” Most of the colleagues at his department viewed his experience as a vacation and were disinterested in his overall experience:

“...a lot of the guys thought we’d had gone off on a 9 month holiday and made a lot of money...they actually don’t care...”

Bruce also suggested during our interview that his Managers had difficulty attributing *value* to his mission. Bruce argued that there is no process in place at his police department in order for senior leadership to be able to demonstrate their appreciation for police officers’ participation in missions:

“We need to look more at what people are doing on missions and put value to that, so those people don’t always have to be sort of a step back because they went on a mission...there needs to be a re-evaluation of things.”

Similarly, Jeremy mentioned that his Chief and senior leadership did not know how to assign value to his mission and were more concerned with preserving his agencies optics, rather than genuinely caring about the return of his contingent:

“You want me to be truthful? I don’t think the RCMP cared...”

Michael also indicated the lack of appreciation from fellow colleagues upon return:

“...when you’re talking about some of these things that happened, there seemed to be a general disinterest...”

Maria returned early from her mission due to medical issues. Upon return, she was disappointed with a fellow colleague’s unappreciative attitude. Maria discussed how a fellow colleague continually harassed her for not returning to work right away:

“...because I came back sick, unable to work. He would phone me to say “oh I saw you walkin’ the other day. I heard you were at a function the other night”...it was nothin’ but straight out harassment.”

Joel’s department expected him to return to work two days after returning from his mission. His senior officer at the time was under the impression that he was on a holiday. As a result, he had to fight with his department to have a week off to get re-acquainted with his family and daily routines:

“...they expected me to be back in work on the Monday, and I remember telling somebody forget it, I’m not gonna be back at work by Monday...that’s where I had the discussion with the Senior Officer ya know, you just had a 9 month holiday...”

Upon return from missions, it is difficult for police officers to be able to apply their newly developed skill sets to their respective positions. Often times, police officers are not placed in positions where they can use their new skill sets. Rather, they are often placed back into the position they had prior to the mission, or, are demoted to general patrol. Senior leadership is not adamant in determining where returning officers may be able to maximize their skill sets to benefit the organization as a whole. Fred elaborated on this issue:

“There doesn’t seem to be any appreciation for the fact that you’re developing your particular skill set on these missions...you’re “out of sight and out of mind”...my service didn’t look at these missions as an opportunity to develop skill sets that can be used once you get back...”

Conversely, participants in this study voiced appreciation from colleagues and/or senior leadership upon their return. For instance, Tim’s senior leadership demonstrated their appreciation for his mission through “positive reinforcement, positive feedback, positive

support and continued support.” Michelle also spoke of her superiors’ appreciation for her mission contributions:

“...I can’t tell you how many times our executive officers have pulled me aside, had meetings with me to see what I need.”

The lack of appreciation for police officers’ involvement in missions from colleagues and senior leadership makes it difficult for police officers to adjust to their daily work routines. It is crucial that colleagues and/or senior leadership voice their appreciation for police officers’ participation in missions upon their return. Appreciation for police officers’ mission contributions assists in a smooth reintegration for police officers. Also, the development of new skill sets while abroad is important for Canadian UNPOL; thus, upon return, it is equally important that police officers are provided with opportunities to apply their newly developed skills to their respective organizations.

2. Backfilling Positions

Three participants in this study voiced frustration with their positions being backfilled³⁴ while they are serving abroad. Paul was particularly frustrated with having no security in returning to his position upon return. It was only because Paul had a higher-ranking position at his department prior to deployment that he was asked to return to his detachment:

“...I had left _____ and that job had been backfilled, so I was in constant contact the last month with staff relations people trying to find a job, and that had been troublesome...”

Paul mentioned that others on his contingent were required to wait 3 - 4 months to hear back from his detachment regarding any available positions. John voiced similar issues in this domain. Further, he discussed the difficulties with recruiting police officers for missions. Police officers in higher-ranking positions are reluctant to participate in

³⁴ Backfilling occurs when police officers’ positions are filled by others from their agencies while they are serving abroad.

missions as their positions are not guaranteed to them upon return. Consequently, John is seeing more police officers close to retirement signing up for missions, as they do not need to worry about securing a position upon return:

“...we have trouble attracting...Inspectors and Superintendents...you never get promoted to go on a mission...their spot is not guaranteed when they get back...you’re out of sight, out of mind...so, you tend to get officers at the very end of their career...”

Frustration with a lack of a secured position upon return was voiced by Joel:

“I didn’t know where I was going to be assigned when coming back, and that was despite sending emails to the department and asking them, ya know, any idea of where I’ll be working?”

According to Paul, there have been a growing number of Canadian police officers who join peacekeeping operations at the end of their career, as retirement occurs shortly thereafter. Police officers in higher-ranking positions as well as those in lower-ranking positions are less apt to join peacekeeping operations, as in some departments, positions are not guaranteed upon return. Discussing the possibility of guaranteeing positions to police officers upon return from their missions is a point of consideration.

3. Job Shrinkage

Police officers who serve on missions often take on leadership roles while abroad that entail duties that far exceed the responsibilities their positions back home require of them. Conversely, Canadian UNPOL may be assigned lower-ranking positions abroad in comparison to their higher-ranking positions at their home departments. If police officers return to lower-ranking positions upon return, they often experience job shrinkage. When Canadian police officers serve abroad, they are considered “out of sight, out of mind” by their organizations. Therefore, police officers face an unfortunate situation within their organizations upon return, as they a) do not often receive promotions, b) may be required to return to a different department they are unfamiliar with, and/or c) may spend excessive time trying to be *seen* within the organization. Promotions call for an active involvement in one’s agency. If officers are serving abroad, it is impossible to progress within their home department. Thus, often times, police officers do not return to the

career status they had prior to deployment. In this study, four participants discussed issues with job shrinkage upon return to their agencies.

Michael discussed how serving overseas in a position of authority made it difficult for him to return to general patrol upon return:

“You’re developing programs, running units...having an interesting experience every day to sitting in front of your computer dealing with mundane issues. That’s hard.”

Similarly, Stuart had a difficult time reintegrating back into his organization following his mission:

“Officers routinely find themselves in situations on missions that far exceed what they do here, or what they were doing before...it’s hard to adapt back...”

For Bruce, returning to his mundane, routine work posed a major challenge when reintegrating back into his police agency:

“...I left a very routine, mundane world...then you go off and you do this amazing work...and you come home and they stick you right back into a platoon...talk about bein’ robbed of your reward system...”

Paul faced difficulties in reintegrating back into his work environment. While abroad, Paul undertook various positions. Returning to his regular policing duties lacked the effervescence he experienced abroad:

“I mean it’s tough to drag you from one country where you’re doing all sorts of interesting things and drop you back into your own country...”

Participants in this study experienced difficulties returning to routine police work (N=4). Perhaps, as previously noted, senior leadership should focus on recognizing police officers’ newly developed skill sets so that they may refer returning police officers to more challenging positions. This may reduce job shrinkage issues police officers encounter upon return. Simultaneously, this approach would also encourage police

officers returning from peacekeeping missions to utilize their skill sets in a practical manner, which would, in turn, benefit Canadian police organizations as a whole.

4. Inadequate Psychological Debriefing

Police officers are required to undergo psychological debriefing post-mission. The RCMP (IPOB) administers the psychological debriefing stage, along with the individual police agencies³⁵ involved in deployment. Results from the interview questionnaire³⁶ indicate that four participants considered the psychological support to be problematic. It is important to note here that the three³⁷ of these four participants were deployed to Afghanistan. Participants noted issues with inadequate psychological support in addressing PTSD (N=1) or other concerns, and stressed the importance of one-on-one psychological debriefing. Upon return from missions, police officers are often hesitant to disclose personal information in focus group settings. Because the Afghanistan is an armed mission, it is evident that police officers returning from this country require intensive psychological support upon return.

5. Family Life Concerns

Six participants in this study voiced minor concerns adjusting to family life. Issues voiced by participants include difficulties adjusting to family routines and problems with getting reacquainted with their spouses, partners and/or children. Only one³⁸ of the six participants however found adjusting to family life particularly challenging. Although reintegrating back into family life did not pose significant challenges for the other five participants, the importance of implementing strong peer support programs³⁹ targeted at strengthening family cohesion throughout pre-deployment and reintegration is crucial. Out of the six participants who acknowledged minor concerns in this domain, four are

³⁵ See Appendix A.

³⁶ See Appendix E.

³⁷ Joseph, David and Steven.

³⁸ Steven.

³⁹ Discussed in detail in Appendix A.

RCMP members. This may suggest that the RCMP's support systems for family members throughout reintegration is lacking.

Summary

As noted in Chapter 2, pre-deployment and reintegration issues continue to exist for Canadian police officers for several, notable reasons. When deployed on missions, Canadian UNPOL operate within a wider political framework. The Canadian federal government has been overly concerned with “showing the flag.” In doing so, Canadian police officers’ micro level concerns have been disregarded. This is reflected in the numerous pre-deployment and reintegration issues voiced by participants in this study, suggesting international peacekeeping operations are a political exercise. In 20 cases, personal and organizational issues at the pre-deployment training level were experienced by police officers; the remaining 5 cases did not experience any issues throughout pre-deployment. The findings also reveal that in 15 cases, police officers experienced problems reintegrating back into their work and family environments and/or experienced personal issues with reintegrating upon return. The remaining 10 participants did not voice any issues pertaining to reintegration.

Throughout pre-deployment, participants voiced issues relating to the pre-deployment training at the RCMP (IPOB) Headquarters in Ottawa, Ontario. Participants discussed the various problems with a lack of clearly defined duties, insufficient organizational support throughout pre-deployment and while abroad, a lack of attention given to the cultural awareness and firearms components of the pre-deployment training, unprofessionalism displayed by the RCMP (IPOB) training representatives as well as a greater understanding of NGOs prior to deployment. Throughout reintegration, concerns are with the lack of appreciation from colleagues, senior leadership and a disregard for their newly developed skill sets. Police officers also noted issues with backfilling, job shrinkage, the psychological debriefing stage and issues with reintegrating back into family life. The RCMP (IPOB) and Canadian police agencies involved in deployment must therefore become actively involved in identifying, addressing and resolving these ongoing issues. Thus, the implications and conclusions of these findings are addressed in Chapters 5 and 6.

Chapter 5.

Implications

The Politics of Peacekeeping

As discussed in Chapter 2, UN peacekeeping operations are operating within a wider political context. Canada, along with many other countries, notably the United States and Australia, have become caught up in “showing their flags.” Further, the Canadian federal government has been ignorant to police officers’ micro level concerns. Politicians have used missions as a catalyst to increase public support for their political platforms by trumpeting their support for Canadian police involvement in missions. The systemic issues detailed in Chapter 4 suggest that Canadian police officers involved in missions are used to show their country’s flag, as their micro level issues are not being acknowledged, nor heard. This outright disregard for police officers’ concerns channels down to the police department level. The RCMP (IPOB) and Canadian police agencies involved in deployment therefore need to be dedicated to resolving these concerns.

Although peacekeeping operations serve the greater good, it is clear that this is done at the expense of recognizing Canadian police officers’ ongoing concerns. In this study, participants briefly stressed why these systemic issues continue to exist. For Jeremy, it was all about the RCMP (IPOB)’s ability to preserve its optics: “appearing ya know, that you’re doing something...” Throughout our interview, Joseph acknowledged that improving the *success* of missions in recognizing police officers’ concerns is difficult to achieve due to the bureaucratic nature of missions: “I mean, let’s face it, that’s where most of these missions live and die – with bureaucrats...” For Joseph’s mission, the message the RCMP (IPOB) gave off to his contingent was: “When we got there, it was essentially don’t get us killed and don’t make us look bad.”

Thus, in order for improvements to be made, the Canadian federal government, the RCMP (IPOB) as well as the countless Canadian police organizations involved in deployment must a) acknowledge these issues, and b) implement ways police officers' ongoing concerns can be rectified. It is only when a cooperative effort is made on behalf of these key political agents to respond to these issues that the pre-deployment and reintegration phases can be enhanced, and the overall nature of peacekeeping missions from a Canadian perspective can be improved. Canadian police officers are suffering real pain. A call for recognition of these issues and a strong commitment to resolve these concerns is therefore crucial.

A. Policy and Practice Recommendations

In this study, the researcher identified and addressed Canadian police officers' pre-deployment and reintegration concerns as they relate to international peacekeeping missions. Participants' challenges in this study mirror the findings in Dupont & Tanner's (2009) and LeBeuf's (2004) studies. This suggests that throughout pre-deployment and reintegration, concerns still persist that require rigorous acknowledgment on the part of the Canadian federal government, the RCMP (IPOB) as well as the various Canadian police agencies involved in deployment. Although participants indicated concerns with pre-deployment and reintegration, several mentioned that their mission experiences provided them with personal and/or organizational benefits. A few benefits of mission participation include: gained experience in community policing, monetary benefits, increased respect for ethnic minorities, as well as others. For instance, Michelle spoke of her increased ability to relate to a specific ethnic group within her community post-mission. While on mission, she worked with youth and adults who belonged to this ethnic group on a daily basis. As a result of this positive experience, she was better able to gain these individuals' trust within her own community and thus, address personal and community-based concerns. Her mission experience enriched her performance as a street-level police officer:

"What I'm trying to do since I came back is connect...connect with the community and the youth from what I've learned."

Since her return to her agency post-mission, her senior leadership have become more adamant in promoting diverse services and programs in her community.

It is unrealistic for Canadian police officers deployed on missions to expect their agencies and/or the RCMP (IPOB) to fully prepare them for their missions. Individual police officers need to take ownership in the missions they are involved in. However, concerns still exist for Canadian police officers involved in international peacekeeping operations. As such, policy and practice recommendations are considered in this chapter. Policy and practice recommendations pertaining to pre-deployment issues that were identified in Chapter 4 include:

1. A Lack of Clearly Defined Duties
2. The Bureaucratic and Political Nature of Missions
3. Inadequate Organizational Support throughout Pre-deployment and while Abroad
4. Insufficient Cultural Awareness Training
5. Insufficient Firearms Training
6. A Greater Understanding of NGOs
7. Unprofessionalism Displayed by the RCMP (IPOB)

Policy and practice recommendations relating to reintegration issues that were identified in Chapter 4 include:

1. Lack of Appreciation for Mission Involvement and New Skills
2. Backfilling Positions
3. Job Shrinkage
4. Inadequate Psychological Debriefing
5. Family Life Concerns

Pre-deployment

1. A Lack of Clearly Defined Duties

Throughout pre-deployment, participants noted that a lack of clearly defined duties caused many problems for them while serving abroad. Participants' police agencies as well as the RCMP (IPOB) did not have a clear understanding of what their mission duties consisted of. Participants also mentioned that the RCMP's (IPOB) police

trainers are reluctant to disclose this information to upcoming contingents as this may jeopardize deployment rates. Further, participants argued that the RCMP (IPOB) does not reveal the 'realities' of the mission as they fear officers will opt-out. Participants suggested that after action reports should be created, outlining the positions and duties Canadian UNPOL usually adopt while abroad. The IPOB may consider developing a list of the types of positions and subsequent duties police officers within the various Canadian police organizations usually take on. This information can then be communicated to upcoming contingents.

For instance, Jeremy mentioned throughout our interview that there should have been more discussion throughout the pre-deployment training on the types of jobs available in his host country. He understood that the RCMP (IPOB) does not necessarily know in advance what positions their officers will be taking on while abroad; however, he indicated that someone from the RCMP (IPOB) should consider taking on the responsibility of examining what types of positions Canadian UNPOL typically take on while abroad so that generic information can be conveyed to the next contingent. Similarly, Stuart mentioned that increasing an awareness of police officers' roles and responsibilities is possible by examining what types of positions police officers within their agencies are typically involved in:

"What are our officers doing? If we knew what our officers were doing, then we could actually build the training, say OK, generally, 30% of our officers are placed in these districts doing this type of work."

Awareness of previous roles and responsibilities would provide upcoming contingents with a better understanding of where they may be placed, and what their responsibilities may consist of. In addition, Stuart mentioned that an after action report system should be implemented at the RCMP (IPOB) and at Canadian police agencies. After action reports would detail police officers' mission roles and responsibilities and would be accessible to senior leadership. This initiative may assist in promotional opportunities, and may alleviate the frustration police officers experience throughout the psychological debriefing phase as well. Further, in order for police officers to benefit from their session with the psychologist, Stuart mentioned that it is crucial their psychologist has a clear

understanding of what police officers experiences, roles and duties consisted of while abroad:

“With IPOB, there’s no after action report. You come back and the RCMP (IPOB) has nothing on record to say what I did or what anybody did on mission. They don’t know it, so how can you know what affects me if you don’t know what I did? I never filled out any after action report... there’s nothing on record.”

Increased awareness of police officers’ roles and responsibilities throughout the pre-deployment training is vital.

2. The Bureaucratic and Political Nature of Missions

Participants noted issues regarding the bureaucratic and political nature of missions. Participants were, often times, unaware of the chain of command, the legal-political context within host countries and the various political players involved in their missions. Joseph indicated that consideration should be given to the creation of MOU’s throughout pre-deployment, outlining relevant, current, mission-specific information on these topics. This would enable police officers to better accomplish mission objectives while abroad. Implementing this type of process would also strengthen communication with fellow colleagues while abroad.

3. Inadequate Organizational Support throughout Pre-deployment and while Abroad

A few participants indicated strong organizational support throughout pre-deployment, and while abroad. On the other hand, participants in this study also encountered inadequate organizational support throughout these two stages. Participants who voiced these issues were primarily RCMP members (N=4). These findings reveal the need for strong peer support programs,⁴⁰ regardless of an agency’s size. Due to the vastness of the RCMP, creating interactive support systems is difficult to achieve. It is clear however that increased funding is required in order for larger

⁴⁰ See the TPS and OPS’s peer support programs in Appendix A.

agencies to implement this initiative. In addition, recommendations from superiors regarding accommodations should be considered before police officers leave their home countries. Police officers who completed previous rotations may be able to assist upcoming rotations in finding suitable accommodations prior to deployment. While abroad, police officers also noted a lack of responsiveness from the RCMP (IPOB). It is imperative therefore that the RCMP (IPOB) remain attune to police officers' needs while abroad.

4. Insufficient Cultural Awareness Training

The pre-deployment training phase incorporates a wide range of training topics. In this study, participants noted concerns with a lack of attention given to the cultural piece throughout the pre-deployment training. The RCMP (IPOB) training facilitators should focus on ensuring police officers receive in-depth background information on the countries they are deployed to. However, the RCMP (IPOB) cannot ensure that all mission specific information is conveyed to upcoming contingents; therefore, it is incumbent upon police officers involved in missions to conduct research on their host countries. At the pre-deployment training level however, a greater understanding of the history of the conflict as well as the present issues occurring within host countries should be taken into account.

5. Insufficient Firearms Training

More time given to Canadian UNPOL to train on their new firearms is required. Specifically, participants in this study who were deployed to Afghanistan (N=3) discussed the lack of time they received to train on their new firearms prior to deployment. Due to the armed nature of this mission, the RCMP (IPOB) should consider discussing whether or not Canadian UNPOL receive enough time training with their new firearms throughout deployment. Police officers in this study discussed the importance of becoming *proficient* in the use of their firearms, and not simply being *comfortable* with its use.

6. A Greater Understanding of NGOs

Participants spoke of their lack of awareness of the countless NGOs involved in their missions. For many participants, NGOs played a prominent role in their missions;

therefore, a discussion of the various NGOs participating in police officers' missions should be given more attention throughout the pre-deployment training stage. Awareness of different NGOs objectives may bolster police officers' desires to collaborate with NGOs in achieving particular missions objectives while abroad.

7. Unprofessionalism Displayed by the RCMP (IPOB)

Two participants in this study spoke of the "unprofessionalism" of the training delivered by the RCMP (IPOB) training representatives in Ottawa, Ontario. Respondents indicated that training facilitators were often unprepared in delivering course material and did not seem to take the training process seriously. As previously indicated, this concern may be attributed to the personal characteristics of these two participants, or other factors. However, because Canadian police officers are often deployed to war-torn environments for missions, it is crucial that the subject matter delivered by the RCMP (IPOB) is conveyed with a sense of dignity and professionalism. Police officers who have gone on previous rotations should be brought in to speak to those who are being deployed on upcoming contingents. Fred noted that in order for police officers to have their basic questions answered throughout the pre-deployment training, the RCMP (IPOB) training facilitators should have prior mission experience:

"The guy who was in charge of the training for us has never been on a mission...How can a guy in charge of training for the International Peace Operations Branch not have been on a mission? Right. He couldn't answer the basic questions we had."

Reintegration

1. A Lack of Appreciation for Mission Involvement and New Skills

Participants in this study voiced several reintegration issues. The most prominent concern was police officers' frustration with their colleagues and/or senior leaderships' lack of appreciation for their involvement in their missions and their newly developed skill sets. Dupont & Tanner (2009) and LeBeuf (2004) emphasized this concern in their studies. In Dupont & Tanner's (2009) study, police officers' new skills were not acknowledged by their respective agencies. One police officer in their study noted: "You come back with more experience and I don't think they [the police service] take advantage of it. There is no opportunity for us to provide feedback: What did you learn

over there and how could it help us” (Dupont & Tanner, 2009, p. 144). This suggests that this issue is still evident for many police officers deployed abroad.

Applying police officers’ newly developed skill sets can be used to Canadian police organizations’ advantage by placing police officers in positions where they can apply their new skills. Police officers would improve the structure of Canadian police agencies through recognition of their personal growth and development. Police officers returning from missions should be sought out for promotional opportunities. Also, ‘lessons learned’ from missions may benefit fellow colleagues’ and senior leaderships’ overall approach to policing duties. In this study, Michael discussed the possibility of the RCMP (IPOB) and senior leadership at the various Canadian police agencies developing professional profiles for returning officers. The benefits of this approach are clear:

“...IPOB can do an evaluation on every member that goes on a mission, and for that evaluation to be a material part of the municipal agencies’ personnel file...if you’ve done an outstanding job on a mission, there should be an evaluation for your mission qualification and it should form part of your file for any promotions or staff development opportunities on your return...the ability to make presentations to your Chief of Command, your Supervisors, your peer group, your subordinates, helps them understand that it *wasn’t* [emphasis added] just a vacation; that there were some real challenges faced and real value for the agency.”

2. Backfilling Positions

Backfilling positions was an issue noted by participants in this study. Because police officers serving abroad are deployed for up to a year, senior leadership at some Canadian police departments must backfill their positions. If this is the case, police agencies should consider discussing positions (if any) that may be available for returning officers. Keeping police officers aware of possible positions upon return is important, as it increases police officers’ abilities to successfully reintegrate back into their home agencies post-mission.

3. Job Shrinkage

Job shrinkage posed a challenge for returning officers. While abroad, Canadian UNPOL often take on leadership positions and responsibilities that are much more

expansive than the duties they were required to carry out at their home departments. Therefore, police officers often complain about returning to mundane police work. A participant in Dupont & Tanner's (2009) study voiced similar issues regarding job shrinkage:

When you come back, your job may seem boring, very, very ordinary and boring. What I consider the most difficult here is the fact that it is not very demanding compared to what we do on mission, where we can be confronted with extreme criminal behaviours that are rare here. When you come back, you feel that you don't do that much here. (p. 144)

Conversely, some police officers are given lower-ranking positions while abroad in comparison to their higher-ranking positions at their home departments. As discussed, acknowledging police officers' newly developed skill sets and how they can be used in different positions (e.g. through promotions) may alleviate their anxieties with organizational reintegration. Determining different ways police officers can utilize their unique skill sets will only contribute to the growth of Canadian police agencies as a whole.

4. Inadequate Psychological Debriefing

Participants noted the inadequate psychological support they received upon return from their missions. Police officers complained about the focus-group approach to psychological debriefing. Most police officers are returning from war-torn environments, and are, thus, reluctant to discuss personal issues in group settings. If police officers are unwilling to disclose personal information in focus group settings, one-on-one debriefing should be considered. A staffing member from the RCMP (IPOB) can be assigned to police departments following an officer's return from missions to conduct follow-up sessions. Interview results indicate that those returning from the Afghanistan mission (N=3) require greater psychological intervention in comparison to those deployed to other countries. These complaints indicate the need for the RCMP (IPOB) and other Canadian police agencies that have a contract with the RCMP's International Peace Operations Program to ensure that police officers receive appropriate one-on-one psychological debriefing post-mission.

4. Family Life Concerns

Police officers encountered difficulties reintegrating back into their family environments. Although six participants noted challenges with returning to their family units, only one participant in this study experienced *major* concerns. Four out of these six participants are RCMP members. Because the RCMP is a large organization, developing integrated peer support programs is challenging. Implementing strong peer support programs that include police officers and their family members throughout all stages of the mission is important. Peer support programs facilitate in effective reintegration for returning officers.

Summary

Although there are countless benefits of participation in missions for Canadian police officers, several participants in this study voiced issues that require the attention of the Canadian federal government, the RCMP (IPOB), as well as the numerous Canadian police agencies involved in deployment. Additionally, Canadian police officers interested in participating in missions in the future need to become proactive in resolving these ongoing pre-deployment and reintegration issues. The RCMP (IPOB) cannot be expected to fully rectify these issues for Canadian police officers serving abroad, however, they do have a role to play in reducing the number of concerns Canadian police officers are facing. As such, policy and practice recommendations were outlined in this section, demonstrating the need for these key political agents to collaborate in resolving these concerns. Participants in this study discussed deficiencies throughout the pre-deployment training phase facilitated by the RCMP (IPOB). The following section therefore outlines pre-deployment training recommendations to improve this stage of the mission for future police officers serving abroad.

B. Pre-Deployment Training Recommendations

Personal and organizational issues still persist for Canadian police officers who move from stable home and work environments to their host countries. Although the pre-deployment training cannot fully prepare police officers for what to expect while abroad, issues still remain that require consideration at the pre-deployment training level. In this

section, specific recommendations for police practitioners and trainers at the RCMP (IPOB) Headquarters in Ottawa, Ontario are acknowledged.

A lack of clearly defined mission duties during the pre-deployment training was voiced by participants in this study. Police officers mentioned that senior leadership at their respective agencies should inform them of generic mission duties before they are sent to Ottawa for the pre-deployment training. It is understandable that senior leadership will not be familiar with the specific positions that are available for officers abroad; however, awareness of the positions police officers typically take on should be addressed at their agencies. This approach would provide upcoming contingents with a general awareness of the types of positions and respective responsibilities police officers usually adopt while abroad. The RCMP (IPOB) can provide senior leadership at the various Canadian police agencies with this information so that they can discuss this with their police officers.

The RCMP (IPOB) training facilitators should do their best to communicate the 'realities' of the mission to police officers throughout the pre-deployment training so they have a realistic understanding of what to expect while abroad. This will reduce the number of problems police officers experience with personal reintegration. One participant in this study indicated that the pre-deployment training in Ottawa should include a one day, question and answer period to address any ambiguities officers have about their missions. During this time, police officers should be given the opportunity to ask previous police peacekeepers questions regarding their mission experiences.

A better understanding of who police officers can report to while abroad should also be discussed throughout the pre-deployment training. Police officers in this study discussed a lack of awareness of the chain of command while abroad. The Contingent Commander assigned to each mission should distribute MOU's to police officers so they have a solid understanding of who they can report to if they encounter any issues while abroad. Providing Contingent Commanders with updates regarding the mission's progress would enable them to confidently report back to their contingents. A greater understanding of the legal-political context of the host country and the various political players involved in their missions was also voiced by participants. In addition, increased

awareness of the roles, duties and structure of local police forces in host countries is of utmost importance.

A lack of organizational support from police officers' senior leadership and the RCMP (IPOB) throughout pre-deployment and while abroad was of concern for participants in this study. Prior to deployment, one participant suggested that the RCMP (IPOB) should voice, throughout the training, that they will be supporting officers throughout the duration of their missions. For this study, I spoke to the Peacekeeping Coordinators at both the Toronto Police Service and Ottawa Police Service. The TPS and OPS have integrated peer support programs⁴¹ for police officers serving abroad. Their peer support programs provide police officers and their families with personal and organizational support throughout all stages of the mission. Because the RCMP is a vast agency, implementing similar peer support programs to increase organizational support for their officers deployed on missions is important. Concerns also arose in this study regarding police officers' abilities in finding appropriate accommodations while abroad. Although some police officers were provided with accommodation options prior to deployment, other participants discussed their disappointment with the RCMP (IPOB)'s inability to provide them with simple recommendations for accommodations prior to deployment. Support from the RCMP (IPOB) while abroad in providing necessary resources was also a voiced concern.

A greater emphasis on the cultural piece throughout the pre-deployment training was suggested by participants in this study. Greater attention should be given to educating police officers on the history of the conflict within host countries, as well as informing officers of any present issues worth noting within host countries throughout the pre-deployment training. In addition to mission-specific information received throughout the pre-deployment training, it is crucial that Canadian police officers involved in missions conduct research on their host countries to better prepare themselves for their missions. Also, specific issues relating to the firearms training component was voiced by

⁴¹ See Appendix A: Recruitment, Selection, and Deployment.

participants in this study. Participants stated that not enough time was provided on how to properly and comfortably use their new firearms for their missions. Participants who were deployed on recent missions to Afghanistan were primarily concerned with the firearms training component of the pre-deployment training. A greater understanding of the NGOs involved in police officers' missions was also voiced by participants in this study. NGOs are heavily involved in peacekeeping missions; therefore, police officers should be made aware of the various NGOs involved in their missions, their roles, and how they can initiate communication with members of NGOs prior to deployment.

For two participants, the level of professionalism, depth of understanding and the quality of presentations displayed by the RCMP (IPOB) representatives throughout the pre-deployment training in Ottawa was lacking. One participant noted issues with constant re-scheduling and presenters failing to show up for their presentations. As previously mentioned, these concerns may be attributed to other factors, such as personal characteristics, for instance; however, the RCMP (IPOB) should ensure their presenters are prepared for delivering course content throughout the pre-deployment training and that the material is delivered in a professional manner. Participants in this study also discussed issues with the focus-group approach to the psychological debriefing phase. Participants advocated for a one-on-one support approach so that police officers can feel comfortable disclosing personal information. In turn, this would assist in effective reintegration for police officers returning from missions.

Summary

Police participation in international peacekeeping operations serves a greater, political purpose. The Canadian federal government has become preoccupied with proclaiming its support for Canadian police involvement in missions at the expense of recognizing micro level issues of Canadian police officers serving abroad. In order to rectify police officers' micro level concerns, the key political agents involved in deployment need to work towards reconciling these issues before police officers are deployed abroad, and, throughout their reintegration. As such, policy and practice recommendations as well as pre-deployment training recommendations for police practitioners and trainers at the RCMP (IPOB) Headquarters in Ottawa, Ontario were outlined in this chapter. It is hoped that these recommendations will improve pre-

deployment, and enhance reintegration for future officers serving in the field. The RCMP currently has 26 different police partners in Canada who provide the RCMP (IPOB) with quality recruits to serve abroad on missions. Further, the potential exists for the RCMP (IPOB) to partner with the remaining 100 + agencies in Canada. Participants in this study also discussed issues faced on an organizational level prior to deployment, and, upon their reintegration. Thus, the concluding chapter provides recommendations to improve overall pre-deployment and reintegration for Canadian police agencies involved in deployment. The strengths and limitations of this research, benefits of participation in missions for Canadian police officers and future research implications are also considered.

Chapter 6.

Conclusion

"...there's no better policing model in the world than the Canadian model. They [missions] should be leveraged more by our federal government..."

Steven

"...I think we brought to the table a real good sense of democracy, rule of law and fairness...Canadians were well sought after to get the difficult jobs done..."

Joel

The present study identified and addressed Canadian police officers' pre-deployment and reintegration issues as they relate to international peacekeeping operations. Upon reviewing the findings, it is evident that issues still persist for Canadian police officers involved in missions. The findings of this study reinforce the argument that little has been done to address police officers' ongoing micro level concerns, rendering police participation in missions a "showing the flag" exercise. The countless policy and practice recommendations and training implications detailed in Chapter 5 suggest there is a greater need for *increased* involvement in resolving these issues. The Canadian federal government, the RCMP (IPOB) as well as Canadian police departments involved in missions must aggressively work towards recognizing and rectifying police officers' fundamental issues. Collaboratively resolving these issues will reduce the number of concerns Canadian police officers in the future will encounter and will improve the nature of future operations. As such, this section details the strengths and limitations of this research, benefits of participation in missions for Canadian police officers, provides recommendations for Canadian police agencies involved in deployment and outlines suggestions for future research.

Strengths

Research on Canadian police officers' perspectives on the pre-deployment and reintegration phases as they relate to international peacekeeping missions is limited.⁴² This study acknowledged the views of twenty-five Canadian police officers from eleven different Canadian police agencies within the Provinces of British Columbia, Manitoba, Alberta and Ontario. Taking into account the various Canadian police organizations involved in missions allowed for diverse responses to be elicited from participants. The high number of police personnel working for the RCMP (N=10) that participated in this study enhanced the quality of respondents' responses. Further, since the RCMP is affiliated with the International Peacekeeping Operations Branch in Ottawa, Ontario, gaining insight into their issues regarding pre-deployment training was important. It is crucial that their perceptions are acknowledged due to the high numbers of RCMP personnel deployed on missions (Dupont & Tanner, 2009). Also, the use of semi-structured interviews for this study enhanced the depth of participants' responses. The use of interviews is conducive to this topic, as the overall purpose is to reveal police officers' concerns regarding pre-deployment and reintegration. Interviews with participants enabled me to "...clarify immediately any confusion about particular questions, and can encourage verbally stingy respondents to embellish further" (Palys & Atchison, 2008, p. 157).

Benefits of Participation in International Peacekeeping Missions for Canadian Police Officers

Despite the pre-deployment and reintegration issues discussed by police officers in this study, many participants noted several benefits of being deployed on international peacekeeping operations. The following benefits include those raised by police officers in this study:

⁴² Two studies have been done on this topic: Dupont and Tanner (2009); LeBeuf (2004).

- Increased sense of perceptiveness
- Increased respect for females, refugees, and ethnic minorities
- Increased involvement with the general public and local communities upon return
- A greater appreciation for the complexities of the world
- A greater realization of the extent of human suffering
- A greater appreciation for life in general
- More patience with petty issues
- Less respect for fellow colleagues whom lack integrity
- Increased sense of patience
- Better listening and mediation skills
- More empathetic, compassionate, and sensitive to the needs of others
- Greater involvement in officer safety within their police departments
- Networking and relationship building
- Improved leadership skills
- A greater understanding of how international issues abroad can affect Canada's national security
- Increased knowledge of human resources and financial management

Recommendations for Canadian Police Agencies

Recommendations for Canadian police departments involved in deploying their officers on peacekeeping missions are considered in this section. Other than one pre-deployment issue, the remaining issues deal with suggestions for improving overall reintegration for future officers serving in the field. The following recommendations are for Canadian police agencies involved in deployment:

1. Inadequate Organizational Support throughout Pre-deployment and while Abroad
2. A Lack of Appreciation for Mission Involvement and New Skills
3. Backfilling Positions
4. Job Shrinkage
5. Inadequate Psychological Debriefing
6. Family Life Concerns

1. Inadequate Organizational Support throughout Pre-deployment and while Abroad

Participants discussed a lack of organizational support throughout pre-deployment and while abroad. It is crucial that effective peer support programs⁴³ are implemented at the various Canadian police agencies involved in deployment as this reduces the number of issues police officers encounter throughout pre-deployment, while abroad and upon their reintegration.

2. A Lack of Appreciation for Mission Involvement and New Skills

Participants mentioned that their colleagues and/or senior leadership did not appreciate their mission involvement, nor did they acknowledge their newly developed skills. Because of this issue, one participant indicated that the RCMP (IPOB) should consider developing after action reports that can be distributed to police officers' police agencies. A report outlining officers' positions, responsibilities and mission accomplishments would also alleviate frustration with the psychological debriefing. If psychologists are made aware of police officers' general duties and mission experiences while abroad, they will better be able to understand any psychological issues that may arise post-mission. The development of after action reports would also inform senior leadership of their police officers' newly developed skills sets. This would allow senior leadership to maximize their police officers' new skills accordingly, in order that they may improve the overall structure of Canadian police agencies.

Upon return from missions, police officers should consider undergoing meetings with upper management to examine ways the 'lessons learned' from missions can be applied to their police organizations (LeBeuf, 2004). Suggestions include: holding regular meetings with upper management and providing police officers with opportunities to conduct presentations at their agencies. Participants noted that fellow employees often think of the mission as a vacation and a way to make lots of money, and therefore do not

⁴³ See Appendix A.

consider the realities of what goes on while abroad. This results in resentment and/or disassociation with fellow officers upon return. Follow-up discussions with colleagues and senior leadership may demystify this common myth.

3. Backfilling Positions

Police officers who serve abroad often times have their positions backfilled. Consequently, upon return, they cannot return to the positions they held prior to deployment. Police officers in this study voiced the importance of having a guaranteed position within their department upon their return. The assurance of having a position upon return may encourage younger police officers and those in higher-ranking positions to participate in missions. If this is not possible, senior leadership should consider discussing potential positions that may be available for them upon return. According to one participant in this study, police officers nearing the end of their career are increasingly becoming involved in missions as they can retire upon return. Discussing possible positions with police officers prior to deployment may encourage lower-ranking and higher-ranking officers to become more involved in missions.

4. Job Shrinkage

Participants often noted the authoritative positions they took on while abroad and how these positions differed from their lower-ranking positions at their home departments, or vice versa. Canadian police departments should consider ways they can best utilize returning officers' newly developed skill sets in other unique positions so that job shrinkage becomes less of an issue when reintegrating. This approach would allow police officers to maximize their skill sets and would contribute to the growth Canadian police agencies. Promotional opportunities for returning officers should be considered.

5. Inadequate Psychological Debriefing

Participants noted issues with focus-group settings for their psychological debriefing. One-on-one support should be regularly provided to police officers post-mission.

6. Family Life Concerns

Four of the six participants who voiced issues with reintegrating back into the family unit were members of the RCMP. This suggests that peer support programs within the RCMP is lacking. Police officers need to be fully prepared for their missions. Throughout pre-deployment and upon reintegration, peer support programs assist in effective pre-deployment preparation and successful reintegration.

Limitations

This study strictly focused on the pre-deployment and reintegration stages as they relate to international peacekeeping operations. Police officers' experiences while abroad⁴⁴ were excluded from this analysis. Issues that participants experienced abroad were, often times, connected to issues that plagued the pre-deployment stage. Also, illustrating concerns throughout pre-deployment was crucial, as issues identified throughout reintegration could be traced back to initial failings throughout the pre-deployment training phase. This grassroots approach allowed me to take a preventative approach to this research, and not a reactive one. However, exploring issues police officers encounter while abroad is strongly encouraged.

Police officers who have served on international police peacekeeping missions residing outside the Provinces of British Columbia, Alberta, Manitoba and Ontario were not interviewed for this study. I received enough data from the twenty-five interviews with participants for this project. Also, as discussed in Chapter 3, finding police agencies that a) actively deployed police officers abroad, and b) were willing to participate, reduced the number of police departments that *could* participate.

Snowball sampling was used as the primary method for recruitment of participants for this study. To avoid the volume of negative comments police officers may

⁴⁴ With the exception of those who voiced a lack of organizational support while abroad.

have had regarding pre-deployment and reintegration, great care was taken to have police officers who served on different peacekeeping operations and who were from several different Canadian police departments across Canada. The negative comments regarding pre-deployment and reintegration that arose from the findings of this research however added to the validity of the findings. Future researchers may consider, for example, the effectiveness of the psychological debriefing stage post-mission. If police officers are properly debriefed post-mission, perhaps this would reduce the number of issues surrounding their overall mission experiences when being interviewed by researchers. It is important that researchers keep in mind that Canadian police officers involved in missions comprise a special sub-group of individuals, as the majority of police officers will not entertain the idea of serving abroad.

The nature of the sample may be limiting for this research, as the majority of participants were males (N=22). This is expected, as female “officers make up only 10% of Canadian contingents currently serving on international peace operations” (International Peace Operations Branch, 2006 – 2008). As of 2011, there are presently 69,438 police officers in Canada, 20% of which are women (Statistics Canada, 2011). Therefore, the sample for this research is not jeopardizing, per se. However, this study does not consider female officers’ mission experiences in detail other than the three females who were interviewed. Future researchers should therefore explore female officers’ mission experiences further. As indicated in this section, there are several limitations for this study. Future researchers therefore should consider exploring the areas detailed in the following section further.

Future Research Implications

Future research into the “showing the flag” phenomenon is crucial in understanding the political dynamics of missions, and ways police officers issues can be acknowledged in a more rigorous way. This thesis situated international peacekeeping operations within the wider context of the Canadian federal government’s “showing the flag” approach to missions. The Canadian federal government needs to pay particular attention to the micro level issues our Canadian police officers are experiencing throughout pre-deployment, and reintegration. The Canadian federal government’s lack

of attention given to police officers' concerns has funneled down to the police department level. Future researchers should consider exploring the "showing the flag" phenomenon from an RCMP (IPOB) and Canadian police agency standpoint.

Future researchers should also examine atypical cases, specifically, police officers who did *not* experience any pre-deployment or reintegration issues. Exploring the ways in which police officers' pre-deployment and reintegration indicated a smooth, transitional process may highlight ways police officers may be able to minimize their existing concerns. Similarly, because the U.S. often deploys retired police peacekeepers through a commercial contractor - DynCorp International and Civilian Police International - police officers' satisfaction rates regarding their missions may be higher, in comparison to Canadian and/or Australian UNPOL. Exploring the U.S.'s recruitment, selection and deployment processes further is of consideration. Also, this study strictly focused on pre-deployment and reintegration. Future studies should focus on issues police officers experienced while abroad. Future researchers should consider interviewing females mission experiences, as the majority of participants in this study were males. Examining pre-deployment and reintegration issues from senior leaderships' perspectives within the various Canadian police agencies involved in deployment should be considered. In addition, this topic can be examined from the perspectives of the various police practitioners and trainers at the RCMP (IPOB) Headquarters in Ottawa, Ontario.

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Appendices

Appendix A.

Recruitment, Selection, and Deployment

...the UN needs quality recruits with various skill sets that are well-resourced and deployed in enough numbers with a robust mandate based on consent, clear lines of accountability and ongoing review to maintain legitimacy. Thus far, this has not been an easy task and will continue to be beset with problems until member states give higher priority to international policing missions. (Greener, 2008, p. 117)

In this section, the recruitment and selection processes for the UN, U.S., the RCMP and six Canadian police departments will be examined. The following six Canadian police services' recruitment and selection methods for missions will be noted: the Toronto Police Service (Toronto), Ottawa Police Service (Ottawa), Cape Breton Regional Police (Nova Scotia), Regina Police Service (Saskatchewan), Charlottetown Police Service (Prince Edward Island) and the New Westminster Police Service (British Columbia). In addition to the UN and RCMP's selection requirements for missions, it will be demonstrated that Canadian police agencies may have *additional* application and selection criteria for police officers within their organizations.

The six police agencies chosen for this analysis have deployed officers on missions in the past, and/or are presently deploying police officers abroad. It is apparent that smaller⁴⁵ police agencies, such as the Charlottetown Police Service and New Westminster Police Service, do not have the capacity to deploy at a similar rate as larger agencies. Smaller agencies are not typically involved in deployment, as replacing personnel within smaller departments is extremely challenging. Therefore, large police agencies are able to deploy at a higher rate than small agencies. Throughout the recruitment and selection process, police officers encounter issues with a lack of organizational support (Dupont & Tanner, 2009). This indicates the importance of implementing effective peer support programs at Canadian police agencies to assist police peacekeepers and their families throughout all stages of the mission. As such, peer support programs (if any) at each agency will be noted.

⁴⁵ Small police agencies were chosen if they have <100 – 150 police officers currently working at their agencies (The New Westminster Police Service and Charlottetown Police Service). Medium-sized agencies included agencies containing a capacity of 150 – 500 police personnel (Cape Breton Regional Police Service, Regina Police Service). Large agencies include 1,000 + police officers (The Toronto Police Service and Ottawa Police Service).

The United Nation's Selection Requirements

The Security Council approves the initiation of all UN peacekeeping operations (Diehl, 2008, Zacarias, 1996). Members of The Security Council “decide on all aspects of a particular operation and formulate the rules governing their mandate. Its permanent members in effect decide which operations will actually be deployed” (Banerjee, 2007, p. 25). Under the umbrella of the UN Security Council, the UNDPKO provides guidance to all sectors involved in the mission operating on the ground (Serafino, 2005, p. 15). The CPD, who operate under the direction of the UNDPKO then establish UNPOL duties and responsibilities while they are serving abroad (Serafino, 2005). The Security Council, the UNDPKO as well as the CPD continually collaborate to ensure the peacekeeping operation is enforced as planned.

Before the Security Council is authorized to initiate communication with parties involved in the armed conflict, a ceasefire agreement within the host country must occur (Rikhye, 2000). All Security Council members must come to a consensus regarding their approach to the peacekeeping mission before any discussion surrounding the *operational* aspect of the peacekeeping project can take place (Rikhye, 2000). Once this has occurred, the Security Council establishes a clear mandate which is discussed amongst its members, “the parties to the conflict, and other key states, during the pre-resolution negotiations” (Rikhye, 2000, p. 24). The mandate of each mission should address mission objectives and how the objectives will be carried out (Hansen, 2002, p. 40), although others have argued that unclear mandates are good, as they provide versatility in adapting to unexpected changes while on mission (Hansen, 2002, p. 41).

When all parties have reached an agreement on the *mandate* of the mission, interested member states contact the Secretary-General to inform him

of their interest in contributing troops, civilian personnel, equipment, or financing. When the Council starts deliberating on its resolution, the Secretary-General will initiate informal talks with the parties to develop a roster of acceptable contributors. He will not wish to include personnel from states that are perceived to be hostile or unfriendly to any of the parties to the conflict. By the time the Council is ready to pass the resolution authorizing the peacekeeping mission, the Secretary-General's office is ready with its recommendations, including the mission statement and a list of likely contributors. (Rikhye, 2000, p. 25)

A Special Representative is then called upon by The Secretary-General whose prime responsibility is to formulate a diligent group of individuals who will collaborate on accomplishing mission goals (Rikhye, 2000, p. 26). The Finance Committee of the General Assembly is then responsible for taking care of all financial aspects of missions (Rikhye, 2000).

Recruitment and Selection

Strict eligibility criteria must be met in order for police officers to be recruited and selected for a mission. Police officers from regional, municipal, provincial or federal police services who are interested in serving must voice their desire to do so through their respective organizations (International Peacekeeping Branch, 2004). In Canada,

the RCMP's International Peacekeeping Operations Branch is responsible for the deployment of Canadian police officers for missions. The RCMP (IPOB) Headquarters, located in Ottawa, Ontario, is fully responsible for ensuring UNPOL receive adequate pre-deployment training prior to deployment. The IPOB corresponds with governmental organizations and police agencies in overseeing various logistical and operational duties for missions. Government and police agencies operating under the CPA include: DFAIT, PSC, CIDA and the RCMP (personal communication, Martine Courage, May 10, 2012). The three Ministers from DFAIT, Public Safety and CIDA either agree, or disagree to a foreign policy objective. These four agencies authorize how many Canadian police officers will be deployed to countries requiring Canadian police personnel (personal communication, Martine Courage, May 10, 2012).

In order to be selected for a mission, police officers must adhere to specific expectations established by "the UN...other multilateral organizations," as well as additional criteria that may be required from their police departments (International Peacekeeping Branch, 2004, p. 13); however, this does not guarantee selection. The basic eligibility criteria for selection include:

- a minimum age of at least 25
- five years of service in a national police force with community policing experience
- proficiency in one of the official languages (Arabic, Chinese, English, French, Russian, or Spanish)
- possession of a driver's license
- ability to operate a fourwheel drive vehicle
- the ability to meet medical standards.

(taken verbatim from Serafino, 2005, p. 19)

In addition to these basic requirements, the UN has increased the breadth of personal and professional qualifications required for missions (United Nations, n.d.). Police officers that meet these specific requirements outlined by the FAC and DPKO files are then subject to review (Dupont & Tanner, 2009). Although the eligibility framework may seem generic, Serafino (2005) argues that several police officers have difficulty meeting the basic criterion, considerably, the "language, driving, and firearms skills," requirement and are thus, considered unqualified for participation in missions (Serafino, 2005, p. 19, Latham, 2001). Similarly, there is also a dire need for advanced English training lessons for UNPOL prior to departure (Mihalka & Telichkin, 2010).

In terms of the recruitment, selection and deployment phases, the RCMP are often granted *priority* in terms of deployment (Dupont & Tanner, 2009). Since the IPOB is responsible for selecting officers for missions, and is a branch of the RCMP that runs the pre-deployment training, RCMP members have a *higher* likelihood of being selected for missions (Dupont & Tanner, 2009). Also, selection criteria often works in favor of RCMP officers, who, often times, contain all psychological, emotional and logistical requirements that must be met before deployment (Dupont & Tanner as cited in Grabosky, 2009). Canadian police officers who have served abroad voiced their frustration with this advantage. Specifically, Dupont & Tanner's (2009) study reveals the anxieties police officers experience as a result of the RCMP's organizational advantage

for deployment (p. 139). A former non-RCMP officer who was involved in a peacekeeping mission noted:

The [RCMP] pretends there is no competition, but if they could, they would fill 100% of the positions with their own staff. We would even not be here, that is for sure... (Dupont & Tanner, 2009, p. 139)

Hansen (2002) suggests that discrepancies exist between the *quality* and *quantity* of police officers deployed on missions. Further, Hansen (2002) questions whether or not police officers convey proper policing attitudes and values⁴⁶ while on mission (p. 51). In an attempt to acknowledge this concern, “UN CivPol has developed a screening programme run by ‘Training Assistance Teams’ (TATs) which prescreen seconded policemen in their home countries” (Hansen, 2002, p. 52). This initiative has been considered successful in sifting through qualified and unqualified police officers prior to selection. In Canada, senior leadership at the various Canadian police agencies pre-screen their officers before further consideration can be given to whether or not they are considered “mission ready” by their organizations. In this way, the creation of TAT’s has been deemed a success in improving the selection process for police officers involved in UN missions. Once selected for a mission, Canadian police officers must complete the RCMP’s PARE test; undergo a medical and psychological test and complete an interview (International Peacekeeping Branch, 2004).

Deployment

Deploying police officers on UN missions begins when the FAC receive a call from the UN or any other governmental organization part of the wider European body politic (Dupont & Tanner as cited in Grabosky, 2009) The FAC then assign the CPA, which is comprised of members from CIDA, PSC, and the RCMP to carry out the following tasks:

1. assess the request made by the multilateral organization, and consider its feasibility
2. coordinates the different partners’ involvement, and designs the policy framework and guidelines for a police contingent (selection and preparation)
3. Finally, because the participating police officers’ salaries are covered by the multilateral organization, the CPA manages the funds allocation among the federal government, CIDA, and the RCMP...some peacekeepers may also be selected by FAC from a nongovernmental organization, CANPOL.
(taken verbatim from Dupont & Tanner as cited in Grabosky, 2009)

⁴⁶ For instance, the RCMP’s six core values include: “integrity, honesty, professionalism, compassion, respect and accountability” (RCMP, 2010).

The deployment process noted above is from a UN perspective. As will be discussed, the U.S., the RCMP and the six Canadian police organizations involved in missions have different processes, although all must abide by UN recruitment and selection criterion. With this being said however, concerns still exist regarding nations' abilities to deploy rapidly after the UN sends out requests for police officers for missions. In an effort to rectify this issue, the UN created the UNSAS to increase deployment rates. Although "UN Member States have developed generic rapid deployment programs," member states are criticized for their inability to deploy swiftly (Serafino, 2005, p. 25). In an effort to deploy more rapidly, Bayley (2001) suggests that member states should ensure UNPOL are "available on a standby basis for rapid deployment in peacekeeping missions" (p. 57).

The U.S. Model

Whereas UNPOL involvement in international peacekeeping missions in Canada is funded by the CPA, U.S. police participation in UN missions is "funded through various State Department regional bureaus and the State Department's Peacekeeping account" and operates on a contracting arrangement (Serafino, 2004, p. 20). Unlike the RCMP, the lack of a unified national police force to deploy UNPOL rapidly for missions in the U.S. is problematic, given that the U.S. has more than "18,000 state and local police departments, plus more than a dozen highly specialized federal law enforcement agencies" (Lewis, W, Marks, E & Perito, R., 2001).

The U.S. Department of State's INL deploys and funds U.S. UNPOL through a commercial contractor – DynCorp International and Civilian Police International (Lewis, W, Marks, E & Perito, R., 2001, U.S. Department of State: Diplomacy in Action, Civilian Police Programs, 2009). The U.S. Department of State's INL through Dyncorp⁴⁷ International and Civilian Police International, selects and recruits police officers for missions by contacting various municipal police departments (Serafino, 2004). Whereas the RCMP (IPOB) is solely responsible for the pre-deployment training for Canadian police officers interested in serving abroad in Canada, the U.S. Department of State's INL is responsible for the pre-deployment training process for U.S. police officers interested in missions (Serafino, 2004). In addition to the UN's selection requirements for missions, U.S. UNPOL must have the following:

1. U.S. citizenship
2. eight years of work experience, with at least five years as an active sworn civilian law enforcement (LE) officer, and currently serving as a sworn LE office or recently separated from LE service within five years
3. an unblemished record

⁴⁷ Dyncorp is a "global government services provider in support of U.S. national security and foreign policy objectives, delivering support solutions for defense, diplomacy and international development" (DynCorp International, 2012).

4. valid driver's license and ability to drive a standard transmission 4x4 vehicle
5. excellent health and ability to pass physical, agility, and psychological tests
6. valid U.S. passport, and
7. ability to communicate in English. Most also require the ability to qualify with a 9 mm semi-automatic handgun.

(taken verbatim from Serafino, 2004, p. 23)

Many U.S. UNPOL recruited for missions have been working as police officers for a while, are retired, have resigned, or, they may have taken a LOA (Lewis, W, Marks, E & Perito, R., 2001). Police officers are required to complete the pre-deployment training program, Police Assessment, Selection and Training⁴⁸ (P.A.S.T) prior to deployment.

The Royal Canadian Mounted Police

The RCMP has a current strength of 30,000 + employees (regular members, civilians and public servants) (personal communication, Staff Sgt. Mike Tessier, Wednesday, June 6, 2012). In the year of 2012 alone, the RCMP deployed 173 police officers on peacekeeping missions. These 173 police officers originate from the RCMP's 26 different police partners in Canada. Of the 173 officers that have been deployed on missions, 30% consist of RCMP officers. According to Staff Sgt. Mike Tessier, these deployment rates have remained consistent over the years (personal communication, Wednesday, June 6, 2012).

Police officers from regional, municipal and/or provincial police services in Canada who are interested in participating in a mission must fulfill the RCMP's selection criteria, and any additional stipulations outlined by their home agencies. In addition to the previously noted basic UN criteria for participation in missions, those interested in the RCMP (IPOB)'s peacekeeping program must also successfully complete the RCMP's PARE test, as well as the RCMP's physical and psychological examinations prior to deployment (personal communication, Staff Sgt. Mike Tessier, Wednesday, June 6, 2012). Police officers must also "have strong interpersonal and organization skills, enjoy coaching and leading teams, and be adaptable, adventurous and interested in discovering new cultures" (RCMP, 2008). In addition to the basic selection requirements,

⁴⁸ Topics covered throughout the U.S.'s UNPOL Police P.A.S.T program include: (1) United Nations and peace operations (2) International Criminal Investigative Training Assistance Program (ICITAP), vis-à-vis international Civpol Program (3) mission overview and history of the region (4) U.S. military in peace operations and civil-military relations (5) team building, (6) lifestyle in the mission (7) human rights (8) contractor logistical support (9) personal safety and defensive tactics, and (10) use of the expandable police baton and aerosol subject restraint. In addition, candidates undergo driving, language and firearms tests (taken verbatim from Serafino, 2004, p. 24).

the RCMP has become more adamant in requesting officers who specialize in different areas of expertise; these additional requirements are outlined by the International Peacekeeping Operations Branch (International Peace Operations Branch, 2006 – 2008).

Police officers must indicate their interest in a mission through the HRMIS form, or, they may respond to a bulletin posting. The latter option however is used more often by interested candidates. The RCMP Headquarters distributes the bulletin posting to the various Human Resources departments in the region. Interested candidates must submit a resume and CV in order to be considered for selection (personal communication, Staff Sgt. Mike Tessier, Wednesday, June 6, 2012). Upon selection, police officers are then required to complete four online modules which provide members with a small research project on their host country. The purpose of the small research project is for police officers to educate themselves on their mission by answering mission specific questions (personal communication, Staff Sgt. Mike Tessier, Wednesday, June 6, 2012).

Once these processes have been completed, police officers undergo 2 - 4 weeks (depending on the mission) of pre-deployment training at the RCMP (IPOB) Headquarters in Ottawa, Ontario. The RCMP's recruitment and selection process is consistent for all RCMP detachments across Canada. For instance, at the Burnaby detachment in British Columbia, members can indicate their interest in missions by applying to the program following an advertisement posting, or, they may complete a form detailing their career plans which is accessible through the HRMIS. Members will then confirm their releasability from their Detachment/Section/Unit commander prior to applying for an advertised UN position (personal communication, Staff Sgt. Major John Buis, Tuesday, June 5, 2012). Those who meet the RCMP's requirements for missions are then contacted for further follow-up (personal communication, Staff Sgt. Major John Buis, Thursday, May 24, 2012).

Peer Support

The MEAP program is enforced throughout pre-deployment and while police officers are abroad. One member from the MEAP program is in charge of supporting all RCMP officers deployed on peacekeeping missions (personal communication, Staff Sgt. Mike Tessier, Wednesday, June 6, 2012). This individual has contacts with the RCMP divisions across Canada, and is responsible for ensuring officers' needs are met throughout the duration of their missions. The RCMP also employs six desk officers who are situated in each of the three regions.⁴⁹ RCMP members may either contact their MEAP member or a desk officer when in need on mission (personal communication, Mike Tessier, Wednesday, June 6, 2012). Non-RCMP members serving abroad are also permitted to contact the MEAP member if they encounter any issues. Upon return from missions, RCMP members meet with a psychologist (one full-time or one part-time) who are affiliated with the RCMP (IPOB).

⁴⁹ Two for the American continent, two for the Asian contingent and two for the African/Europe/Middle East continent.

The Toronto Police Service

As of 2012, The Toronto Police Service has approximately 5400 sworn officers, and commits to approximately 10 police officers per year for missions (personal communication, Staff Sgt. Steve Pattison, Wednesday, May 30, 2012). The Toronto Police Service's overall deployment process is thorough and effective. For selection and application, the TPS holds an information session discussing the duties required for UNPOL, along with the possible positions their members may take on while abroad. The TPS then puts out a "job call" notification to members. Applicants submit a memo and resume to their Unit Commander if they are interested in a particular mission who either approves, or disapproves of the applicant's request (personal communication, Staff Sgt. Steve Pattison, May 17, 2012). The applicant's package is then forwarded onto the Staff Planning Unit at the TPS for further review. Applicant packages consist of a cover letter and resume which are graded based on relevant skills. The application process originally consisted of:

1. Submission of a resume and cover letter
2. Completion of the RCMP's PARE test
3. Completion of an interview
4. Completion of the required psychological testing
(personal communication, Staff Sgt. Steve Pattison, May 17, 2012).

Minor changes have been made to this process due to psychological testing issues and applicants not being considered "mission ready." After the four steps have been completed, a final decision is made based on the applicant's overall score.

The TPS then develops a pool of officers who are considered mission ready. When job calls come in from the RCMP, the TPS tries to fit the pool of officers with the available positions (personal communication, Staff Sgt. Steve Pattison, May 17, 2012). Successful applicants then receive two weeks of intensive pre-deployment training at the TPS.

Topics covered include:

- lesson planning (for the purpose of mentoring and training local police officers abroad)
- effective presentations
- business plans
- re-qualification on own service firearms
- combat scenarios and defensive tactics
- First Aid and Casualty Care; Critical Incident Stress Inoculation (for PTSD prevention)
- Explosive Awareness and,
- 3 days in Meford where applicants learn how to use the rifle they will use in the country they are being deployed to
(personal communication, Staff Sgt. Steve Pattison, May 17, 2012).

If applicants are deployed to Afghanistan, they receive additional training. For example, an Imam visits the TPS and provides instructions to police members on what types of situations they may encounter while serving in Afghanistan. Applicants deployed to Afghanistan also receive training on the *Operational Plan of the Jihadist* which focuses on outlining the common characteristics of suicide bombers (personal communication, Staff Sgt. Steve Pattison, May 17, 2012). In addition, the TPS recently implemented a new program where they purchase the 9 mm glock pistol prior to the mission, so that officers can become proficient in its use.

Peer Support

The FLO (Family Liaison Officer) peer support program offered at the Toronto Police Service is interactive and efficient. The FLO program began in the early 2000's and was brought back in 2009 to provide support to families of officers who are deployed abroad (personal communication, Staff Sgt. Steve Pattison, May 17, 2012). The police officer being deployed selects a member of the TPS (a flow officer) who is responsible for providing ongoing support to his/her family while the officer is away. Assistance to family members is established from the onset (personal communication, Staff Sergeant Steve Pattison, May 17, 2012).

The TPS also administers a reintegration program facilitated by psychologists for officers post-mission. The psychologists are responsible for preparing family members for what to expect from their spouses when they return from missions. Upon return, officers receive 2 weeks of vacation as well as 2 weeks of "light reintegration" (personal communication, Staff Sgt. Steve Pattison, May 17, 2012). The reintegration process consists of informing police officers of what to expect when reintegrating back into their police service. Officers are updated on technological information; they undergo debriefing with psychologists, and receive medical support upon return. In terms of position availability, TPS members' positions are backfilled while they are abroad. However, upon return, members are usually placed back to their original divisions. The TPS ensures that members are provided with positions upon return (personal communication, Staff Sergeant Steve Pattison, May 17, 2012).

The Ottawa Police Service

The Ottawa Police Service currently has a capacity of 563 civilian members and 1312 sworn police officers (personal communication, Sgt. Nuria Delos Santos, Thursday, May 24, 2012). The OPS sent 15 police officers abroad in 2010 and 13 in 2011 (personal communication, Sgt. Nuria DelosSantos, Thursday, May 24, 2012). When the OPS receives notice from the RCMP that mission positions are available, Sgt. Nuria DelosSantos (International Peacekeeping Coordinator) posts the mission requirements so that interested candidates may review the mission details. OPS members interested in missions must have at least 5 years of experience as a police officer, and must obtain releasability from 3 different Supervisors at their detachment in order to be considered. If Supervisors and the International Peacekeeping Coordinator recommend the candidate for a mission, an internal check then occurs through Professional Standards. The internal check verifies whether or not there are any police concerns that may prevent officers from participating (e.g., ongoing police complaints or scheduled court dates). In addition, the OPS also conducts a pre-deployment interview with the candidate and his/her spouse to prepare them for the mission; although this is not part of the selection criteria per se. Concerns brought forward during the interview process may/may not

affect the candidate's selection (personal communication, Sgt. Nuria DeloSantos, Tuesday, June 5, 2012). Once these requirements have been completed, potential candidates are then required to complete the RCMP's selection and application process.

Peer Support

The Ottawa Police Service's pre-deployment peer support model is a pilot project that launched in early 2010 following the Haiti mission and earthquake. The OPS's peer support system is based on Lieutenant Colonel Stephane Grenier's OSISS program⁵⁰ (personal communication, Sgt. Nuria DeloSantos, April 18th, 2012). The OSISS program differs from the OPS's peer support model in that it is *reactionary* in nature, whereas the OPS's program is *preventative* (personal communication, Sgt. Nuria DeloSantos, May 22, 2012). Whereas members of the CF have already been suffering from a critical stress incident when they receive assistance through the OSISS program, members from the OPS are assigned a peer support member prior to deployment. OPS members correspond with their team members on an ongoing basis throughout all stages of the mission in order to prevent an OSI from occurring (Sgt. Nuria DeloSantos, personal communication, April 18, 2012).

The peer support team is trained at the OPS; team members must have prior peacekeeping mission experience and be seasoned members of the police service (personal communication, Sgt. Nuria DeloSantos, April 18, 2012). Although team members are police officers, the OPS has "discussed the feasibility of having a support team for family members of the mission officers" (personal communication, Sgt. Nuria DeloSantos, May 22, 2012). Teams are trained in practical and psychological ("operational stress injuries") intervention; however, the emphasis is primarily on psychological intervention. Team members and officers develop rapport so that they may share their personal experiences while serving abroad. Team members also share any practical or professional advice with police officers (personal communication, Sgt. Nuria DeloSantos, April 18, 2012). Further, team members inform officers of generic mission expectations and monitor for any signs of OSI symptoms. Team members also ensure officers know when they are to refer to a professional for psychological intervention (two mental health experts, pre-approved by the OPS who regularly deal with cases of OSI's). Meeting times with officers are not pre-arranged and occur as necessary (personal communication, Sgt. Nuria DeloSantos, May 22, 2012).

In addition, Sgt. Nuria DeloSantos provides light pre-deployment training for OPS officers before they are sent to the RCMP (IPOB) Headquarters for the pre-deployment training phase (personal communication, Sgt. Nuria DeloSantos, Thursday, May 24, 2012). The first half of the training includes resilience training, which is primarily administered by the CF; the latter half of the training invites three former peacekeeping police officers from the OPS who have served on recent peacekeeping missions to come

⁵⁰ Stephane Grenier developed the OSISS program in 2001 due to his undiagnosed PTSD upon return from his mission to Rwanda in 1995. His peer-support program "delivers peer support to CF personnel, Veterans and their families affected by mental health issues..." (Mental Health Commission of Canada, n.d.).

in and discuss their mission experiences. This approach prepares officers for what to expect emotionally, psychologically, professionally and operationally prior to deployment (personal communication, Sgt. Nuria DelosSantos, Thursday, May 24th, 2012).

Sgt. Nuria DelosSantos and the Health and Safety Manager (occupational health nurse) of the OPS also conduct one-on-one interviews with police officers and their spouses/partners throughout pre-deployment. The purpose of the interviews is to provide as much information to police officers and their family members as possible (personal communication, Sgt. Nuria DelosSantos, Thursday, May 24, 2012).

Throughout this stage, Sgt. Nuria DelosSantos relies on officers' peer support team members to provide the upcoming OPS contingent with any other important information (personal communication, Sgt. Nuria DelosSantos, Thursday, May 24, 2012). OPS members then undergo two weeks of pre-deployment training at the RCMP (IPOB) Headquarters in Ottawa, Ontario.

Upon return from missions, the intention is for team members and police officers to be able to determine a normal, or beyond normal reaction. If officers are not adjusting with the assistance of their team members, they are immediately referred to two psychologists who work independently of the OPS (personal communication, Nuria DelosSantos, April 18, 2012 & May 22, 2012). The implication being that if psychological support is affiliated with the police service, difficulties arise with disclosure. The majority of police officers at the OPS however "never show any symptoms of OSI's" (personal communication, Sgt. Nuria DelosSantos, May 22, 2012). The OPS's peer support program is supported, and encouraged by its members.

Cape Breton Regional Police Service

The Cape Breton Regional Police Service currently has a capacity of 204 police officers (personal communication, Chief Peter Mclsaac, Monday, May 28, 2012). Since 2005, 25 police officers have been deployed on missions, and as of 2012, two CBRP members are currently serving in South Sudan. The RCMP sends mission criteria and requirements to the CBRP when they are accepting applications for missions. The CBRP service then conducts a screening process before sending applicants to Ottawa (personal communication, Deputy Chief Lloyd McCormick, Tuesday, May 28, 2012). The screening process consists of officers' submission of a resume outlining their specific area of expertise. Following this, application packages are forwarded onto the RCMP (IPOB) Headquarters in Ottawa, Ontario for further review. During this time, Chief Peter Mclsaac calls on the Management Team - specifically, Inspector Warren Maceahern - who looks after the peacekeeping duties, to conduct the medical requirements, physical abilities test, as well as the interview (personal communication, Deputy Chief Lloyd McCormick, Tuesday, May 28, 2012). Police officers' court date appearances are then looked into to determine whether or not officers are releasable. If so, police officers are sent to Ottawa to complete the RCMP's mission requirements.

Peer Support

The CBRP service has a peer support program in place for officers planning on serving abroad. The EAP allows officers to discuss the logistics of missions with those who have previously served in the same country throughout pre-deployment (personal communication, Chief Peter Mclsaac, Monday, May 28, 2012). Inspector Warren Maceahern provides peer support to family members of police officers throughout pre-

deployment and while abroad. Upon return from missions, officers receive a simple debriefing through the CBRP service. If officers experience any major issues, they are referred to a psychologist who is associated with the local health district, not the CBRP service. The CBRP service however has never sought out this type of psychological assistance.

Regina Police Service

The Regina Police Service currently has a capacity of 390 police officers and has deployed 5 police officers on peacekeeping missions overall. As of 2012, one police officer has been deployed to Afghanistan. Because deployment rates are low at the RPS, the RPS does not have a substantive peer support program in place. However, the Employee Family Assistance Program is in effect to accommodate officers on an informal basis. The RPS receives an annual posting from the RCMP informing the agency of the various missions available for application. Police officers are then notified, and interested candidates apply at the beginning of each year. On average, however, only 2 - 3 members from the RPS express interest in missions on an annual basis. Once applications have been received, the RPS measures police officers' competencies against the RCMP's required skills. If officers meet the requirements, their files are then forwarded onto the RCMP Headquarters in Ottawa, Ontario. Due to low application rates, the selection process does not go beyond a mere "expression of interest" for police officers planning on participating in missions (personal communication, Chief T. Hagen, Monday, May 28, 2012).

Charlottetown Police Service

The Charlottetown Police Service ceased deploying members on peacekeeping missions in 2009 and has not participated in mission deployments since 2007. As such, the CPS currently has no members serving in missions (personal communication, Chief Paul Smith, Monday, May 28, 2012). The CPS is a small agency, consisting of 60 sworn officers. Prior to 2007, when mission's availability was sought by the RCMP, the CPS would provide an "expression of interest" document for their officers. The expression of interest document consisted of information pertaining to the mission, such as the location of the mission, specific job descriptions as well as any other requirements (personal communication, Chief Paul Smith, May 28, 2012). Interested candidates were required to submit a resume and cover letter outlining their relevant qualifications for the mission. The Chief would then review applications under their own internal requirements process and make a selection based on applicants' eligibility criteria.

Police officers that successfully completed the selection process and received approval by their Chief were then sent to Ottawa to complete the RCMP's (IPOB) prescreening process. In terms of peer support at the CPS, "interested members were encouraged to speak with members that may have been involved in previous missions" (personal communication, Paul Smith, Monday, May 28, 2012). In addition, throughout pre-deployment and reintegration, members would consult with a psychologist if need be (personal communication, Paul Smith, Monday, May 28, 2012). The CPS would assure members that if any issues arose throughout the duration of their mission, they could contact senior leadership.

New Westminster Police Service

The New Westminster Police Service has a current strength of 120 members and has deployed two members on international peacekeeping missions overall (personal communication, Chief Dave Jones, Friday June 15, 2012). The two officers who have been deployed on missions served within the last ten years. On an annual basis, only a few members voice their interest in missions. Police officers interested in deployment are evaluated based on their work performance and whether or not members' families are supportive of their desire to serve abroad (personal communication, Chief Dave Jones, Friday June 15, 2012). Interested members apply through the Senior Management Team at the NWPS and are evaluated based on the above mentioned factors. Once they have received permission from their department, they are required to undergo the RCMP's (IPOB) mission requirements in Ottawa, Ontario prior to deployment.

Peer Support

Peer support programs at the NWPS include the EAP along with the NWPS's own peer support program. The EAP program is a self-referral, confidential program, whereby police officers and their family members apply through Human Resources for psychological assistance (personal communication, Chief Dave Jones, Friday June 15, 2012). The NWPS's personal peer support program consists of volunteered NWPS members who have been provided with the appropriate training to be able to assist those who plan on serving abroad. Members receive training with a psychologist on how to deal with psychological discomfort, or any emotional issues police officers may be experiencing throughout pre-deployment and reintegration (personal communication, Chief Dave Jones, Friday June 15, 2012). Upon return from missions, police officers receive debriefing through the RCMP (IPOB) in Ottawa, Ontario. Following debriefing, the NWPS receive follow-up reports from the RCMP (IPOB) detailing any issues their returning members may be experiencing (personal communication, Chief Dave Jones, Friday June 15, 2012). However, the NWPS conducts an analysis on returning members and ensures the management team is supportive of returning officers' needs.

Upon reviewing the UN, U.S., RCMP, and the six Canadian police agencies' recruitment and selection processes for missions, it is evident that in addition to the UN and RCMP's recruitment and selection processes, Canadian police agencies have their own procedures in place for police officers interested in missions at their agencies. As noted in this study, participants voiced several issues with not having adequate organizational support throughout pre-deployment, and while abroad. In this section, it was noted that peer support programs are important in ensuring police officers and their families are provided with adequate organizational support throughout all stages of the mission. Peer support programs, therefore, are essential in preparing police officers for their missions. Peer support programs also ensure officers successfully reintegrate back into their home agencies, and family environments post-mission.

Appendix B.

Mission Contexts

The contexts of each of the eight UN international peacekeeping missions⁵¹ the twenty-five participants in this study were deployed to will be examined in this section. Police officers participating in peacekeeping operations are deployed to war-torn environments; therefore, it is crucial that the pre-deployment and reintegration phases for missions are enhanced to meet the growing needs of Canadian police officers serving abroad.

Africa: Sudan and Darfur

The UNMIS/UNMISS and UNAMID missions will be discussed interchangeably, as both missions were implemented during similar timeframes and shared similar mandates. The Security Council established the UNMIS in March 2005 with resolution 1590 and ended this mission in July 2011 with the implementation of the second mission in Sudan – UNMISS. Similarly, the UNAMID mission was authorized by the Security Council in July 2007 with resolution 1769 (The United Nations, 2011). Both the UNMISS and UNAMID missions are still in effect as of March 2012 (The United Nations, 2011).

The implementation of the UNMIS mission in 2005 was followed by ongoing civil war between the SPLM/A and the Government in 1982 over “resources, power, the role of religion in the state, and self determination” (The United Nations, 2011). Several millions of individuals died as a result of the civil war. In the years to follow, numerous attempts to initiate peace between the Government and the SPLM/A occurred, notably, the Machakos Protocol in 2002, along with other peace agreements signed between 2002 – 2004 (The United Nations, 2011). None of these peace attempts however facilitated reconciliation between these two parties; thus, the United Nations implemented the UNMIS mission in March 2005. The UNMIS mission is intended

to support implementation of the Comprehensive Peace Agreement signed by the Government of Sudan and the Sudan People's Liberation Movement/Army on 9 January 2005; and to perform certain functions relating to humanitarian assistance, and protection and promotion of human rights. (The United Nations, 2011)

When the UNMIS ended in July 2011, the implementation of the second Sudan mission – UNMISS was established shortly thereafter. The mandate of the UNMISS is to

⁵¹ With the exception of Operation Iraqi Freedom which is a U.S. military-led mission.

consolidate peace and security, and to help establish the conditions for development with a view of strengthening the capacity of the Government of the Republic of South Sudan to govern efficiently and democratically and establish good relationships with its neighbours. (The United Nations, 2011)

Because the Sudan missions were not extended to the Darfur region during their implementation, the UNAMID mission was subsequently established in July 2007. Both missions are still in effect as of March 2012 as they continue to support peaceful initiatives in both regions (The United Nations, 2011). While Sudan was experiencing conflict between the Government and the SPLM/A, Darfur was also facing violent upheaval. In February of 2003, the SLM/A and the JEM attacked government officials, which forced the Government to “respond by deploying its national armed forces and mobilizing local militia” (The United Nations, 2011). These events endangered Darfur’s “regional peace and security” (The United Nations, 2011).

The AU, UN, and various NGOs collaboratively approached the issue in Darfur by participating in various activities aimed at promoting peace. It was not until January 2005 that the Government of Sudan and the SPLM/A signed the Comprehensive Peace Agreement, which followed the “signing of the DPA on 5 May 2006” (The United Nations, 2011). Currently, Canadian UNPOL in Darfur are actively working towards

the creation of an environment conducive to national reconciliation and lasting peace and stability in Sudan, where human rights are respected, the protection of all citizens assured, and internally displaced persons and refugees can return home in safety and dignity (RCMP, 2011).

Americas: Haiti

The UNMIH mission was implemented in September 1993 and ended in June, 1996 (The United Nations, 2011). Prior to the UN’s intervention in 1993, “the country’s Provisional Government requested the United Nations to observe the December 1990 elections” of which Jean-Bertrand Aristide became Haiti’s President (The United Nations, 2011). Following Aristide’s election, attempts to disrupt the democratic framework and overthrow Aristide’s government were initiated by Lieutenant-General Raoul Cédras. Eventually, Cédras succeeded, and Aristide was exiled to Venezuela. Consequently, the UN and other international organizations intervened, trying to reinstate democratic rule and support the return of Aristide (Einsiedel & Malone, 2006).

The UNMIH mission was then implemented in an effort to “assist in modernizing the armed forces and in creating a new police force” (The United Nations, 2011). However, this attempt did not suffice. Haitian military leaders opposed the UN’s attempt to renew democratic rule. As a result, the UN and associated agencies responded with force by disabling the military leaders’ attempts to prevent the UN from restoring constitutional authority within Haiti and in returning Aristide (Einsiedel & Malone, 2006). In September 1994, “the United States and Haiti’s military leaders” signed an “agreement aimed at avoiding further violence” (The United Nations, 2011). Despite the signing of this agreement, the UNMIH was seen as a failed mission (Einsiedel & Malone, 2006),

although the efforts of UNMIH, overall, were considered a success (The United Nations, 2011).

Eight years after the UNMIH ended, the MINUSTAH mission was enacted on June 1st, 2004 and is currently one of the 17 UN peacekeeping operations in effect as of 2012 (Diceanu, 2006, The United Nations, 2011). The Security Council authorized resolution 1542 following incidences of “armed conflict which spread to several cities across the country” (The United Nations, 2011). In addition to quell the violence following the armed conflict, Haiti experienced a destructive earthquake in January 2010 which called for international intervention. As a result, the Security Council authorized resolution 1908 in January 2010 in order “to restore a secure and stable environment, to promote the political process, to strengthen Haiti’s Government institutions and rule-of-law-structures, as well as to promote and to protect human rights” (The United Nations, 2011). In addition to training the HNP, Canadian police officers are helping repair the country after the devastating earthquake in January 2010 (RCMP, 2011). It has been acknowledged that international peacekeeping MINUSTAH personnel presence has increased the overall well being of Haitian citizens and their respective communities, despite reports that the UN has not accomplished key aspects of their mandate (Diceanu, 2006, Ramsbotham, 2005). Further,

The Secretary-General also noted that Haiti had made considerable strides since the 12 January 2010 earthquake and that for the first time in its history, there had been a peaceful transition of power from one democratically elected President to another from the opposition. (The United Nations, 2011)

Asia and the Pacific

Afghanistan

The UNAMA “is a political mission established by the Security Council in 2002 at the request of the Government to assist the people of Afghanistan in laying the foundations for sustainable peace and development in the country” (The United Nations, 2011). Canadian police officers who are deployed to Afghanistan serve several roles; most importantly, they “train, mentor, and advise the ANP at all levels to increase their capacity and capability to provide an adequate level of security and stability within the Islamic Republic of Afghanistan” (RCMP, 2011). Due to Afghanistan’s complex history, Afghanistan’s ongoing political, social and economic developments due to Canada’s involvement since 1968 (Government of Canada, 2012) and the various historical events that have led up to the establishment of the UNAMA mission in 2002 (United Nations News Centre, 2012), this mission will not be discussed in detail. However, it will be noted that international peacekeeping presence in Afghanistan has assisted in recent developments⁵² that have bolstered Afghanistan’s social conditions.

⁵² For a brief analysis of UNAMA developments as of August 2005, see Ramsbotham_1, 2006.

East-Timor

The UNTAET, resolution 1272, was established in October 1999 and was considered the “transition to independence” mission, whereas the UNMISET (resolution 1410) began in May 2002 and was deemed the “post-independence” mission (The United Nations, 2011). The UNTAET mission was implemented as a result of a series of riots that occurred in the late 1990’s. These riots took place following voting day on August 30th, 1999 due to the wide gap between East-Timorese who supported independence from Indonesia, and those who favored integration into Indonesia; these conflicting views date back to the early 1970’s (The United Nations, 2011). The majority of voters supported independence from Indonesia and thus, sparked a series of riots against those favoring assimilation into Indonesia. Due to the outbreak of violence caused by the pro-integration rioters, UNTAET was created in 1999 in an attempt to suppress the violent insurrections. The purpose of this mission was

to provide security and maintain law and order throughout the territory of East Timor; to establish an effective administration; to assist in the development of civil and social services; to ensure the coordination and delivery of humanitarian assistance, rehabilitation of humanitarian assistance, rehabilitation and development assistance; to support capacity-building for self-government; and to assist in the establishment of conditions for sustainable development. (The United Nations, 2011)

During the preceding years, East-Timor implemented several initiatives aimed at creating a stable political system and to facilitate ways to sustain a growing economy. The UNMISET mission was inaugurated in May 2002 to carry out these objectives (The United Nations, 2011). The UNMISET mandate was achieved in 2005.

Europe

Kosovo

Ethnic conflict between Serbian and Albanian communities has been ongoing for centuries (Ronayne, 2003). In the late 1990’s, Slobodan Milosevic made several attempts to isolate the Kosovo Albanian communities. Milosevic “limited Kosovo Albanian freedoms, including the suppression of an Albanian-language newspaper, the closing of the Kosovo Academy of Arts and Sciences, and the dismissal of thousands of state employees” (Kaufman, 2002, p. 151, as cited in Ronayne, 2003). In 1997, the creation of the KLA further perpetuated violence between the Serbians and Albanians. Comprised of frustrated Kosovar Albanians, the KLA deployed attacks against Serbian citizens following a series of attacks from Serbian groups. These raids furthered the Kosovar cause to claim independence (Clark, 2008, Ronayne, 2003).

Attempts to marginalize Albanian citizens were met with resistance from Kosovo Albanian President Ibrahim Rugova. President Rugova issued a call for international peacekeeping in the late 1990’s following failed negotiations at *Rambouillet* in February 1999. During this time, NATO intervened in an attempt to quell the conflicts between the Serbians and Albanians. On June 10th, 1999, the Security Council, under the leadership of the UN, established Security Council Resolution 1244 and “authorized member states to establish a security presence to deter hostilities, demilitarize the KLA and facilitate the

return of refugees” (The United Nations, 2011). Thus, the creation of the UNMIK authorized an international peacekeeping presence in Kosovo in order to complete these objectives (Hehir, 2006). The purpose of the UNMIK mission was to allow international civil and military intervention to assist in reaching a compromise between Serbians and Albanians to further prevent ongoing outbreaks of violence between these two ethnic groups (United Nations Peacekeeping, 2011).

However, the UNMIK mission was regarded as a failure, for several reasons (Hehir, 2006). Most notably: international actors further perpetuated the divide between Serbians and Albanians by taking sides, rather than focusing on creating reconciliation between both groups. Generalizing these groups as either ‘good’ or ‘bad’ further exacerbated their differences. These identifications were then embraced by the “new political system” (Hehir, 2006, p. 210). Also, following civil and military intervention in 1999, the security of citizens was not improved due to the ongoing outbreaks of violence (Hehir, 2006). KFOR failed in restoring security, the numbers of displaced persons dramatically increased, many fled the country, and an astronomical number of casualties followed their intervention (Hehir, 2006).

Overall, “UNMIK’s lack of a clear exit strategy and the central paradox of refusing to endorse Kosovar independence while negating Serbia’s influence has meant that since its establishment UNMIK has become isolated from both communities” (Hehir, 2006, p. 205). Despite these criticisms, however, the UN regards the UNMIK mission as successful in establishing “democratic and accountable Provisional Institutions of Self-Government and in creating the foundations for a functioning economy” between the years 2000 – 2009 (The United Nations, 2011). Although the UN is adamant on preserving peace and security within Kosovo, ongoing challenges within the country remain (Ramsbotham_2, 2006).

Former Yugoslavia

The Security Council adopted resolution 743 in an attempt to suppress the violent outbreaks initiated by the JNA and Serbians living in Croatia following Croatia and Slovenia’s proclaimed independence from Yugoslavia in 1991 (United Nations Department of Public Information, 1996). Following the signing of a ceasefire agreement “between military representatives of the Republic of Croatia and representatives of the JNA” (United Nations Department of Public Information, 1996), the UNPROFOR was enforced on February 21st, 1992 (United Nations Department of Public Information, 1996). The UNPROFOR mission “extends to five Republics of the former Yugoslavia - Croatia, Bosnia and Herzegovina, Macedonia, Montenegro and Serbia - and it has a liaison presence in the sixth, Slovenia” (United Nations Department of Public Information, 1996). In Croatia, three UNPA’s were established to ensure these areas were disbanded. UNPROFOR agents ensured these three areas remained clear of any future attacks. Amongst many operations in Croatia, UNPROFOR served to perform a ceasefire agreement between “the Croatian government and local Serb authorities in March 1995” (United Nations Department of Public Information, 1996).

The UNPROFOR mission also extended to Bosnia and Herzegovina. Several mission objectives include, but are not limited to: the monitoring of the Sarajevo airport in order to maintain security and to provide “humanitarian assistance to that city and its environs” (United Nations Department of Public Information, 1996). Mission objectives were subsequently extended in September 1992. Similarly, in addition, UNPROFOR successfully established a ceasefire agreement between the “Bosnian government and

Bosnian Croat forces” and, “between Bosnian Government and Bosnian Serb forces” (United Nations Department of Public Information, 1996). The former took place in February 1994 while the latter occurred on January 1st, 1995 (United Nations Department of Public Information, 1996). Similarly, in Macedonia, UNPROFOR’s mandate was “to monitor and report any developments in its border areas which could undermine confidence and stability in that Republic and threaten its territory” (United Nations Department of Public Information, 1996).

Appendix C.

Study Details

Thesis Title:

“Showing the Flag” Canadian Police and International Peacekeeping Missions: Acknowledging the Issues Police Officers Encounter throughout the Pre-deployment and Reintegration Stages

Name of Principal Investigator:

Julianna Theofani Psarris

Name of Senior Supervisor:

Dr. Rick Parent, Simon Fraser University, School of Criminology

Committee Members:

Dr. Curt Griffiths, Dr. Brian Burtch

General Description of Study

The goal of the study is to identify and address issues Canadian police officers face during the pre-deployment and reintegration phases as they relate to international peacekeeping missions. The purpose of this study is to improve pre-deployment and enhance reintegration for future police officers serving in the field. My Senior Supervisor, Dr. Rick Parent, agreed to contact members of the RCMP and municipal police officers residing in the lower mainland who have participated in a peacekeeping mission. If few participants are interested in participating, I will contact other police agencies within the Province of B.C. and outside B.C. if more participants are required for this study. A formal letter will be sent to police agencies requesting contact with those who have served on an international peacekeeping mission (see **Letter of Request**).

Participants will be asked to contact me via telephone or email if they are interested in participating in this study. Some participants' contact information is available to the general public, and is therefore in the public domain, but not all. I will be initiating contact by way of information to be provided by Dr. Rick Parent. The study will be carried out at participants' police agencies (upon received approval from their on-duty Supervisor), or, will be conducted on an informal basis outside their work environment. If police officers are unable to meet in person for the interview, telephone interviews will be conducted.

This study will not require the collection of data in other countries or provinces. Participants will not be asked questions regarding the specific nature of their peacekeeping mission; the focus of this study is strictly on the pre-deployment and reintegration phases. Participants will be asked questions within the following categories: general, background questions, as well as questions relating to pre-deployment and reintegration (see **Interview Questionnaire**). The risks participants may encounter may not be at the same level one would expect to encounter on a daily basis. Throughout the interview process, participants may experience mental discomfort; they may feel uncomfortable, psychologically stressed, and/or may experience a critical incident stress reaction. If participants experience these psychological risks, I will immediately cease

conducting the interview. I will then provide them with a list of counseling services (see **List of Counselors**) that are trained in trauma psychology within the Vancouver area.

Methods of Data Collection

Snowball sampling will be used as the primary method for gaining access to potential participants. My M.A. Senior Supervisor, Dr. Rick Parent has agreed to contact municipal, federal (RCMP) officers who have participated in a peacekeeping mission and who have, since, reintegrated back into their regular policing duties. As noted, if more participants are required for this study, I will contact other police agencies within B.C. and outside the Province of B.C. Police agencies will be provided with a **Letter of Request**. Interested participants will be asked to contact me directly by email or telephone.

Data collected will be transcribed and anonymized. Identifying police officers' concerns (if any), as they relate to pre-deployment and reintegration will put forth recommendations for police practitioners and trainers to benefit training facilities at the RCMP (IPOB) Headquarters in Ottawa, Ontario. Data collected for this study will not be made available for future studies. This study involves conducting semi-structured, in-person or telephone interviews with members of the RCMP, municipal and provincial police officers who have served on an international peacekeeping mission. Interviews will be structured around the following three themes, and open-ended questions will be asked within each category: 1. Demographics 2. Pre-deployment 3. Reintegration. Information obtained throughout the interview process will be documented with field notes and an audio recorder. Participants will be assured that all information collected will be transcribed and anonymized. Participants will be reminded that all information exchanged throughout the process will remain confidential. If participants decide to opt-out early of the research project, any data collected up until their point of departure will be destroyed.

Electronic Collection of Data

To assure and maintain confidentiality and anonymity, participants' names will not be collected during the interview process. Participants' names will be replaced with a corresponding pseudonym. Data will be stored on a usb (memory stick) and will be retained and stored in a locked box for two years prior to destruction.

Study Participants

The participants are not minors, are not participants from a captive population, a First Nations member, nor are they students of schools. Police officers are employed by municipal, provincial and/or federal (RCMP) police agencies. Prior to requesting permission for participation from participants' on-duty Supervisors, I will provide on-duty Supervisors with the following documents:

1. A brief handout describing who I am (the Principal Investigator, Julianna Psarris)
2. The Study Details form
3. The Interview Questionnaire
4. The Participant Consent form

Approval from their police organizations will be obtained at the time of the interview, and on-duty Supervisors will be asked to fill out the **Permission Form for the Police Department**. If Supervisors are on duty at the time of the interview, I will request permission by informing the Supervisor that the interview will take approximately 45 mins – 1 hr; in the participant's office, near their workplace or away from their workplace. The reason why I am requesting approval is because police officers will still be paid at the time the interview is conducted. If a Supervisor is not on-duty at the time of the interview, participants will be notified that permission has not been obtained from their employer. It will then be up to the participant as to whether or not they would like to proceed with the interview. In this case, I will meet with the police officer outside their workplace (e.g. coffee shop, restaurant), and inform them that they will be required to sign the **Permission not Granted by Organization** form if they would like to participate in this study. If an interview is conducted via telephone, a **Participant Consent Form** will be mailed, in a self-addressed envelope to the participant's police agency.

Designation of the Study as Minimal Risk

This project should be labeled as minimal risk. Participants will be notified that psychological risks may be associated with this project; however, the risks of participating do not seem to be greater than the possible harms police officers experience in their everyday life. Interviews will strictly focus on the pre-deployment and reintegration stages. In cases where participants, throughout the course of the interview, experience a critical incident stress reaction, mental discomfort and/or other psychological harms, I will immediately cease conducting the interview. I will then provide participants with a list of counselors that are trained in trauma psychology within the Vancouver area.

Appendix D.

Letter of Request



school of
criminology

School of Criminology

Saywell Hall
Simon Fraser University
8888 University Drive
Burnaby BC Canada
V5A 1S6

January 1, 2012

Dear Sir/Madam,

My name is Julianna Psarris and I am completing my Masters degree. I am researching issues surrounding police peacekeeping deployment and I am interviewing police personnel that have been sent on an international peacekeeping mission.

By learning of the issues confronted by previous officers, it is hoped that my research will improve deployment for future officers in the field.

I wish to make contact with officers that have returned from a peacekeeping mission. Could you please pass on my email address to them advising them of my research and of my desire to speak with them? My purpose is to produce a report based upon research that will hopefully assist future officers entering a peacekeeping mission.

I look forward to hearing from you in the near future.

Yours truly,

Julianna Psarris (B.A., M.A. student)

Appendix E.

Interview Questionnaire

Prior to beginning the interview, please be advised that you are consenting with the research procedures outlined in the Study Details. The content of this interview, specifically your responses, will remain strictly confidential and anonymous. For any reason during the interview you wish to withdraw and discontinue your participation in this study, you may do so at any time.

If you have any ethical questions or concerns, you can contact the Office of Research Ethics at [REDACTED] or the Board Secretary, Ms. Barb Ralph, Research Ethics Manager at [REDACTED] (778-782-3447). You can contact the Director of the Office of Research Ethics, Dr. Hal Weinberg at [REDACTED] (778-782-6593). Also, you have permission to contact my Senior Supervisor, Dr. Rick Parent, at [REDACTED] (778-782-8418) if you have any other questions.

Introduction and General Background Questions

1. Please tell me a bit about yourself.
2. How long have you been a police officer?
3. How many years have you worked at your agency?
4. Can you discuss your experience prior to the mission? (e.g. work, family life)
5. Why did you want to go on a peacekeeping mission?
6. How many peacekeeping missions have you been on? To where?

Pre-deployment Issues

1. What are some challenges you faced during the pre-deployment stage?
2. Were you selected by your Chief or other police leader in your police service to participate in a peacekeeping mission?
3. What were your expectations in going on the mission?
4. What were your expectations in terms of the overall experience of the mission?
5. What expectations did your Chief and/or senior leadership have as to the value-added to the police service by your participation in peacekeeping?
6. What specific instructions did you receive from your Chief and/or senior leadership as to your participation?
7. Where did you get your information from regarding your particular mission? (e.g. the media, online journal articles, former police officers who have served abroad)
8. Did you have any discussions with your home department as to what the objectives of participating in the mission included?

9. Did you have any discussions with your department as to what skill sets your department would like you to develop while abroad?
10. Did the pre-deployment training you received at the RCMP (IPOB) Headquarters in Ottawa, Ontario adequately prepare you for your mission?
11. Do you have any suggestions on how police officers from the Vancouver area can increase their chances in being selected and deployed for a mission?
12. Does your organization encourage women to participate in peacekeeping operations?
13. In what ways can police officers better prepare themselves to fulfill the basic selection criteria for missions?
14. In what ways can Canadian police officers, the Canadian Forces, local police forces within the host country, as well as NGOs strengthen their cooperation with each other before deployment?
15. Has your police organization attempted to increase deployment rates for missions? If so, in what ways have they attempted to do so? Do you believe their strategies are/have been effective?
16. How can police officers encourage the public to be more supportive when going abroad?
17. What type of support did you receive from your organization during the pre-deployment phase?

Upon Conclusion of the Mission and Reintegration Issues

1. What are the main challenges you faced throughout reintegration?
2. In what ways can the structure of Canadian police services be improved as a result of the mission? (e.g. managerial support, resources, funding)
3. Did the pre-deployment training that you received at the RCMP (IPOB) Headquarters in Ottawa, Ontario benefit you in any way?
4. Did the pre-deployment training that you underwent at the RCMP (IPOB) Headquarters in Ottawa, Ontario enhance what you do on a daily basis with regard to policing duties? (e.g. cultural sensitivity). Or, was it the experience of the mission that enhanced your policing duties upon return?
5. In what ways would you improve/change the pre-deployment training program facilitated by the RCMP (IPOB) in Ottawa, Ontario?
6. How can you increase your ability to relate to colleagues at your police department upon return?
7. How can you demonstrate the value of the mission to fellow police officers at your organization?
8. Did your Chief and/or senior leadership value the skills you obtained on your mission?

9. Can you tell me about specific skills you wish were included throughout the pre-deployment training phase at the RCMP (IPOB) Headquarters in Ottawa, Ontario that would have benefited you on the mission?
10. How did you deal with certain populations (e.g. vulnerable populations, minorities, women) when you returned to your regular policing duties?
11. Is it individual reintegration that is the issue? Or, is it reintegration into the police service?
12. How can police peacekeepers apply the skills they obtained on their mission to their organization upon return?
13. Is it important for Canadian police officers to be involved in peacekeeping?
Please discuss.

Appendix F.

Participant Consent Form

Application Number: 2011s0595

Dear Participants,

Thank you for agreeing to participate in this study, which aims to identify and address issues Canadian police officers encounter throughout pre-deployment and reintegration as they relate to international peacekeeping missions. The purpose of this research is to establish concerns (if any) that have arisen during both phases. Your concerns will be identified (if any), and recommendations will be made for police practitioners and trainers at the RCMP (IPOB) Headquarters in Ottawa, Ontario. This Thesis is entitled "*Showing the Flag*" *Canadian Police and International Peacekeeping Missions: Acknowledging the Issues Police Officers Encounter throughout the Pre-deployment and Reintegration Stages*. This study will be conducted by the Principal Investigator, Julianna Psarris – an M.A. student in the School of Criminology at Simon Fraser University in Burnaby, B.C. between the period January 2012 - April 2012. This study is being done under the auspices of SFU.

Benefits of this study include providing you with a copy of the findings of this study as a way of thanking you for your involvement. During the interview, I will also offer to purchase coffee, lunch or dinner for you. You will be notified that psychological risks may be associated with this project; however, the risks of participating do not seem to be greater than the possible harms you experience in your everyday life. Psychological risks include, but are not limited to: mental discomfort, feeling psychologically stressed and so on. If, at any time throughout the interview process you are experiencing a critical incident stress reaction, I will immediately cease the interview and provide you with a list of counselors who specialize in trauma psychology within the Vancouver area.

You will be asked to answer questions pertaining to general background information, and questions relating to pre-deployment and reintegration (see **Interview Questionnaire**). Data will be collected and stored on a USB (memory stick) and will be retained and stored in a locked box for two years prior to destruction. The nature of participation is voluntary, and you will be given an opportunity to opt-out at any time throughout the research process without consequences. Opt-out procedures will be documented, indicating the date and time you decided to opt-out. Refusal to participate or withdrawal after agreeing to participate will have no adverse effects on your evaluation or employment.

If you have questions pertaining to ethical concerns or the research project itself, you may contact the Principal Investigator (Julianna Psarris) or my Senior Supervisor, Dr. Rick Parent. If you have concerns or complaints related to the research project, you may contact my Senior Supervisor, Dr. Rick Parent.

Julianna Psarris

[Redacted]

Mobile: [Redacted]

Email: [Redacted]

Richard B. Parent, Ph.D.
Assistant Professor,
Police Studies Program
School of Criminology,
Simon Fraser University
8888 University Drive
Burnaby, British Columbia
V4A 1S6
Tel: 778-782-8418
Fax: 778-782-4140

Email: [REDACTED]

Complaints may also be directed to Dr. Hal Weinberg, Director, Office of Research Ethics at [REDACTED]

Research results can be obtained from me following the completion of the research process. You may re-contact me at any time. I may need to re-contact you throughout the research process or when the project has ceased. Reasons for this include clarification on your answers, as well as other questions relating to the study that require attention.

Approval from police organizations will be obtained upon arrival at the interview. Due to the nature of police work (shift work), obtaining permission from your on-duty Supervisor must occur on the day of the interview. I will request permission from the on-duty Supervisor as to whether or not the interview can be conducted in the workplace. I will inform the on-duty Supervisor that interviews vary in length; approximately 45 mins – 1 hr in duration. He/she will be asked to sign a permission form, indicating their approval of your participation at your police department. If your Supervisor is unavailable at the time of the interview, you will be notified that permission has not been obtained from your employer to participate in this study. It will then be up to you as to whether or not you would like to proceed with the interview. If you agree to participate, you will be required to sign a permission form, indicating that permission was not granted by your organization. In this case, interviews will be conducted outside your workplace (e.g. coffee shop, restaurant). If a telephone interview is conducted in lieu of an in-person interview, you will be required to complete a consent form which will be sent to you in a self-addressed envelope. Informed consent will be obtained by informing you that you are required to sign the **Participant Consent Form**. Confidentiality and anonymity will be assured and maintained by replacing your name with a corresponding pseudonym.

Prior to beginning the interview, you will be asked whether or not you agree to the procedures and stipulations outlined in this study. You will be encouraged to respond with a “yes” or a “no.” Responses will be recorded via an audio recorder. Following the completion of each interview, you will be asked if you require clarification on questions posed throughout the interview process. You will be assured that questions will be answered honestly and directly. Upon completion of the interview, you will be asked the following question: “Are there any comments/questions you might like to add that have not been addressed during this interview?” You will be thanked following the interview.

I am looking forward to embarking on this journey with you.

Sincerely,

Julianna Psarris

Signature of Participant (Print **and** sign)

Signature of Witness (Print **and** sign)

Participant's Address

Witnesses Address

Date

Appendix G.

Age of Participants and Number of Years Participants Have Worked as Police Officers

Participants' ages and the number of years they worked as police officers are displayed in Table 1. Participants' ages ranged from 38 - 61 and the average age of participants is 48. The years participants in this study worked as police officers ranged from 11 – 40. The average number of years participants in this study worked as police officers is 25.

Participant	Age	Years as a Police Officer
1: Officer Paul	58	35.5
2: Officer Andrew	49	26
3: Officer Joseph	39	14
4: Officer Mark	51	31
5: Officer John	51	30
6: Officer Daniel	43	22
7: Officer Jeremy	60	40
8: Officer David	40	11
9: Officer Craig	56	35
10: Officer Bruce	48	28
11: Officer Tim	44	24
12: Officer Joel	54	32
13: Officer Martin	61	41
14: Officer Maria	48	23.5
15: Officer Michelle	38	15.5
16: Officer Michael	42	20
17: Officer Steven	44	12
18: Officer Nathan	48	15
19: Officer Stuart	47	18
20: Officer Tom	56	36.5
21: Officer Joyce	44	23
22: Officer Chris	49	27
23: Officer Nicholas	44	23
24: Officer Fred	42	15.5
25: Officer Steven	45	23