




Royal Canadian Mounted Police Gendarmerie royale du Canada

# Peacekeeping BIENNIAL REVIEW 2001-2003



ROYAL CANADIAN MOUNTED POLICE

# RCMP

Canada 

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Cat. no: JS61-11/2003

ISBN: 0662-67853

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Courtesy of: Canadian police peacekeepers and Gerry Meyers



## ACRONYMS

AFRC	Armed Forces Ruling Council
CIDA	Canadian International Development Agency
CIVPOL	Civilian Police
CPA	Canadian Police Arrangement
DFAIT	Department of Foreign Affairs and International Trade
EU	European Union
EUPM	European Union Police Mission
GFAP	General Framework Agreement for Peace
ICTY	International Criminal Tribunal for the former Yugoslavia
IPTF	International Police Task Force
IPB	International Peacekeeping Branch
KFOR	Kosovo Force (NATO)
KOCB	Kosovo Organized Crime Bureau
NATO	North Atlantic Treaty Organization
NGO	Non-Governmental Organization
OHR	Office of the High Representative
OSCE	Organization for Security and Cooperation in Europe
PARE	Physical Ability Requirement Examination
PNTL	National Police Service of Timor-Leste
RCMP	Royal Canadian Mounted Police
RUF	Revolutionary United Front
SLPF	Sierra Leone Police Force
PSEPC	Public Safety and Emergency Preparedness Canada
SCSL	Special Court for Sierra Leone
SFOR	Stabilization Force (NATO)
UN	United Nations
SolGen	Solicitor General of Canada
UNAMSIL	United Nations Assistance Mission in Sierra Leone
UNHCR	United Nations High Commission for Refugees
UNMIBH	United Nations Mission in Bosnia Herzegovina
UNMIK	United Nations Mission in Kosovo
UNMISSET	United Nations Mission in Support of East Timor
UNPOL	United Nations Police
UNTAET	United Nations Transitional Administration in East Timor



## Message from the Director General of the International Policing Directorate

I am pleased to present the RCMP's Peacekeeping Biennial Review for the fiscal years 2001 - 2002 and 2002 - 2003. The report not only highlights our successes, but also our challenges as the RCMP and its partners continue to work toward greater global peace and security through international peacekeeping and peace building missions.

The RCMP is committed to working closely with its partners. We work with:

- multilateral organizations such as the United Nations while abroad on mission;
- the Canadian International Development Agency (CIDA), the Department of Foreign Affairs and International Trade (DFAIT), and Public Safety and Emergency Preparedness Canada [formerly the Solicitor General of Canada (Solgen)], which, along with the RCMP, make decisions regarding Canada's participation in peace-keeping missions as part of the *Canadian Police Arrangement*; and
- members of Canadian provincial, regional and municipal police services and retired Canadian police officers who are deployed on missions.

Through peacekeeping and peace building, we employ the fundamentals of integrated policing, as we work in cooperation with law enforcement partners at all levels – municipal, provincial, territorial and international – using a shared multi-disciplinary approach to problem solving, while maintaining principles of community-based policing.

This report is dedicated to the men and women who often put their lives at risk. They work under very stressful and difficult conditions while being separated from their loved ones to make this world a safer place. It is also dedicated to the spouses and families who support them and patiently wait for their safe return. We thank you.

J.A. Denis Constant, Chief Superintendent  
Director General  
International Policing Directorate

## 5 Introduction

Overview

Canadian Police on Peacekeeping

Missions

Highlights for the Fiscal Years 2001-2002,  
2002-2003

## 10 Decision Making for Canadian Police Participation

The *Canadian Police Arrangement*

Factors for Canadian Police Participation

## 12 Administration of Peacekeeping Operations

International Policing - A Strategic  
Priority

The International Peacekeeping Branch  
Recruiting Police Officers

RCMP Divisional Representation on  
Peacekeeping Missions (map)

Pre-deployment Training and  
Preparation

Health and Safety of Police Officers

## 16 Partnerships in Peacekeeping

Comments from the Edmonton Police  
Service

Comments from the Toronto Police  
Service

Participating Canadian Police Agencies  
(map)

Participation of Retired Police Officers

## 19 Women in Peacekeeping

The Survey

The Results

Recommendations

## 21 2001-2003 Canadian Police Peacekeeping and Peace Support Operations

RCMP Peacekeeping Missions Around the  
World (2001-2003) (map)

## 22 Missions

Kosovo: UNMIK

Kosovo: OSCE

Bosnia: UNMIBH

Bosnia: EUPM

Macedonia: OSCE

South Serbia: OSCE

Timor-Leste: UNMISSET and UNTAET

Sierra Leone: UNAMSIL

Sierra Leone: SCSL

Guinea: UNHCR

## 43 Further Reading





# Introduction

## Overview

Canada is an acknowledged international leader in policing for peace support operations and is highly respected for its contribution to peacekeeping initiatives. Over the years, Canadian citizens and police have formed partnerships to combat crimes. This community-based policing philosophy promotes shared responsibility for problems and solutions between the police and members of the community. Under this model, police work in partnership with the community to help them solve problems rather than solving problems for them, promoting a safer environment for everyone. These are the policing practices that have helped Canadian police gain recognition on the world stage.

Traditionally, peacekeeping missions have been unidimensional, involving a strong military commitment with police in a supporting/monitoring role. However, recent operations have become increasingly complex. They are multidisciplinary and have been attracting greater media attention. In these missions, police have played a prominent role in establishing the rule of the law. This trend is likely to continue.

Since 1989, the Royal Canadian Mounted Police (RCMP) has managed the deployment and participation of Canadian police officers in international peacekeeping and peace support operations. To date, more than 25 missions have been successfully completed, with over 1,500 police officers having been deployed worldwide. From April 2001 to March 2003, more than 200 Canadian police officers have served in Kosovo, Bosnia, Timor-Leste, Sierra Leone and Guinea.

Requests for police personnel come from multilateral organizations, such as the United Nations (UN), the Organization for Security and Cooperation in Europe (OSCE) and the European Union (EU). Decisions to deploy Canadian police personnel are made by senior officials from the Department of Foreign Affairs and International Trade (DFAIT), the Canadian International Development Agency (CIDA) and Public Safety and Emergency Preparedness Canada (PSEPC) [formerly the Solicitor General of Canada (Solgen)] under the *Canadian Police Arrangement* (CPA). The RCMP's International Peacekeeping Branch manages the deployment of Canadian police officers for peacekeeping operations. This entails recruiting and selecting candidates and providing pre-deployment training. The RCMP also provides medical and psychological support to its members, as well as logistical support to peacekeeping missions by overseeing operations and liaising with government and police partners.



The RCMP Directional Statement for 2003-2004 reaffirms international policing services as one of the five strategic priorities for the next three to five years: “To bring down the barometer of crime we continue to focus on international policing to contribute to global security, through our capacity to share intelligence and cooperate with organizations fighting crime when and where it appears.”

## Canadian Police on Peacekeeping Missions

Canadian police officers are deployed overseas to perform a variety of functions. They take part in re-establishing internal security in countries that have recently experienced conflict by contributing to local efforts to restore human security, social stability and the rule of law. Their tasks include:

- monitoring and advising local police forces
- overseeing the security and human rights of returned refugees and displaced persons
- training, reforming, professionalizing and democratizing police organizations
- encouraging a neutral political environment free from intimidation during the electoral process
- restoring the police structure
- monitoring the disarmament and demobilization of police and security forces
- investigating human rights violations
- acting as a liaison between factions, non-governmental organizations (NGOs) and UN agencies
- assisting with humanitarian activities
- exercising executive police authority

Police are important to peace support operations, because they provide the transition from military to civilian authorities and from peacekeeping to peace building.



## **Highlights for the Fiscal Years 2001-2002, 2002-2003**

### **May 2001 (Kosovo)**

The Police Commissioner of the United Nations Mission in Kosovo (UNMIK) creates the Domestic Violence and Child Protection units under the community policing umbrella.

### **May 5, 2001 (Kosovo)**

A month-long weapons amnesty program in Kosovo begins, appealing to the public to surrender weapons. As a result, 524 rifles, 116 pistols, 142 support weapons, 20 anti-tank weapons, 25 missiles, 312 grenades and over 14 000 rounds of ammunition are voluntarily surrendered.

### **July 2001 (Sierra Leone)**

Following a field reconnaissance mission conducted in Sierra Leone in October 2000 by the RCMP's International Peacekeeping Branch, two Canadian police officers are deployed with the United Nations Assistance Mission in Sierra Leone (UNAMSIL) and posted in Freetown.

### **August 30, 2001 (East Timor)**

More than 91 per cent of East Timor's eligible voters go to the polls to elect an 88-member constituent assembly. Canadian police officers within the United Nations Transitional Administration in East Timor (UNTAET) provide security during the election period. No major incidents are reported.

### **November 2001 (Kosovo)**

Provincial elections are held in Kosovo without incident. The UNMIK police assist the Organization for Security and Cooperation in Europe (OSCE) with the security arrangements throughout the elections.

### **November 2001 (East Timor)**

RCMP Assistant Commissioner Peter Miller becomes Police Commissioner for UNTAET in Dili, East Timor.

### **April 2002 (Guinea)**

Members of the RCMP's International Peacekeeping Branch conduct a field reconnaissance mission to provide police expertise to a feasibility study involving refugee camps in Guinea, following a formal request by the United Nations High Commission for Refugees (UNHCR). As a result, police officers are deployed to Guinea in January 2002.





### **May 20, 2002 (East Timor)**

East Timor becomes an independent country, after a three-year transitional process under the guidance of the UN. Over 300 dignitaries, including UN Secretary-General Kofi Annan and officials from the Government of Canada attend the celebrations. The new nation changes its name to Timor-Leste. The UN mission changes its name from the United Nations Transitional Administration to East Timor (UNTAET) to the United Nations Mission in Support of East Timor (UNMISSET).

### **July 2002 (Kosovo)**

UNMIK police open the Kosovo Organized Crime Bureau (KOCB) in an attempt to combat the growing organized crime activities in Kosovo.

### **July 6, 2002 (Kosovo)**

The UNMIK police arrest ten Kosovar Albanian males suspected of a brutal attack on a Kosovo Albanian family in August 2001. The arrests took place in Pristina and Gillogovc/Glogovac as part of an extensive investigative operation.

### **September 27, 2002 (Timor-Leste)**

Timor-Leste becomes a UN-member state.

### **October 2002 (Kosovo)**

Municipal elections are held in Kosovo without incident. The UNMIK civilian police assist the OSCE with the security arrangements during the elections.

### **November 17, 2002 (Sierra Leone)**

A Canadian police officer is deployed for one year as an investigator to the Special Court for Sierra Leone (SCSL). Supported by the UN, the Court was established to investigate and prosecute those bearing the greatest responsibility for human rights violations in Sierra Leone during the period of civil unrest.

### **December 2002 (Kosovo)**

The first police station is turned over to the full control of the Kosovo Police Service (KPS) in Gracanacia.

### **December 4, 2002 (Timor-Leste)**

Civil unrest within the capital city of Dili develops into a full-scale riot. Fifteen Canadian police officers are forced to evacuate their accommodations, which are subsequently looted and set on fire by rioters. One police officer suffers injuries to his hand and must undergo surgery.





### **December 31, 2002 (Bosnia)**

After seven years, the United Nations Mission in Bosnia and Herzegovina (UNMIBH) and the International Police Task Force (IPTF) come to an end.

### **January 1, 2003 (Bosnia)**

The European Union (EU) launches the European Union Police Mission (EUPM) in Bosnia and Herzegovina. The EUPM will build on the successes and accomplishments of the IPTF. The EUPM is made up of police officers from all EU member states as well as officers from eighteen non-EU members, including Canada.

### **January 8, 2003 (Guinea)**

Two Canadian police officers are deployed to Guinea. They are posted to Kissidougou working with the Mixed Brigade of the Guinean security forces in refugee camps.

### **January 22, 2003 (Kosovo)**

During the evening, a rocket-propelled grenade is fired into the second floor of the main police headquarters in Pejë/Pec. There are no injuries, but the building suffers some structural damage. The attack is intended to distract the police from ongoing investigations in the region.





# Decision Making for Canadian Police Participation

## *The Canadian Police Arrangement*

The *Canadian Police Arrangement* (CPA), established in 1997, is the policy framework and funding mechanism to provide Canadian police expertise as part of Canada's contribution to international peace support operations. The CPA confirms that the Canadian International Development Agency (CIDA) has a budget earmarked solely for multilateral peace support missions and serves as an interdepartmental administrative agreement used to deploy Canadian police to foreign peacekeeping and peace support missions.

The CPA recognizes the potential role for Canadian police expertise, as peacekeeping moves toward peace building, to contribute to the efforts of local populations to restore the institutions and confidence necessary for peace and security. Under the CPA, Canada can deploy up to 42 police-related experts annually to peace support missions.

The *Arrangement* is managed by senior officials from CIDA, the Department of Foreign Affairs and International Trade (DFAIT), Public Safety and Emergency Preparedness Canada (PSEPC) [formerly the Solicitor General of Canada (Solgen)] and the RCMP. These officials, through their representatives on the steering committee, advise the Minister of Foreign Affairs, the Minister for International Cooperation and the Minister of Public Safety and Emergency Preparedness Canada as to which peacekeeping missions should be supported. As of April 1, 2003, the three Ministers have agreed to renew the CPA for a three-year period with a budget of \$19 million.

## Factors for Canadian Police Participation

Deciding when and where to recommend Canadian support depends in part on the type of policing desired. For example, missions where Canadian officers have particular expertise, such as community policing and training, are given priority. The CPA lists 11 major factors in deciding the extent to which Canada should participate in each mission. These are:

1. **Canadian foreign policy interest:** What foreign policy and development interest would be served by a Canadian presence, taking into account regional or bilateral interests?
2. **Official request:** Has an official request for civilian police been issued by a multilateral organization? The organization must have



a mandate from its member states for regional and national security activities, or be in support of other international police operations as agreed to by the three signatory ministers.

3. **Mandate:** Does the mission have a clear and achievable mandate?
4. **Agreement of the Parties:** Have the principal antagonists agreed to a ceasefire and to Canada's participation? Is there commitment to a peace process?
5. **Purpose:** Is the mission likely to serve the cause of peace and lead to a political settlement and peace building in the long term?
6. **Role:** Is the role contemplated for Canadian police appropriate for their skills and the philosophy of Canadian policing?
7. **Authority:** Is one organization the single, commonly acceptable reporting authority with an effective command and control structure? Is the lead organization competent to support the operation?
8. **Safety and Security:** Is the location where Canadian police will be living and working sufficiently safe (including health care, living conditions and legal system) and secure enough for them to accomplish their goals?
9. **Logistics and Funding:** Is the mission adequately and equitably funded? Is there adequate Canadian and international logistical support?
10. **Capacity:** Is Canada able to meet the needs of the mission with its current resources? Will Canadian participation jeopardize other commitments, including the provision of police services in Canada?
11. **Duration and Exit Strategy:** Are the conditions for conclusion of the mission clear and measurable? Are conditions sustainable after the end of the mission?





# Administration of Police Peacekeeping Operations

## International Policing – a Strategic Priority

As an organization, the RCMP focuses on five strategic priorities in order to bring down “the barometer of crime.” These priorities are in the areas of organized crime, terrorism, aboriginal communities, youth and international policing. The goal of the RCMP’s strategic priorities is to “contribute to global security, through our capacity to share intelligence and cooperate with organizations fighting crime when and where it appears.” By building on operational experience in international peacekeeping and peace building, the RCMP’s relationship with Interpol and Europol, and our foreign liaison and training programs, the RCMP is enhancing its capacity to develop new partnerships and agreements on behalf of the Canadian law enforcement community.

On behalf of the Government of Canada, the RCMP will continue to work with civilian police agencies to improve international policing operations by building civil and democratic infrastructures abroad, contributing to global security, sharing intelligence and through other forms of cooperation.

## The International Peacekeeping Branch

The guiding principles of RCMP peacekeeping operations in responding to requests from the Government of Canada are to:

- cost-effectively select, train and deploy Canadian police personnel for UN and other civilian police missions;
- maintain a dynamic selection and training process that ensures the deployment of highly-trained, well-equipped police personnel who are physically, medically, psychologically and operationally prepared to meet the ever-changing needs of the UN or another requesting agency;
- provide the necessary emotional and logistical support to Canadian police personnel participating on missions and to their families; and
- ensure that the fundamentals of community-based policing, client-based service delivery and client-based problem solving are maintained within this process.



Located at the RCMP Headquarters in Ottawa, the International Peacekeeping Branch is made up of a diversified team of professionals, including both police and civilian personnel. International Peacekeeping's main responsibility is to recruit, train and support Canadian police officers who will be or are currently deployed in peacekeeping missions and other international police operations. The team also provides a variety of services such as medical, logistical and administrative support to peacekeepers and their families as well as operational updates to government and police partners.

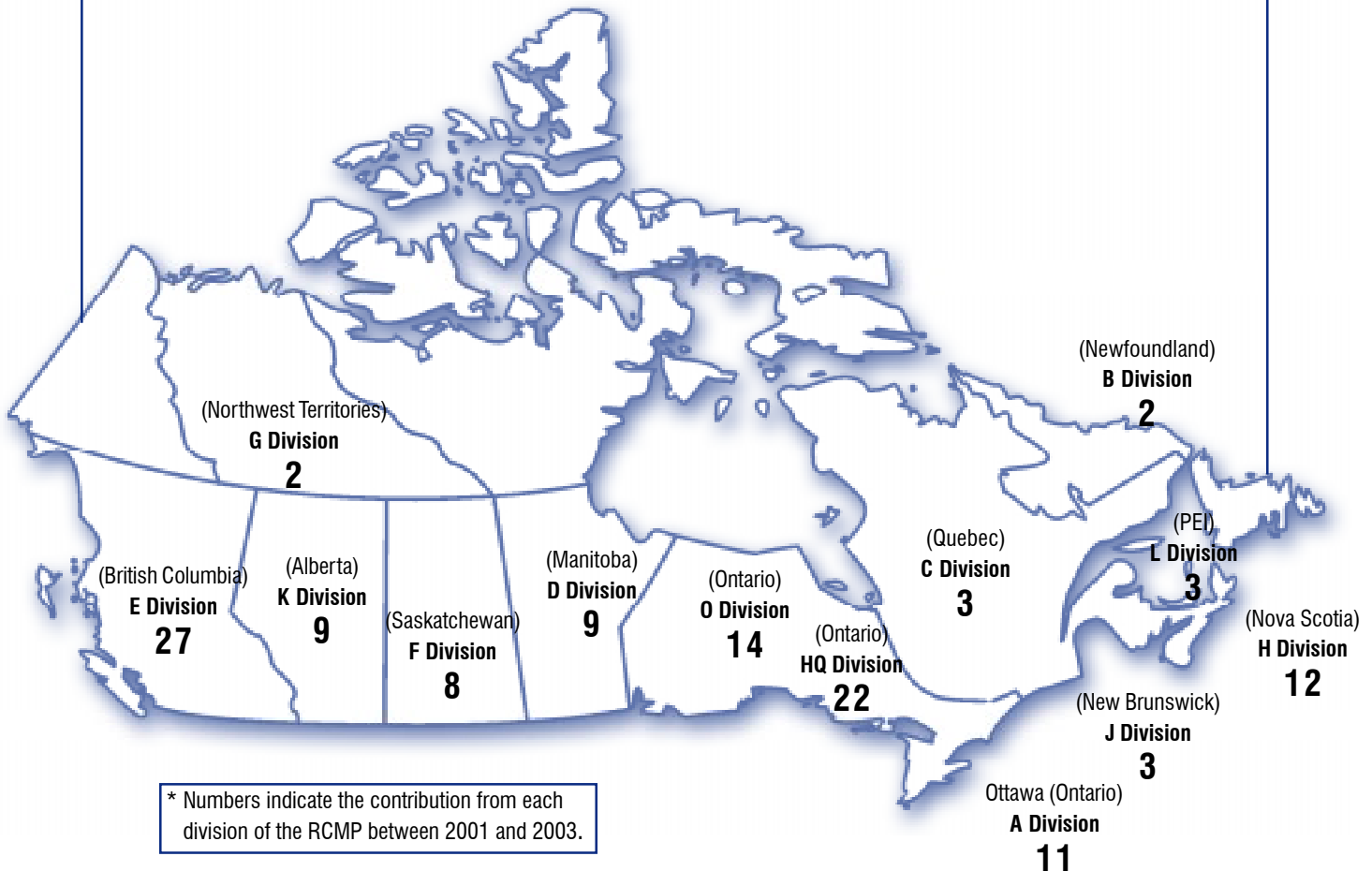
For the fiscal year 2001-2002, the cost to participate in peace support operations came to \$14.1 million while in the fiscal year 2002-2003 the cost was nearly \$10 million.

## **Recruiting Police Officers**

Canadian police officers must have a minimum of seven years of operational service in order to be eligible to serve on a peacekeeping mission. RCMP police officers interested in working in international police operations must indicate their interest on their personnel file. There are about 900 RCMP officers who have indicated such interest. Officers from municipal, regional and provincial police services who are interested in going on a peacekeeping mission must channel their request through their police service.

Canadian police officers chosen for peacekeeping duties must meet specific selection criteria set by both the UN or other multilateral organizations, as well as the RCMP and municipal, regional and provincial police departments. These include, but are not limited to possessing: extensive operational police experience; strong interpersonal, organizational, leadership and coaching skills; flexibility and innovation; team-playing skills and physical fitness. The selection process includes the RCMP's Physical Abilities Requirement Evaluation (PARE), a medical examination, a psychological test and, finally, an interview.

# RCMP Divisional Representation on Peacekeeping Missions



## Pre-deployment Training and Preparation

All candidates must complete a pre-deployment training course of approximately two weeks at the RCMP Headquarters in Ottawa. Training subjects include: human rights and international law, the structure of the UN, the role of United Nations Police (UNPOL), mine awareness, map reading, cultural awareness and the geography and history of the host country. If the UN mandate includes executive powers\*, the candidates will receive self-defense and weapons training. Also included in the briefings are an overview of the many psychological, medical and related health issues that may affect the officer and his or her family before, during and after the mission.

\* Officers are given the authority to enforce the law in the mission country.



Candidates are expected to have undertaken some independent preparation prior to their training in Ottawa. An information package is provided to them before their training, outlining geography, climate and clothing considerations, water availability and food differences, currency exchange and language exercises.

## **Health and Safety of Police Officers**

International Peacekeeping Health Services is responsible for ensuring that peacekeepers are physically and psychologically healthy before they are deployed, during their service in a mission and when they return to Canada.

Members of the team establish ongoing relationships with divisional health services, keeping them informed of mission requirements. They also provide their expertise on mission issues in order to ensure that all health requirements are carried out in a timely fashion. These include complete medical assessments, involving laboratory and other specialized tests, immunizations and the Physical Abilities Requirement Evaluation (PARE). They also included a full psychological assessment and an evaluation of the family situation. During peacekeeping missions, medical and psychological support are provided to family members when emergencies arise.

In 2001 and 2002, mission health visits were conducted in Bosnia and in Sierra Leone. Visits were also conducted in Guinea and Afghanistan to assess facilities as well as health and safety hazards prior to new deployments to these areas.

Two surveys were conducted on the impact of peacekeeping on the health of peacekeepers and results were made widely available to employees of the RCMP and other police partners.

Reintegration issues relating to job and family were frequently identified, but overall results suggest that peacekeeping does not pose inordinate risks to the health of peacekeepers and is a positive experience for many.





## Partnerships in Peacekeeping

The RCMP relies heavily on the cooperation and assistance of other Canadian police services to meet the growing international demand for Canadian police expertise. Prior to 1995, the RCMP was the only Canadian police force providing officers to international missions. Today, several Canadian police departments at the provincial, regional and municipal levels contribute personnel to peacekeeping missions. The RCMP partners with outside police agencies in order to meet about half of mission personnel requirements.

### Comments from the Edmonton Police Service

In 1999, when the Edmonton Police Service made the decision to enter into the United Nation's Police (UNPOL) initiative, we had no idea that four years later we would have experienced so much success. It has truly been a worthwhile venture, not only for those members who participated, but also for our organization as a whole.



The opportunity to train and develop our members, far beyond our (and their) expectations, was one that we did not want to miss. Gaining a new, international perspective has made them stronger individuals and by extension, they provide better service to the citizens of Edmonton, many of whom are immigrants from the countries where the officers had been assigned.

When our officers return from mission, they do so with a new appreciation for our country. The experience instills a sense of immense pride and accomplishment in their contribution to world peace and a revitalized appreciation of the valuable role police play in society. Canadian police standards of training and professionalism are among the highest in the world. Collectively, this is recognition we can all take a great deal of pride in.

Through the partnership between local police services and the RCMP, Canadian police are well-represented overseas. Canadian police departments involved in peacekeeping have the unique opportunity to create international networks and develop their personnel through the invaluable intercultural work experiences presented in each peace support mission. Potential benefits for police officers and their communities after they return from missions include the ability of the officer to demonstrate a greater sensitivity toward diverse groups. Fostering this peacekeeping partnership will allow more Canadian police officers to participate and benefit from these opportunities. In the long-term, the Canadian public will benefit from these experiences through presentations made by peacekeeping veterans in schools, colleges, universities and other public venues across the country.

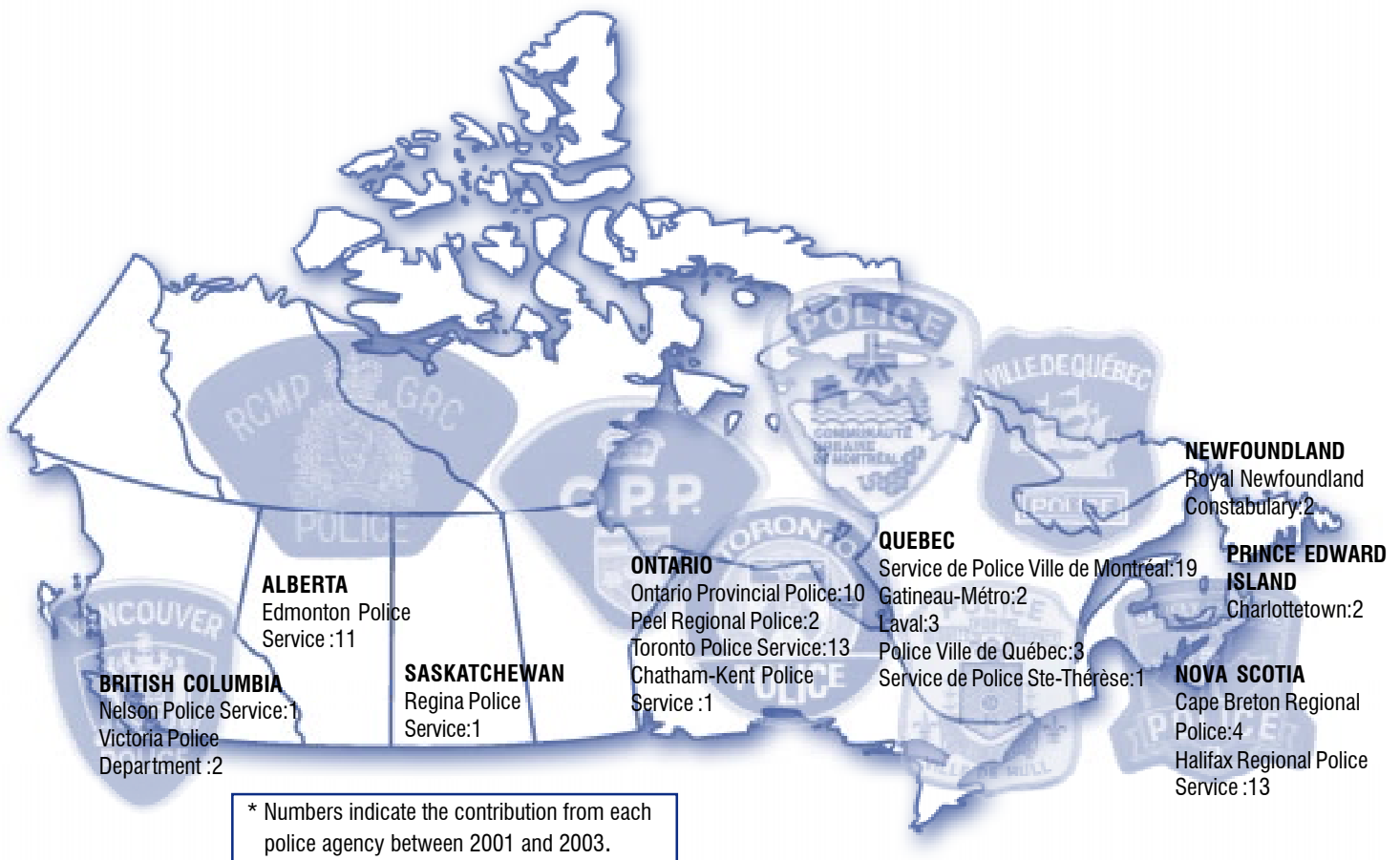
## Comments from the Toronto Police Service



Officers from the Toronto Police Service have assumed prominent roles as instructors and major crime investigators in UN peacekeeping missions. The assigned officers work beside other civilian police officers from different nations and cultures, many of whom do not speak English or French.

Police officers returning from UN secondments have an increased confidence in their abilities to problem solve and assume prominent leadership roles in diverse settings. They return with a wealth of experience, having developed key leadership skills and genuine satisfaction for contributing to peace and justice in a war-torn area. UN peacekeepers have a positive impact on their fellow co-workers, and this in turn inspires and motivates others to overcome challenges and promotes greater dedication to our communities. The Toronto Police Service is proud of its UN peacekeepers and congratulates all peacekeepers for their commitment and dedication to their missions.

## Participating Canadian Police Agencies





## Participation of Retired Police Officers

The RCMP's International Peacekeeping Branch has developed a partnership with CANADEM. This organization, funded by the Department of Foreign Affairs and International Trade (DFAIT), maintains an inventory of individuals who are interested in participating in international assignments. The International Peacekeeping Branch has been actively engaged in encouraging retired police officers to register with CANADEM and this is proving to be beneficial in facilitating the identification and selection of qualified, competent, personnel for short-term, high-level assignments in specialized fields.

The inventory lists also contain the names of civilians and retired/serving military personnel. For more information on CANADEM, please visit: <<http://www.canadem.ca>>.

# Women in Peacekeeping

## The Survey



In October 2000, the United Nations Security Council adopted Resolution 1325, reaffirming the importance of the role of women in conflict prevention and resolution; their equal participation in all efforts to maintain and promote peace and security and the need to increase their role in decision making. Since 1989, only five per cent of those sent on a Canadian peacekeeping operation have been women. In support of the UN resolution, a “Women in Peacekeeping Study” was initiated by the International Peacekeeping Branch, in the Fall of 2000, to determine ways to ensure the full involvement of women in Canadian peacekeeping operations. The study was concluded in the summer of 2001.

One hundred surveys were distributed, covering a range of issues with a response rate of approximately 50 per cent. The survey was sent to women in select police forces across Canada, specifically the RCMP, the Toronto Police Service, the Montreal Urban Community Police and the Ontario Provincial Police. Before their deployment, seven women were interviewed to determine their views on policing, peacekeeping and the challenges and rewards available to women in these areas. The survey and the interviews sought the broadest representation of female police officers.

## The Results

The majority of the women who had already been deployed on a peacekeeping mission said that they would go on a mission again if they had the chance. Reasons cited included: enjoyment in working with other organizations and helping on the international stage, great experience, building lifetime friendships and personal and professional development.





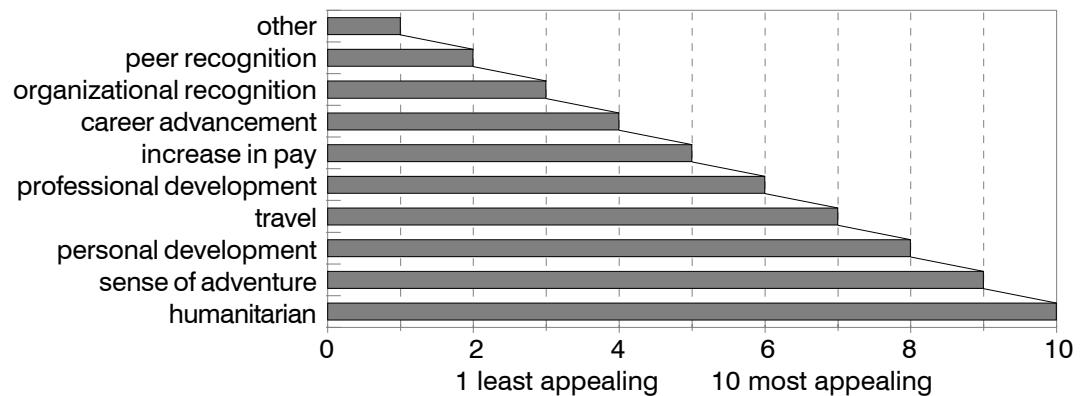
Some of the most important reasons why the majority of women do not participate in overseas missions, in order of importance, are: family and personal commitments, concern for personal health and safety and lack of interest in working outside of Canada.

The majority of respondents believe that women should be specifically encouraged to become involved in peacekeeping operations. Respondents also indicated that in order to encourage other female officers to become involved in peacekeeping missions, the RCMP should (in order of importance):

- give more information on peacekeeping,
- reduce the time women spend overseas,
- make women more readily releaseable from current duty,
- simplify the organizational career planning process and
- relax the rules governing the minimum experience level for women.

**Figure 1**

**Appealing Features of Participation**



**Recommendations**

After analysis of the survey results, it was recommended that:

- A package be developed to provide information about the program to encourage greater participation of women in peacekeeping.
- All aspects regarding the issue of reducing the time spent “in mission” for those with families, be reviewed and considered.
- All aspects concerning the issue of reducing the level of police experience necessary for mission service be reviewed and considered.