

**Discussion Points – Canadian Defence Policy Review Public Consultation
Edmonton Roundtable, June 4, 2016**

Thank you for inviting me to contribute to this roundtable discussion about the future of Canada's defence policy. There is no doubt that the current era presents some significant challenges for Canadian defence and security interests. Canada has a rich and remarkable history of advancing international peace and security agendas that unite its defence and foreign policy objectives. Yet the future promises only more challenging developments. We are confronted with an evolving international peace and security environment where transnational non-state actors, political instability in distant places, refugees and internally displaced peoples, as well as natural and man-made disasters have far-reaching consequences for the security of Canadian citizens.

While I acknowledge the three key roles of the Canadian Armed Forces (CAF) being examined in this defence policy review, my contribution will focus on Canada's role in international peace and security. Drawing on my experience in defence diplomacy and my current research on military experiences and identity transitions in peace support deployments, I hope to provide some ideas for CAF contributions to peace support and conflict prevention. Below, I briefly outline some points that I will expand on during the upcoming roundtable discussion. I relate my points to key question #4 in the Defence Policy Review Public Consultation Document, 2016. However, my proposals have implications for a number of other key questions. For instance, there are inferences for the size, structure, and composition of the CAF, interoperability, support, and full spectrum vs. niche capabilities.

- Key question # 4: **“What form should the CAF contribution to peace support operations take? Is there a role for Canada in helping to prevent conflict before it starts?”** Given its history of engagement and advocacy for solutions to international security dilemmas (peacekeeping, the human security agenda, ICISS are just some examples), Canada is uniquely positioned to lead a re-conceptualization of peace support. Canadian involvement in military operations must be measured, deliberate, and involve a credible use of force to achieve the military aim. Nevertheless, Canada should maintain an ongoing involvement in building international peace support capacity by engaging in a wider military training assistance strategy for developing countries, who now contribute the majority of international peacekeeping forces. Much more than “going back” to peacekeeping, I believe that Canada can play a significant role in helping to prevent conflicts before they start by focusing on mentoring the development of the military professional as experts and enablers who play a significant role in building international peace and stability. **Armed forces capacity building should be prioritized as a “niche” element of CAF contributions to international peace and security that are executed through UNDPKO reforms and an expanded Canadian MTCP.** This approach allows Canada to increase its contributions to international peace and security, while supporting national defence and security priorities and developing CAF resources.
 - **Increasing CAF contributions to international peace and stability:** My research indicates that it is not only the battle-tested components of the organized training curricula that contribute to Canadian military professionalism. The wider socio-political context of Canadian diversity, multi-culturalism, and respect for human rights are imbued into the Canadian soldier as the Canadian military ethos. There is also a suggestion that integrating more reservists into peace support missions may help to increase opportunities for peace building interactions between military and local populations. Altogether, these factors allow for improved conflict attitudes and behaviors that are co-related to better military peace support results, including better

interpersonal interactions with local populations, more effective intelligence gathering, and the ability to strategize *winning the peace*. The CAF can play an integral role by defining interoperability requirements that meet positive peace building standards. **Recommendation:** The Government of Canada should prioritize armed forces capacity building as a key element of its increased contribution to international peace and stability. This can be facilitated by increasing Canada's international contribution through DTMC and MTCP and pushing for further UN peacekeeping reforms. I propose that the MTCP and the administering directorate be expanded in its mandate and funding to allow simultaneous bilateral and multilateral reach.

- At the bilateral level: (1) review MTCP membership criteria; (2) expand the scope of in-Canada training to include more ranks; (3) integrate conflict resolution skills, such as defence ethics, negotiations, human rights and dispute resolution, into MTCP training programmes.
- At the multilateral level: (1) work closely with UNDPKO and the UN Security Council to incorporate CAF training standards into troop interoperability criteria; (2) further UN peacekeeping reform by initiating security sector reform (SSR) as a conflict prevention tool (currently it is favored as a post-conflict reconstruction tool); (3) expand training, mentoring and advisory resources within the UNDPKO/SSR framework.

➤ **Tools/resources considerations:** The professional soldier should be the ultimate tool for reinforcing security and building stability. An all-hazards approach to assessing defence, security, and emergency/disaster risks would take advantage of the multi-functionality of military resources and complement the investment in CAF training. The Government of Canada should maintain multi-functionality and build upon its resource capabilities as follows:

- **The multi-functional, combat-ready soldier:** The tool of choice should be the well-trained, well-resourced soldier that is ethically, socially, and intellectually developed¹. A well-resourced armed force is an effective extension of any government's foreign policy toolkit. This includes regular force units as well as reserve units. Preliminary findings from my own research on military experiences in peace support operations suggest that the reservist (or part-time soldier) can bring in additional skill sets that are conducive to effective peace building and stabilization efforts overseas. **Recommendations:** (1) examine integrating more reservist skill sets into coalition, alliance, and UN peace support missions; (2) continue to develop leadership, defence ethics, and intellectual capabilities of the CAF alongside robust combat training.
- **Multi-functional defence resources:** The multi-role, combat-capable force is an important concept. Disaster relief is only one component of the humanizing role that the military organization plays when it acts as an aid to the civil authority. Often, it is the same combat resources that are used for disaster relief: engineering, troop lift, rescue, firefighting, relief coordination, etc. The Government of Canada and the CAF should maintain an "all-hazards" approach to its assessment of risks and response capabilities. **Recommendation:** CAF training and resource procurement should focus on an all-hazards approach that is adaptive to national defence, security, and aid to civil power roles.

Patlee Creary
PhD Candidate – Peace & Conflict Studies
University of Manitoba.

¹ I use the term soldier to describe persons of all ranks and within all arms of the CAF.