

Commission of Inquiry
into the Deployment of
Canadian Forces to Somalia



Commission d'enquête
sur le déploiement des
Forces canadiennes en Somalie

Non-Traditional Military Training for Canadian Peacekeepers

a study prepared for
the Commission
of Inquiry into
the Deployment of
Canadian Forces
to Somalia

Paul LaRose-Edwards
Jack Dangerfield
Randy Weekes



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Abbreviations

ALLC	Army Lessons Learned Centre
CDS	Chief of Defence Staff
CF	Canadian Forces
CFCSC	Canadian Forces Command and Staff College
CFLCSC	Canadian Forces Land Command and Staff College
CFTS	Canadian Forces Training System
CIDA	Canadian International Development Agency
CIVPOL	UN Civilian Police
CMOC	Civilian-Military Operations Centre
DCDS	Deputy Chief of Defence Staff
DFAIT	Department of Foreign Affairs and International Trade
DHA	UN Department of Humanitarian Affairs
DND	Department of National Defence
DPA	UN Department of Political Affairs
DPKO	UN Department of Peacekeeping Operations
GPCT	General Purpose Combat Training
IBTS	Individual Battle Task Standards
ICRC	International Commission of the Red Cross
JTF	Joint Task Force
LFC	Land Force Command
MSF	Médecins Sans Frontières
MTAP	Military Training Assistance Program
NCM	Non Commissioned Member
NDHQ	National Defence Headquarters
NGO	Non-Governmental Organization
OPDP	Officer Professional Development Program
PKO	Peacekeeping Operation
PPC	Pearson Peacekeeping Centre

x Abbreviations

RMC	Royal Military College
SOFA	Status of Forces Agreement
SOP	Standing Operating Procedure
TAT	UN Training Assistance Team
TCN	Troop Contributing Nation
UNDP	United Nations Development Program
UNHCR	(Office of the) United Nations High Commissioner for Refugees
UNITAR	United Nations Institute for Training and Research
VCDS	Vice Chief of Defence Staff
WFP	World Food Program

Preface

The Human Rights Research and Education Centre at the University of Ottawa was commissioned by the Somalia Inquiry to produce this study and recommendations on non-traditional military training for Canadian military in preparation for peacekeeping.

The research team consists of Paul LaRose-Edwards (team leader), LGen. (ret'd) Jack Dangerfield, and Randy Weekes.

The study proceeds from the increasing recognition that traditional military training, while critical for successful peacekeeping, is not in itself sufficient in present-day peacekeeping operations or complex emergencies. From that point of departure and in pursuance of one of the mandates of the Commission, Chapter 1 sets out the rationale for non-traditional military training for modern peacekeeping operations.

Chapter 2 then identifies how those requirements have or have not been met for Canadian units and individuals deploying on UN peacekeeping missions, and describes both training received as part of the Department of National Defence's regular training cycles, and mission-specific pre-deployment training. An important corollary will be the identification of steps being taken by the Canadian military to address certain deficiencies.

Finally and most critically, Chapter 3 of the study identifies the additional training needs for the Department of National Defence with concrete recommendations on when, where, and how such needs could be met.

Paul LaRose-Edwards
LGen. (ret'd) Jack Dangerfield
Randy Weekes

Ottawa, 19 December 1995

Recommendations

RECOMMENDATION 1: It is recommended that the Canadian Forces overall training philosophy be amended so that general-purpose combat training, while remaining the foundation of training policy, is supplemented by additional non-traditional military training geared specifically for UN peacekeeping operations. p. 46

SKILLS FOR UN PEACEKEEPING

Strategic

RECOMMENDATION 2: It is recommended that military and civilian personnel selected for positions involving peacekeeping operations receive training (at the strategic level) on subjects such as UN decision-making, mandate formulation and interpretation, UN and national command and control mechanisms, and rules of engagement formulation and interpretation. p. 49

RECOMMENDATION 3: It is recommended that doctrine be developed on the concept of "unity of effort" in UN operations, e.g., operating within the normally loose and poorly defined UN chains of command which frequently involve civilian organizations, and that this doctrine be practised by the Canadian Forces during some of their collective training exercises. p. 50

Operational

RECOMMENDATION 4: It is recommended that Canadian military receive training on the unique character of UN operations in such areas as its standing operating procedures, administration, logistics, and terminology. p. 50

RECOMMENDATION 5: It is recommended that Canadian military receive training on dealing with other military and civilian field partners, so as to increase Canadian ability to play a role in enhancing unity of effort by all civilian-military components of a UN field operation. p. 51

Theatre Environment

RECOMMENDATION 6: It is recommended that a guide to the mission's cultural behaviour context, including factors such as religion where significant, be prepared centrally and distributed to all individuals or unit members deploying on mission. This should be carried out by a central responsibility centre which is also tasked with collecting and articulating lessons learned for subsequent guides and troop rotations. p. 52

RECOMMENDATION 7: It is recommended that a training session on dealing with the local population, involving nationals from the mission area or subject matter experts, be an element of each unit's pre-deployment preparation, and that guidance and sourcing support for such training be provided by a central responsibility centre. p. 52

RECOMMENDATION 8: It is recommended that, as much as possible, subjects such as country briefs, population details, ethnic characteristics, culture, etc., be largely taught by experts or unit officers rather than by intelligence cells. p. 52

RECOMMENDATION 9: It is recommended that at least one individual per battalion-size unit deployed on peacekeeping be sufficiently trained to speak the predominant local language(s), and that other peacekeepers using translators be trained on their capacities and limitations. Support for further self-directed language learning should also be provided in the field. p. 53

Specialized Training

RECOMMENDATION 10: It is recommended that low-level conflict mediation be taught to all junior NCMs, and that more refined mediation and conflict resolution skills be taught to senior NCMs and officers. This training should largely occur as part of regular professional and unit training, but should be customized during pre-deployment refresher training to address the particular cultural/political environment of the theatre of operations. p. 54

RECOMMENDATION 11: It is recommended that the Canadian Forces train various military officers as specialists in human rights monitoring and reporting, both to work with those UN field staff coordinating human rights promotion and protection, and also to interpret human rights intelligence to guide Canadian peacekeeping tactical decisions. p. 55

RECOMMENDATION 12: It is recommended that DND train various military officers as specialists in humanitarian assistance, both to facilitate military field support for the traditional agencies providing such assistance, and also to advise any Canadian peacekeeping units that might be specifically tasked to provide humanitarian assistance. p. 56

RECOMMENDATION 13: It is recommended that the Canadian Forces train various military officers, particularly those with engineer and support roles, as specialists in post-conflict rehabilitation so as to maximize the contribution of the training, skills and equipment of certain peacekeeping units or sub-units such as field engineers that might be present yet relatively underutilized during various stages of a peacekeeping mission. Similarly, such specialists could advise units that are specifically deployed to effect post-conflict rehabilitation. p. 56

RECOMMENDATION 14: It is recommended that critical incident stress management be emphasized as a key component of general combat readiness, and that training to manage critical incident stress be augmented to deal with incidents relatively unique to peacekeeping operations. p. 57

RECOMMENDATION 15: It is recommended that teaching the law of armed conflict become much more prevalent and extensive, and that it be taught as an operations subject with clear field applicability as opposed to a legal skill. It is important that international human rights law and standards, particularly as refined by the UN for low-level conflict CIVPOL functions, be incorporated into such training. p. 58

What Other Peacekeeping Skills

RECOMMENDATION 16: It is recommended that J3 Peacekeeping, as the office of primary interest, create and chair a DND-wide working group to undertake the identification in depth and in detail of non-traditional military skills needed for peacekeeping. p. 58

TRAINING: FOR WHOM, WHEN, WHERE

General

RECOMMENDATION 17: It is recommended that once DND has identified in greater detail the content of nontraditional military training for peacekeeping, that J3 Peacekeeping, as the office of primary interest, create and chair a working group which would include the Director of Military Training and Education (Directorate of Military Personnel), as a key office of collateral interest, to undertake the identification of which components of DND, officers, senior NCMs, all NCMs, and civilians need to receive non-traditional military training for peacekeeping. p. 59

RECOMMENDATION 18: It is recommended that the Canadian Forces develop a core program of nontraditional training that will be received by all components of the Forces, and those civilians of DND who are involved in these operations. p. 60

RECOMMENDATION 19: It is recommended that the pre-deployment training period should be at least 90 days. This may be reduced if the unit was on UN standby and may need to be increased if the unit is composite or has a lot of augmentees. Training for individuals is more a variable depending on the mission, but needs to be extended beyond the few days now spent on this training to a period of about 14 to 21 days (more for observers, less for staff officers). p. 61

RECOMMENDATION 20: It is recommended that in light of the finite scope for the pre-deployment training period and the limits that imposes on non-traditional and mission-specific training, a core of peacekeeping subjects be taught in advance at regular stages in unit and individual training. These peacekeeping skills, as with general combat readiness, will be merely refreshed and refined during the annual and pre-deployment periods. p. 61

RECOMMENDATION 21: It is recommended that non-traditional military peacekeeping training be an integral part of most existing military training mechanisms and establishments. p. 62

National Defence Headquarters

RECOMMENDATION 22: It is recommended that NDHQ make it clear in both the wording and the spirit of training policy that Canadian peacekeepers in the 1990s require enhanced nontraditional military training for peacekeeping. p. 62

RECOMMENDATION 23: It is recommended that NDHQ create a single, central and joint peacekeeping training section within its organization with primacy amongst the staff matrix. This section would work closely with the soon-to-be-created Peace Support Training Centre to be set up under Land Force Command, but would not be replaced by it. p. 62

RECOMMENDATION 24: It is recommended that NDHQ examine methods of quickly disseminating operational information needed by units about to deploy, so as to allow them to effectively design and deliver their unit training. p. 63

RECOMMENDATION 25: It is recommended that the Officer Professional Development Council examine the mandates given to CF staff colleges, military colleges and personnel sections with a view to formalizing peacekeeping training objectives for the various levels of an officer's professional development. p. 63

RECOMMENDATION 26: It is recommended that the policy of not having direct contact with in-place units be examined with a view to allowing replacement units to have contact with in-place units for training matters. p. 64

Command Headquarters

RECOMMENDATION 27: It is recommended that the Commands institutionalize a flowing and coherent system of analysis of peacekeeping policy, the originating of peacekeeping doctrine (initially as a single service but inputting into joint, tri-service doctrine), and the creation of peacekeeping training standards. p. 64

RECOMMENDATION 28: It is recommended that the evolution of the Army Lessons Learned Centre and the creation of a Peace Support Training Centre at Land Force Command be pursued with vigour and that these

centres be tied into the above system to provide both a corporate memory based on past experiences, and an input into future doctrine production. It is emphasized that the resourcing of these centres should not be at the expense of a national tri-service focal point. p. 64

RECOMMENDATION 29: It is recommended that, to consciously protect the time allocated to peacekeeping training, the Commands examine notionally splitting pre-deployment training into three overlapping blocks: general-purpose combat training; peacekeeping training; and departure administration. p. 65

RECOMMENDATION 30: It is recommended that the Commands review the mandates given to their staff colleges, warfare schools and similar institutions, with a view to enhancing the peacekeeping training objectives of those institutions. p. 65

Land Force Area Headquarters

RECOMMENDATION 31: It is recommended that all Land Force Area Headquarters assume full responsibility for training and screening all augmentees so that they arrive at a deploying unit at the same level of general-purpose combat capability (battle task standard) as the personnel of the deploying unit. p. 65

RECOMMENDATION 32: It is recommended that Land Force Area Headquarters be the principal interface with non-military organizations, and be the channel for providing training assistance from those organizations (e.g., civilian police, Red Cross, Canadian peacekeeping partners, etc.). p. 66

Headquarters Brigade Groups, and Similar Sea and Air Entities

RECOMMENDATION 33: It is recommended, particularly for a first-time deployment, that the brigade commander be the reconnaissance team leader, that reconnaissance take place before pre-deployment training commences, that the brigade commander assist the unit commander in the mission analysis, in prioritizing training requirements based on that analysis, and in conceptualizing, resourcing, and conducting unit exercises that will confirm that the requirements have been met. p. 66

*Battalions, Regiments, Air Squadrons, and Other
Similar Size Units*

RECOMMENDATION 34: It is recommended that unit pre-deployment training time period be evaluated to ensure adequate generic peacekeeping training on subjects such as the law of armed conflict, negotiation procedures, low-level conflict resolution, and stress management, as well as mission-specific training on subjects such as concept of operations, rules of engagement, standing operating procedures, knowledge of theatre environment, and cultural awareness. p. 67

RECOMMENDATION 35: It is recommended that units warned for deployment be fully supported by subject matter experts. These experts could come from the Land Force Command centres (e.g., the Peace Support Training Centre), be provided by the areas, and, as a matter of practice, come from units that have recently completed a tour of duty in the same peacekeeping mission. p. 67

RECOMMENDATION 36: It is recommended that much more effort be made by areas, brigades, and units to integrate non-military aspects of the UN mission (e.g., NGOs, UN agencies, CIVPOL) into the pre-deployment training, thereby making the peacekeeping partnership a true partnership. p. 68

*Canadian Forces Command and Staff College, and Canadian
Land Force Command and Staff College*

RECOMMENDATION 37: It is recommended that the staff colleges increase their peacekeeping content by modifying their curriculum to include more non-traditional military training for peacekeeping, and to teach selected other subjects in a peacekeeping context. In addition, the colleges should include training with the other peacekeeping partners (CIVPOL, NGOs, UN agencies). p. 68

*Army Lessons Learned Centre and Proposed Peace Support
Training Centre*

RECOMMENDATION 38: It is recommended that the Army Lessons Learned Centre be provided with sufficient resources to collate and update relevant mission area(s) information and intelligence, and provide

this in a user-friendly format to individuals and units for pre-mission training. In addition, the lessons learned analysis output of the centre should be regularly transmitted to all training centres for inclusion into or correction of existing training. p. 69

RECOMMENDATION 39: It is recommended that the proposed Peace Support Training Centre be created as soon as possible, and that it be provided with sufficient resources to collect, create, or identify where to find a broad range of training modules, resources, subject matter experts, etc., and that all these be offered to individuals and units for premission training. An ancillary role would be to offer these same resources to other training establishments. p. 69

RECOMMENDATION 40: It is recommended that a review be undertaken to determine the feasibility of amalgamating the responsibilities of the JTF Headquarters, the Army Lessons Learned Centre, the Peace Support Training Centre, the Army Simulation Centre, and perhaps the Canadian Land Force Command and Staff College, under one commander who would have accountability to Land Force Command for army matters, and to NDHQ for tri-service matters. p. 70

Royal Military College

RECOMMENDATION 41: It is recommended that Royal Military College create peacekeeping academic credit courses, and that it seriously consider creating an undergraduate degree in peacekeeping studies. p. 70

RECOMMENDATION 42: It is recommended that RMC cadets receive a minimum of two hours per year solely on the law of armed conflict. This, along with additional training in ethics and dealing with prejudice, should focus on their operational applications, rather than legal or theoretical overviews. p. 71

Canadian Forces Recruit School and Other Basic Training Establishments

RECOMMENDATION 43: It is recommended that all basic training establishments enhance their training on the law of armed conflict. p. 71

Battle Schools

RECOMMENDATION 44: It is recommended that the area battle schools be formally tasked to conduct peacekeeping training based upon a Land Force Command curriculum. These schools should also be given a mandate to assist other Commands that have peacekeeping tasks (e.g., helicopter squadrons), based on a curriculum developed by those Commands. p. 72

Reserves

RECOMMENDATION 45: It is recommended that the Reserves, in particular the Militia, review their training objectives with a view to including generic peacekeeping training. In addition, peacekeeping training standards need to be developed to support those objectives. p. 72

RECOMMENDATION 46: It is recommended that Land Force areas assume full responsibility for the enhanced training of Militia augmentees, so that those individuals arrive at a deploying unit at the beginning of the pre-deployment period at the same level of general-purpose combat training and generic peacekeeping training as the unit personnel. p. 73

Office of the Judge Advocate General

RECOMMENDATION 47: It is recommended that there be a Chief of the Defence Staff directive to set out CF doctrine on the law of armed conflict, to emphasize the importance of training in the law of armed conflict, and to identify the Office of the Judge Advocate General as the responsibility centre for training on the law of armed conflict. p. 73

RECOMMENDATION 48: It is recommended that all existing and future law of armed conflict training be primarily focused on integrating it into an operational context, and that operational military such as infantry officers and senior NCMs be trained to deliver much of that training. p. 74

RECOMMENDATION 49: It is recommended that the behavioural aspect of the law of armed conflict be recognized so as to make its teaching an integral part of basic training for all CF personnel, and that there be regular refresher training on this “basic attitudinal training” on the law of armed conflict. p. 74

RECOMMENDATION 50: It is recommended that the Office of the Judge Advocate General be tasked to identify the type and level of special training required for those exercising command functions that are reasonably likely to involve them in dealing with the interpretation and application of the law of armed conflict. In peacekeeping, such individuals invariably include corporals and sergeants. p. 74

RECOMMENDATION 51: It is recommended that the Office of the Judge Advocate General be tasked with overseeing the creation of mission-specific law of armed conflict training that would consist of short refresher courses with particular adaptations or guidance on its application for a particular peacekeeping mission. p. 74

RECOMMENDATION 52: It is recommended that the Office of the Judge Advocate General, in conjunction with various CF training establishments, update or create training curriculum and resources. The Office of the Judge Advocate General should also be encouraged to complete the rewrite and publishing of its 1986 draft Law of Armed Conflict Manual. p. 75

RECOMMENDATION 53: It is recommended that the Office of the Judge Advocate General draw upon the expertise and involvement of the International Committee of the Red Cross in the design and delivery of law of armed conflict training. p. 75

OTHER SOURCES OF TRAINING PRACTICE AND GUIDANCE

Pearson Peacekeeping Centre

RECOMMENDATION 54: It is recommended that the Canadian Forces continue to send its members to all of the Pearson Peacekeeping Centre's courses in order to: train CF members; gain additional expertise to develop CF peacekeeping training; train in the centre's unique civilian-military training environment; and contribute to the civilian-military character and content of the centre's training. p. 76

Canadian Civilian Police

RECOMMENDATION 55: It is recommended that the Canadian Forces look at the training provided to Canadian police in the determination of

the minimum use of force necessary, the broad range of use of force options, and how to gradually escalate and de-escalate through this range. p. 78

RECOMMENDATION 56: It is recommended that the Canadian Forces look at the potential usefulness of some Canadian police training in areas such as mediation and negotiation, and officer survival training, including pre-deployment mission-specific officer survival training provided to Canadian CIVPOL. p. 78

Auditor General

RECOMMENDATION 57: It is recommended that the Canadian Forces monitor the Auditor General's current sub-audit on training for peacekeeping for lessons and ideas. p. 79

Other Countries' Military Training for Peacekeeping

RECOMMENDATION 58: It is recommended that Canada follow closely the UN Department of Peacekeeping Operations study on peacekeeping training by all member states, and that the Canadian Forces use that and other indicators as guidance on other militaries' peacekeeping training, in order to assess them in depth and with a view to adapting those programs and materials to Canadian peacekeeping training needs. p. 80

United Nations

RECOMMENDATION 59: It is recommended that as the Canadian Forces develop new non-traditional military training for peacekeeping, they share course packages, training materials, etc. with the UN and other troop contributing nations. p. 82

RECOMMENDATION 60: It is recommended that Canada continue to play a major role in assisting the UN Department of Peacekeeping Operations through such vehicles as training assistance teams, to develop and deliver training standards, materials, and assistance to a variety of other troop contributing nations. p. 82

Non-Traditional Military Training for Canadian Peacekeepers

Paul LaRose-Edwards, Jack Dangerfield, Randy Weekes

This study examines the training needs of professional peacekeepers in the 1990s. After a series of interviews with Canadian and United Nations personnel and an analysis of Canadian Forces and United Nations documents, the authors set out "new" peacekeeping training requirements. The study compares these requirements with training received by Canadian peacekeepers in the late 1980s and early 1990s. It finds that the Canadian Forces has not kept up with the changing peacekeeping environment and that modern peacekeeping requires training and skills far beyond traditional general-purpose combat training. To meet these training shortfalls, the authors recommend that a series of training options be put in place at different command levels and at different stages of peacekeeping training cycles. The study concludes that only by substantially supplementing traditional military training can the Canadian Forces produce the best Canadian peacekeepers possible.

PAUL LAROSE-EDWARDS, an ex-military officer, has specialized for 20 years in international human rights law and law of armed conflict. He has worked extensively at the international level and is currently setting up a Canadian government peacebuilding standby mechanism to provide experts for UN human rights operations and related initiatives.

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