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CAPABILITY EMPOWERMENT THROUGH FULL DIVERSITY IN THE CAF

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Exercise Solo Flight

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EXERCISE *SOLO FLIGHT* – EXERCICE *SOLO FLIGHT*

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INTRODUCTION

The Canadian Armed Forces (CAF) is defined by the profession of arms and how it conducts itself through the principles of responsibility, expertise, identity and the military ethos as it interrelates to an evolving Canadian context¹. And that ethos relies significantly on the professional objectiveness of the military as an institution to recognize the full diversity of the human dimension to achieve success². However, acknowledgement and implementation of diversity policies cannot be successful if the institution cannot sell itself to include those it is trying to recruit and retain.

Malcolm Gladwell outlined three characteristics that define how social epidemics take place and in which the second characteristic "stickiness factor"³ is a prime example of how inaccurate distinctions can remain iconic to an institution's identity and reflection within a society⁴. The movie "Full Metal Jacket", as a whole, may have been a "Kubrick" slanted view with a purposeful political comment on the Vietnam War, and war in general, but the quote, "Join the Marines! Travel to exotic and distant lands. Meet exciting and unusual people, and kill them!" was a sticky quote that lingered for many years within civilian circles that demonstrated very little of what the military was actually trying to achieve. Although this is an isolated US movie example, Canadians easily identify with US movies but are probably more familiar with the sticky "Peacekeeper" identity of its military. General Hillier would revitalize this message of military

¹ Department Of Defense, A-PA-005-AP-001, "Duty with Honour", Canadian Defence Academy, Chapter 1, The military Profession in Canada, 2009, pp 7

² Ibid. pp 36

³ Gladwell, Malcolm, "The Tipping Point: How Little Things Can Make A Big Difference", Little Brown and Company, Boston, 2000. pp 89-132

⁴ Fraser, Chantal, "Diversity Recruiting: It's Time to Tip the Balance", Canadian Military Journal, Volume 13, No 4, Autumn 2013, pp 25

professionalism as "War Fighters", but he was also able to better connect with Canadians through messaging that was continuous, consistent and transparent about what he and the military were really doing. That message reflected not only the CAF identity. In the vein of this paper, General Hillier also communicated the CAF's challenges towards achieving diversity goals, subsequent plans to encourage a recruitment and retention that would better reflect Canada's diversity of citizens, and the notion that Canada's Military needed Canadian citizens in order to succeed.

AIM

This essay will review the evolution of diversity through the lineage of equality for rights and freedoms from which Canada, the Canadian Armed Forces (CAF) and other like minded nations have developed policies on diversity and equality. The essay will then analyze NATO and specifically US, UK and Australian national military diversity programs, outlining the challenges of each, and finally comparing Canada's progress.

BACKGROUND

Diversity is a keynote feature in humans; it defines each of us as individuals biologically, yet the pack survival mentality within us finds similarities where we group based on various commonalities like race, religion, culture, politics, etc. The separating dynamics of these commonalities have, over time, only complicated the wicked problem of recognizing and respecting the unique diversity each individual brings to the

collective. Canada very much defines its society as the ideal of a multicultural mosaic population.

The roots of the idea of diversity and equality can be seen as spearheaded by Western culture through various evolutions of "Rights and Freedoms" movements. Yet each evolution has also fallen victim to exercising particular biases within their own movement; not everyone was necessarily considered as meriting those rights and freedoms. The example of the French Revolution (1789-99) spawned the motto, "Liberté, Égalité, Fraternité (Liberty, Equality, Brotherhood) which today remains France's national motto. Although the resulting 1795 Constitution succeeded in eliminating the special entitlements associated with aristocracy and feudalism, it still masked a privileged active citizenship label whose political rights were defined by being male, at least 25 years old, one who paid taxes to equal three days of work per week. The label could not be applied to servants and was ultimately given only to property owners.

Everyone else (men of less means, women, slaves, children and foreigners) was still considered a passive citizen without rights or the privilege to vote. To exemplify bias: women played a significant role in the Revolution and tried to draw attention to gender inequality through the 1791 Declaration of the Rights of Women and of the Female Citizen by parodying the Declaration of the Right of Men and of the Citizen; however, the declaration was not accepted. It would not be until 1958 that the Constitution of the Fifth Republic revised the unconstitutional tax legislation between citizens and rejected positive discrimination based on ethnic grounds⁵.

⁵ Rogoff, Martin. "50 Years of Constitutional Evolution in France: The 2008 Amendments and Beyond", Jus Politicum, Extracted on 10 May 2015 from: <http://juspoliticum.com/Fifty-years-of-constitutional,391.html?artpage=2-4>

Yet, the Declaration of the Rights of Man and of the Citizen would become a major influence on the development of liberty and democracy throughout the world⁶. This French Declaration, alongside the US Declaration of Independence, and the US Constitution and Bill of Rights would ultimately inspire the 1948 United Nations Universal Declaration of basic Human Rights⁷. Throughout, the influences and evolution of the 1215 Magna Carta and similar successive proclaims, like the French Revolution, would exercise their definitions and recognition of equality and diversity according to the political morals and values of their cultures and time periods. Still, as the United Nations Declaration reflected a more globally connected world striving for a common set of rules, the wicked problem persists. Differences remain between contesting definitions of equality and diversity, with bias exacted on political, cultural, racial, religious and sexual bases, as the UN continues to try to negotiate a synergy of acceptance, tolerance and recognition of each their better characteristics.

As a country originating with French, English and aboriginal cultures, Canada's social evolution has seen a large recent immigrant influx of Asian, Arabic, Indian, Muslim, etc, in the last 50 years. The government strives to keep up with these social changes with its policies on diversity and equality, and to extract the best of each group's characteristics, within legal frameworks, for a tolerant, accepting and productive mosaic. This approach similarly applies to Canada's military; it highlights how the CAF could harness potentially invaluable skills and knowledge, and integrate them into unique and effective Training Tactics and Procedures (TTPs) as a means of ameliorating our military

⁶ Jeffrey Kopstein, *Comparative Politics: Interests, Identities, and Institutions in a Changing Global Order*. Cambridge UP, 2000, pp 72

⁷ Douglas K. Stevenson, *American Life and Institutions*, Stuttgart, Germany, 1987, pp34

capability. Canada is not alone in these struggles and can learn from other military diversity programs.

DISCUSSION

Western militaries appear to have taken a lead on diversity programs, specifically regarding policies reflected in the North Atlantic Treaty Organization (NATO) and individual national policies and programs in American, British, Canada, Australia and New Zealand (ABCA) Armies.

NATO. NATO HQ recognition of diversity is focused on its 1300 civilian staff under which the Civilian Personnel Regulations require that its members, "treat their colleagues and others, with whom they come into contact in the course of their duties, with respect and courtesy at all times. They shall not discriminate against them on the grounds of gender, race or ethnic origin, religion or belief, disability, age or sexual orientation."⁸ Its mainstream diversity program extends to all NATO bodies and agencies involved in hiring and retention practices as well as to policies against discrimination and harassment. A Task Force initiated in 2003 and led by the Deputy Secretary General focused on the four guiding principles of: fair recruitment and promotion; a high quality work force; respect for diversity of Alliance members; and agreement to set goals that embody a reasonable challenge⁹. The Task Force initially concentrated on addressing the gender balance without quotas while maintaining a merit based approach towards increasing the institutional number of women from entry to managerial positions. After 2004, similar approaches were used within other diversity segments, including a NATO

⁸ North Atlantic Treaty Organization, Gender Balance and Diversity in NATO, link http://www.nato.int/cps/en/natohq/topics_64099.htm, extracted 05 May 2015

⁹ Ibid, Mainstreaming Diversity

Internship Program specifically designed for the selection to improve its diversity objectives¹⁰.

The NATO example is slightly narrow in its small scope of immediate personnel represented at NATO HQ. Yet, it has established reasonable diversity policies that reflect and respect its core member nations, and create acceptance of those more recent Allies who may not necessarily be as Western-minded regarding diversity. The effects on Allied member militaries are influential, yet insignificant, or less relevant in training and operational environments. Canada's scope remains more specific to Canadian focus on diversity; it exemplifies a much broader definition and practice of diversity.

US Military. US military diversity is recognized through the legislated Equal Opportunity law. The first diversity summit in support of this law was conducted by the Office of the Secretary of Defense in 2007, after which each service developed policies to reflect the values of diversity – not only to better represent and reflect US society, but also to demonstrate the strength and flexibility of the individual who possesses and brings with them unique attributes, experiences and backgrounds; this helps to develop a more robust human talent pool of resources in the fight against current and emerging national security challenges¹¹.

The DOD Diversity and Inclusion Strategic Plan, 2012-2017 outlines Diversity as a strategic imperative, a "Battle for Talent" in support of mission readiness and operational success, or the ability to thoroughly tap into the entire scope demographics to

¹⁰ Ibid, Action Plans

¹¹ Scoppio, Grazia, "Diversity Best Practices in Military Organizations in US, UK, Canada and Australia", Personnel Issues, Canadian Military Journal, Vol 9. No 3, 2009. pp 25

fulfill representation as well as being able to harness unique talents useful in missions¹².

This is achieved through three specific goals¹³:

- Ensuring leadership commitment and accountability for the Diversity effort;
- Employing and aligning strategic outreach efforts to identify, attract and recruit from the broad talent pool; and
- Develop, mentor and retain top talent.

Each of the services have in turn developed Diversity roadmaps. However, they are then faced with the difficulty of successful implementation; specifically, they must brave against cultures with lingering bastions of negativity regarding race, gender and sexual orientation, attitudes and behaviours¹⁴.

As a sample diversity program, the US Army Diversity Roadmap 2010 reinforces its mission to reflect a positive impact on readiness and a vision that transcends responsibility to embrace the strengths of its diverse people resources through all levels of leadership. It also interprets diversity into the core values of Duty, Respect, Selfless Service, Honor, Integrity and Personal Courage, and defines desired outcomes through five strategic goals extrapolated from the three DoD goals focused on a top down leadership implementation approach¹⁵.

Similar programs were developed independently in the other services; each addressed particular areas where improvements regarding diversity were more immediate. The Air Force fares best regarding gender; it has the least occupations closed

¹² Department Of Defense, "Department of Defense Diversity and Inclusion Strategic Plan 2012-2017", pp.3

¹³ Ibid, pp 5-10

¹⁴ Scoppio, Grazia, "Diversity Best Practices in Military Organizations in US, UK, Canada and Australia", Personnel Issues, Canadian Military Journal, Vol 9. No 3, 2009. pp 25

¹⁵ Headquarters Department of the US Army, "United States Army Diversity Roadmap", Assistant Secretary of the Army (Manpower & Reserve Affairs), Diversity & Leadership Directorate, December 2010

to women. Other services' restrictions (specifically in ground combat roles) negatively impact demographics of women. The Marine Corps initiated trials for women in combat roles in 2012, to reassess ground combat roles and standards with a goal to opening these occupations to women by 2016, dependent upon trial outcomes.

Racial figures have been masked in their own complexity. US military senior leadership figures fall below the civilian demographic figures where 66% of the white population comprises 77% of active duty officers. 12% of the black population make up 8% of active duty officers and 15% of Hispanics make up 5% of the officer corps. From a gender perspective, 51% of the African-American female population comprises only 22% of the officer corps¹⁶. This racial lens helps in identifying the impact of lower levels of education, a factor that is compounded by the lack of senior role models or mentors currently within the system. Limited high school and post-secondary education also limits opportunities for minorities to be accepted by academic military academies.

Figures at the enlisted level show much greater representation among African-American and Hispanic (minority) males and specifically females, but predominantly in support roles (logistics, maintenance, military police, etc). The challenge remains retention in instances where minorities are predominant in those support roles as a preferred choice; where the intent is to gain skills and knowledge (that may not have been available in earlier education) which are intended to prepare them for civilian jobs¹⁷. This type of cultural and traditional reasoning results in reduced minority numbers for

¹⁶ Sagalyn, Daniel, "Military Leadership Lack Diversity on Top", extracted from: www.pbs.org/newshour/rundown/military-report/, March 2011

¹⁷ Scoppio, Grazia, "Diversity Best Practices in Military Organizations in ABCA", Personnel Issues, Canadian Military Journal, Vol 9. No 3, 2009. pp 25

progression in military rank.; the enlisted member never anticipated having a military career, but rather an interim stepping stone to a civilian career.

Ultimately, progression (especially for senior leadership) requires service and experience in combat units (infantry, armour, artillery) and in operations. This career path was traditionally seen as less desirable for minorities. Most combat units were seen as "White Only", ultimately resulting in less opportunity for senior selection¹⁸. The military has stepped up their game to achieve diversity by increasing the number of mentors for minority officers, introducing enlisted leadership positions to halt attrition. These efforts should break the cycle of stale and less than demographically acceptable representation.

Other areas affected by diversity may not be given as great a focus; however, they are also being addressed to demonstrate inclusiveness. A previously contentious change has been the December 2010 repeal of the "Don't Ask, Don't Tell" rule towards those with non conventional sexual orientations¹⁹. The CAF regulations to accept the less conventionally sexual orientated were lifted in 1992, but it still took over six years for gays and lesbians to come forward²⁰. As with any change, a re-education period was required, as well as a period of settling for those affected to feel comfortable enough to self-identify.

The Marines initiated gender specific ground combat trials in 2012 to assess the introduction of women. The trials were also to reassess the validity of the training

¹⁸ Sagalyn, Daniel, "Military Leadership Lack Diversity on Top", extracted from: www.pbs.org/newshour/rundown/military-report/, March 2011

¹⁹ US Department of Defense, "Don't Ask, Don't Tell is Repealed", 2010, Extracted 14 May 2015 from: http://www.defense.gov/home/features/2010/0610_dadt/

²⁰ Britt, T.W., Adler, A.B. and Castro, C.A. "Military Life: The Psychology of Serving in Peace and Combat", Military Culture, Volume 4, P..Herek, Grgory and Belkin, Arron, "Sexual Orientation and the Military Service: Prospects for Organizational and Individual Change in the United States",

program and make more effective the preparation for combat readiness²¹. Final results are expected to be tabulated in June 2015 with a final report in 2016. However, the fitness training is already receiving scrutiny from senior Marines; exercise science has contributed to the development of fitness programs to reduce compression based injuries that plague men as much as women.

The US has the largest Western military and the most demographic diversity – due in part to being the only Western military that does not require members to be citizens upon recruitment. However, enlistment does enable non-citizens to become eligible for citizenship and citizenship does become a requirement at more senior levels²². By contrast, Canada, the UK and Australia all have citizenship requirements.

A 2011 senior US military commission concluded with 20 recommendations for improving diversity in military leadership, from training to recruiting and retention, to a more transparent and accountable process to measure progress²³.

UK Military. The Ministry of Defence introduced its Equality and Diversity Scheme in 2006 to address almost every element of diversity, including: race, disability, gender, age, religion, belief, and sexual orientation²⁴. The MOD publishes an annual dashboard report that outlines, by percentage, progress on gender, religion, age and

²¹ Seck, Hope, "How Lessons from the Gender Experiment Could be Applied to the Fleet", extracted on 13 May 2015 from: <http://www.marinecorpstimes.com/longform/military/2015/05/27/marines-infantry-experiment-creates-stronger-total-force/27643193/>

²² Scoppio, Grazia, "Diversity Best Practices in Military Organizations in US, UK, Canada and Australia", Personnel Issues, Canadian Military Journal, Vol 9. No 3, 2009. pp 25

²³ Sagalyn, Daniel, "Military Leadership Lack Diversity on Top", extracted on 15 Apr 2015 from: www.pbs.org/newshour/rundown/military-report/

²⁴ Scoppio, Grazia, "Diversity Best Practices in Military Organizations in US, UK, Canada and Australia", Personnel Issues, Canadian Military Journal, Vol 9. No 3, 2009, pp 24

ethnicity²⁵. Although the UK policy stresses diversity training and education are a leadership responsibility, the largely less diverse senior leadership is blamed for not reacting to and eradicating non-diverse cultural attitudes²⁶.

The UK also conducted trials, concluding with the December 2014 - Women (and transgender) in Ground Close Combat Review Paper. Its panel of experts concluded that among a host of factors focusing on physiological, health and inter relational scopes, it was morbidity, deployability, and survivability/lethality which were most likely to have a negative impact on combat effectiveness, and which were most difficult to mitigate if women were to be allowed to assume ground close combat roles²⁷. Women presented a higher liability in "tip of the spear" infantry, armour, artillery and Special Forces fighting team operations. Therefore, they presented a higher risk to achieving or contributing to combat effectiveness. The required minimal military physical standards were developed based on the rigors of actual combat. It was observed in the trials that only a very few elite women could pass this standard; however, they would still require greater time for physical and mental (PTSD) recovery than males.

On ethnic lines, the colonial history of England has lent to a broader Commonwealth citizenship. There are more citizens from which to recruit; consequently, there is more potential for diversity. However, these potential recruits are also typically viewed as Visible Ethnic Minorities whose demographic numbers are still considered as

²⁵ UK Ministry of Defense, "MOD Diversity Dashboard: 2015", Diversity Dashboard UK Regular Forces Summary, 1 April 2015, Extracted on 28 May 2015 from: <https://www.gov.uk/government/statistics/mod-diversity-dashboard-2015>

²⁶ Scoppio, Grazia, "Diversity Best Practices in Military Organizations in US, UK, Canada and Australia", Personnel Issues, Canadian Military Journal, Vol 9. No 3, 2009, pp 26

²⁷ Ministry of Defence, "Women in Ground Close Combat (GCC) Review Paper", Government of UK, Extracted on 19 Apr 2015 from: <https://www.gov.uk/government/publications/women-in-ground-close-combat-gcc-review-paper>

underrepresented in the military, as a result of the military not being the employer of choice²⁸.

Australian Military. The Australian Defense Department aligned diversity under the Director of Rights and Responsibilities. The Australian program revealed a lack of diversity with regards to: gender (women make up 48% of the total work force yet only 13% of the military); Minority Non-English Speaking Background (only 4.1%); Indigenous people (2.7% total workforce versus 5% in the military)²⁹.

A further Army analysis of religious diversity reveals the lack of demographic military representation of non-Christians (Budhist, Hindu, Muslim and others) while the national population reflects large increases in these religions³⁰. In fact, US, UK, Canadian and Australian figures all indicate that only the UK has a significantly higher military Christian demographic against national figures. Conversely, all demonstrate lower demographic representation of non-Christians in their militaries. However, figures do indicate a slow increase in the trend towards diversity, a slowness which Australia attributes to cultural resistance towards military service and concerns regarding a perceived racist military culture³¹.

Canadian Military. The CAF along with the militaries of the Netherlands, Norway and Denmark were the first to open all occupations to women in the 1980s. The CAF has also been successful integrating gay-lesbian, transgender, aboriginal and other cultures

²⁸ Scoppio, Grazia, "Diversity Best Practices in Military Organizations in US, UK, Canada and Australia", Personnel Issues, Canadian Military Journal, Vol 9. No 3, 2009. pp 25

²⁹ Ibid, pp 24

³⁰ Hoglan, Phillip, "Religious Diversity in the Australian Army: The Next Diversity Frontier?", Australian Army Journal, Culture Edition, Volume 10, No 3. 2013. pp 85

³¹ Ibid. pp 84

and religions into its senior ranks³². Yet, the path to full integration is not near completion and has not been smooth.

The 1990s saw the demise of the Airborne due to discriminative and racist behaviours, highlighted by the murder of Shidane Arone, the torture of Capt Sandra Perron during a mock training exercise, and the Crazy Train syndrome at 2 PPCLI. These incidents would test sub-cultural negative behaviours, to name a few exceptions to the positive examples of diversity that were uncovered. The current sexual harassment commission was formed in response to an estimated 1,780 incidents of sexual harassment per year, of which only 10% are reported; this does not communicate a positive message to potential women recruits, who currently represent 25% within the CAF (which is 50% under Employment Equity goals.)³³

Similarly, Aboriginals reflect approximately 2% versus the goal of 3.4% and visible minorities approximately 5% versus the 11.8% goal³⁴. As in the UK, visible minorities are apprehensive to the military as a career choice; or as suspected in the CAF, some Aboriginals remain reluctant to self-identify. A further challenge exists, as first generation Canadian offspring of immigrants of non-European descent demonstrate difficulty integrating into Canadian society³⁵, let alone the military.

Although Employment Equity goals were not entirely met and unacceptable behaviours still abound, there is progress in recruiting and retention (with much room for

³² Fraser, Chantal, "Diversity Recruiting: It's Time to Tip the Balance", Canadian Military Journal, Volume 13, No 4, Autumn 2013, pp 25

³³ Ibid, pp 27

³⁴ Ibid, pp 27

³⁵ Wong, L.L. and Simon, R.R., "Citizenship and Belonging to Canada - Religious and Generational Differentiation", Canadian Journal for Social Research, Migrating Identities, Volume 3, No 1, 2010, pp 7-9

improvement) as CAF leadership and education identify the positive potential diversity offers³⁶.

CONCLUSION

The major focus of this review was on the US perspective of diversity in the military. The case of the US offers a larger scope in terms of its numbers and challenges with its population. Therefore, this case presents a more dynamic, impactful view towards diversity of race, religion, gender and sexual orientation. The US will, in all likelihood, be the largest contributing and most influential partner for any future NATO or other coalition mission. The perspective that comes from that role results in the US placing great emphasis on the potential impact of diversity on a mission, in terms of: how they enter it politically; how they conduct themselves within the local population to win the hearts and minds; the ability to employ all of their human resources in order to manipulate the weaknesses of the enemy.

As this analysis has identified, the integration of any single diversity depends greatly upon the experiences and culture of a nation and can therefore not be blueprinted the same way for every nation.

Canada may be a small contributor to missions; however, it must still be able to use its human resources to full potential, in alignment with the larger US strategic approaches. Canada should strive to present unique military solutions which may be tapped from our diverse Canadian demographic mosaic.

³⁶ Fraser, Chantal, "Diversity Recruiting: It's Time to Tip the Balance", Canadian Military Journal, Volume 13, No 4, Autumn 2013, pp 34

The process with which to exploit and nurture the full dynamic of diversity will likely remain a wicked problem to unravel. However, each step forward in our efforts to obtain these human resources will only serve our military capabilities. Each step will improve our ability to exploit further unexplored diversities. Simultaneously, we will be more able to cultivate better national relationships to match Employment Equity (EE) goals, if not to exceed demographic talent pools.

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