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**DELIBERATE MEASURES: HARNESSING THE NARRATIVE ON
DIVERSITY IN THE CANADIAN ARMED FORCES**

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ABSTRACT

Both the Canadian Defence Policy, *Strong, Secure, Engaged* and the *Canadian Armed Forces Diversity Strategy* provide a compelling mandate for the Canadian military to “leverage Canada’s diversity” in order to enhance operational effectiveness, but neither document states how this diversity is to be achieved. This paper asserts that if front-line leaders within the CAF are not empowered to harness the narrative surrounding diversity, the CAF will not achieve the goals set out for it in *SSE*, including increasing the percentage of women in the military to 25% by 2026.

A historical analysis of diversity in the CAF and an overview of the shift from Employment Equity to Diversity & Inclusion demonstrate why the Canadian military must and should represent Canadian society. Research by academia and the private sector is compared to current CAF diversity initiatives exposing a significant and important gap in what needs to be done if the CAF is to achieve its diversity goals.

This paper concludes that the CAF must decide how to measure the progress and success of D&I programs and reconcile existing EE measures with new initiatives. It is imperative that the Canadian military avoid the mistakes of past attempts at culture change, ensuring that the *CAF Diversity Strategy Refresh* includes specificity, transparency, buy in, succession planning and re-evaluation. In the context of military education (PME), the gap in understanding the principles of leading organizational change at the front-line leadership level must be addressed.

To ensure the success of the CAF’s D&I initiatives, front-line leaders must be convinced to take on this formidable challenge, provided with the appropriate tools to initiate this change and given authority and responsibility to tailor the change initiative. Most importantly, leaders

must be held accountable for their action or inaction on diversity initiatives if the ambitions of *SSE* are to be achieved.

CHAPTER 1 – INTRODUCTION

On 7 June 2017, the Liberal government released *Strong, Secure, Engaged: Canada's Defence Policy*, mandating the Canadian Armed Forces (CAF) “leverage Canada’s diversity”¹ to enhance operational effectiveness to confront the increasingly complex conflict environment. The year before, the *Canadian Armed Forces Diversity Strategy* was published as the guiding document for a CAF that aspires to be more reflective of Canadian society, recognizing, embracing and actively promoting diversity as a core CAF institutional value. While both documents have noble aspirations, neither detail how this diversity is to be achieved. And business hasn’t figured this out either. As McKinsey & Company warns, “progress on gender diversity at work has stalled. To achieve equality, companies must turn good intentions into concrete action.”² While research proves the numerous benefits of diversity, many organizations, including the CAF, still fail to achieve the critical mass of women required to harness the power of diversity.

This paper will begin with a historical overview of the five main reasons why the CAF must strive to be more reflective of Canadian society. The nuance in narrative from Employment Equity (EE) to Diversity & Inclusion (D&I) will reveal an important shift underway in our understanding of diversity. An overview of current academic and business diversity research will include key imperatives for successful D&I programs. Current CAF diversity initiatives will then be examined to detail what the CAF is doing to achieve the goals set out in *SSE* and the *CAF Diversity Strategy*. When research by academia and the private sector is compared to current CAF diversity initiatives, a significant and important gap is exposed in what remains to be done.

¹ Department of National Defence, *Strong, Secure, Engaged: Canada's Defence Policy* (Ottawa: Canada Communications Group, 2017), 23.

² McKinsey & Company, “Women in the Workplace 2018,” last modified October 2018, <https://www.mckinsey.com/featured-insights/gender-equality/women-in-the-workplace-2018>.

With the *CAF Diversity Strategy* Refresh underway, this paper asserts that if front-line leaders within the CAF are not empowered to harness the compelling narrative surrounding diversity, the CAF will not achieve the aspirations of *SSE*, including increasing the percentage of women in the military to 25% by 2026. Research has proven that “diversity does not produce better results automatically, through a sort of multicultural magic. It does so only if it is managed well.”³ There is overwhelming evidence regarding the benefits of a diverse workforce, but the tools required for “demonstrating leadership in reflecting Canadian ideals of diversity, respect and inclusion”⁴ continue to allude organizations. This paper aspires to provide those tools for success.

³ The Economist, “Diversity Fatigue,” last modified 11 February 2016, <https://www.economist.com/business/2016/02/11/diversity-fatigue>.

⁴ Department of National Defence, *Strong, Secure, Engaged: Canada’s Defence Policy* (Ottawa: Canada Communications Group, 2017), 23.

CHAPTER 2 – HISTORICAL BACKGROUND OF DIVERSITY IN THE CAF

How diversity and inclusion in the workplace have been conceptualized has rapidly evolved in recent years. Employers across private industry, the public sector and the Canadian military are focussing on diversifying their workforce for a variety of reasons.⁵ While many discuss workplace diversity as a critical imperative, the benefits of diversity continue to be misunderstood. As the editor of Maclean's magazine noted, "we live in the golden age of diversity and inclusion, yet these ideals as well as their realities still challenge us, divide us, and elude us."⁶ There are many reasons why a diverse workforce makes organizations better and it is difficult to argue that one holds more weight than the other. More accurately, it is a combination of five different reasons that continue to motivate the CAF to achieve the ambitious diversity goals set out in the new defence policy.

This chapter will examine the reasons why a more diverse military is important, specifically, in the context of legality, legitimacy, instrumentally, Government of Canada policy, and CAF policy.

Legal

To understand the need to diversify the CAF, one must first understand the foundation of legislation that has been instrumental to the emerging role of women in the military over the past fifty years. While the narrative shift from EE's "you must do it," to D&I's "it will make us better" has proven that carrots can be more effective than sticks, it is critical to understand what

⁵ As recently as February 2019, Disney's Pixar released a short film which examined workplace diversity with "humor, insight, and a lively ball of yarn," demonstrating how achieving diversity in the workplace is not as simple as it sounds. LinkedIn Talent Blog, "Pixar's New Short Film Examines Workplace Diversity with Humor, Insight, and a Lively Ball of Yarn," last modified 7 February 2019, <https://business.linkedin.com/talent-solutions/blog/diversity/2019/pixars-new-short-film-examines-workplace-diversity>.

⁶ Maclean's, "What we mean when we talk about inclusion," last modified 19 January 2018, <https://www.macleans.ca/society/what-we-mean-when-we-talk-about-inclusion>.

the CAF has been mandated to do, legally, with respect to employment opportunities for women. A brief review of pertinent legislation will begin with the report by the *Royal Commission on the Status of Women Canada*, and the *Canadian Charter of Rights and Freedoms*, including challenges brought against the CAF. A review of the *Employment Equity Act* will explain the historical context of how the CAF has approached the representation of designated groups within the CAF.

Royal Commission on the Status of Women in Canada

In response to pressure from national women's groups, the Liberal Pearson government established the *Royal Commission on the Status of Women in Canada* (hence forth referred to as the *Commission*) on 16 February 1967. Three men and five women were appointed by the Privy Council "to inquire into and report upon the status of women in Canada, and to recommend what steps might be taken by the Federal Government to ensure for women equal opportunities with men in all aspects of Canadian society."⁷ The *Commission* laid out its guiding principles as the *United Nations' Universal Declaration of Human Rights*, which on 10 December 1948 stated "all human beings are born free and equal in dignity and rights."⁸ The *Commission* boldly emphasized that its terms of reference were based on the full use of human resources as synonymous with Canada's national interest.⁹

After years spent in briefings, hearings, discussions and interviews, in addition to reviewing letters of opinion from stakeholders across the country, the *Commission* concluded its report with 167 recommendations which it felt "should establish a measure of equality that is

⁷ Privy Council Office, *Report of the Royal Commission on the Status of Women Canada* (Ottawa: Information Canada, 28 September 1970), vii. http://publications.gc.ca/collections/collection_2014/priv/CP32-96-1970-1-eng.pdf

⁸ *Ibid.*

⁹ *Ibid.*

now lacking, for men as well as for women.”¹⁰ Of these, six were aimed directly at the CAF, specifically: standardization of enrolment criteria; equal pension benefits for women and men; opportunity for women to attend Canadian military colleges; opening of all trades and officer classifications to women; and, termination of regulations prohibiting enrolment of married women and the release of servicewomen upon the birth of a child.¹¹ In the CAF, progress on these recommendations began quickly but all recommendations were not fully implemented until 2001 when service in submarines was opened to women.¹² Nonetheless, as one CAF study author noted “the acceptance of the vast majority of [the *Commission*’s] recommendations marked a turning point for women in the Canadian military.”¹³

By 1971, the implementation of the *Commission*’s recommendations was underway. Women were enrolled in the Regular Officer Training Program (ROTP) and that summer, the Defence Council ordered all limitations on the employment of women in the CAF to be removed with the exception of primary combat roles, remote locations and service at sea. While progress had been rapid, these exclusions resulted in one-third of CAF trades and classifications being open to men but closed to women.¹⁴ These exemptions would prove to be a formidable barrier in the efforts to allow the full integration of women in to the CAF.

Canadian Human Rights Act

¹⁰ *Ibid.*

¹¹ Government of Canada, “Fact Sheet: Women’s Progress in the Canadian Military,” last modified 6 June 2018, <http://www.forces.gc.ca/en/news/article.page?doc=fact-sheet-women-s-progress-in-the-canadian-military/hnocfoms>

¹² Government of Canada, “Navy opens submarine service to women,” last modified 6 June 2018, <http://www.forces.gc.ca/en/news/article.page?doc=navy-opens-submarine-service-to-women/hnmx19og>

¹³ R.C. MacLean, “Equal but Unfair: The Failure of Gender Integration in the Canadian Armed Forces,” (Masters of Defence Studies Directed Research Paper, Canadian Forces College, 2017), 20.

¹⁴ Captain R.E. Park, *Factors Influencing the Final Conclusions of the Canadian Forces’ Trial Employment of Servicewomen in Non-Traditional Environments and Roles*. Paper presented at the Inter-University Seminar on Armed Forces and Society International Meeting in Chicago, Illinois (Canadian Forces Personnel Applied Research Unit: North York, ON, October 1983), 2.

The CAF was pushed further towards gender equality after the *Canadian Human Rights Act (CHRA)* came in to effect in 1977, stating “all Canadians have the right to equality, equal opportunity, fair treatment, and an environment free of discrimination on the basis of sex, sexual orientation, marital status and family status.”¹⁵ The aim of the *CHRA* was equal opportunity for workers who may have been disadvantaged due to:

Prohibited grounds of discrimination [such as] race, national or ethnic origin, colour, religion, age, sex, sexual orientation, gender identity or expression, marital status, family status, genetic characteristics, disability and conviction for an offence for which a pardon has been granted or in respect of which a record suspension has been ordered.¹⁶

The *CHRA* applies throughout Canada but only to federally regulated activities. The Canadian Human Rights Commission would investigate claims of discrimination and the Canadian Human Rights Tribunal would judge said cases.

To comply with the *CHRA*, the CAF launched the Servicewomen in Non-Traditional Environments and Roles (SWINTER) Trials, from 1979 and 1985.¹⁷ The military’s rationale for requiring further trials for the integration of women in non-traditional roles was “the presence of many uncertainties relating to universal or near universal employment of women throughout the CAF argues against unreasonable or precipitous implementation of the literal requirements of the *CHRA*.”¹⁸ The details of these trials are beyond the scope of this paper, but while outright

¹⁵ Government of Canada, “Rights of Women,” last modified 25 October 2017, <https://www.canada.ca/en/canadian-heritage/services/rights-women.html>.

¹⁶ Canadian Human Rights Act, R.S.C., c. H-6, s. 3 (1) (1985).

¹⁷ Lieutenant (N) K.D. Davis, *Women and Military Service in Canada: 1885 – Present*. Historical Report 96-1 (Canadian Forces Personnel Applied Research Unit: North York, ON, June 1996), 9.

¹⁸ Department of National Defence, National Defence Headquarters Instruction – Deputy Chief of Defence Staff 13/79, *The Trial Employment of Servicewomen in Non-Traditional Roles and Environments* (Ottawa: National Defence Headquarters, December 1979), 1.

acceptance of women in these roles was never achieved, in general, the trials demonstrated there was no valid reason for women not to be included in non-traditional roles.

The reports from the SWINTER trials noted that many of the observed issues could be traced back to controllable elements, such as selection and training of trial participants, failure to identify special skills needed by participants, inadequate job descriptions, and poor organizational or management preparation.¹⁹ These lessons remain pertinent even today.

As the SWINTER trials were being completed, the *Canadian Charter of Rights and Freedoms* (the *Charter*) was enacted on 17 April 1982 stating:

Every individual is equal before and under the law and has the right to the equal protection and equal benefit of the law without discrimination and, in particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, age or mental or physical disability.²⁰

In response, on February 5, 1987, the Minister of National Defence (MND) proposed the Combat Related Employment of Women (CREW) trials within the Army and Navy. The purpose was to again “study the impact of employing men and women in combat units.”²¹

Despite two years of trials, the CREW trials were never completed due to a landmark ruling in 1989. Three women successfully challenged the CAF policy of excluding women from certain roles including combat. They used the *CHRA* to argue that “the differential treatment between women and men constituted discrimination on the basis of sex.”²² The CAF’s defence for continued exclusion of women from combat “was justified as a bona fide occupational

¹⁹ Donna Winslow and Jason Dunn, “Women in the Canadian Forces: Between Legal and Social Integration,” *Current Sociology* 50, no. 5 (September 2002): 645-646.

²⁰ *Canadian Charter of Rights and Freedoms*, section 15, Part I of the *Constitution Act (1982)*.

²¹ Government of Canada, “Women in the Canadian Forces,” last accessed 19 February 2019, <http://www.forces.gc.ca/en/news/article.page?doc=women-in-the-canadian-forces/hnlh1xa3>.

²² Canadian Encyclopedia, “What the Canadian Human Rights Act says,” last accessed 19 February 2019, <https://www.thecanadianencyclopedia.ca/en/article/canadian-human-rights-act>.

requirement which ensured the operational effectiveness of the combat arms.”²³ This was the opposite of the narrative that Canadians hear today from the current CDS who equates diversity in the CAF with operational effectiveness. How far the military has progressed is made clear in the comments made by General de Chastelain, then CDS, in March of 1989 after the Tribunal’s decision:

Although I have expressed concern over the legality and substance of the tribunal direction to terminate the [CREW] trials, it has been concluded that an appeal act not be undertaken. As a consequence, we must now accept that there no longer exists a bona fide occupational requirement for discrimination against women through employment limitations.²⁴

The head of the CAF expresses his doubts about the decision and opens all occupations to women even though he does not agree. This is problematic as the acceptance of women into all trades is seen as forced vice culturally accepted.²⁵

Employment Equity Act

Employment Equity is a uniquely Canadian term which was introduced in 1984 by the Abella Commission. Canadian Justice Abella chose employment equity instead of the US’ affirmative action to create “a distinctly Canadian policy to address inequality in employment on the basis of gender, visible minority status, disability, and Aboriginal identity.”²⁶ The *Employment Equity Act (EEA)*, stemming from the Abella Commission, was released in 1995, but it was not until 2002 that the Canadian Government enacted the CF EE Regulations, “to

²³ Donna Winslow and Jason Dunn, “Women in the Canadian Forces: Between Legal and Social Integration,” *Current Sociology* 50, no. 5 (September 2002): 658.

²⁴ Department of National Defence, CANFORGEN CLS 014, *Canadian Human Rights Tribunal Decision: Women in Combat* (Ottawa: DND Canada, 1989).

²⁵ This topic is expanded on in R.C. MacLean’s “Equal but Unfair: The Failure of Gender Integration in the Canadian Armed Forces,” (Masters of Defence Studies Directed Research Paper, Canadian Forces College, 2017).

²⁶ Carol Agocs, *Employment Equity in Canada: The Legacy of the Abella Report* (Toronto: University of Toronto Press, 2014), 13.

adapt the provisions of the *Act* to accommodate the Canadian Forces, taking into account the need for their operational effectiveness.”²⁷

The *EEA* mandates “[federal] employers set their own goals and realistic timetables for achieving them, based on sound analysis and planning. Instead of quotas, employers set targets for measuring progress in hiring workers from the four designated groups.”²⁸ There was work to be done for the CAF to use “an approach consistent with other federal organizations, [which] also reflects the military factor in the determination of CAF EE goals.”²⁹ The military factor acknowledges there are some military occupations that do not have a civilian equivalent, like infantry, artillery and armoured. There are also other military occupations which have the same name but entail “additional hardship compared to their civilian equivalent,”³⁰ such as military truck driver. In 2016, the Labour Program and the *Commission* “agreed that the CAF should adopt the two National Occupational Classification (2 NOC) approach for future EE goal setting.”³¹ This approach (0433 Commissioned Officer, 4313 Non-Commissioned Member) intended to reconcile the military factor while also following the legislation set out for federal organizations under *Act*.

Within the *EEA*, federal organizations must set long-term EE goals which are higher than the current CAF Labour Market Availability (LMA) for the 2 NOCs. With respect to women, the 2011 LMA was 14.5% for women. In 2004, the EE goal for women in the CAF was 25.1% based

²⁷ *Employment Equity Act*, SOR/2002-421(2002)

²⁸ University of Manitoba, “Myths & Realities about Employment Equity,” last accessed 28 April 2019, http://umanitoba.ca/admin/human_resources/equity/myths_realities.html.

²⁹ Department of National Defence, *Canadian Armed Forces Employment Equity Report 2016-2017* (Ottawa: Canada Communications Group, 2017), 2.

³⁰ *Ibid.*

³¹ *Ibid.*

on old methodology used before the 2 NOC approach.³² “Although the 2 NOC approach would potentially allow for the reduction of the CAF Long Term EE goals set for women (25.1%)... [the CAF] decided to maintain these goals in the interest of progress and in keeping with the spirit of the Act.”³³

The 2016-2017 report on EE notes that the CAF has implemented or completed 73% of its EE tasks, while 24% have identified solutions or have been initiated but require additional time to implement.³⁴ 3% of tasks have not been initiated and will not be completed on time, including comparison of career progression between the two NOCs, retention plans and a mentoring framework for CAF members.³⁵

Legitimacy

Duty with Honour: the Profession of Arms in Canada and Leadership in the Canadian Forces: Conceptual Foundations explains the need for diversity in the CAF as an imperative to remain legitimate. *Duty with Honour* notes “indeed, the very legitimacy of the profession of arms in Canada demands that the military embody the same fundamental values and beliefs as those of the society it defends, limited only by military functional requirements.”³⁶ Canada is proud of its multicultural composition. The 2016 census noted “more than one fifth of Canadians were born in another country,”³⁷ and women are a vital part of the current workforce.

³² *Ibid.*

³³ *Ibid.*

³⁴ *Ibid.*, 3.

³⁵ *Ibid.*

³⁶ Department of National Defence, *Duty with Honour: the Profession of Arms in Canada* (Ottawa: Canadian Defence Academy – Canadian Leadership Institute, 2003), 15.

³⁷ Global News, “Census 2016: More than one fifth of Canadians are foreign-born, proportion from Asia growing,” last updated 25 October 2017, <https://globalnews.ca/news/3823778/canadians-immigrant-foreign-born-asian-census-2016>.

Conceptual Foundations references the *Commission's* report in that “the Canadian Forces is the ultimate protector and defender of the people’s rights and freedoms. It is thus vitally important that the military is imbued with the values that animate a free, democratic and tolerant society,”³⁸ linking diversity to legitimacy. To remain relevant, the CAF must reflect the values of Canadian society. To do so, the CAF must self-regulate “to sustain the trust and confidence of both the Government and the society served by an armed force.”³⁹ Therefore, the values and behaviours of CAF members must be reflective of Canadian society writ large, including equitable representation of designated groups to ensure the military is reflective of Canadian society.

Canadian Workforce Demographics

While military service is a unique occupation “which effectively has its own Labour Market Availability,”⁴⁰ it is helpful to consider legislation and EE in the context of Canadian workforce demographics to understand how the CAF compares in terms of gender composition. “One of the most substantial changes to the Canadian labour market is the participation, en masse, of women. Over the second half of the 20th century, women became far more involved in the workforce than ever before.”⁴¹ From 1953 to 1990, there was rapid growth in the percentage of women in the workforce,⁴² followed by a slowdown resulting in labour force participation rates for women of 82% in 2014 compared with 91% for men” and “by 2014, women made up

³⁸ Department of National Defence, *Leadership in the Canadian Forces: Conceptual Foundations* (Ottawa: Canadian Defence Academy – Canadian Leadership Institute, 2005), 22.

³⁹ *Ibid*, 42.

⁴⁰ Department of National Defence, *Canadian Armed Forces Employment Equity Report 2016-2017* (Ottawa: Canada Communications Group, 2017), 2.

⁴¹ Statistics Canada, “The surge of women in the workforce,” last modified 17 May 2018, <https://www150.statcan.gc.ca/n1/pub/11-630-x/11-630-x2015009-eng.htm>.

⁴² Specifically, “1.4 percentage points each year on average from 1953 to 1990” from Statistics Canada.

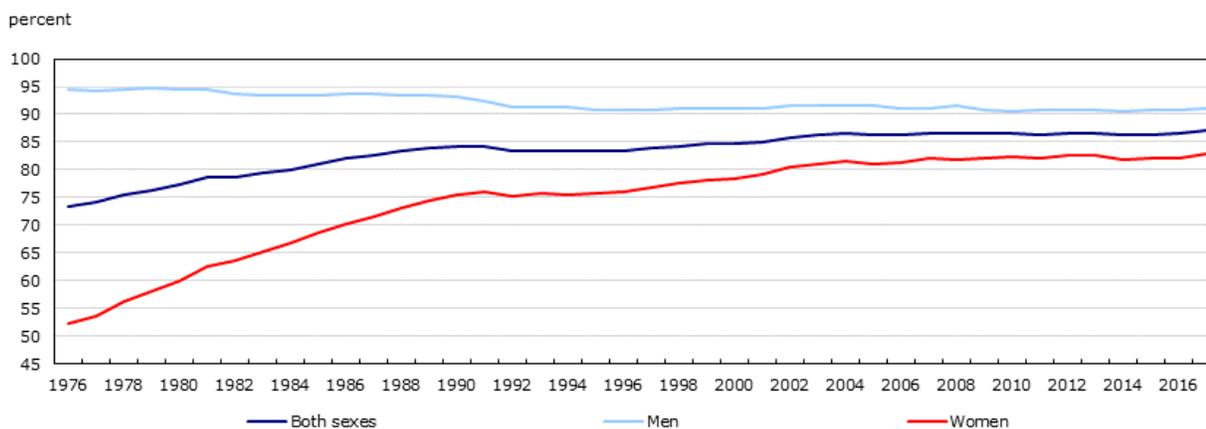
almost half (47%) of the entire Canadian workforce.”⁴³ This was noted again in 2017 in the

Statistics Canada Annual Review of the Labour Market:

The participation rate for the core age population reached the highest level since comparable data became available in 1976, up 0.5 percentage points to 87.0% in 2017. This was driven by increased labour force participation among women in this age group—their participation rose by 0.7 percentage points to 82.9%, the highest level on record. The participation rate for core-aged men increased slightly to 91.1% (+0.2 percentage points).⁴⁴

This is graphically represented below:

Chart 12
Participation rate for people aged 25 to 54, by sex, 1976 to 2017



Source: Statistics Canada, Labour Force Survey, CANSIM table 282-0002.

Additionally, the ‘new normal’ is both parents working full time. “In 2014, 69% of couple families with at least one child under 16 were dual-earner families, up from 36% in 1976.

Among dual-earner families, almost three-quarters had two parents working full time in 2014.”⁴⁵

Canada’s 2017 defence policy instructs the CAF to harness the diversity of Canada. It mandates the CAF commit “to further increasing the representation of women in the military by

⁴³ Statistics Canada, “The surge of women in the workforce,” last modified 17 May 2018, <https://www150.statcan.gc.ca/n1/pub/11-630-x/11-630-x2015009-eng.htm>.

⁴⁴ Andrew Fields, Emmanuelle Bourbeau and Martha Patterson, *Annual review of the labour market, 2017* (Ottawa: Statistics Canada, 24 April 2018), 15.

⁴⁵ Statistics Canada, “Employment patterns of families with children,” last modified 27 November 2015, <https://www150.statcan.gc.ca/n1/pub/75-006-x/2015001/article/14202-eng.htm>.

1 percent annually towards a goal of 25 percent in 10 years.”⁴⁶ Given this imperative, it is clear that the percentage of women in the CAF is significantly lower than the percentage of women currently available to work. While the government emphasizes “Canada is a world leader in terms of the proportion of women in its military,”⁴⁷ a critical mass of servicewomen continues to be an elusive achievement. As one CAF study author reported, “the CAF compares favourably against other North Atlantic Treaty Organization militaries, but the true litmus test is the comparison of the CAF’s efforts and progress against Canadian society and its expectations.”⁴⁸

The latest CAF EE report notes that “for 2016/17, overall women’s representation in the Regular Force and Primary Reserve increased 0.3%”⁴⁹ from the previous year but still remains low at 15.2% as of March 31, 2017.⁵⁰ While some argue that a military career is not for everyone, there is clear potential for growth in terms of worker availability, recognizing that increasing women’s representation beyond 25% may be difficult.

Houston, we have a problem

On 4 July 2018, Earncliffe Strategy Group released an important report commissioned by the Department of National Defence (DND) regarding views of the CAF. Through a two-part research program, the independent strategic advisor’s objective was to conduct “a comparative analysis of data against previous waves to understand shifts in [public] perceptions. A secondary

⁴⁶ Department of National Defence, *Strong, Secure, Engaged: Canada’s Defence Policy* (Ottawa: Canada Communications Group, 2017), 23

⁴⁷ Government of Canada, “Women in the Canadian Armed Forces: Background,” last modified 6 March 2014, <http://www.forces.gc.ca/en/news/article.page?doc=women-in-the-canadian-armed-forces/hie8w7rm>.

⁴⁸ R.C. MacLean, “Equal but Unfair: The Failure of Gender Integration in the Canadian Armed Forces,” (Masters of Defence Studies Directed Research Paper, Canadian Forces College, 2017), 2.

⁴⁹ Department of National Defence, *Canadian Armed Forces Employment Equity Report 2016-2017* (Ottawa: Canada Communications Group, 2017), 5.

⁵⁰ *Ibid.*

objective of the research was to explore, qualitatively, the [public's] perception of the CAF and attitudes toward security and defence."⁵¹

Although the public's perception of the military and the people in it was very positive, "awareness of and familiarity with the CAF was generally very low; virtually non-existent among those in the younger age group."⁵² This is problematic. Not only did *SSE* mandate an increase in the percentage of women in the military, it also directed growth of the Regular Force "by 3,500 (to 71,500) military personnel and 1,500 Reserve Force members (to 30,000 total)."⁵³

The report noted "participants unanimously agreed that women should be welcome,"⁵⁴ although "the majority of participants assumed that the CAF was diverse culturally but had the sense that there may be a gender imbalance."⁵⁵ It concluded that "the majority (72%) feel the CAF is as good a career option for women as it is for men, although fewer (53%) are convinced the CAF workplace environment is respectful of women."⁵⁶ The importance of *Operation HONOUR*, the CAF's plan to combat sexual misconduct in the military, is highlighted here, demonstrating the lasting effects of the Deschamps Report three years after its release.

Although many more women have joined the workforce, it is likely that most have not (and will not) consider a career in the CAF due to lack of knowledge of Canada's military and what it does. As defence and security reporter Murray Brewster noted, "the inconspicuous profile

⁵¹ Earnscliffe Strategy Group, *Views of the Canadian Armed Forces 2018 Tracking Study* (Ottawa: Canada Communications Group, 2018): 1. http://epe.lac-bac.gc.ca/100/200/301/pwgsc-tpsdc/por-ef/national_defence/2018/076-17-e/summary.pdf.

⁵² *Ibid.*

⁵³ Department of National Defence, *Strong, Secure, Engaged: Canada's Defence Policy* (Ottawa: Canada Communications Group, 2017), 19.

⁵⁴ Earnscliffe Strategy Group, *Views of the Canadian Armed Forces 2018 Tracking Study* (Ottawa: Canada Communications Group, 2018): 3.

⁵⁵ *Ibid.*

⁵⁶ *Ibid.*

[of the CAF] is a significant challenge for a military that is attempting to increase the size of the regular and reserve forces.”⁵⁷

Instrumental

The need for the CAF to diversify is also about much more than just numbers. The year before *SSE* was released, the CDS announced direction to increase the percentage of women in the military to 25% over a ten-year period, “to do what good intentions have so far failed to accomplish — get more women into the Canadian Armed Forces.”⁵⁸

He acknowledged that this was a long-standing goal and tasked then Chief of Military Personnel (now Military Personnel Command), recognizing that “if we don’t make it a task, if I don’t give an order, it’s not going to get done. We can’t just hope that it happens.”⁵⁹ At the time, he did not associate increased representation of women with operational effectiveness, as he would after the release of *SSE*. Rather, news articles made the link to the 2015 Deschamps’ report on sexual misconduct and sexual harassment in the CAF, noting “if you want to change the culture with regards to women, you’ve got to get more women into the organization. You’ve got to make more of an effort.”⁶⁰

Canada’s new defence policy mandates significant growth in both the Regular and Reserve force. Given the gender composition of the Canadian workforce, it is therefore necessary to recruit from the entire population if the CAF is to grow. A challenge for the Canadian Forces Recruiting Group, whose mandate is to “to attract highly qualified individuals, either already in or newly entering the workforce... [and] continue to implement a wide variety

⁵⁷ Canadian Broadcasting Corporation, “Military is off the radar of most Canadians: DND poll,” last modified 20 July 2018, <https://www.cbc.ca/news/politics/dnd-canadians-military-poll-1.4754083>.

⁵⁸ Toronto Star, “Canada’s top general launches push to recruit women,” last modified 19 February 2016, <https://www.thestar.com/news/canada/2016/02/19/canadas-top-general-launches-push-to-recruit-women.html>

⁵⁹ *Ibid.*

⁶⁰ *Ibid.*

of initiatives to position employment with the Canadian Forces as the first choice for young Canadians looking to make a difference in the world.”⁶¹ Additionally, the CAF must grow talent from the bottom up as there are few mechanisms to hire middle management (i.e. front-line leaders) adding further challenges to a complex recruiting scenario which must estimate for attrition and grapple with delays in the training system.

The scope of the problem was exposed in 2016 in the Auditor General analysis of recruitment and retention in the CAF. Previous audits on the same subject had been conducted in 2002 and 2006.⁶² It noted “to maintain its capability and readiness, the Canadian Armed Forces must select and develop thousands of recruits each year and retain a significant number of its members.”⁶³ The report’s opinion was that “it is unlikely that the Regular Force will be able to reach the desired number of members by the 2018-19 fiscal year as planned.”⁶⁴ The troublesome gap between the required numbers and the actual trained and effective strength is represented in the figure below.

The report noted, as did previous reports, that although the CAF had set an ambitious goal of increasing the percentage of women to 25%, “it did not set specific targets by occupation, nor did it have a strategy to achieve this goal.”⁶⁵ It deduced that “it is difficult to attract, select, train, and retain more women in the Canadian Armed Forces without implementing special employment equity measures.”⁶⁶

⁶¹ From internal Canadian Forces Recruiting Group webpage.

⁶² Office of the Auditor General of Canada, *2016 Fall Reports of the Auditor General of Canada – Report 5-Canadian Armed Forces Recruitment and Retention-National Defence* (Ottawa: OAG, Fall 2016), 3.

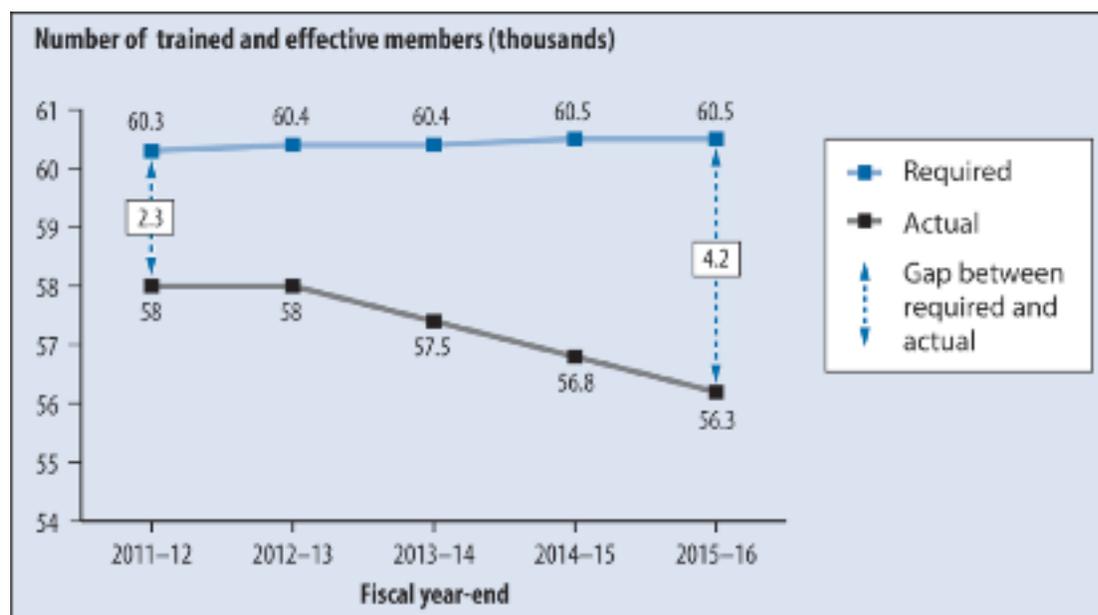
⁶³ *Ibid.*

⁶⁴ *Ibid.*, 5.

⁶⁵ *Ibid.*

⁶⁶ *Ibid.*, 8.

Number of Required vs. Actual Members, 2011–2012 to 2015–2016⁶⁷



DND’s response highlighted initiatives including the Recruiting and Diversity Task Force (a recruiting Advisory Board of prominent Canadians), a women’s employment opportunity program and a CAF retention strategy.⁶⁸ Some of these initiatives are still in their infancy, therefore it is difficult to assess their impact.

The CAF is not alone in its struggles to diversify. In November 2017, CBC reported “after decades of progress, [Canada] has been stuck in neutral, struggling to advance traditionally under-represented groups such as women... especially to the most senior levels of organizations.”⁶⁹ Deloitte Canada CEO, Frank Vettese, emphasized “we’re in a very critical war for talent,” noting 47 percent of Millennials include D&I as important criteria when searching for a job.⁷⁰

⁶⁷ *Ibid.*

⁶⁸ *Ibid.*, 9.

⁶⁹ Canadian Broadcasting Company, “Be more ‘courageous’ about diversity, Deloitte report urges Canadian companies,” last updated 22 November 2017, <https://www.cbc.ca/news/business/deloitte-diversity-report-1.4413914>.

⁷⁰ *Ibid.*

The STEM⁷¹ sector of the economy is also challenged by diversity. These skills are critical in an increasingly technical military and comparisons here are noteworthy. Ryerson University reported “Canada urgently has to figure out how to foster diversity – whether that’s based on gender, race or physical ability – in STEM.”⁷² The Dean of Science warned “the risk of not getting it right is huge... we’re missing out on human capital, we’re missing out on human potential.”⁷³

Government of Canada (GoC) Policy

This section examines diversity through the lens of the new defence policy and the United Nations Women, Peace and Security (WPS) agenda. On 7 June 2017, the MND announced the release of *Strong, Secure, Engaged: Canada’s Defence Policy (SSE)*. He outlined a “new course”⁷⁴ for the CAF which was “necessary to address current and looming gaps in existing capabilities.”⁷⁵ The Government’s policy development process was “grounded in a thorough assessment of the global security environment – one that is marked by the shifting balance of power, the changing nature of conflict, and the rapid evolution of technology.”⁷⁶

Key tenets of the policy include leveraging Canada’s diversity to ensure the CAF can “succeed in an unpredictable and complex security environment.”⁷⁷ It emphasizes “the Canadian

⁷¹ The science, technology, engineering and mathematics (STEM) sector.

⁷² Canadian Broadcasting Company, “Canada urgently needs diversity in science, tech, engineering and math: report,” last updated 14 October 2017, <https://www.cbc.ca/news/business/fighting-gender-stereotypes-stem-1.4354302>.

⁷³ *Ibid.*

⁷⁴ Maclean’s Magazine, “Harjit Sajjan announces a new defence policy: Full speech,” last accessed 1 May 2019, <https://www.macleans.ca/politics/ottawa/harjit-sajjan-announces-a-new-defence-policy-full-speech>.

⁷⁵ *Ibid.*

⁷⁶ Department of National Defence, *Strong, Secure, Engaged: Canada’s Defence Policy* (Ottawa: Canada Communications Group, 2017), 12.

⁷⁷ *Ibid.*

Armed Forces must reflect the diversity of the country we defend,”⁷⁸ adding “we need a military that looks like Canada.”⁷⁹ Current CAF EE demographics show this is not the case. The policy emphasizes recruitment, retention and promotion of women in the CAF and the aspiration “to be a leader in gender balance in the military.”⁸⁰ To achieve this, the CAF must “increasing the representation of women in the military by 1 percent annually towards a goal of 25 percent in 10 years,”⁸¹ putting Canada at the forefront of its peers in NATO. Although surprising to some, this was not a new goal. The policy sets out a clear and consistent narrative that “embracing diversity will enhance operational effectiveness by drawing on all of the strengths of Canada’s population,”⁸² a marked departure from the narrative surrounding the SWINTER and CREW trials.

Of the 111 new initiatives that are outlined in *SSE*, five are focused on leveraging Canada’s diversity. In addition to appointing a Diversity Champion, the integration of Gender-Based Analysis Plus (GBA+) is essential. The policy emphasizes increasing designated groups within the CAF through recruitment and retention to “promote diversity and inclusion as a core institutional value across the Defence team,”⁸³ becoming a leader in gender balance by 2026. It is clear that senior leaders within the CAF must understand the benefits of diversity and must consider how to structure training to achieve increased female representation. What tools promote cultural change? *SSE* does not focus on how to achieve diversity in the CAF although the CAF’s plan to diversify was outlined the year before in the *CAF Diversity Strategy*, with limited success.

⁷⁸ *Ibid*, 20-21.

⁷⁹ *Ibid*.

⁸⁰ *Ibid*, 23.

⁸¹ *Ibid*.

⁸² *Ibid*.

⁸³ *Ibid*.

Canada's National Action Plan (C-NAP) on Women, Peace and Security (2017-2022)

“Canada recognizes that sustainable peace is only possible when women are fully involved in the resolution of conflict, as well as in other peace and security efforts.”⁸⁴ Five months after the announcement of the defence policy, the government announced an updated National Action Plan with respect to the UN Women, Peace and Security (WPS) agenda, which includes UNSCR 1325 and its associated resolutions. UNSCR 1325 was unprecedented in that it “formally brought to global attention the unrecognized, underutilized and undervalued contributions women have always been making towards the prevention of wars, peace-building and engaging individuals, communities and societies to live in harmony.”⁸⁵ It was the “first resolution to recognize the unique and disproportionate effects of armed conflict on women and girls.”⁸⁶ To advance the WPS agenda, signatories were asked to establish national action plans to address the concerns and imperatives in the UNSCRs. Today, 67 countries have created national action plans, with Canada releasing an update to its 2011-2016 version on 1 November 2017, covering the period 2017-2022⁸⁷. As noted by WPS Network Canada, “the contrast with the launch of the 2010 C-NAP could not have been more dramatic. The first C-NAP was launched in New York, with barely a mention in Ottawa.

This time around, there was a high-profile launch in Ottawa. Five cabinet ministers along with other parliamentarians were present. Foreign Affairs Minister Chrystia Freeland gave the keynote address. Two civil society representatives were included in the panel. There was a packed audience of

⁸⁴ Government of Canada, “Women, peace and security,” last modified 27 March 2019, https://international.gc.ca/world-monde/issues_development-enjeux_developpement/gender_equality-egalite_des_genres/women_peace_security-femmes_paix_securite.aspx?lang=eng.

⁸⁵ Anwarul K. Chowdhury, Foreword in *Openings for Peace: UNSCR 1325, Women and Security in India* (New Delhi: SAGE Publications India Pvt Ltd, 2016), xi.

⁸⁶ Government of Canada, “Women, peace and security,” last accessed 25 February 2019, https://international.gc.ca/world-monde/issues_development-enjeux_developpement/gender_equality-egalite_des_genres/women_peace_security-femmes_paix_securite.aspx?lang=eng.

⁸⁷ *Ibid.*

diplomats, non-governmental organization (NGO) leaders, activists and academics. The session was broadcast on Facebook live.⁸⁸

It was clear that WPS was a priority agenda item for the Liberal government, not surprising considering its Feminist Foreign International Assistance Policy, announced on 9 June 2017.⁸⁹

C-NAP outlines a new direction that “requires a more ambitious approach than the Government of Canada took under its previous plan.”⁹⁰ DND is a lead partner, as was the case previously, but the policy is prescriptive in that “separate implementation plans define specific activities and will serve as public yardsticks against which all stakeholders can measure how Canada is advancing the WPS agenda.”⁹¹

The narrative for action is strong. C-NAP recognizes that “a gap remains between words and action”⁹² and declares “closing this gap represents a unique opportunity for Canada.”⁹³ It highlights better operational effectiveness as a result of the plan, noting “there is a connection between women’s participation in peace operations and the effectiveness of these missions.”⁹⁴ It cites examples of better reporting of sexual and gender-based incidents of violence and collaboration with the local population when women peacekeepers are involved.

One of the objectives of C-NAP is to “strengthen the capacity of peace operations to advance the WPS agenda, including by deploying more women and fully embedding the WPS agenda into CAF operations.”⁹⁵ C-NAP advocates that increased female representation in the

⁸⁸ Women, Peace and Security Network Canada, “Women, Peace & Security in the Age of Feminist Foreign Policy: Reflections on Canada's New National Action Plan,” last modified August 2018, <https://fmwc.ca/wp-content/uploads/2019/01/WPSN-C-2018-Women-Peace-Security-in-the-Age-of-Feminist-Foreign-Policy.pdf>

⁸⁹ Canadian Council for International Co-Operation (CCIC), “Reviewing Canada’s New Feminist International Assistance Policy,” last modified August 2017, http://archive.ccic.ca/resources/IAP_Analysis.pdf.

⁹⁰ Government of Canada, “Gender Equality: A Foundations for Peace, Canada’s National Action Plan 2017-2022 (Ottawa: Canada Communications Groups, 1 November 2017), 2.

⁹¹ *Ibid*, 12.

⁹² *Ibid*, 2.

⁹³ *Ibid*.

⁹⁴ *Ibid*, 3.

⁹⁵ *Ibid*, 1.

CAF is a leadership imperative in order to “make more women available for deployment to international peace operations.” Given the current percentage of women serving, this will be challenging, especially as they are currently clustered in a few occupations.

Canadian Armed Forces Policy

There are a number of CAF orders and directives that are important to understand in the context of diversity. Brief summaries will be provided for some, with greater attention given to the *CAF Diversity Strategy* as this policy is deemed to be the most relevant to this paper. The *CDS Directive on UNSCR 1325* will include an overview of the *Bi-Strategic Command (Bi-SC) Directive* and GBA+. The *CDS OP ORDER – Operation HONOUR* will give context to the perceptions discussed in the Earncliffe survey.

CDS Directive on the Implementation of UNSCR 1325

In January 2016, the CDS issued a directive to provide clear and concise direction for the implementation of NATO doctrine within the CAF regarding the WPS agenda. The *CDS Directive on the Implementation of UNSCR 1325 (CDS 1325 Directive)* was based on NATO policy issued in September 2009 to integrate gender perspectives into “the NATO Force Structure and within NATO-led operations.”⁹⁶ NATO outlined a compelling argument for a diverse military, stating “only an organization that truly respects and fully embraces the diversity of backgrounds, skills and experience of its members can operate effectively in a complex security environment.”⁹⁷ NATO’s approach to incorporating gender perspectives, as outlined in

⁹⁶ Department of National Defence, *CDS Directive for Integrating UNSCR 1325 and Related Resolutions into CAF Planning and Operations* (Ottawa: Canada Communications Group, 29 January 2016), 5.

⁹⁷ North Atlantic Treaty Organization, TT 207428, *Bi-Strategic Command Directive 040-001: Integrating UNSCR 1325 and Gender Perspective in the NATO Command Structure including Measures for Protection during Armed Conflict* (Brussels: SHAPE, 2 September 2009), 1-1.

the *Bi-Strategic Command Directive 40-1 (Bi-SC 40-1)*, is three-fold through the creation of Gender Advisors (GENADs), Gender Focal Points (GFPs) and Gender Field Advisors (GFAs), all with differing roles and responsibilities.

The CDS' narrative in the UNSCR 1325 *Directive* is strong and broad and it is here that the concept of operational effectiveness,⁹⁸ as a positive result of incorporating different perspectives in to operational planning, is emphasized; a reiteration of the language in *Bi-SC 40-1*. The end state of the *Directive* is described as:

The requirements of UNSCR 1325, related resolutions, and C-NAP are fully implemented and integrated across all CAF operations and institutions, such that GBA+ is incorporated as a routine and common element of all CAF activities, policies, education, professional development, and programs.⁹⁹

Much has been written on UNSCR 1325 and associated resolutions, but to understand the CAF's approaching to the WPS agenda, the *Directive* offers the most concise summary of why gender perspectives in operations are important and how the CAF will integrate these effectively. The *Directive* marks the beginning of the narrative that "this effort is also the gateway to developing CAF capability to address a range of challenges in the operational environment."¹⁰⁰

Gender-Based Analysis Plus (GBA+)

Although covered in the section under CAF policy, Gender-based Analysis started "in 1995, [when] the Government of Canada committed to using GBA+ to advance gender equality in Canada, as part of the ratification of the United Nations' *Beijing Platform for Action*."¹⁰¹ It is described as "an analytical tool used to assess the potential impacts of policies, programs, services, and other initiatives on diverse groups of people, taking into account gender and a

⁹⁸ Department of National Defence, *CDS Directive for Integrating UNSCR 1325 and Related Resolutions into CAF Planning and Operations* (Ottawa: Canada Communications Group, 29 January 2016), 10.

⁹⁹ *Ibid*, 14.

¹⁰⁰ *Ibid*, 13.

¹⁰¹ Status of Women Canada, "What is GBA+?" last updated 4 December 2018, <https://cfc-swc.gc.ca/gba-acs/index-en.html>.

range of other identity factors.¹⁰² It is envisioned as a key component of operational planning and a mechanism for ensuring gender perspectives are “always considered as an essential and integral element of all CAF activities.”¹⁰³ The government makes it clear that “the ‘plus’ in GBA+ acknowledges that GBA goes beyond biological (sex) and socio-cultural (gender) differences,”¹⁰⁴ considering other identity factors, such as race, ethnicity, religion, age, and mental or physical disability, which are important to planning. The process ensures a variety of perspectives are considered when the CAF engages on operations. Therefore, greater diversity in the CAF will ensure the military has a variety of perspectives to overcome the challenges it will face as a force.

CDS OP ORDER – Operation HONOUR

In August 2015, the CDS issued his operational order to address the external report by Justice Deschamps on sexual misconduct in the CAF. The order states “any form of harmful and inappropriate sexual behaviour is a threat to the morale and operational readiness of the CAF, undermines good order and discipline, is inconsistent with the profession of arms and the ethical principles of the CAF and DND, and is wrong.”¹⁰⁵ The order detailed what behaviours are considered inappropriate and how these behaviours will be addressed. While the specifics of the order are beyond the scope of this paper, this directive is important given the perception that the

¹⁰² Department of National Defence, *Strong, Secure, Engaged: Canada’s Defence Policy* (Ottawa: Canada Communications Group, 2017), 24.

¹⁰³ Department of National Defence, *CDS Directive for Integrating UNSCR 1325 and Related Resolutions into CAF Planning and Operations* (Ottawa: Canada Communications Group, 29 January 2016), 11.

¹⁰⁴ Status of Women Canada, “What is GBA+?” last updated 4 December 2018, <https://cfc-swc.gc.ca/gba-acis/index-en.html>.

¹⁰⁵ Vance, Jonathan, Chief of Defence Staff, *CDS OP ORDER – Operation HONOUR*, 14 August 2014. http://www.forces.gc.ca/assets/FORCES_Internet/docs/en/caf-community-support-services-harassment/cds-op-order--op-honour.pdf.

CAF is not respectful of women. Despite *Operation HONOUR* being released in 2015, the Earncliffe study hints that the Canadian public does not believe it is working.

CAF Diversity Strategy

In 2016, one year before the release of *SSE*, the CAF released the *Canadian Armed Forces Diversity Strategy*. The strategy envisioned “a CAF that is comprised of members who reflect the rich diversity of Canada and who are recognized and encouraged to maintain and contribute through their unique experiences, abilities, and perspectives within a respectful and inclusive environment.”¹⁰⁶

The Foreword states “it is imperative that the [CAF] reflects the society it serves if we are to connect with Canadians and retain our relevance as a national institution,”¹⁰⁷ stating “our operational experiences have demonstrated that diversity is a force enabler that enhances our operational effectiveness.”¹⁰⁸ Of note, *SSE*’s initiative 10 is seen here for the first time in the introduction to the *CAF Diversity Strategy* which emphasizes that the CAF will “recognize, embrace and actively promote diversity as a core CAF institutional value.”¹⁰⁹

The *Diversity Strategy* is self-described as “ambitious in its scope and designed to be an enduring feature of not only the composition of the CAF but how [the CAF] operate[s].”¹¹⁰ It highlights that it does not replace EE but rather compliments existing legislation. The strategy is described as “the framework within which [the CAF] will direct, promote, and safeguard the respect and dignity of all persons as a core value within our institution,”¹¹¹ noting all leaders will

¹⁰⁶ Department of National Defence, *Canadian Armed Forces Diversity Strategy* (Ottawa: January 2017), 2.

¹⁰⁷ *Ibid.*, i.

¹⁰⁸ *Ibid.*

¹⁰⁹ *Ibid.*, ii.

¹¹⁰ *Ibid.*, i.

¹¹¹ *Ibid.*, ii.

be responsible for “implementing, monitoring, and championing this *Diversity Strategy*,”¹¹² emphasizing that the CAF will “apply deliberate measures to be more representative of Canadian society.”¹¹³

Diversity is defined as “moving beyond simple tolerance to embracing, celebrating, and integrating the rich dimensions of diversity within each individual.”¹¹⁴ While this inclusive environment sounds inviting, the document does not outline a quantitative way to measure if inclusion has been achieved. Also, troubling is the statement that states:

Diversity in the CAF is about championing, respecting and leveraging the unique differences, backgrounds, talents, and cultural perspectives amongst members to enable an inclusive environment where everyone feels empowered to contribute their full potential in the execution of their military duties. At the same time, individual values and beliefs must align with CAF values and be balanced against the constraints of operational effectiveness and the principle of Universality of Service.¹¹⁵

The imperative that these values and beliefs *must* align with the CAF seem to be in conflict, raising concerns when personal and CAF values do not match. In that case, is diversity to be sacrificed at the cost of uniformity? This will be examined in the next chapter.

The strategy states this is a “‘Values-Based’ model for the operationalization of the *CAF Diversity Strategy*,”¹¹⁶ although there is no explanation of the basic concept of values-based modelling nor is there an easy visualization of the benefits diversity brings to the workforce. Much has been written on cultural change and there is academic agreement that a compelling narrative of why the change is essential to success. This is not obvious in the *Strategy*.

Like many of the previous CAF policies, there is an emphasis on a leadership commitment to this cultural shift. The document says that “through their personal example,

¹¹² *Ibid.*

¹¹³ *Ibid.*, i.

¹¹⁴ *Ibid.*, 1.

¹¹⁵ *Ibid.*, 2.

¹¹⁶ *Ibid.*, 4.

leaders will play a central role in creating and fostering a culture of respect and inclusion for all CAF members,”¹¹⁷ but it fails to specify at what level this initiative will be led, how leaders will be held accountable for achieving this ambitious goal or what tools are to be used.

There are four goals that act as the ‘pillars’ of the strategy framework. The first goal is “understanding diversity culture,” through an evidence-based foundation and by leveraging existing research. It states there will be a Performance Measurement and Evaluation Plan to “gauge success”¹¹⁸ but the details of this remain unclear and are not detailed in the associated Action Plan.

The second goal is to “inculcate a culture of diversity,” which is described as a “sincere desire to understand, value, and embrace what makes us different.”¹¹⁹ This section focuses on embedding diversity within leadership doctrine, modernizing the CAF identity, and strategic communications. Again, the details of this are not explained in the associated Action Plan.

The third goal is to “modernize policies to support diversity,” and the fourth is to “generate a CAF that reflects Canada’s diversity,” which is seen in *SSE*. This last section focuses on attraction and recruitment, in addition to professional development and mentorship. The goal of “1% growth in recruitment of women in each of the next ten years”¹²⁰ is highlighted. While all of these initiatives are important, there is a lack of focus on the “why” of diversity and the details of how this will be achieved.

The supporting Action Plan was not released until eight months after the *Diversity Strategy* and was intended to detail specifics on the four goals detailed above. Each goal was appointed an OPI, target date and possible measures/tools but overall the plan is neither

¹¹⁷ *Ibid*, 4.

¹¹⁸ *Ibid*, 7.

¹¹⁹ *Ibid*, 8.

¹²⁰ *Ibid*, 12.

“targeted, detailed [nor] actionable”¹²¹ and is unlikely to affect the deep and lasting cultural change it aspires to achieve. The Action Plan does list some of the outstanding EE goals mentioned earlier in the section on legislation but there are no specifics on how these will be achieved.

To conclude, this chapter examined the five main reasons why creating a more diverse military is important to the CAF. The robust foundation of legislation, which paved the way for women in the CAF, was examined through the findings of the *Royal Commission on the Status of Women Canada*, in addition to the implications of the *Canadian Human Rights Act* and *Canadian Charter of Rights and Freedoms*. The *EEA* provided context for the CAF’s EE goals and highlighted outstanding tasks including talent management, retention and mentoring. The requirement for the CAF to retain its legitimacy was understood by reviewing *Duty with Honour* and *Leadership in the Canadian Forces*. The dangers of losing legitimacy were highlighted by an analysis of Canadian workforce demographics and the 2018 Earnscliffe report, which highlighted society’s low awareness of what the CAF does and its concerns about sexual harassment in the military. Instrumentally, the CAF’s challenges with recruiting were highlighted by the 2016 Auditor General report on recruitment and retention in the CAF, exposing a concerning (and growing) gap between the required and trained number of members in the military. A review of pertinent GoC policy focused on the imperative to leverage Canada’s diversity in *SSE* and Canada’s updated Action Plan for the WPS agenda. While the *CDS Directive on UNSCR 1325* provides clear direction on how the CAF intends to incorporate gender perspectives in to operations, there are serious concerns with respect to how the four goals of the *CAF Diversity Strategy* will be achieved in practice.

¹²¹ Jenny Buck, Social Policy Analyst at DHRD, telephone conversation with author, 4 February 2019.

While the scope and breadth of the legislature, policy and directives above is both broad and deep, it is the shift in narrative surrounding D&I that also creates a compelling foundation for greater reform. This will be examined in the next chapter as the shift from EE to D&I is analyzed.

CHAPTER 3 – SHIFTING FROM EMPLOYMENT EQUITY TO DIVERSITY & INCLUSION

In a 2009 Canadian Military Journal article, Dr. Grazia Scoppio argued that “changing the approach toward diversity [in the CAF] requires a paradigm shift.”¹²² In general terms, a paradigm shift is “an important change that happens when the usual way of thinking about or doing something is replaced by a new and different way.”¹²³ The concept of diversity and inclusion in the workforce has evolved and much has changed in the past ten years, resulting in a significant shift in thinking about diversity which is well underway. From the 1960s-1970s attitude of compliance to the ‘birth’ of the Diversity Field in the late 1980s to new millennium paradigms for Diversity learning,¹²⁴ these changes have created a compelling narrative on the benefits and importance of diversity in the workplace that the CAF is now incorporating in to its own policies and directives.

In society writ large, marginalized people have begun to find their voice through movements like #MeToo, where victims of sexual harassment and sexual assault began to speak out after years of silence. There is also broader recognition of historic disadvantage, leading to voices that were once silenced finally being heard. The values and expectations of Canadians are evolving and businesses have taken note of workforce concerns such as the “Millenials’ perceived lack of interest in assimilating the values of their organization.”¹²⁵ These changes have caused organizations to change the way they think about D&I, and the CAF is following suit.

¹²² Grazia Scoppio, “Diversity Best Practices in Military Organizations in Canada, Australia, the United Kingdom, and the United States,” *Canadian Military Journal* 9, no.3 (2009): 20.

¹²³ Merriam-Webster Dictionary, “Paradigm Shift,” last accessed 4 March 2019, <https://www.merriam-webster.com/dictionary/paradigm%20shift>.

¹²⁴ Rohini Anand and Mary-Francis Winters, “A Retrospective View of Corporate Diversity Training From 1964 to the Present,” *Academy of Management Learning and Education* 7, no. 3 (2008), 357-358.

¹²⁵ The Economist Intelligence Unit Limited, *Values-based diversity: The challenges and strengths of many* (London: EIU, 2014), 3. <https://eiuperspectives.economist.com/talent-education/values-based-diversity/white-paper/values-based-diversity?redirect=TRUE>.

As the CAF is a reflection of Canadian society, these adaptations are seen through initiatives like *Operation HONOUR* discussed in brief in Chapter 1. Victims are finding their voice and are being heard. CAF leadership doctrine updates, such as the update of *Duty with Honour*, are intended to redefine what it means to be a member of the CAF,¹²⁶ intending to be more accepting of variations and differences in identity. As the introduction to the *CAF Diversity Strategy* emphasizes, the CAF is striving to be an organization that “values and embraces [a Canadian’s] unique individual identity”¹²⁷ to recruit top talent and be operationally effective.

While the *EEA* is important, it remained narrow in its focus since its creation in 1986. As aforementioned, it focuses on four designated groups that have been traditionally underrepresented in federal organizations. As the concept of D&I has evolved, it is problematic to focus solely on four identities to improve diversity in the workplace and create lasting cultural change. This shift from addressing the historical marginalization of designated groups to championing the benefits of diversity as an operational imperative is important for a number of reasons.

This chapter will focus on the evolution from the narrow concept of diversity under the *EEA* to a more broad and inclusive understanding of what diversity is, by focusing on six important changes: Employment Equity to Diversity and Inclusion; compliance-based approach to a values-based approach; demographics to identity; from “others” to “us;” from how the CAF recruits to how it operates; and from an aspirational approach to a directive. These changes are intended to shift the way the CAF thinks about diversity which is both important and significant.

¹²⁶ The author participated in a town hall type session with personnel in charge of the refresh on 28 February 2019. The details of this refresh are beyond the scope this paper but it is important to note that a significant portion of time was spent discussing the need to redefine what it means to be a member of the CAF.

¹²⁷ Department of National Defence, *Canadian Armed Forces Diversity Strategy* (Ottawa: January 2017), Foreword.

From Employment Equity to Diversity & Inclusion

While the *EEA* was important in setting the standard for what was expected “to achieve equality in the workplace,”¹²⁸ it does not always present the most compelling case for diversity. Legislation is mandated and therefore perceived to be forced as compared to an understanding and appreciation of why diversity makes organizations better. As Dr. Scoppio noted:

While legislation is key to making progress toward achieving greater equality in the workplace, it should not form the sole basis of diversity policies, programs and practices. It should be considered a stepping-stone toward addressing inequalities in the workplace experienced by historically disadvantaged groups.¹²⁹

While EE is seen as a means to address the historical underrepresentation of designated groups in the Federal government, the most recent narrative surrounding D&I is one that focuses instead on the benefits that a diverse workforce can bring to organizations. Initially conceived as differences in gender and background, there been a shift towards diversity of thought and the inclusion of varied perspectives, discussed further in chapter 4, leading to greater operational effectiveness in the military. While legislation will continue to be important to set the standard for what is expected, much has been written on the fact that lasting cultural change is accomplished when the benefits of the change are understood by those in the organization, avoiding change for change sake.¹³⁰ This is reinforced in the *CAF Diversity Strategy* which states “although the legal objectives of employment equity will complement and be embedded within our *Diversity Strategy*, we must adopt a broader, more holistic approach that applies strategic

¹²⁸ *Employment Equity Act*, S.C., c. 44 (1995).

¹²⁹ Grazia Scoppio, “Diversity Best Practices in Military Organizations in Canada, Australia, the United Kingdom, and the United States,” *Canadian Military Journal* 9, no.3 (2009): 18.

¹³⁰ Allan English, “Sexual Harassment and Sexual Assault in the Canadian Armed Forces: Systemic Obstacles to Comprehensive Culture Change,” (paper written for IUS Canada Conference, Ottawa, ON 21-23 October 2016), 5-6.

goals and institutional effects that can be sustained over time.”¹³¹ This will be discussed again in the section on current CAF D&I initiatives, such as the creation of the Gender and Diversity Champion for Operations which is intended to compliment the EE Champions for designated groups within the Defence Team.

Compliance-Based Approach to Values-Based Approach

The *CAF Diversity Strategy* lists five guiding principles, one of which is a Values-Based model for the policy. It states that “the CAF will move beyond the traditional ‘compliance-based’ model (i.e. *Official Languages Act* and *Employment Equity Act*) and adopt a ‘values-based’ model for the operationalization of the *CAF Diversity Strategy*.”¹³² Dr. Scoppio explains:

The CF needs to shift its diversity paradigm from what Harvard Business School cultural experts David Thomas and Robert Ely define as the ‘discrimination-fairness’ (compliance model) and the ‘access-legitimacy’ (business model), to what they call the third diversity paradigm of ‘learning-effectiveness’ (values-based model) whereby valuing the diversity of each team member, and ‘tapping into’ the unique skills of each member, will make the team more effective and better capable of accomplishing its mission.¹³³

This shift in narrative has been reinforced by the current CDS at events like the 2018 Halifax International Security Forum (HISF), where he emphasized how diversity will better enable the CAF’s operational effectiveness in the evolving and increasingly complex combat environment.¹³⁴ No longer is diversity seen as an impediment to operational effectiveness, as was

¹³¹ Department of National Defence, *Canadian Armed Forces Diversity Strategy* (Ottawa: January 2017), 3.

¹³² *Ibid*, 8.

¹³³ Grazia Scoppio, “Diversity Best Practices in Military Organizations in Canada, Australia, the United Kingdom, and the United States,” *Canadian Military Journal* 9, no.3 (2009): 20.

¹³⁴ The Guardian, “Canadian military’s template for perfect recruits outdated: Vance,” last updated 17 November 2018, <https://www.theguardian.pe.ca/news/regional/canadian-militarys-template-for-perfect-recruits-outdated-vance-260345>.

the case during the SWINTER and CREW trials described in Chapter 1, but rather it is now being seen as a necessity for effective operations.

Demographics to Identity

Demographics are understood as statistical characteristics of a population (such as income or age or gender) which can be used to categorize people.¹³⁵ While these statistics are helpful in ‘sorting’ people in to different categories, they do not adequately describe the person’s identity as a whole or the way that different ‘categories’ may overlap or intersect, as described by the term intersectionality. First coined in 1989 by Kimberlé Crenshaw, civil rights activist and legal scholar, the term intersectionality describes “the interconnected nature of social categorizations such as race, class, and gender, regarded as creating overlapping and interdependent systems of discrimination or disadvantage.”¹³⁶ One of the issues with the designated groups in the *EEA* is that they do not easily account for the fact that someone may be represented in more than one category, for example an Asian sailor who is a woman.

Additionally, the attitudes and social construction around identity have evolved with time. There are many other identities, such as LGBTQ2, which do not fit neatly within one of the four designated groups. On the subject of gender specifically, TIME magazine’s March 2017 cover story highlighted the changing meaning of gender and sexuality and how “a growing number of young people are moving beyond the idea that we live in a world where sexuality and gender come in only two forms,”¹³⁷ male or female, gay or straight. The article focused on a

¹³⁵ Merriam-Webster Dictionary, “Demographic,” last accessed 4 March 2019, <https://www.merriam-webster.com/dictionary/demographic>.

¹³⁶ Columbia Journalism Review, “The origin of the term ‘intersectionality,’” last updated 23 October 2018, https://www.cjr.org/language_corner/intersectionality.php.

¹³⁷ TIME Magazine, “Beyond ‘He’ or ‘She’: The Changing Meaning of Gender and Sexuality,” last updated 27 March 2017, <http://time.com/magazine/us/4703292/march-27th-2017-vol-189-no-11-u-s>.

survey commissioned by the LGBTQ advocacy organization GLAAD, which found that 20% of Millennials identify as something other than strictly straight and cisgender (someone whose gender is in line with the sex they were assigned at birth), compared with 7% of boomers.¹³⁸ By considering the multiple aspects of someone's identity, an organization can better understand their workers and how they experience their career. This is important for both recruitment and retention within an organization.

The *CAF Diversity Strategy* recognizes this shift from demographics to identity in its goal to modernize the CAF Identity. The strategy states that the aim of this objective is:

To review the various elements of CAF Identity to determine how they can be made more inclusive. The identity of the CAF has evolved over the years through history, tradition, and heritage. While the self-branding and cohesion building within the military is achieved through a robust CAF Identity System (dress, badges, flags, music, lineages, affiliations, drill and ceremonial, etc.), organizational culture must ensure that these customs complement and expand towards a more diverse and inclusive national military institution.¹³⁹

The CAF understands it must redefine its identity to ensure it is more inclusive and will examine all intersections of its identity to do so. "The overarching conclusion from this consideration of diversity is that the CAF needs to adopt a broader and more inclusive understanding of the different ways in which people differ and, from there review and amend key facets of how the profession of arms functions."¹⁴⁰ Additionally, if the CAF is to recruit from all cultures in Canadian society, it must make sure that those cultures feel welcome, not absorbed, in to the CAF. "Multiculturalism therefore can provide organizations with a framework for diversity whereby individuals do not have to give up their cultural or ethnic identity to 'belong' and

¹³⁸ *Ibid.*

¹³⁹ Department of National Defence, *Canadian Armed Forces Diversity Strategy* (Ottawa: January 2017), 13.

¹⁴⁰ Okros, A.C. (in press) Introspection on Diversity in the Canadian Armed Forces. In Alistair Edgar, Rupinder Mangat and Bessma Momani (eds) *Strengthening the Canadian Armed Forces through Diversity and Inclusion* Toronto: University of Toronto Press, 2.

participate in the organization.”¹⁴¹ Therefore, as Dr. Allan Okros, a professor at Canadian Forces College, notes:

The new *CAF Diversity Strategy* can be seen in some ways as overcoming the myopia of the EE Act’s focus on four designated groups with a return to considering the lengthy history of expectations by Canadians that government institutions should be inclusive and reflective of the society they serve.¹⁴²

Focus on ‘Other’ to ‘Us’

One of the purposes of the *EEA* is “to correct the conditions of disadvantage in employment experienced by [the four designated groups] by giving effect to the principle that employment equity means more than treating persons in the same way but also requires special measures and the accommodation of differences.”¹⁴³ From the outset, the designated groups are distinguished as different and therefore part of the ‘other.’ The *EEA* calls on employers to “collect information and conduct an analysis of the employer’s workforce... to determine the degree of the underrepresentation of persons in designated groups in each occupational group in that workforce.”¹⁴⁴ While understanding the composition of an organization’s workforce is important, this methodology singles out the designated groups from the rest of the workforce, resulting in them being treated as separate and/or different from the whole.

In recent years though, there has been a shift in dialogue within the CAF which emphasizes diversity as a means to make the organization better as a whole. Aforementioned, the CDS has created a consistent narrative which equates a diverse CAF with greater operational effectiveness. The *CAF Diversity Strategy* emphasizes that “maximizing the potential of a

¹⁴¹ Grazia Scoppio, “Diversity Best Practices in Military Organizations in Canada, Australia, the United Kingdom, and the United States,” *Canadian Military Journal* 9, no.3 (2009): 18.

¹⁴² Okros, A.C. (in press) *Introspection on Diversity in the Canadian Armed Forces*. In Alistair Edgar, Rupinder Mangat and Bessma Momani (eds) *Strengthening the Canadian Armed Forces through Diversity and Inclusion* Toronto: University of Toronto Press.

¹⁴³ *Employment Equity Act*, S.C., c. 44 (1995).

¹⁴⁴ *Ibid.*

diverse workforce is not only a social imperative, but is also an operational advantage which was reinforced by our recent overseas experiences where diversity made significant contributions to CAF operations.”¹⁴⁵ The main effort of the CAF is operations and diversity is identified as a force multiplier with respect to the outcomes the CAF is expected to achieve. “The landscape of military operations is changing and requires a variety of skillsets in order to achieve mission success. The archetypal image of a warrior needs to change to meet the modern landscape of military operations.”¹⁴⁶ Specific examples of this can also be found within the WPS agenda demonstrating that “feminist thinking and changes in security studies are in themselves reflections of a democratizing push to make theory and policy more reflective and responsive to complex reality.”¹⁴⁷

Diversity is no longer about others, it is about the organization’s collective culture. The *CAF Diversity Strategy* highlights that “simple tolerance” is no longer good enough. Instead, the CAF must move towards “embracing, celebrating, and integrating the rich dimensions of diversity within each individual.”¹⁴⁸ This is a marked departure from the CAF of the past which was, and in some ways still is, a “tight” culture, characterized by “an emphasis on the subordination of one’s own interests (or perspectives) to the good of the overall group.”¹⁴⁹ The “intentional entry-level socialization processes” that converts a recruit in to a soldier, sailor or airman/woman, ensure a “common identity and a shared set of values, beliefs and expectations which will be applied in all aspects of the person’s career.”¹⁵⁰ The issue is that the nature of

¹⁴⁵ Department of National Defence, *Canadian Armed Forces Diversity Strategy* (Ottawa: January 2017), 1.

¹⁴⁶ Waruszynki, B. *et al*, “Women Serving in the Canadian Armed Forces: Strengthening Military Capabilities and Operational Effectiveness,” *Canadian Military Journal* 19, no. 2 (Spring 2019): 33.

¹⁴⁷ Swarna Rajagopalan, *Openings for Peace: UNSCR 1325, Women and Security in India* (New Delhi: SAGE Publications India Pvt Ltd, 2016), 22.

¹⁴⁸ Department of National Defence, *Canadian Armed Forces Diversity Strategy* (Ottawa: January 2017), 1.

¹⁴⁹ Okros A.C. (2009) Rethinking “Diversity” and “Security”. *Commonwealth & Comparative Politics*, Vol 47, No 4, 346-373, November 2009, 1.

¹⁵⁰ *Ibid.*

warfare is rapidly changing and becoming increasingly complex and unpredictable. As such, a shared set of perspectives may hinder rather than help in the evolving operational environment.

As Dr. Okros notes:

The integration of considering how to solve ‘wicked’ security problems using gendered and cultural lenses suggest that military members will increasingly have to exercise independent judgements in morally ambiguous and culturally contested contexts which, in turn, means that unity of thought may not be what is required.¹⁵¹

This is a marked departure from an approach that was much more assimilatory in nature and as such will prove to be a significant challenge for the CAF if it is to achieve deep, lasting cultural change.

How the CAF Recruits to How the CAF Operates

Recruiting for the CAF is a challenging endeavour given the unique circumstances members of the military will be placed in throughout their careers. Military employment is highly complex and intellectually demanding. The CAF’s investment in its recruits, in terms of baseline knowledge, skills, abilities and requisite attitudes and values, is far more than most employers demand. While the CAF used to focus solely on recruiting for the needs of the service, there has been an important shift that the evolving and increasingly complex operational environment demands a new type of recruit. Recruits will be placed in conditions that are physically, intellectually and morally demanding and therefore, the selection of the best and brightest members is key. *SSE* emphasizes:

Embracing diversity will enhance military operational effectiveness by drawing on all of the strengths of Canada’s population. Building a Defence team composed of people with new perspectives and a broader range of cultural, linguistic, gender, age, and other unique attributes will contribute directly to

¹⁵¹ *Ibid*, 2.

efforts to develop a deeper understanding of our increasingly complex world, and to respond effectively to the challenges it presents.”¹⁵²

The CDS has spoken out about how the military’s template for the perfect recruit is outdated, noting “we’ve created a template, and inside that template is the perfect military recruit ... and everybody else who is not in that template, the antibodies start to gather around them.”¹⁵³ There is recognition that in the past, differences were not easily tolerated. A member would be recruited and then asked to change or conform to CAF values, with few options to express the other intersections of their identity that may not have aligned completely with the concept of the perfect soldier. Both *SSE* and the *CAF Diversity Strategy* recognize that this approach will not assist the CAF in adequately confronting the rapidly changing security environment. There is a re-evaluating of how the CAF recruits versus how it must operate in the future. New value has been placed on the different ideas and perspectives that a diverse team can bring to the fight. This changing narrative has placed diversity front and center as key to how the CAF will operate in the future, in stark comparison to how the CAF had recruited in the past.

Aspirational to Directive

The end result of the *CAF Diversity Strategy* is described as “an operationally effective, diverse, respectful and inclusive CAF.”¹⁵⁴ This outcome is broad and ambitious, reflecting the first narratives around diversity in the workplace. The strategy is intended to be “ambitious” and “enduring,” setting the tone for an aspirational view of what the CAF hopes to achieve through diversity in its workforce, but this creates issues regarding measuring progress when dealing in

¹⁵² Department of National Defence, *Strong, Secure, Engaged: Canada’s Defence Policy* (Ottawa: Canada Communications Group, 2017), 23.

¹⁵³ The Guardian, “Canadian military’s template for perfect recruits outdated: Vance,” last updated 17 November 2018, <https://www.theguardian.pe.ca/news/regional/canadian-militarys-template-for-perfect-recruits-outdated-vance-260345>.

¹⁵⁴ Department of National Defence, *Canadian Armed Forces Diversity Strategy* (Ottawa: January 2017), 10.

abstract concepts such as inclusion. What does inclusion look like? Is it correlated to a percentage of a designated group? While the subsequent Action Plan for the *CAF Diversity Strategy* describes developing “a robust Performance Measurement Framework (PMF) for Diversity and accompanying performance indicators to be included in to the current Employment Equity PMF,” the target date of September 2017 has come and gone with little tangible progress. Even SSE is aspirational in its views of leveraging Canada’s diversity, stating “the Canadian Armed Forces is committed to demonstrating leadership in reflecting Canadian ideals of diversity, respect and inclusion, including striving for gender equality and building a workforce that leverages the diversity of Canadian society.”¹⁵⁵ Within the policy there is little direction on how to affect change within the organization which has been historically speaking male and Caucasian. While some argue that it is the role of a Commander’s staff to translate vision, or policy, in to a tangible plan, without policy that is targeted, detailed and actionable,¹⁵⁶ this will prove to be difficult.

Recently though, in the greater landscape of D&I research, there has been a shift from an aspirational to a directive approach. The need for tangible methods for recording and measuring progress has come to the forefront in an age where data analytics has supremacy. No longer is it good enough to simply understand the demographics of one’s workforce, there is now an expectation that the best employers will understand how these demographics intersect with their employee’s careers and the company. For the CAF, this is particularly important given that its stakeholders are the Canadians that the military represents and serves. Progress on gender equality within society writ large has stagnated and there is realization that the status quo will no longer work if ambitious goals such as 25% women in the CAF are to be achieved. This shift has

¹⁵⁵ Department of National Defence, *Strong, Secure, Engaged: Canada’s Defence Policy* (Ottawa: Canada Communications Group, 2017), 23.

¹⁵⁶ Jenny Buck, Social Policy Analyst at DHRD, telephone conversation with author, 4 February 2019.

been seen within the private sector as well where research on diversity now also focuses on the tools that are helping to achieve more rapid change within the workforce, in addition to the benefits of diversity. As the great Albert Einstein said “the world as we have created it is a process of our thinking. It cannot be changed without changing our thinking.”

In conclusion, there is a paradigm shift underway within the CAF when it comes to diversity. The compelling narrative created by academics and business concerning the benefits of diversity is being duplicated in CAF policy and directives. As the social construct of society evolved, the CAF realized it must modernize the CAF identity to be more inclusive. There has been a shift away from the demographics of diversity to a more holistic view of identity as a complex combination of differing and complementing factors. Diversity is something that will make organizations better. Shared or too similar perspectives will hinder rather than help in the evolving operational environment, where diversity of thought is valuable. And while it is important to aspire to grand ideals with respect to a diverse CAF, there is recognition that lasting cultural change will not occur without measurable goals and outcomes.

To better understand the compelling narrative surrounding the benefits of D&I, the next chapter will include a review of key research which can assist the CAF in building its own unique narrative to increase operational effectiveness.

CHAPTER 4 – EXTERNAL ACADEMIC AND CORPORATE RESEARCH ON DIVERSITY

There is a generous body of research on diversity by corporate companies and academia which can be divided in to two categories: research on the benefits of D&I in the workplace and imperatives for successful D&I programs. Both bodies of research are highly relevant to the CAF as much of this work highlights the challenges associated with achieving a diverse workforce and the slow progress that has been made in areas such as the senior leadership of companies, known as the C-Suite. As the 2018 McKinsey & Company report *Delivering through Diversity* noted “many companies struggle to materially increase representation levels of diverse talent, gain an understanding of where in their organizations diversity matters most, and create truly inclusive organizational cultures to reap the benefits of diversity.”¹⁵⁷

This chapter is relevant in the context of the *CAF Diversity Strategy* and its goal of understanding diversity culture. Aforementioned, the first goal focuses on leveraging external research to support the objectives of the *Strategy* and emphasizes:

External research being conducted by our allies, colleagues in other governmental departments, the business community, and academic institutions will be leveraged to expand the CAF’s understanding and knowledge of diversity, inclusiveness, organizational culture, and Canadian demographic trends. This will include review and analysis of external research to further our understanding and to support the *CAF Diversity Strategy*. In addition, it will influence future action items to inform the development of CAF policies, programs, and practices.¹⁵⁸

This increased openness to external research by the CAF is an important change since historically it has relied on internal mechanisms to address issues within the Canadian military. As an organization, it has been reticent to look outside for help. When the 2014 results of the

¹⁵⁷ V. Hunt *et al*, *Delivering through Diversity* (Visual Media Europe: McKinsey & Company, January 2018), 4. https://www.mckinsey.com/~media/mckinsey/business%20functions/organization/our%20insights/delivering%20through%20diversity/delivering-through-diversity_full-report.ashx.

¹⁵⁸ Department of National Defence, *Canadian Armed Forces Diversity Strategy* (Ottawa: January 2017), 7.

internal review on sexual misconduct in the CAF were “less than conclusive... the CDS commissioned an intensive external review – an unprecedented move for the CAF.”¹⁵⁹ This clear shift towards better openness to solutions outside the organization is a welcome and much needed change. Research emphasizes that achieving workplace diversity is difficult and can be illusive. It is therefore only by examining varied sources of research that organizations can work towards deeper cultural change and a lasting solution.

This chapter will provide an overview of some of the latest corporate and academic research that supports diversity in the workplace, including benefits and best practices, which should be used to reinforce the *CAF Diversity Strategy*.

Inherent and Acquired Diversity

A developing nuance within the research on D&I focuses on the shift from the demographic factors of diversity such as gender and race, to a values-based approach to diversity, discussed briefly in the *CAF Diversity Strategy*. A recent Economist report on values-based diversity “acknowledges this shift by distinguishing between inherent (i.e. race, gender) and acquired diversity (i.e. cultural fluency, global mindset, language skills) – noting that a truly diverse leadership team should exhibit several types of each characteristic.”¹⁶⁰ McKinsey & Company’s 2018 update to its *Why Diversity Matters* report, the “firm’s most downloaded publication on diversity in 2016,”¹⁶¹ also makes mention of this distinction between these two types of diversity. In its most recent update, the American worldwide management consulting firm notes that its refresh includes a “broader, more holistic understanding of diversity...

¹⁵⁹ Department of National Defence, *Canadian Armed Forces Progress Report: Addressing Sexual Misconduct* (Ottawa: Canada Communications, 26 February 2019), 1.

¹⁶⁰ The Economist Intelligence Unit Limited, *Values-based diversity: The challenges and strengths of many* (London: EIU, 2014), 3.

¹⁶¹ V. Hunt *et al*, *Delivering through Diversity* (Visual Media Europe: McKinsey & Company, January 2018), 4.

considered through qualitative research how both inherent (i.e. gender, ethnicity and, where possible, sexual orientation) and acquired (i.e. international work experience, education and training, socioeconomic background) forms of diversity relate to financial performance.”¹⁶² Its research emphasizes that both inherent and acquired diversity are equally important for success.

This distinction between the two types of diversity has also been seen within the CAF with the CDS stating that “if we [the CAF] aren’t tapping our population into our military with creative, critical thinking and a diverse range of thought and skill sets, we’ll be bringing a tactical tool”—that is, old-fashioned equipment—“to a digital fight. That won’t win.”¹⁶³ Before the release of *SSE*, the *CAF Diversity Strategy* recognized the importance of both inherent and acquired diversity, but did not use those words per se. The vision for the strategy is “a CAF that is comprised of members who reflect the rich diversity of Canada and who are recognized and encouraged to maintain and contribute through their unique experiences, abilities, and perspectives within a respectful and inclusive environment.”¹⁶⁴ It highlights that diversity of thought and perspective is an addition to diversity of culture and background which will enable operational effectiveness.

In the past, EE placed its focus on the four designated groups, segregating employees by demographics and outward appearance. The shift away from EE towards D&I facilitates a more inclusive view of the individual which, in addition to outward appearance, incorporates traits which are not always outwardly apparent. It is clear that the CAF recognizes the importance of both inherent and acquired diversity, embracing that both are essential for success on operations.

¹⁶² *Ibid.*, 5.

¹⁶³ Maclean’s, “Chief of Defence Jonathan Vance on what China is doing to Canada,” last updated 3 December 2018, <https://www.macleans.ca/news/canada/chief-of-defence-staff-jonathan-vance-on-what-china-is-doing-to-canada>.

¹⁶⁴ Department of National Defence, *Canadian Armed Forces Diversity Strategy* (Ottawa: January 2017), 2.

Benefits of a Diverse Workforce

Diversity and Profit

A frequently cited report with respect to corporate gender diversity is the *Credit Suisse Gender 3000* series of reports (one in 2014 and the other in 2016), which surveyed approximately 3000 companies in 40 countries in order to “examine whether the evidence continues to link gender diversity to better performance and looks specifically at firms with more than 50% female representation in senior management, Microfinance institutions and Venture Capital firms.”¹⁶⁵ Credit Suisse was able to prove that the return on equity for companies with women in more than ten percent of key positions was 27% better than for those with less than five percent and the dividend payouts had a 42% higher ratio. As the introduction of their report notes:

With regards to business performance, we find clear evidence that companies with a higher participation of women in decision-making roles continue to generate higher returns on equity, while running more conservative balance sheets... where women account for the majority in the top management, the businesses show superior sales growth, high cash flow returns on investments and lower leverage.¹⁶⁶

McKinsey & Company’s 2016 report noted similar findings with respect to diversity and profit.

“*Why Diversity Matters* research established a statistically significant correlation – without claiming a causal relationship – between greater levels of diversity in company leadership and a

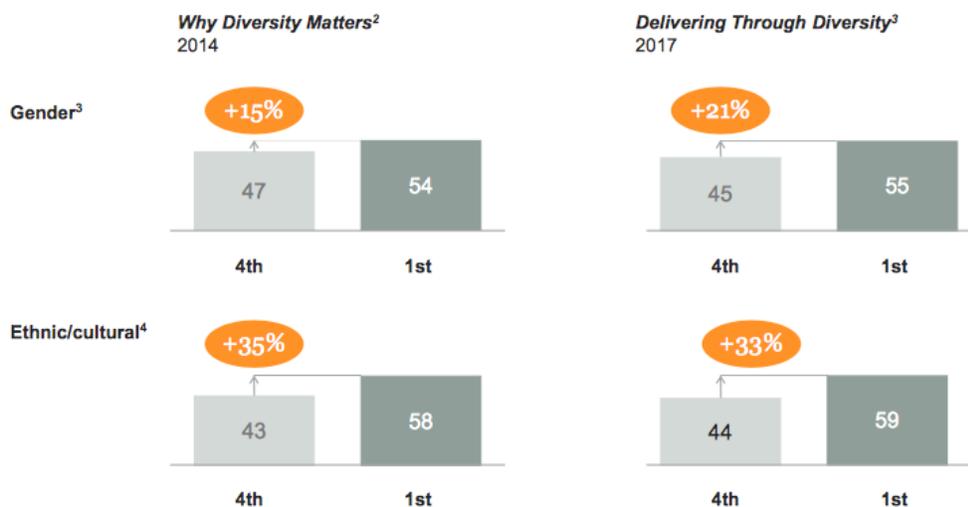
¹⁶⁵ Cision PR Newswire, “Credit Suisse Research Institute Releases the CS Gender 3000: The Reward for Change Report Analyzing the impact of Female Representation in Boardrooms and Senior Management,” last updated 22 September 2016, <https://www.prnewswire.com/news-releases/credit-suisse-research-institute-releases-the-cs-gender-3000-the-reward-for-change-report-analyzing-the-impact-of-female-representation-in-boardrooms-and-senior-management-300332558.html>.

¹⁶⁶ Credit Suisse Research Institute, *The CS Gender 3000: The Reward for Change* (Zurich: Credit Suisse AG, September 2016), 2. https://evolveetfs.com/wp-content/uploads/2017/08/Credit-Suisse-Reward-for-Change_1495660293279_2.pdf.

greater likelihood of outperforming the relevant industry peer group on a key financial performance measure, profitability.”¹⁶⁷ This is demonstrated graphically below.¹⁶⁸

The correlations between diversity and performance still hold

Likelihood of financial performance¹ above national industry median by diversity quartile
Percent



¹ Average EBIT margin, 2010–13 in *Why Diversity Matters* and 2011–15 in *Delivering Through Diversity*

² 2014 results are statistically significant at p-value <0.1; 2017 results are statistically significant at p-value <0.05

³ Gender executive data: for 2014, N = 383; for 2017, N = 991

⁴ Ethnic/cultural executive data: for 2014, N = 364; for 2017, N = 589

NOTE: Percentages shown here are rounded to the nearest whole number; however, calculation of the differentials in quartile performance uses actual decimal values

SOURCE: McKinsey Diversity Matters database

Some may argue that research which correlates gender diversity in corporations with greater profits has few parallels to the work that is being done by the CAF, as it is not an organization driven by profit. While profit is certainly not the guiding principle of the CAF, there are several key elements to business success that remain relevant, including but not limited to the need for profitable firms to be flexible, agile, and able to identify and exploit new opportunities. These correlate directly to the new Canadian approach to defence in *SSE: Anticipate. Adapt.*

¹⁶⁷ V. Hunt *et al*, *Delivering through Diversity* (Visual Media Europe: McKinsey & Company, January 2018), 4.

¹⁶⁸ *Ibid*, 8.

Act.¹⁶⁹ In an increasingly interconnected global economy, successful companies ensure the best use of available resources, which includes, at the strategic level, allocating scarce resources to the right activities. Therefore, some of the thinking needed for market profitability, facilitated by diversity around the decision-making table, is relevant to the CAF. While this paper only touches briefly on the research with regard to diversity and profit, a fulsome review could and should be conducted by the CAF to better understand these correlations.

Diversity and Recruiting

“Strengthening human capital for their organizations remains one of the top challenges for CEOs globally, and it continues to be seen as a key source of competitive advantage.”¹⁷⁰ As one report put it, there is a war for talent.¹⁷¹ The CAF is, and should be, in this fight for talent considering SSE’s mandate to grow the Regular Force by 3,500 people, a number which does not consider the shortages that currently exist. “As management guru Peter Drucker foresaw in Post-Capitalist Society, the so-called knowledge economy has put a premium on human talent, requiring businesses to compete with increasing ferocity for able and engaged people. The global nature of the economy – and the correspondingly high degree of workforce mobility – have only intensified demand.”¹⁷² This is a trend that is here to stay. Therefore, it is in the interest of the CAF to maximize its recruiting strategy with as much research as possible. As the Economist

¹⁶⁹ Department of National Defence, *Strong, Secure, Engaged: Canada’s Defence Policy* (Ottawa: Canada Communications Group, 2017), 63.

¹⁷⁰ V. Hunt *et al*, *Delivering through Diversity* (Visual Media Europe: McKinsey & Company, January 2018), 23.

¹⁷¹ Deloitte Insights, “Becoming irresistible: A new model for employee engagement,” last modified 26 January 2015, <https://www2.deloitte.com/insights/us/en/deloitte-review/issue-16/employee-engagement-strategies.html>.

¹⁷² The Economist Intelligence Unit Limited, *Values-based diversity: The challenges and strengths of many* (London: EIU, 2014), 3.

concluded, “given that diversity increasingly encompasses values... the effort [of recruiting diverse talent] promises to keep leaders actively engaged for the next decade and beyond.”¹⁷³

SSE highlights the importance of recruiting within the second page of the document. As aforementioned, the CAF cannot recruit front-line leaders in the same way that many corporations can, and instead it must rely on growing talent from the bottom. McKinsey & Company found that “a diverse and inclusive workplace is central to a company’s ability to attract, develop, and retain the talent it needs to compete.”¹⁷⁴ The world is rapidly evolving and “more diverse organizations have broader talent pools from which to source capability to compete in this changing world.”¹⁷⁵ The *Economist* surveyed 228 executives responsible for designing and developing their organizations’ human resources (HR) strategy, and found that “forty-six percent of respondents believe that the competitive economic environment is the most challenging issue they confront.”¹⁷⁶ This is also important in the context of the current Canadian unemployment rate of 5.8 percent as of February of 2019,¹⁷⁷ coupled with the Canadian demographics of immigration and birth-rate mentioned in chapter 1. As one report concluded:

Diversity as an organisational concern is neither a temporary phenomenon nor is it driven by economic cycles. Rather, the focus on diversity is the result of fundamental changes in worldwide organizational environments, chief among them the mobility of the global workforce and the increasing value of human talent.¹⁷⁸

¹⁷³ The Economist Intelligence Unit Limited, *Values-based diversity: The challenges and strengths of many* (London: EIU, 2014), 13.

¹⁷⁴ V. Hunt et al, *Delivering through Diversity* (Visual Media Europe: McKinsey & Company, January 2018), 23.

¹⁷⁵ *Ibid.*

¹⁷⁶ The Economist Intelligence Unit Limited, *Values-based diversity: The challenges and strengths of many* (London: EIU, 2014), 6.

¹⁷⁷ Trading Economics, Canada Unemployment Rate, last accessed 1 May 2019, <https://tradingeconomics.com/canada/unemployment-rate>.

¹⁷⁸ The Economist Intelligence Unit Limited, *Values-based diversity: The challenges and strengths of many* (London: EIU, 2014), 13.

Recruiting is challenging for businesses including the CAF, but research indicates that diversity is key to remaining competitive when it comes to finding top talent.

Diversity and Employee Satisfaction

It should not surprise anyone that changes in technology, including the evolution of social media, have had an impact on the work environment. Elana Weinstein, the Head of Diversity and Community Engagement at Bloomberg explains that today's employees "want an environment that feels engaging and gives them the resources they need to make a contribution. Also, people are increasingly used to connecting via social media, so participation and interaction are important."¹⁷⁹ This is challenging in an organization like the military that is highly hierarchical by design. Given the mobility of the workforce described above, employee satisfaction is important for retention, especially given the many unique challenges of the CAF.

In 2013, a Gallup poll on the state of the global workplace, "found that only 13 percent of employees were actively engaged at work, and that the management behaviour most likely to affect engagement was 'demonstrating strong commitment to diversity.'"¹⁸⁰ McKinsey & Company notes that "multiple surveys have indicated that diversity is particularly important to Generation Y or the Millennials, as they are known."¹⁸¹ This is an important demographic for the CAF given how the CAF is currently structured in terms of talent management. While one is never too old to serve, as highlighted in a recent Ottawa Citizen article,¹⁸² the CAF relies heavily on recruiting younger Canadians. The Economist survey noted that the entry of the Millennial

¹⁷⁹ The Economist Intelligence Unit Limited, *Values-based diversity: The challenges and strengths of many* (London: EIU, 2014), 10.

¹⁸⁰ Vivian Hunt, Dennis Layton, and Sara Prince, *Diversity Matters* (McKinsey & Company, 2 February 2015), 10.

¹⁸¹ *Ibid.*

¹⁸² Ottawa Citizen, "'You're never too old to serve': Meet 'Pops' — Canada's 53-year-old army private," last updated 4 April 2018,

<https://ottawacitizen.com/news/local-news/youre-never-too-old-to-serve-says-new-53-year-old-army-private>

generation into the workforce has accelerated a shift away from a focus on profits to values as a primary concern for this group. “Most CEOs perceive millennials as not motivated, instead of recognizing that they are actually highly motivated, but by different things.”¹⁸³ Diversity within the workplace is an important motivating factor for today’s employees. “It is hardly a surprise that workers from ethnic minorities report higher job and life satisfaction in more diverse workplaces. The presence of sufficient numbers of minority-group members (or women in traditionally male-dominated environments) boosts individuals’ confidence and self-esteem, while breaking down the prejudices that led to exclusion in the first place.”¹⁸⁴ The second goal of the *CAF Diversity Strategy* states that for the CAF “to remain relevant in an increasingly changing Canadian society, [it] must strive to effectively communicate how it values and promotes diversity not only to build the reputation as an employer of choice, but to foster deeper more respectful relationships with all of Canada.”¹⁸⁵

Research confirms that workplace diversity directly correlates to life and job satisfaction for women and minority groups “provided the workforce is diverse *enough*.”¹⁸⁶ In her research on diversity best practices in military organizations, Dr. Grazia Scoppio describes how Critical Mass Theory can be applied to minorities within organizations.¹⁸⁷ A designated group must reach critical mass and seniority in order to have an impact on an organization. Like other organizations, employee satisfaction is an important component of retention in the CAF. Therefore, it is only through retention and progression of underrepresented groups that more diversity will be achieved at higher levels within the organization. Research in the *Journal of*

¹⁸³ The Economist Intelligence Unit Limited, *Values-based diversity: The challenges and strengths of many* (London: EIU, 2014), 5.

¹⁸⁴ Vivian Hunt, Dennis Layton, and Sara Prince, *Diversity Matters* (McKinsey & Company, 2 February 2015), 11-12.

¹⁸⁵ Department of National Defence, *Canadian Armed Forces Diversity Strategy* (Ottawa: January 2017), 10.

¹⁸⁶ Vivian Hunt, Dennis Layton, and Sara Prince, *Diversity Matters* (McKinsey & Company, 2 February 2015), 11.

¹⁸⁷ Grazia Scoppio, “Diversity Best Practices in Military Organizations in Canada, Australia, the United Kingdom, and the United States,” *Canadian Military Journal* 9, no.3 (2009): 19.

Community Psychology found that “for minority workers, for example, the boost in satisfaction kicks in when representation exceeds 15 percent of the workforce. Where diversity recruitment is a token effort, psychological outcomes are poorer.”¹⁸⁸ At the end of 2018, visible minorities made up 7.2 percent of the CAF’s Regular Force versus 6 percent in 2016,¹⁸⁹ demonstrating the significant progress that needs to be accomplished on this front for the CAF.

Improved Decision Making

In 2016, the Harvard Business Review published an article summarizing recent academic research that proved that diverse teams make better decisions.¹⁹⁰ Decision making is particularly important to the CAF who faces a complex, ever-evolving operational environment, where individuals are often forced to make quick life or death decisions with severe repercussion. In one American study, scientists assigned 200 people to six-person mock jury panels which were either all white or included four white and two black participants. The trial was for a black defendant and white victims. The mock jury then had to decide whether the defendant was guilty. “Diverse panels raised more facts related to the case than homogenous panels and made fewer factual errors while discussing available evidence.”¹⁹¹ The study found that people from diverse backgrounds may alter the behaviour of a group’s social majority which leads to improved and more accurate group thinking.

¹⁸⁸ Vivian Hunt, Dennis Layton, and Sara Prince, *Diversity Matters* (McKinsey & Company, 2 February 2015), 11.

¹⁸⁹ Global News, “Canada’s Armed Forces, struggling to hit diversity goals, turn to new digital recruiting tools,” last updated 14 September 2018,

<https://www.google.com/search?client=safari&rls=en&q=Canada%E2%80%99s+Armed+Forces,+struggling+to+hit+diversity+goals,+turn+to+new+digital+recruiting+tools&ie=UTF-8&oe=UTF-8>.

¹⁹⁰ Harvard Business Review, “Why Diverse Teams are Smarter,” last modified 4 November 2016, <https://hbr.org/2016/11/why-diverse-teams-are-smarter>.

¹⁹¹ *Ibid.*

Scientists in Texas and Singapore put “financially literate people in simulated markets and asked them to price stocks.”¹⁹² The study found that diverse teams were 58% more likely to price stocks correctly compared to homogeneous teams, who were found to make more pricing errors. The Harvard Business Review article deduced that “diverse teams are more likely to constantly re-examine facts and remain objective. They may also encourage greater scrutiny of each member’s actions, keeping their joint cognitive resources sharp and vigilant.”¹⁹³

A study by Northwestern University placed sorority or fraternity members into groups of four to read detective interviews for a murder investigation. Three people in each of the groups were from the same sorority or fraternity (“oldtimers”), whereas the fourth member (“newcomer”) was either from the same sorority or fraternity or a different one. “Although groups with out-group newcomers felt less confident about the accuracy of their joint decisions, they were more likely to guess who the correct suspect was than those with newcomers who belonged to the same group,”¹⁹⁴ proving that better diversity can change the way teams digest information to make better decisions. A study by MIT also proved that diverse teams beat homogenous teams every time in terms of performance. “What I found incredibly interesting [about this research] is that homogenous teams felt great during the process and yet they lost, while diverse teams felt miserable during the process until they finished and met their target. No one is telling us how hard it is...but you have to embrace that because the ultimate outcome will be better.”¹⁹⁵

McKinsey & Company found similar evidence with respect to diversity and better decision making:

¹⁹² *Ibid.*

¹⁹³ *Ibid.*

¹⁹⁴ *Ibid.*

¹⁹⁵ Forbes Magazine, “The Truth About Diversity -- And Why It Matters,” last modified 30 November 2017, <https://www.forbes.com/sites/shelleyzalis/2017/11/30/the-truth-about-diversity-and-why-it-matters/#44b7d2f166e7>.

A diversity of informed views enables objections and alternatives to be explored more efficiently and solutions to emerge more readily and be adopted with greater confidence. Research by Scott Page indicates that the presence of women and minority members on a leadership team enhances problem solving in the same way, since they add perspectives from their different experiences. Ethnically and gender-diverse top teams offer companies more problem-solving tools, broader thinking, and better solutions.¹⁹⁶

There was consensus amongst all these studies that diverse teams make better decisions. “When members of a group notice that they are socially different from one another, they change their expectations. They anticipate differences of opinion and perspective. They assume they will need to work harder to come to a consensus.”¹⁹⁷ The importance of this to the CAF can not be understated given the operational environment within which it conducts much of its work.

Innovation and Creativity

In November 2018, the CDS noted “it has required that we [the CAF] become diverse so that we attract the talent (we need)... We know that the future of warfare is going to demand different ways of thinking in different domains so that we can prevail.”¹⁹⁸ This is an important expansion of the understanding of diversity with an emphasis on creativity and innovation, two words not necessarily synonymous with the military. And for good reason. There is a bulk of research that proves more diverse teams are more innovative. Research by both Scientific America and the Harvard Business Review showed that “diverse teams bring different experiences, perspectives, and approaches to bear on solving complex, non-routine problems.”¹⁹⁹

The Economist proved “that diverse teams were more creative, produced more solutions and

¹⁹⁶ Vivian Hunt, Dennis Layton, and Sara Prince, *Diversity Matters* (McKinsey & Company, 2 February 2015), 12.

¹⁹⁷ Scientific America, “How Diversity Makes Us Smarter,” last modified 1 October 2014, <https://www.scientificamerican.com/article/how-diversity-makes-us-smarter>.

¹⁹⁸ Huffington Post, “As Warfare Changes, Canada Needs More Diverse Recruits: Jonathan Vance,” last updated 17 November 2018,

https://www.huffingtonpost.ca/2018/11/17/canada-needs-more-diverse-recruits-jonathan-vance_a_23592517/

¹⁹⁹ V. Hunt *et al*, *Delivering through Diversity* (Visual Media Europe: McKinsey & Company, January 2018), 23.

were far more adept at ‘thinking outside the box.’”²⁰⁰ A CEO who was highlighted in the Harvard Business Review for making diversity work, put it best: “people with different lifestyles and different backgrounds challenge each other more. Diversity creates dissent, and you need that. Without it, you’re not going to get any deep inquiry or breakthroughs.”²⁰¹

As aforementioned, diversity is no doubt without its challenges though given the current composition of the CAF, which is similar to many C-Suites in the business sector. Research conducted by the Center for Talent Innovation “concluded that when leadership lacks innate or acquired diversity or fails to foster a “speak-up” culture, fewer promising ideas make it to market.”²⁰² Their research proved that “ideas from women, ethnic minorities, LGBT individuals, and members of Generation Y are less likely to win the endorsement they need to go forward because 56% of leaders don’t value ideas they don’t personally see a need for.” Therefore, diversity is a necessity for innovation and creativity. “Teams that reflect the composition of a company’s customer base in terms of gender, ethnicity, culture, sexual orientation, and age are better positioned to understand its changing needs and develop winning innovations.”²⁰³ This is important for the CAF whose “customer base” is the Canadian public and the international community. As Scientific America explains, “the fact is that if you want to build teams or organizations capable of innovating, you need diversity.”²⁰⁴

In conclusion, there is a wealth of evidence that demonstrates that increased diversity in an organization leads to greater success in recruiting, improved employee satisfaction, better

²⁰⁰ The Economist Intelligence Unit Limited, *Values-based diversity: The challenges and strengths of many* (London: EIU, 2014), 8.

²⁰¹ Vivian Hunt, Dennis Layton, and Sara Prince, *Diversity Matters* (McKinsey & Company, 2 February 2015), 12.

²⁰² *Ibid.*, 13.

²⁰³ *Ibid.*, 12.

²⁰⁴ Scientific America, “How Diversity Makes Us Smarter,” last modified 1 October 2014, <https://www.scientificamerican.com/article/how-diversity-makes-us-smarter>.

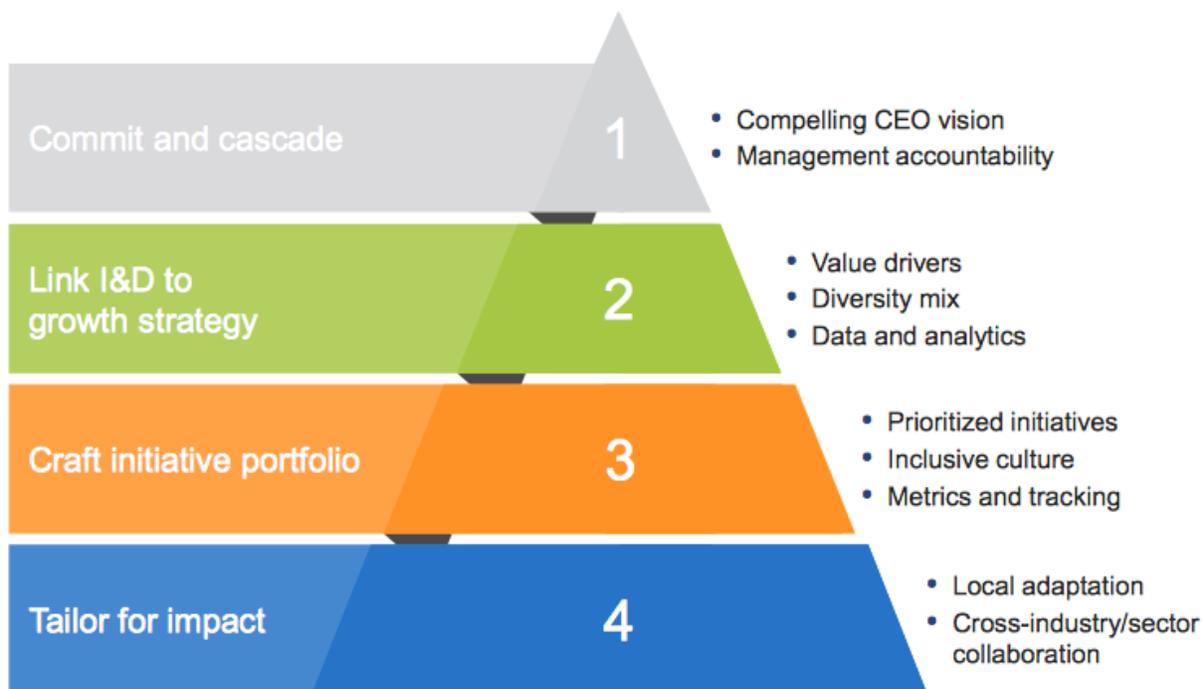
decision making, and innovation and creativity, all important factors for the CAF as its operational environment continues to increase in complexity.

Imperatives for Building A Successful Diversity Strategy

Compared to just a few pages in its 2015 report, over half of McKinsey & Company's 2018 report focuses on the strategies, or imperatives as they call them, that are most effective for successful D&I programs. Its "experience suggests that there are critical areas companies tend to fall short on: these include leadership and management accountability, a fact-based and compelling business case for D&I, and the coherence and prioritization of the resulting action plan." To remedy these short falls, it identifies four imperatives that emerged as vital to successful D&I programs. These are graphical depicted below, noting that what they call inclusion and diversity (D&I) will be referred to here as diversity and inclusion (D&I).²⁰⁵

²⁰⁵ Vivian Hunt, Dennis Layton, and Sara Prince, *Diversity Matters* (McKinsey & Company, 2 February 2015), 27.

Four imperatives for building a successful I&D strategy



Not surprisingly, at the top of its list is leadership, followed by strategy, culture and customization.

The first of the four imperatives is to “articulate and cascade CEO commitment to galvanize your organization.”²⁰⁶ There was recognition that success in D&I starts at the top. A public commitment to the D&I agenda is important and “leading companies go further by cascading this commitment through their organizations and particularly to middle management.”²⁰⁷ Role modelling and accountability are listed as keys to successful programs. D&I programs must also be sufficiently funded and supported centrally to be successful.

²⁰⁶ *Ibid*, 26.

²⁰⁷ *Ibid*.

Catalyst, a leading non-profit membership organization which “aims to expand opportunities for women and business,”²⁰⁸ found similar correlations regarding leadership and accountability for diversity within Canadian Capital Markets. Its report emphasizes that “at the top of any organization are its leaders, the cultural torchbearers who set the standards against which progress is measured.”²⁰⁹ The report focuses on inclusive leaders, a growing segment of business, which “fully recognize the business case for diversity and that the high performance of their teams is a direct result of their leadership.”²¹⁰ The data they collected from roundtables highlights “a lack of emphasis on performance management and the type of development necessary for a diverse population to advance.”²¹¹ It reported that poor management skills were common and condoned. “The Capital markets industry as a whole has not successfully capitalized on the benefits of diversity and some business leaders, as well as some professional men and women, do not clearly understand the link between diversity and business success.”²¹² The CAF is not alone in the severity of this problem. The company warns that “leaders who ignore the [D&I] of their workforce tend to reproduce leaders with the same profile, year after year.”²¹³

To remedy these shortfalls in leadership, Catalyst details six recommendations. The company encourages leaders to: educate employees on the business case for gender diversity; “be an intentional champion for diversity;”²¹⁴ be inclusive and intentional when making decisions about talent; hold people accountable for inclusive talent management, “develop a

²⁰⁸ C. Morgan *et al*, *Women and Men in Canadian Capital Markets: An Action Plan for Gender Diversity* (New York: Catalyst, 2012).

²⁰⁹ *Ibid*, 46.

²¹⁰ *Ibid*, 46.

²¹¹ *Ibid*, 47.

²¹² *Ibid*, 48.

²¹³ *Ibid*, 48.

²¹⁴ *Ibid*, 50.

‘zero tolerance’ policy for poor people performance”²¹⁵; and invest in women and understand your female talent pool. The report notes the importance of creating a vision “that treats talent as an invaluable asset,”²¹⁶ using many different methods to share your commitment to D&I. It is important for senior leadership to bring attention and action to advancing D&I, stating “we highly recommend that leaders are charged with figuring out what needs to be done differently.”²¹⁷

Accountability is central in the report, affirming “weak people management must be a deal breaker for advancement, and it must impact compensation and bonus incentives.”²¹⁸ While these tools may be beyond the CAF’s reach, the military must find a way to hold leaders accountable for D&I if it’s serious about achieving cultural change. Goals and targets are imperatives for success, as are “talent stewardship, sponsorship, and mentoring”²¹⁹ as leadership competencies. In addition to showcasing success stories, organizations must “be prepared with real consequences for those that fail to deliver. No manager should be promoted without demonstrating inclusive people management, and managers who are resistant to fostering an inclusive culture should be considered for replacement.”²²⁰

The second imperative in the McKinsey & Company report, strategy, links D&I to success. “Companies succeeding on [D&I] are able to clearly articulate the link between their [D&I] goals and specific business growth priorities.”²²¹ The report notes that this is the result of investing in internal research to understand what aspects of D&I act as performance enablers. This is similar to the CAF linking diversity to greater operational effectiveness. While the

²¹⁵ *Ibid*, 51.

²¹⁶ *Ibid*, 49.

²¹⁷ *Ibid*, 50.

²¹⁸ *Ibid*, 51.

²¹⁹ *Ibid*, 52.

²²⁰ *Ibid*.

²²¹ V. Hunt *et al*, *Delivering through Diversity* (Visual Media Europe: McKinsey & Company, January 2018), 27.

benefits of diversity are clear to some, if leaders responsible for implementing the *CAF Diversity Strategy* cannot articulate why diversity is needed or how it will make the organization better, there is little hope of success or deep cultural change.

Culture is key to the third imperative, which explains that “leading companies... prioritize the portfolio of D&I initiatives they invest in, ensuring alignment with their overall growth strategy.”²²² Organizational culture is essential for creating “a coherent narrative and program which resonates with their employees and other stakeholders and helps drive sustainable change.”²²³ One leading global consumer goods company overhauled its “talent management policies and processes and is building capabilities among its management to support retaining and advancing specific diverse talent.” This company “closely monitors its pipeline and employee perceptions and experiences around inclusiveness along with business impact metrics.”²²⁴ In the latest CAF progress report addressing sexual misconduct, the foreword notes that “the CAF needs to focus on the purposeful, deliberate redefinition of institutional values, attitudes, and beliefs to ensure that every member shares a common understanding of duties and responsibilities, including the obligation to look after each other and all members.”²²⁵

The final imperative focuses on tailoring any D&I strategy to maximize its impact. “Across several of our researched companies, this translated to a degree of local customization of overall D&I goals and priorities (i.e. reflecting varying regulatory contexts and differing starting points), and differing extents of wider local stakeholder engagement and cross-section collaboration.”²²⁶ Within the CAF, it could be appropriate to tailor the *CAF Diversity Strategy* to

²²² *Ibid.*

²²³ *Ibid.*

²²⁴ *Ibid.*

²²⁵ Department of National Defence, *Canadian Armed Forces Progress Report: Addressing Sexual Misconduct* (Ottawa: Canada Communications, 26 February 2019), foreword.

²²⁶ V. Hunt *et al*, *Delivering through Diversity* (Visual Media Europe: McKinsey & Company, January 2018), 28.

the different elements or different levels of leadership or even to geographical location. The report noted that “global D&I teams were careful to ensure ownership by local teams and business units, while providing adequate central support.”²²⁷

Challenges to Diversity

While diversity is important, it should be recognized that it comes with its challenges. The Economist noted that “engaging people with different values requires flexibility,”²²⁸ which is juxtaposed against centralized control as an internal barrier to managing diversity. This is a key idea in the CAF Leader Effectiveness model and, in particular highlighted in the *Conceptual Foundations* chapter 2 annex (Quinn’s Competing Values Model). All to say, the CAF already has a leadership framework that specifically highlights the tensions between flexibility and control. “Another commonly cited internal barrier to managing diversity is the reluctance of senior management to accept differences in employee behaviour.”²²⁹ The Economist found that 32% of respondents perceived this as an internal factor which presented as a key challenge for managing a diverse workforce. This was only second behind the first barrier listed: balancing flexibility and centralized control, which 39% of respondents felt was the most important challenge within a diverse workplace. All this is important to the CAF because realizing the goals set out in *SSE* will be achieved through leadership, as is the case for companies that struggle and or succeed with diversity.

In conclusion, there is a developing and important shift between inherent and acquired diversity which the CAF understands. Academic and business research prove that, in addition to

²²⁷ *Ibid.*

²²⁸ The Economist Intelligence Unit Limited, *Values-based diversity: The challenges and strengths of many* (London: EIU, 2014), 11.

²²⁹ *Ibid.*

profit, diversity facilitates recruiting, employee satisfaction, decision making and innovation and creativity within organizations. The management behaviour most likely to affect employee engagement is demonstrating a strong commitment to diversity. Evidence shows that diversity is an important motivating factor for today's employees. Research by McKinsey & Company demonstrates that successful D&I programs are based on leadership, strategy, culture and customization. Catalyst emphasizes that for D&I programs to be successful, leadership must be held accountable for poor personnel management. Finally, a diverse workforce brings with it the needs for flexibility and the acceptance of differences in employee behaviours. Although there are challenges associated with diversity in the workplace, "primacy of knowledge requires organizations to do an optimal job of engaging the broadest possible base of talent if they are to succeed in the global marketplace."²³⁰ The concept of enabling your workforce for international success parallels well with the CAF whose place of employment is often anywhere in Canada and/or in operations across the globe. If the *CAF Diversity Strategy* is to be successful, CAF leaders must be empowered to understand this compelling narrative surrounding diversity.

²³⁰ *Ibid.*

CHAPTER 5 – CURRENT DIVERSITY INITIATIVES WITHIN THE CAF

While the history of women's involvement in Canada's military dates back more than one hundred years, integration of women in to the CAF began approximately 25 years ago, with the exception of Canada's submarine service, when all military occupations were open to both women and men. Since 2001, the number of women in the CAF in both the Regular and Reserve Force has increased from 11.4 percent to 15.7 percent as of January 2019,²³¹ but has stagnated there. While some progress has been made, the CAF currently falls short of its *SSE* mandated goal of increasing the representation of women in the military to 25 percent by 2026.

In order to leverage Canada's diversity, a number of initiatives are underway within the CAF. *Operation HONOUR* was launched in 2015 to address sexual misconduct in the military. The *CAF Diversity Strategy* was released in 2016, followed by its associated Action Plan in 2017 and diversity is an integral part of Canada's 2017 defence policy. This chapter will provide an overview of some of the other initiatives within the CAF that are underway to improve the inherent and acquired diversity of the military to affect increased operational effectiveness.

Culture Change

Along with the narrative that diversity will increase operational effectiveness in the CAF, there is a refocusing on cultural change within the military. Given the long history of Canada's military, it is understandable that changing culture within the CAF is a formidable challenge but one that is well worth the effort to ensure change is lasting and effective. The latest progress report on *Operation HONOUR* notes, in addition to initiatives to better support the victims of sexual misconduct,

²³¹ Government of Canada, "Women in the Canadian Armed Forces," last modified 7 March 2019, <http://www.forces.gc.ca/en/news/article.page?doc=women-in-the-canadian-armed-forces/izkjzqzeu>.

The CAF will be shifting more efforts toward achieving culture change. Specifically, the CAF needs to focus on the purposeful, deliberate redefinition of institutional values, attitudes, and beliefs to ensure that every member shares a common understanding of duties and responsibilities, including the obligation to look after each other and all members.²³²

An entire chapter in the progress report is devoted to culture and the document succinctly explains why culture change is so important to the success of initiatives such as *Operation HONOUR*, which affects both recruiting and retention within the military. The difficulty of culture change is highlighted, paralleling the narrative within business research showing slow progress on gender equality. The progress report notes that “enduring change is only achieved by reshaping attitudes and beliefs. To change the way members act, the CAF must change the way members think – and this is a gradual process measured in years rather than weeks or months.”²³³ This compliments the narrative of why diversity will make the CAF better, emphasized within corporate and academic research but not always understood by everyone within the military. The report notes that enduring culture change is clearly articulated in *SSE*²³⁴ and states that in addition to tracking the impact on behaviour of *Operation HONOUR*, “it is now time to expand the tracking of incidents to assessing the effectiveness of the move towards culture change – moving from outputs to outcomes.”²³⁵ It concludes that while “it takes a very long time to achieve culture change... having the knowledge of what is working and what is not will accelerate our success.”²³⁶ As the Director Strategic Communication and Engagement at Military Personnel Command (MPC) noted:

²³² Department of National Defence, *Canadian Armed Forces Progress Report: Addressing Sexual Misconduct* (Ottawa: Canada Communications, 26 February 2019), i.

²³³ *Ibid.*, 3.

²³⁴ Within the section on Promoting a Culture of Leadership, Respect and Honour (page 27), *SSE* states that the CAF “affirms our commitment to work towards solutions that result in positive and enduring culture change.”

²³⁵ Department of National Defence, *Canadian Armed Forces Progress Report: Addressing Sexual Misconduct* (Ottawa: Canada Communications, 26 February 2019), 9.

²³⁶ *Ibid.*, 17.

Diversity is a key dimension of a broader culture alignment initiative whereby [the CAF is] seeking to curate organizational culture change to align CAF culture (manifest in our behaviours, attitudes, beliefs, policies and practices, etc) with the better valours (that body of ethical principles and core values that represent what we truly value as an institution) of the Profession of Arms in Canada.²³⁷

Included in this is the update of *Duty with Honour* currently being conducted by the Canadian Defence Academy. Staff are consulting with members of the CAF to “produce a new version of *Duty with Honour* that all members of the CAF can understand and relate to.”²³⁸ The original version of the publication was first developed in 2003 and later updated in 2009, but much has changed in Canadian society since that time. CAF members were consulted for input through interactive sessions, completed in March 2019, on bases and in units across the country. In addition to the production of the new document and consultation with senior CAF leadership, an adoption plan will be created to ensure the document is fully integrated by November 2020. Within this update, diversity should be incorporated as a fundamental principle of the Profession of Arms, recognizing the need for both inherent and acquired diversity to facilitate operational effectiveness.

Steering Committee for Diversity and Culture

There are efforts to formalize the mandate for a Steering Committee within the Defence Governance Framework to oversee and steer culture alignment efforts and initiatives. This is much needed given the number of different initiatives underway, sometimes working in opposition with each other. The Steering Committee would be mandated to integrate diversity efforts across the entire Defence Team, ensuring unity and cohesion with respect to the diversity

²³⁷ Col Krista Brodie, personal communication, 19 March 2019.

²³⁸ From *Duty with Honour* renewal project discussion at CFC on Thursday 28 February 2019.

agenda for the CAF.²³⁹ Research indicates that the already existing Defence Team Human Resource Strategy Committee (DT HRC) may be leveraged to accomplish this mandate.

Additionally, there is the formation of the Culture Alignment Working Group which intends to institutionalize transformational change and coordinate major change initiatives within the Department. While its governance is still under review, this will be an important step for the CAF and DND in harmonizing current change initiatives which are underway,²⁴⁰ to avoid “a series of un-coordinated, unprioritized culture change activities.”²⁴¹

Advisory Council on Diversity

Another initiative is the Advisory Council on Diversity to Joint Task Force Pacific (ACD-JTFP), a pilot project derived from the Stakeholder Engagement National Strategic Plan (2017-2020) championed by Assistant Deputy Minister (Public Affairs). The goal of the council is to advise the Commander of JTFP on the *CAF Diversity Strategy* “to help ensure its vision, principles and goals reach and are informed by the local communities the CAF seeks to reflect and represent.”²⁴² It includes in its mandate working “to enhance the CAF’s understanding of culture and efforts to inculcate a culture of diversity.”²⁴³ As the majority of its members are civilian - seven of the eight council members are volunteer citizens - the council is proud to be “the first civic advisory council of its kind for the Canadian military... grounded in the principle of collaboration between both the JTFP team and local community leaders.”²⁴⁴ This initiative

²³⁹ Col Krista Brodie, personal communication, 19 March 2019.

²⁴⁰ Virginie Carrier, email conversation with author, 1 May 2019.

²⁴¹ Allan English, “‘Comprehensive Culture Change’ and Diversity in the Canadian Armed Forces: An Assessment of *Operation HONOUR* after Three Years and Implications for the latest CAF ‘Diversity Strategy,’ (paper written for the IUS Canada Conference, Ottawa, ON 20-21 October 2018), 3.

²⁴² Department of National Defence, *Joint Task Force Pacific Advisory Council on Diversity* (Esquimalt: JTFP, November 2017), mandate.

²⁴³ *Ibid.*

²⁴⁴ *Ibid.*, message from Commander JTFP.

was established for an inaugural two-year term (November 2017 to November 2019) but “may be extended and/or reconstituted at the discretion of the Steering Committee.”²⁴⁵ Meeting quarterly, it works to identify “issues, challenges, and opportunities,” in addition to “building a longer-term strategy of three to five years to support diversity and inclusion initiatives in the DND/CAF.”²⁴⁶ Unlike some initiatives which currently function in isolation, the Council aimed to establish important relationship with other committees within DND/CAF outreach, public affairs, working groups, stakeholders and senior leadership.

Military Personnel Command Initiatives

A number of CAF diversity initiatives are encompassed by The Journey, which according to the CAF Director Strategic Communication and Engagement is “a strategic lens and framework which informs and shapes SSE Chapter 1 Implementation.”²⁴⁷ Within MPC, the goal is to leverage diversity as a core institutional value “as [the CAF] promote[s] a culture of leadership, respect and honour.”²⁴⁸ Included within this is *Operation Generation*, MPC’s recruiting program “to increase the diversity of the Canadian Armed Forces and bring further enhancements to the recruiting process... [with] a more concerted effort to meet the CAF’s Employment Equity (EE) goals for Indigenous members, Women and Visible Minorities.”²⁴⁹ As of March 2018, the program was yielding limited success. The Commander of MPC noted that while there was an increase in the number of women recruited in to the CAF between 2017 and

²⁴⁵ Department of National Defence, *Joint Task Force Pacific Advisory Council on Diversity: Terms of Reference* (Esquimalt: JTFP, 16 February 2018), 3.

²⁴⁶ *Ibid.*, 3.

²⁴⁷ Col Krista Brodie, personal communication, 19 March 2019.

²⁴⁸ *Ibid.*

²⁴⁹ Government of Canada, “Colonel Lisa Noonan in ‘dream job’ as Director Personnel Generation Requirements,” last modified 6 July 2018, <http://www.army-armee.forces.gc.ca/en/news-publications/national-news-details-no-menu.page?doc=colonel-lisa-noonan-in-dream-job-as-director-personnel-generation-requirements/j92z91r7>.

2018, “those [statistics] are still not meeting the number we need to have in order to meet the 25 per cent target and we’re conscious of that.”²⁵⁰ In addition to the work being done within the recruiting group, there are a number of other initiatives discussed below, which include a refresh of the *CAF Diversity Strategy*, a review of diversity governance, the establishment of a steering committee, the development of diversity research and analysis, and the concept of including inclusion with diversity.

CAF Diversity Strategy Refresh

One of the most important initiatives underway is the refresh of the *CAF Diversity Strategy*. Staff within MPC are revitalizing the current version of the *Strategy*, with an anticipated release date of Fall 2019. Analysts recognize that although the current strategy offers broad guiding principles for a diverse CAF, it is not “targeted, detailed, and actionable,”²⁵¹ and therefore needs to evolve to facilitate cultural change within the CAF. This is in line with research that demonstrates that without measurable goals and outcomes, progress will be difficult to gauge and achieve. While the refresh is still in draft and under review by senior leadership, staff indicate that it is intended for the strategy to be more holistic in its approach, applicable to the entire Defence Team vice only the CAF as is currently the case, and as such is intended to become an integrated Deputy Minister/Chief of Defence Staff Defence Team strategy that would apply to both military and civilian members. Combining both perspectives effectively may increase the time needed to properly revamp the strategy, but any and all efforts towards revising the strategy, and creating a Departmental document, would be important for addressing some of the criticisms of the document outlined in chapter 2.

²⁵⁰ Canadian Broadcasting Corporation, “Canadian military falling well short of its target for recruiting women,” last updated 17 January 2019, <https://www.cbc.ca/news/politics/armed-forces-women-recruiting-1.4691356>.

²⁵¹ Jenny Buck, Social Policy Analyst at DHRD, telephone conversation with author, 4 February 2017.

Diversity Governance

Coupled with the *CAF Diversity Strategy* Refresh, governance of the diversity portfolio is under review as the current system is fractured.²⁵² Currently, the functional authority for diversity resides with MPC under the Directorate of Human Rights and Diversity (DHRD). When *SSE* was released in 2017, one of the 110 new initiatives included that the CAF “appoint a Diversity Champion who will oversee the implementation of all aspects of the *CAF Diversity Strategy* and Action plan including instituting mandatory diversity training across all phases of professional development.” To fulfill this mandate, the Deputy Minister and the CDS appointed a team of six executives. Three members form an executive team as Co-Champions for Gender Diversity for Operations, including Rear-Admiral Cassivi as lead Champion; a non-commissioned member representative; and a defence team civilian representative. Additionally, Commodore Kurtz was appointed to a new position titled Defence Team Champion for GBA+, with a civilian counterpart. Brigadier-General Bourgon was appointed as the Champion of WPS issues, another new position.²⁵³ This team is an addition to the existing Defence Team Champions which represent the four designated groups in the *EEA*. While beyond the scope of this paper, also currently under review are the duties and responsibilities of the Defence Team Champions within the CAF.

What is presently unclear is how governance will be structured for these new Champions, specifically with respect to the relationship between existing EE Champions, which has created

²⁵² Col Krista Brodie, personal communication, 19 March 2019.

²⁵³ Luc Cassivi, speech, National Defence Committee, Ottawa, Canada, 21 February 2019.
<https://openparliament.ca/committees/national-defence/42-1/128/rear-admiral-luc-cassivi-1/only/>

confusion amongst the advisory organizations for the four designated groups.²⁵⁴ For example, how does the Defence Women's Advisory Organization (DWAO), an EE designated group dedicated to identifying systemic barriers to women in the Department, with its own Champion for Women, and the new Champion for WPS relate to each other? Ensuring there are a greater number of women peacekeepers as mandated by WPS is dependent on understanding systemic barriers, identified by the DWAO. The relationship, and synergy, between the EE and D&I Champions remains unclear.

Diversity Research and Analysis

The first goal of the *CAF Diversity Strategy* is to better understand diversity culture. Presently, there is no center of excellence or integrating body within the Defence Team for research on diversity, culture and leadership and/or analysis as discussed in both the *Strategy* and *SSE*.²⁵⁵ This research is needed to better inform strategic decision making with quality evidence-based science, an important objective outlined in research done by the global non-profit Catalyst. The aforementioned Steering Committee would be able to “initially function in that space and develop options to (re)institutionalize capacity as it matures,”²⁵⁶ but there exists a gap in diversity research which is essential for progress. Funding must also be allocated to this initiative and given the depth and breadth of diversity research, priorities must be established for internal research. A re-examination of the priorities of Defence Research and Development Canada (DRDC) may also be appropriate.

²⁵⁴ The author was the National Military Co-Chair for the Defence Women's Advisory Organization (DWAO), an EE designated group within DND/CAF for a two-year period and as such, understands some of the intricacies of EE and D&I within the Department.

²⁵⁵ *Ibid.*

²⁵⁶ *Ibid.*

Incorporating Inclusion with Diversity

There has been an important change within the military to ensure that diversity is paired with inclusion, with research indicating that one will not be effective without the other.

Part of the problem is that “diversity” and “inclusion” are so often lumped together that they’re assumed to be the same thing. But that’s just not the case. In the context of the workplace, diversity equals representation. Without inclusion, however, the crucial connections that attract diverse talent, encourage their participation, foster innovation, and lead to business growth won’t happen.²⁵⁷

While most academic and business research links diversity and inclusion, *SSE* speaks primarily about diversity, inferring that diversity includes inclusion by default. As mentioned, both diversity and inclusion should be considered together, but must also be recognized as two separate and different concepts. Recently, when the Defence Champion for Gender and Diversity for Operations briefed Parliament, Rear-Admiral Cassivi stated that the mission for his team “is to support a culture of inclusion within the defence team.”²⁵⁸ As the CAF continues to update and evolve its policies about diversity, it will be important that inclusion is also seen as a key enabler to success and that members understand the difference and importance of both. Some suggest that “the CAF has not yet completely figured out how the inclusion key fits into the diversity lock, nor how to leverage the advantages of inclusivity once [the CAF] unlock[s] the diversity door.”²⁵⁹

To conclude, there are many initiatives underway within the CAF to assist with leveraging Canada’s diversity as mandated in *SSE*. In addition to efforts within recruiting, there

²⁵⁷ Laura Sherbin and R. Rashid, “Diversity Doesn’t Stick Without Inclusion,” *Harvard Business Review*, 1 February 2017, 2.

<https://echo.lemoyne.edu/Portals/0/Diversity%20Doesn%27t%20Stick%20Without%20Inclusion.PDF>

²⁵⁸ Luc Cassivi, speech, National Defence Committee, Ottawa, Canada, 21 February 2019.

²⁵⁹ Belanger, Necole, ““Inclusive Leadership” If we build it will they come?” *Canadian Military Journal* 19, no. 1 (Winter 2018): 33.

is an important overall focus on culture change within the organization, to include the establishment of a steering committee and Culture Alignment Working Group. A pilot Advisory Council on Diversity has been created in Victoria, BC, complimenting the *CAF Diversity Strategy Refresh*, review of diversity governance, establishment of a steering committee, development of diversity research and analysis, and the concept of including inclusion with diversity. While all these initiatives are to be applauded, it is clear from external research that there are gaps in what remains to be done if the CAF is to achieve its ambitious diversity goals in the foreseeable future.

CHAPTER 6 – WHERE THE GAPS EXIST

As developed in this paper, the CAF is taking valuable steps with the diversity initiatives that are underway within the organization. The initiatives should address a number of issues that have been raised as barriers to D&I progress by both academic and business research. The update to *Duty with Honour*, a key foundational document for all members of the military, could ensure the publication is modernized and that members of the military can both understand and relate to what it means to be a member of the profession of arms in Canada. Seeking and implementing external advice on diversity, as is the mandate for the Advisory Council on Diversity to JTFP, is important to confirm that the *CAF Diversity Strategy* is “informed by the local communities the CAF seeks to reflect and represent.”²⁶⁰ Its intrinsic relationship with other committees within DND and the CAF will guarantee the Council remains relevant and effective. Within MPC, the most important initiative is the *CAF Diversity Strategy Refresh*. Research indicates that the project is intended to address the myriad of issues detailed in Chapter 2. As a guiding strategy for reaching the goals set out in *SSE*, creating a joint military and civilian vision which is “targeted, detailed, and actionable”²⁶¹ will be key to the success of the CAF’s D&I initiatives. An analysis of diversity governance is also important given the many questions which remain regarding how existing EE groups will be linked in to the new D&I organization. Finally, better direction with respect to diversity research and analysis is intended to ensure diversity initiatives are grounded in strong research and can be measured for progress and success.

While assumed to be incorporated in to the refresh of the *CAF Diversity Strategy*, it is essential that the CAF decide how it will measure the progress and success of D&I initiatives.

²⁶⁰ Department of National Defence, *Joint Task Force Pacific Advisory Council on Diversity* (Esquimalt: JTFP, November 2017), mandate.

²⁶¹ Jenny Buck, Social Policy Analyst at DHRD, telephone conversation with author, 4 February 2019.

The most recent report on *Operation HONOUR* highlighted the development of a comprehensive performance measurement system to provide clear understanding of progress, noting the importance of being able to understand what is working. It is therefore imperative that once performance measures are established, leadership - especially at the front-line level – understands these performance measures intrinsically and the role they have to play in the equation.

There is also work to be done to integrate existing EE measures into D&I initiatives. Critics have said that while *SSE*'s goal of increasing the number of women in the CAF to 25% by 2026 is admirable, it does not specify any details of how this growth will be measured. Will success be declared if there is greater female participation in only a few trades or is integration of women in the CAF represented by growth overall? As aforementioned, the 2016 Auditor General report noted that targets by occupation and a strategy are key to increasing the number of women in the military. Currently, while progress is being made within the Royal Canadian Navy and Royal Canadian Air Force, the Canadian Army continues to fall well short when it comes to the critical mass of women in occupations within the Combat Arms.

A Caution on Cultural Change

A refocusing on cultural change within the military is an important foundation for ensuring that any D&I initiatives that are implemented are enduring and effective. Culture change will take time and should not be expected to occur instantaneously; however focusing resources to assess “the effectiveness of the move towards culture change – moving from outputs to outcomes,”²⁶² is an important step in creating a diverse workforce.

²⁶² Department of National Defence, *Canadian Armed Forces Progress Report: Addressing Sexual Misconduct* (Ottawa: Canada Communications, 26 February 2019), 9.

While focusing on cultural change is important, the CAF must ensure the mistakes of past attempts at cultural change are not repeated. Allan English, a Canadian military history professor at Queen’s University, argues that “efforts by senior leaders to effect such major culture change in the CAF in the past three decades using similar methods have seldom been successful.”²⁶³ In his research, he reasons that there are five principles for achieving success in CAF organizational and culture change: specificity, transparency, buy in, succession planning, and re-evaluation of the plan.

“One of the first steps in implementing deliberate and systemic organizational change is to produce a coherent and holistic plan.”²⁶⁴ This needs to be an essential part of the *CAF Diversity Strategy Refresh*. Transparency is essential and the *CAF Diversity Strategy Refresh* should include an adoption plan similar to the one intended for the *Duty with Honour* revision. “To increase the chances of success of major change, the process should be transparent and widely disseminated. It should include relevant, measurable goals and a timeline that takes into account succession planning and change fatigue.”²⁶⁵ Transparency would also ensure that misconceptions about diversity initiatives do not impede progress on diversity initiatives.²⁶⁶

Not surprisingly, buy in is critical to the success of any culture change. Professor English recommends that this should be done in the context of Professional Military Education (PME). “PME is a critical part in any significant change because educating future leaders as to why change is necessary and how it is going to be implemented provides the intellectual basis for

²⁶³ Allan English, “Sexual Harassment and Sexual Assault in the Canadian Armed Forces: Systemic Obstacles to Comprehensive Culture Change,” (paper written for IUS Canada Conference, Ottawa, ON 21-23 October 2016), 1.

²⁶⁴ *Ibid*, 3.

²⁶⁵ *Ibid*, 3.

²⁶⁶ The National Post published an article on 19 April 2019 titled “The Canadian Forces jobs where only women need apply,” which tried to infer that men were being disadvantaged by recruiting initiatives for women, causing backlash on social media within the CAF. The article did not consider these initiatives in the context of the CAF’s larger diversity strategy and current demographics. <https://nationalpost.com/news/canada/the-canadian-forces-jobs-where-only-women-need-apply>.

change and an ongoing process of critical review of the assumptions and the progress of the change.”²⁶⁷ This should be nested within the Joint Command and Staff Program (JCSP) Curriculum. As a minimum, the JCSP curriculum should include an intricate understanding of the *CAF Diversity Strategy Refresh*. Currently in the CAF, “education of change management within the CAF is concentrated at the senior levels; second, industrial age change models are the only ones formally addressed in Canadian Forces doctrine.”²⁶⁸ Front-line leaders must understand the *CAF Diversity Strategy Refresh* in the context of initiating this strategy through sound change management if it is to be successful.

It will be essential to get buy in from these same front-line leaders in the CAF and they must also be given the appropriate tools to lead this change. Succession planning must also be considered for the release of the *CAF Diversity Strategy Refresh*. The CAF is afflicted by the “tyranny of the posting cycle,” in that leaders within the organization are often moved in to a different position every two to three years. “Some have suggested that an organizational change in the CAF must be completed within three years so that it is done within the term of the leader initiating the change. However, this view, which is widely held in some circles, virtually ensures that meaningful change will not occur as intended.”²⁶⁹ Lasting cultural change takes time. As one CAF study author noted, “with officer postings typically lasting two to three years, and with minimal to no formal education on leading change, most of the officer corps is left to figure out

²⁶⁷ Allan English, “Sexual Harassment and Sexual Assault in the Canadian Armed Forces: Systemic Obstacles to Comprehensive Culture Change,” (paper written for IUS Canada Conference, Ottawa, ON 21-23 October 2016), 3.

²⁶⁸ Maj Kevin Schamuhn, “Leading Organizational Change: A Quest For Knowledge and Understanding,” (Masters of Defence Studies Directed Research Paper, Canadian Forces College, 2018), 71.

²⁶⁹ Allan English, “Sexual Harassment and Sexual Assault in the Canadian Armed Forces: Systemic Obstacles to Comprehensive Culture Change,” (paper written for IUS Canada Conference, Ottawa, ON 21-23 October 2016), 3-4.

this process on their own and assess others in doing the same.”²⁷⁰ This is problematic and needs to be addressed if change is to be achieved.

English’s final principle for achieving success in CAF organizational and cultural change is “periodic re-evaluation of the plan to see if the intended change [is] still relevant and if anything in the content or process needs to be modified.”²⁷¹ As modern society has moved from the Industrial Era to the Information Age, the CAF must realize there is no longer an end state. Change is an eternal process. “Culture is not a discrete thing like a piece of military equipment whose components can be replaced or modified at will. Rather culture is a dynamic system that is constantly changing due to internal and external influences.”²⁷² As one CAF study author noted, “it stands to reason that if the military is serious about keeping abreast with a rapidly changing world, efforts need to be made to educate all ranks on the theory and practice of implementing organizational change.” Front-line leaders must be taught the principles of organizational change and how these have changed. “By adopting a new perspective on how ‘leading change’ is assessed throughout the CAF, it could be possible to infuse the organization with a new motivation to implement change at all levels.”²⁷³

Leadership, pure and simple.

²⁷⁰ Maj Kevin Schamuhn, “Leading Organizational Change: A Quest For Knowledge and Understanding,” (Masters of Defence Studies Directed Research Paper, Canadian Forces College, 2018), 69.

²⁷¹ Allan English, “Sexual Harassment and Sexual Assault in the Canadian Armed Forces: Systemic Obstacles to Comprehensive Culture Change,” (paper written for IUS Canada Conference, Ottawa, ON 21-23 October 2016), 4.

²⁷² *Ibid.*, 2.

²⁷³ Maj Kevin Schamuhn, “Leading Organizational Change: A Quest For Knowledge and Understanding,” (Masters of Defence Studies Directed Research Paper, Canadian Forces College, 2018), 69.

While the current CAF diversity initiatives are important, there is a fundamental gap in what needs to be done if the military is to truly “leverage Canada’s diversity.”²⁷⁴ SSE has mandated that the CAF will “become a leader in gender balance.”²⁷⁵ Leaders are to “implement, monitor and champion” the *CAF Diversity Strategy* “through personal example.”²⁷⁶ To do this, business research has proven that effective diversity strategies are tailored and “customized.” Therefore, the right CAF leadership must be empowered to lead the diversity initiatives that are underway. Front-line leadership must be convinced to harness the powerful and compelling narrative surrounding the benefits of diversity. While some CAF leaders understand the benefits that diversity brings to the military, not all leaders are seized, or convinced, of the “why” it will make the CAF better. Research emphasizes “leading companies go further by cascading this commitment through their organizations and particularly to middle management.”²⁷⁷ Front-line leadership is key to the diversity equation. Given the time it will take to facilitate this cultural change, front-line leaders are best situated to lead this change and should be given responsibility to do so throughout the organization. This can not only come from the top. Responsibility for D&I initiatives should and must be distributed throughout the CAF.

While it is important for the CDS to talk about why diversity will ensure greater operational effectiveness, it is the front-line leaders within the CAF that must create a vision - a narrative - which will convince their subordinates that a diverse CAF is key to the military’s ability to succeed within the ever-evolving, increasingly complex operational environment. The CDS recognized this in an article addressing sexual misconduct in the CAF, stating “sustainable

²⁷⁴ Department of National Defence. *Strong, Secure, Engaged: Canada’s Defence Policy*. Ottawa: Canada Communications Group, 2017: 23.

²⁷⁵ *Ibid.*

²⁷⁶ Department of National Defence, *Canadian Armed Forces Diversity Strategy* (Ottawa: January 2017), Foreword.

²⁷⁷ V. Hunt *et al*, *Delivering through Diversity* (Visual Media Europe: McKinsey & Company, January 2018), 26.

change cannot be imposed unilaterally from the top-down.”²⁷⁸ To facilitate the success of the *CAF Diversity Strategy Refresh*, front-line leaders within the CAF must first be convinced to take on this formidable challenge; second, given the appropriate tools to initiate this change (as described above), and third, given the appropriate level of authority and responsibility to tailor the change initiative to be most effective.

In order for this approach to work, senior leadership must outline a guiding strategy for achieving diversity. This could and should be nested within the *CAF Diversity Strategy Refresh*. This should include a vision and strategic messaging that accompanies the launch of the Refresh. Senior leaders must provide key messages that resonate across the organization which will give the CAF’s front-line leaders the vocabulary for this important change initiative. These are the messages that need to be understood during PME. Some have suggested that in the past, “the CAF implemented a series of un-coordinated, unprioritized culture change activities over a period of three years that did little to address the underlying causes of the CAF sexualized culture.”²⁷⁹ With the release of the *CAF Diversity Strategy Refresh*, this must be avoided at all costs. Senior leadership within the CAF should create the vision for a diverse CAF. Front-line leadership should be empowered to construct the narrative that will ensure the CAF meets its goals and given the appropriate tools to implement effective organizational change.

For front-line leaders to construct an effective narrative about diversity, they must intrinsically understand the proven benefits that diversity brings to an organization. Better diversity will help the CAF win the “war for talent” and ensure the best candidate pool when recruiting. Employee satisfaction is improved when a workforce is diverse, leading to better

²⁷⁸ Vance, “The Chief of Defence Staff, General Jonathan Vance, Addresses Sexual Misconduct in the Canadian Armed Forces.”

²⁷⁹ Allan English, “‘Comprehensive Culture Change’ and Diversity in the Canadian Armed Forces: An Assessment of *Operation HONOUR* after Three Years and Implications for the latest CAF ‘Diversity Strategy,’ (paper written for the IUS Canada Conference, Ottawa, ON 20-21 October 2018), 3.

retention, particularly important in the complex and intellectually demanding environment in which the CAF serves. As the nature of conflict continues to become increasingly complex, research proves that diverse teams make better decisions and are more innovative and creative. There is a wealth of research on the benefits of diversity, however it is the leader that must convince his or her subordinates of why diversity is important, with the realization that it will require flexibility and accommodation of differences. That is leadership. Leaders must be seized that efforts to leverage Canada's diversity are fundamental to success. Industry research proves that successful diversity strategies "create a fact-based and compelling business case for D&I." Leaders, especially at the frontline level in the CAF, must therefore be empowered to create a similarly convincing narrative.

Accountability

Clearly front-line leaders must be held accountable for the success or failure of D&I initiatives. Catalyst found that data from Canadian Capital Markets roundtables "suggest a lack of emphasis on performance management and the type of development necessary for a diverse population to advance."²⁸⁰ Once leaders become seized of the benefits of diversity, they must ensure that talent is managed appropriately, with an acute understanding that diversity will bring with it new challenges and concerns that will require flexibility. Front-line leaders within the CAF must recognize "talent as an invaluable asset" and be "proactive and attuned to people management as not just a human capital issue, but a sustainability issue."²⁸¹ Catalyst recommends that in order "to drive accountability for strong people management, weak people management must be a deal breaker for advancement, and it must impact compensation and

²⁸⁰ C. Morgan *et al*, *Women and Men in Canadian Capital Markets: An Action Plan for Gender Diversity* (New York: Catalyst, 2012), 47.

²⁸¹ *Ibid*, 47.

bonus incentives.”²⁸² While the CAF’s pay scale is based on rank and occupation, and therefore compensation and bonus incentives may not be an effective tool for accountability, promotion and yearly evaluations could and should consider people management skills with more than just lip service. “The CAF evaluation process has for many years rewarded ‘change for change sake,’ contributing to the lack of coherence in CAF organizational change and culture change.”²⁸³ As mentioned previously, the posting cycle challenges coupled with “the CAF’s reward system, encourages haste in starting some sort of activity on a project over deliberate planning.”²⁸⁴ As Allan English points out, even the Chief Review Services *Report on Gender Integration* “concluded that the CAF performance evaluation system did not adequately reward gender integration efforts.”²⁸⁵

Catalyst recommends that organizations “insist that talent stewardship, sponsorship, and mentoring are key leadership competencies.”²⁸⁶ One or all of these could be added as a point of evaluation on the yearly Personnel Evaluation Report (PER) that members of the CAF receive. If the CAF is serious about diversity, it needs to put it in writing and hold members accountable for their action or inaction. “Intentional leaders deliberately take actions needed to break through barriers because they are committed to building fairness into their organization and fostering long-term employee engagement, innovation, and financial success.”²⁸⁷ While profit is not the guiding principle of the CAF, reflecting the diversity of the country it defends is key for the CAF

²⁸² C. Morgan *et al*, *Women and Men in Canadian Capital Markets: An Action Plan for Gender Diversity* (New York: Catalyst, 2012), 51.

²⁸³ Allan English, “Sexual Harassment and Sexual Assault in the Canadian Armed Forces: Systemic Obstacles to Comprehensive Culture Change,” (paper written for IUS Canada Conference, Ottawa, ON 21-23 October 2016), 5-6.

²⁸⁴ *Ibid*, 6.

²⁸⁵ *Ibid*.

²⁸⁶ C. Morgan *et al*, *Women and Men in Canadian Capital Markets: An Action Plan for Gender Diversity* (New York: Catalyst, 2012), 52.

²⁸⁷ *Ibid*, 47.

to “succeed in an unpredictable and complex security environment.”²⁸⁸ This is amplified in the global context of the United Nations WPS agenda which “recognizes that sustainable peace is only possible when women are fully involved in the resolution of conflict, as well as in other peace and security efforts.”²⁸⁹

It won't be easy

Finally, CAF leaders must understand that this will not be easy. Remembering the challenges to diversity mentioned in chapter 4, flexibility is required and managers must accept “differences in employee behaviour.”²⁹⁰ And it will not feel natural. Recalling the MIT and Northwestern University studies, although diverse teams felt less confident with their joint decisions, they were more likely to be correct. While it will be difficult to break from the status quo, and may feel awkward, the payoff for championing diversity, through an effective and convincing narrative, enhanced by the appropriate tools, will pay dividends as the operational environment continues to increase in complexity, becoming less and less predictable. True and genuine leadership, intentional leadership, will ensure the CAF achieves the goals it has been assigned in *SSE* and the *CAF Diversity Strategy*, through the empowerment of the CAF's front-line leadership as “leadership is the capacity to translate vision into reality.”²⁹¹

²⁸⁸ Department of National Defence, *Strong, Secure, Engaged: Canada's Defence Policy* (Ottawa: Canada Communications Group, 2017), 12.

²⁸⁹ Government of Canada, “Women, peace and security,” last modified 27 March 2019, https://international.gc.ca/world-monde/issues_development-enjeux_developpement/gender_equality-egalite_des_genres/women_peace_security-femmes_paix_securite.aspx?lang=eng.

²⁹⁰ The Economist Intelligence Unit Limited, *Values-based diversity: The challenges and strengths of many* (London: EIU, 2014), 12.

²⁹¹ Warren Bennis. Random Acts of Leadership, “Translating Vision to Reality,” last accessed 2 May 2019, <https://randomactsofleadership.com/translating-vision-into-reality>.

CHAPTER 7 – CONCLUSION

The historical background of diversity in the CAF reveals five main reasons for creating a more diverse military. An examination of the foundation of legislation which paved the way for women in the CAF demonstrated the legal imperative for a more diverse CAF. The *EEA* provided relevant context for the CAF's current EE goals, highlighting outstanding tasks including talent management, retention and mentoring. Legitimacy was analyzed through *Duty with Honour* and *Leadership in the Canadian Forces: Conceptual Foundations*. The fragility of this legitimacy was highlighted by the Canadian workforce demographics and the 2018 Earncliffe report, which noted society's low awareness of what the CAF does and its concerns about sexual harassment in the military, revealing lasting implications of the Deschamps Report. Instrumentally, the 2016 Auditor General report on recruitment and retention in the CAF, exposed a concerning (and growing) gap between the number of required versus trained members of the military. The centrality of diversity in *SSE* is important, with the international imperative for more women peacekeepers detailed in Canada's updated National Action Plan for WPS. In order to understand how the CAF incorporates gender perspectives in to operations, the *CDS Directive on UNSCR 1325* was examined in brief, but most concerning are the lack of detail and direction in the *CAF Diversity Strategy*, the current guiding document on diversity in the CAF.

While the scope and breadth of the legislation, policy and directives is both broad and deep, it is the paradigm shift in the narrative surrounding D&I that is crucial. Chapter 3 examined the shift from EE to D&I with the CAF duplicating the compelling narrative created by academia and business regarding the benefits of diversity in CAF policy and directives. As the social construct of society has evolved, the CAF is realizing it must modernize the CAF

identity. The shift away from the demographics of diversity to a more holistic view of identity as a complex combination of differing and complementing factors is both welcome and important. Shared or too similar perspectives will hinder rather than help in the evolving operational environment, where diversity of thought is finally being understood as a valuable asset. And while aspirations are important, lasting cultural change will not occur without specific goals and outcomes which are intended to be incorporated in to the *CAF Diversity Strategy Refresh*.

Chapter 4 began with the shift from inherent to acquired diversity which the CAF understands. Business research has found that successful companies value both types of diversity. In addition to profit, diversity facilitates recruiting, employee satisfaction, decision making and innovation and creativity within organizations, all relevant and applicable to the CAF. Research shows that the management behaviour most likely to affect employee engagement is demonstrating a strong commitment to diversity as it is a motivating factor for today's employees. Successful D&I programs are based on four imperatives: leadership, strategy, culture and customization. In order for D&I programs to work, leadership must be held accountable for poor personnel management. Finally, it is important to note that a diverse workforce brings with it the need for flexibility and the acceptance of differences, another leadership challenge.

To assess what the CAF is doing about diversity, chapter 5 detailed the initiatives underway within the CAF to assist with leveraging Canada's diversity. In addition to recruiting programs, there is an important focus on culture change within the military. The Advisory Council on Diversity compliments the much-needed refresh of the *CAF Diversity Strategy*, coupled with a number of other MPC initiatives directed at diversity governance, guidance, and research and analysis.

While all these initiatives are to be applauded, it is clear from external research that gaps remain in what needs to be done if the CAF is to achieve its ambitious diversity goals in the foreseeable future. Chapter 6 argues that the CAF must decide how to measure the progress and success of D&I programs and reconcile existing EE tracking measures with new initiatives. The CAF must avoid the mistakes of past attempts at culture change, ensuring the *CAF Diversity Strategy Refresh* includes specificity, transparency, buy in, succession planning and re-evaluation. This must include addressing the gap in understanding of the principles of leading organizational change at the front-line leadership level, specifically in the context of PME.

Most importantly, if CAF leadership fails to understand and harness the powerful narrative surrounding diversity, it will not achieve the goals set out in *SSE* and the *CAF Diversity Strategy*. To ensure the *CAF Diversity Strategy Refresh* is successful, front-line leaders within the CAF must be convinced to take on this formidable challenge, provided with the appropriate tools to initiate this change and given authority and responsibility to tailor the change initiative. And these same frontline leaders must be held accountable for their action or inaction on diversity. The imperative for progress can not be diluted. There is no time to waste. The time for leadership is now.

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