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ACCEPTING THE INEVITABLE AND PLANNING FOR THE FUTURE NEEDS OF THE CAF

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JCSP 44

Exercise Solo Flight

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ACCEPTING THE INEVITABLE AND PLANNING FOR THE FUTURE NEEDS OF THE CAF

Introduction

The 2017 Defence Policy: Strong, Secure, Engaged (SSE), recognizes people as the CAF's most important asset. "Canada cannot meet its defence needs at home and abroad without the dedicated, motivated and highly skilled people who work tirelessly to defend Canada and promote Canadian values and interests abroad."¹ Recruitment and retention are therefore two critical components of the 'people' equation that must be solved.

Unfortunately, the equation is arguably a "wicked problem" as no single or simple solution to the challenges facing the CAF's ability to find the right people and keep them employed for an extended period of time currently exists.² In order for the CAF to develop solutions there needs to be extensive study in two areas that will answer the following questions: Why Canadians are not joining the CAF? Why they do not remain employed by the CAF?

This paper will argue that the CAF's historic and current recruitment and retention strategies have not focused sufficiently on solving the human resource management issues and if new policies and strategies are not adopted, the SSE assigned task of growing the CAF to a personnel strength of 101.5k will not come to fruition.³ A key component to achieving CAF growth includes a close look and understanding of not only how to recruit and retain Canadians

¹ Strong, Secure, Engaged. Canada's Defence Policy. 2017, 11.

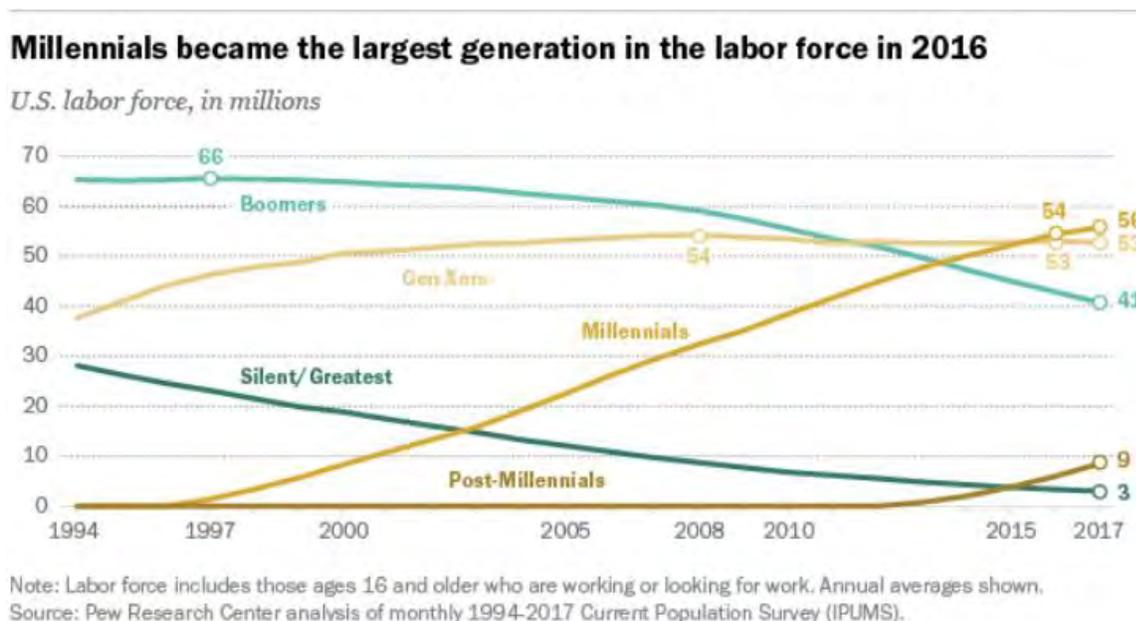
² Sam Bateman. *Solving the 'Wicked Problems' of Maritime Security: Are Regional Forums up to the Task?* Contemporary Southeast Asia: A Journal of International & Strategic Affairs 33, no. 1. (2011), 2.

Bateman defines wicked problems as pressing and highly complex issues for policy formulation that involve many causal factors and high levels of disagreement about the nature of a problem and the best way to handle it.

³ Strong, Secure, Engaged. Canada's Defence Policy. 2017, 19.

but also understanding why women who represent 50% of the Canadian population only representing 15.3% of CAF members.⁴

According to U.S. studies the millennials have become the largest segment of the working population therefore it is critical to understand what will attract them to the CAF. The enclosed graph depicts the work force distribution and why it is so important to understand the value of millennials in the CAF:



PEW Research Center.⁵

It is important to focus not only on millennials but women in particular as they are underrepresented in the CAF.

⁴ Canadian Armed Forces. *Women in the Canadian Armed Forces*. Dated 7 March 2018. Last accessed 16 April 2018. <http://www.forces.gc.ca/en/news/article.page?doc=women-in-the-canadian-armed-forces/izkjzqzeu>

⁵ Richard Fry. *Millennials became the largest generation in the U.S. labor force*. Dated 11 April 2018. Last accessed 24 April 2018. <http://www.pewresearch.org/fact-tank/2018/04/11/millennials-largest-generation-us-labor-force/>

The importance of millennials in Canada is also reported by the Conference Board of Canada, “Attracting and retaining the Millennial-Gen X workforce is, without question, both a priority and a concern for organizations.”⁶ The challenge is defining not who a millennial is but understanding the motivations that would attract millennials to the CAF. The following are listed in priority as important aspects for millennials in their workplace: “work styles and environment, opportunities for growth and development, rewards and recognition, organizational culture and values, leadership and management, and technology.”⁷ These factors align with other studies on millennials which will be discussed in greater detail in order to reach recruiting and retention goals.

A study identified the following about millennial women: “Ambitious, educated, and tech-savvy, millennial women make ideal employees. Win them over with flexibility and clear paths to advancements.”⁸ Women represent a great opportunity for the CAF to diversify and become more representative of Canadian society, yet seventeen years have passed since all military occupations are available to women and their enrollment in the CAF remains 15.3%.⁹ In comparison to other NATO and partner nations Canada holds the tenth position.

⁶ Naoko Hawkins, Jane Vellone, and Ruth Wright. *Workplace Preferences of Millennials and Gen X: Attracting and Retaining the 2020 Workforce*. Ottawa: The Conference Board of Ottawa. 2014, 2.

⁷ *Ibid.*,7.

⁸ Courtney L. Vien. *Millennial Women: How to woo a new generation of employees*. Journal of Accounting: July 2015, 26.

⁹ NATO. *Summary of the National Reports of NATO Member and Partner Nations to the NATO Committee on Gender Perspectives*. 2016, 10.

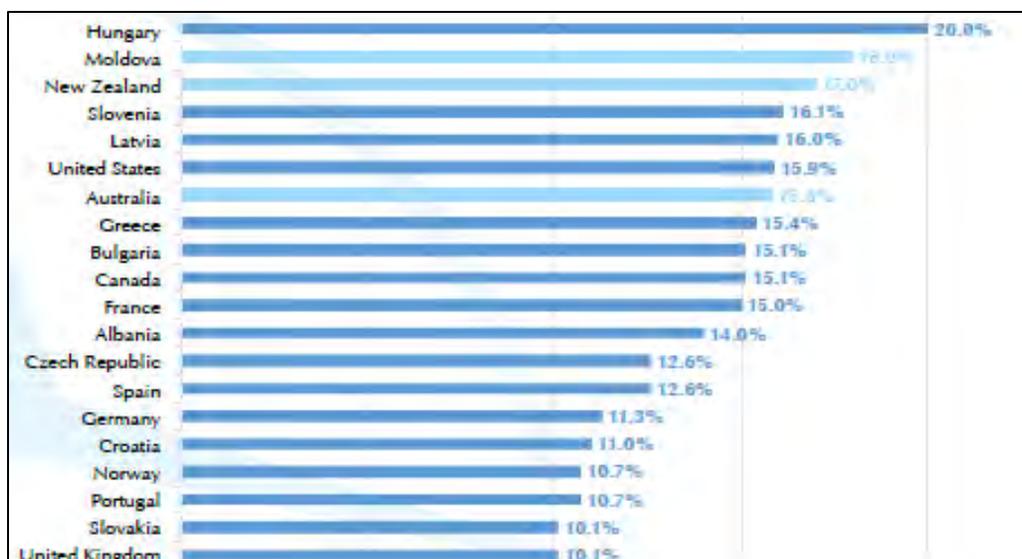


Figure 5: Percentage of all Active Duty female military personnel of NATO member and partner nations in 2016.¹⁰

It is fortunate that Canada and the CAF have a close working relationship with some of the more successful countries increasing women in their ranks. Three of the four FIVE EYES partners: New Zealand, Australia, and USA are exceeding the growth of women in their respective militaries relative to Canada therefore some of their strategies can be explored to determine if there are initiatives that the CAF can use to reach the 25% women in the forces by 2026.

An additional area that challenges the CAF in achieving personnel growth is the CAF's culture. On 16 May 2014, a Maclean's article titled "Our Military's Disgrace" described the CAF culture as over sexualized and referenced incidents that dated back several decades.¹¹ General (Gen.) Lawson who preceded the current Chief of Defence Staff (CDS) Gen. Vance, attempted to explain sexual harassment as biological which resulted in a hasty government decision to

¹⁰*Ibid.*

¹¹ Noémi Mercier and Alec Castonguay. MacLean's. *Our Military's Disgrace*. Dated 16 May 2014. Last accessed 16 April 2018. <http://www.macleans.ca/news/canada/our-militarys-disgrace/>

replace Gen. Lawson.¹² The first words from Gen. Lawson's replacement were a strong message of commitment to eliminating sexual harassment.¹³ The CAF needs to eliminate the sexualized culture due to the negative impact on its members, the work place, and the effect such behaviour has on current and future military operations.

Gen. Vance took decisive action and accepted all of Mme Deschamp's Report recommendations which differed from Gen. Lawson who did not accept all the recommendations.¹⁴ Gen. Vance's response to correct the CAF culture was Operation HONOUR which initiated 14 August 2015.¹⁵ Operation HONOUR is specifically implemented to eradicate harmful behaviour that obstructs the potential of the CAF as an employer of choice. Operation HONOUR is integrated across all lines of operations, training institutions, and at the forefront of everything CAF members do.¹⁶

Unfortunately, the CAF's harmful culture that is routinely reported in the media persists and erodes the CAF as an institution.¹⁷ The direction issued in Operation HONOUR has a direct effect on recruitment and retention as anyone considering joining the CAF need the assurance that they will be working within an institution that is safe and free of sexual harassment.

¹² Bruce Champion-Smith. *General's sexual harassment remark denounced by Harper, Trudeau and Mulcair*. Ottawa Bureau. Dated 17 June 2015. Last accessed 16 April 2018. <https://www.thestar.com/news/canada/2015/06/17/liberal-critic-calls-for-defence-chief-to-resign-over-remarks-on-sexual-harassment-in-the-military.html>

¹³ CBC. *Gen. Jonathan Vance says sexual harassment 'stops now'*. dated 23 July 2015. Last accessed 27 April 2018. <http://www.cbc.ca/news/politics/gen-jonathan-vance-says-sexual-harassment-stops-now-1.3165065>

¹⁴ CTV News. *Key points from the Deschamp report on sexual misconduct in the Canadian Forces*. Last accessed 16 April 2018. <https://www.ctvnews.ca/politics/key-points-from-the-deschamps-report-on-sexual-misconduct-in-the-canadian-forces-1.2352469>

¹⁵ CDS Op Order – Op HONOUR. Last accessed 16 April 2018. <http://www.forces.gc.ca/en/caf-community-support-services/cds-operation-order-op-honour.page>

¹⁶ Government of Canada. National Defence and the Canadian Armed Forces. Operation HONOUR. Last accessed 27 April 2018. <http://www.forces.gc.ca/en/caf-community-support-services/sexual-misconduct.page>

¹⁷ Government of Canada. National Defence and the Canadian Armed Forces. Operation HONOUR Monthly Harmful and Inappropriate Sexual Behaviour Unit Reports. Summary (1 April 2016 to 31 March 2017). Last accessed 27 April 2018. <http://www.forces.gc.ca/en/caf-community-support-services/monthly-statistics-year-2016.page>

Gen. Vance remains committed to the success of Operation HONOUR as illustrated in the most recent fragmentary order (FRAG O) issued 5 March 2018.¹⁸ The Operation HONOUR FRAG O reinforces the CDS' intent, "This FRAG O places greater emphasis on the development of a coordinated CAF effort to refocus, reinvigorate, and reinforce Operation HONOUR and defining the strategic outcomes required to create lasting institutional change..."¹⁹ The institutional change remains the main effort of Operation HONOUR that must be achieved if the CAF expects to see an increase in recruits and the retention of members currently serving.

This paper will be broken into three areas: the first will discuss recruitment both past and present; the second area looks at retention and the final area concerns innovative ideas that are being trialed in the CAF along with external organizations across the FIVE EYES community and private industry.

Recruitment

A brief overview of historic recruitment practices will be discussed in order to understand options for a more effective recruitment strategy moving forward. The recruitment discussion highlights CAF deficiencies along with strengths. At present, one of the greatest risk to achieving recruitment targets in SSE is the longstanding goal of increasing women in the

¹⁸ A Frag O is used for subsequent revisions or amplifications to previously issue orders such as Operation HONOUR. FRAG O 004 to CDS Op Order – Operation HONOUR. Dated 5 March 2018. Last accessed 24 April 2018. <https://www.canada.ca/en/department-national-defence/services/benefits-military/conflict-misconduct/operation-honour/about-operation-honour/frag-o-004-cds-op-order.html>

¹⁹ *Ibid.*

CAF. The 2017 SSE Defence policy states that one in four CAF members will be women by 2026.²⁰

The CAF is presently undergoing a growth period in accordance with the goals issued in SSE. The new direction for the creation of additional positions within the CAF will be a challenge if you consider the attached graph which was produced for the 2016 Auditor General's report on the CAF.²¹

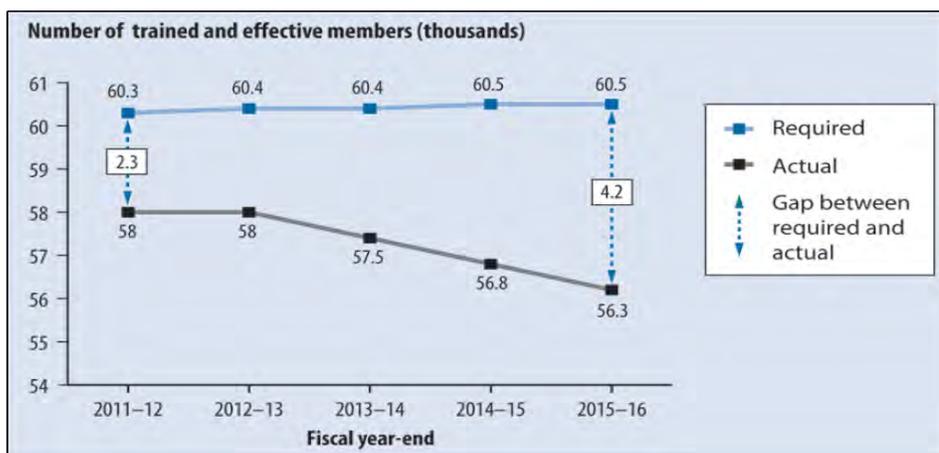


Figure 1 – Number of Required vs. Actual Members, 2011-2012 to 2015-2016²²

The above graph represents the CAF experienced four consecutive years where the number of trained and effective members fell short. In addition to increasing the total number of trained and effective members, SSE also articulated nine other priorities relating to Recruitment, Training, and Retention.²³ The second of the nine priorities will prove especially difficult, "...hiring more

²⁰ Canada Armed Forces. *Women in the Canadian Armed Forces*. Dated 7 March 2018. Last accessed 16 April 2018. <http://www.forces.gc.ca/en/news/article.page?doc=women-in-the-canadian-armed-forces/izkjzueu>

²¹ House of Commons. Report 5, Canadian Armed Forces Recruitment and Retention – National Defence, of the Fall 2016 Reports of the Auditor General of Canada, 3.

²² *Ibid.*

²³ Strong, Secure, Engaged. Canada's Defence Policy, 107.

women, increasing diversity, addressing priority occupations and the requirements of the Reserve Force.”²⁴

The Regular Force Army, specifically, the Combat Arms shows particular difficulty with the percentage of men compared to women in the ranks but there is a difference between Regular and Reserve Force. According to a recent 2018 report issued by the Canadian Armed Forces, the Reserve Force is recruiting and retaining more women than the Regular Force. The attached graph depicts this by Combat Arms Military Occupational Structure ID (MOSID).²⁵

Women's representation rates in CAF Combat Arms have grown from less than one percent in 1989-90, when women were first allowed to join the Combat Arms, to 4.3 percent in February 2018. The representation rates for women in the CAF's Combat Arms occupations (Armour, Artillery, Infantry, Combat Engineer) as of February 2018 were as follows:

Representation of women in CAF combat arms (February 2018)

Regular Force						
MOSID	MOSID DESCRIPTION	STRENGTH	Men	%Men	Women	%Women
00005	Crewman	1 923	1 864	96.9%	59	3.1%
00010	Infantryman	6 281	6 240	99.3%	41	0.7%
00178	Armour	550	529	96.2%	21	3.8%
00179	Artillery	628	574	91.4%	54	8.6%
00180	Infantry	1 402	1 362	97.1%	40	2.9%
00181	Engineer	588	549	93.4%	39	6.6%
00339	Combat Engineer	2 031	1 972	97.1%	59	2.9%
00368	Artilleryman	1 995	1 898	95.1%	97	4.9%
Regular Force Totals		15 398	14 988	97.3%	410	2.7%

Primary Reserve						
MOSID	MOSID DESCRIPTION	STRENGTH	Men	%Men	Women	%Women
00005	Crewman - Reconnaissance	1 284	1 186	92.4%	98	7.6%
00005	Crewman - Armoured	577	534	92.5%	43	7.5%
00010	Infantryman	7 036	6 679	94.9%	357	5.1%
00178	Armour - Reconnaissance	251	233	92.8%	21	3.8%
00178	Armour - Armoured	81	80	98.8%	1	1.2%
00179	Artillery	313	291	93.0%	22	7.0%
00180	Infantry	960	928	96.7%	32	3.3%
00181	Engineer	201	185	92.0%	16	8.0%
00339	Combat Engineer	1 361	1 281	94.1%	80	5.9%
00368	Artilleryman	1 532	1 354	88.4%	178	11.6%
Primary Reserve Totals		13 596	12 751	93.8%	845	6.2%

The data listed above is used to demonstrate how some of the Reserve Force Combat Arms are doing better recruiting women than the Regular Forces. As an example, the Reserve Force

²⁴ *Ibid.*, 107.

²⁵ Canada Armed Forces. *Women in the Canadian Armed Forces*. Dated 7 March 2018. Last accessed 16 April 2018. <http://www.forces.gc.ca/en/news/article.page?doc=women-in-the-canadian-armed-forces/izkjzqu>

Artilleryman has 6.7% more women than men yet the Artillery has more Regular Force female officers than Reserve Force.²⁶

<u>Non-Commissioned Member</u>	<u>Officer</u>
1. Infantryman 4.4%;	1. Infantry 0.4%;
2. Crewman 4.5%;	2. Armoured 1.2%;
3. Artilleryman 6.7%; and	3. Artillery -1.6%; and
4. Combat Engineer 3%.	4. Engineer -0.7%.

This data is extrapolated from the previous graph of women in the Combat Arms.²⁷

The data suggests some women are more willing to join the Reserve Combat Arms than the Regular Force combat arms. There are many assumptions one could make about why these statistics exist but the fact remains more women join the Reserve Force Combat Arms and the reasons why need to be studied in greater detail.²⁸

One explanation for the increased presence of women in the Reserve Force is the geographic stability which is raised as Regular Force dissatisfaction.²⁹ The fact that reservists are not required to move provides more stability for two-income households. Regular Force movements to new geographic areas can interrupt the second income that families otherwise depend upon.³⁰ The CAF needs to develop flexible geographic posting options if they are going to retain their members. The CAF is developing solutions under a new program called “The Journey”.³¹ The Journey does not identify specific targeted goals of recruiting and retaining

²⁶ Canada Armed Forces. *Women in the Canadian Armed Forces*. Dated 7 March 2018. Last accessed 16 April 2018. <http://www.forces.gc.ca/en/news/article.page?doc=women-in-the-canadian-armed-forces/izkjzue>

²⁷ *Ibid.*

²⁸ *Ibid.*

²⁹ HRSG. *The 2016 CAF Retention Survey: Descriptive Analysis*. Dated 24 April 2017, 42.

³⁰ *Ibid.*

³¹ BGen. Eldaoud. *The Journey of those who serve: The 2025 vision of the career of a CAF member*. 16 September 2016.

women but the intent of the program is to create the conditions for a higher percentage of women joining the CAF along with many other goals.

An additional document that contributes to Canada's commitment of more women in the CAF is United Nations Security Council Resolution (UNSCR) 1325 dated 31 October 2000.³² UNSCR 1325 is a key reference in the CDS' directive that was issued in January 2016 and outlines a number of initiatives.³³ The CDS' Mission statement for this directive was, "... the implementation of UNSCR 1325 and related resolutions, and GoC direction on GBA+, into CAF planning and operations by 31 Aug 17, and into the wider CAF institution by 31 Mar 19."³⁴ This directive is progressive and envisions a more inclusive CAF that considers gender related matters in everything planned and executed across all lines of operations and CAF institutions. It is deliberate actions such as integrating UNSCR 1325 that builds Canadian trust in the CAF which can appeal to the millennial generation, namely, female millennials to join or continue employment with the CAF.

The largest demographic that needs to be understood is female millennials. Women in the work force continue to grow every year, "By 2020, millennial women alone will account for 25% of the global workforce."³⁵ This is too large a demographic for the CAF to ignore and the quicker the needs of millennials is addressed, the easier it will be to reach the 25% goal of women in the CAF. One author recommends six criteria to recruit and retain millennials: 1. Promote talent over tenure; 2. Keep your technology up to date; 3. Let them know how they're doing – often; 4. Be transparent; 5. Give them visible female role models; and 6. Embrace

³² NATO. *Review of the Practical Implications of UNSCR 1325 for the Conduct of NATO-led Operations and Missions*. Executive Summary. 2013, 13.

³³ CDS Directive. *Integrating UNSCR 1325 and Related Resolutions into CAF Planning and Operations*. Dated January 2000. Last accessed 16 April 2018. <http://www.forces.gc.ca/en/operations-how/cds-directive.page>

³⁴ *Ibid.*

³⁵ Courtney L. Vien. *Millennial Women: How to woo a new generation of employees*. Journal of Accounting; July 2015, 27.

efficiency.³⁶ It appears that with the exception of two criteria the CAF espouses to these criteria. The two criteria where concerns exist are number's one and four. The first and biggest obstacle is the career progression model used by the CAF.

In order to have career progression and be promoted there are several hurdles, some of which include: experience, command positions, and military professional education.³⁷ Despite having a clear policy on career progression there is a lack of transparency surrounding the selection of individuals for career courses. As an example, the Joint Command and Staff College board results do not include feedback why you were or were not selected. Individuals are selected based on recommendations of their respective superiors. If there was clear criteria for the requirements to receive selection for career courses this would satisfy millennials desire to pursue avenues that achieve talent over tenure and transparency.

The promotion process can take decades to reach higher levels of responsibility which is in stark contrast to civilians that are not limited by time served. The civilian organizations recognize and promote their personnel for their vision and talent at a much younger age. In an article titled "Meet the Canadian Top 30 Under 30" you can see several talented men but mostly women who rose to the top of organizations at a young age in comparison to CAF leaders.³⁸ In fact, under the current CAF model; rapid or accelerated promotions are only exercised at the beginning of someone's career and it is unlikely for a CAF member to reach the top position of

³⁶ *Ibid.* p.29

³⁷ Government of Canada. National Defence and the Canadian Armed Forces. Defence Administrative Orders and Directives. DAOD 5031-8, Canadian Forces Professional Development. Last accessed 24 April 2018. <http://www.forces.gc.ca/en/about-policies-standards-defence-admin-orders-directives-5000/5031-8.page>

³⁸ Corporate Knights. Meet the Canadian Top 30 Under 30. Dated 27 March 2015. Last accessed 16 April 2018. <http://www.corporateknights.com/magazines/2015-youth-future-40-issue/meet-the-canadian-top-30-under-30-14274150/>

CDS under the age of 50. The average age of the last ten CDS' was 51 years old.³⁹ At present, there is no indication that the CAF career model will change but it is something worth considering in order increase millennials joining the CAF.

The RCMP are also struggling with recruiting women into their institution but the newly appointed commissioner may change this. A recent announcement by the Prime Minister Justin Trudeau remarked on the new commissioner as, "Best person for the job, who just happens to be a women."⁴⁰ RCMP Commissioner Brenda Lucki's impressive career makes her more than qualified and while gender was not pointed out to be a factor in her selection; it does fit with the millennial criteria of giving visible female role models.

In some cases, it might be about putting women in roles where they can communicate with the public, dispel myths, and influence the perceptions of what it means for women to join the military and embark on a career in the CAF. A trend setter for female recruits was meeting now Brigadier-General Carignan then Colonel Carignan. A mother of four, Carignan raised through the ranks, completing numerous commands, and overseas deployments. Carignan received the following accolades: "Recruitment of women to the RMC in Saint-Jean- sur-Richelieu jumped from 10 to 25 per cent between 2013 and 2015, during the two years Carignan met with girls and mothers at open houses and appeared in the Quebec media."⁴¹ If the CAF routinely placed female role models in key positions it sets the conditions for prospective female

³⁹ Canadian Armed Forces. Former Chiefs of the Defence Staff. Last accessed 16 April 2018. <http://www.forces.gc.ca/en/about-org-structure/former-cds.page>

⁴⁰ CBC News. *Brenda Lucki named as Canada's 1st permanent female RCMP commissioner*. Dated 9 March 2018. Last accessed 16 April 2018. <http://www.cbc.ca/news/politics/brenda-lucki-rcmp-commissioner-1.4569430>

⁴¹ Meagan Campbell. Macleans. *Meet the world's first female combat general*. Dated 3 June 2016. Last accessed 24 April 2018. <http://www.macleans.ca/news/canada/jennie-carignan-will-be-the-first-female-general-from-the-combat-arms-trades/>

recruits and their families the opportunity to speak with seasoned veterans and set the conditions for increased enrollment.

Retention

The current issues surrounding CAF retention are equally as difficult to solve as recruitment. The most recent CAF Retention Survey offers a lot of insight into the challenges and diverse issues surrounding why CAF members release. One of the many questions used included, “If you are considering leaving the CAF within the next five years for reasons other than retirement, what changes could the CAF make to persuade you to stay?”⁴² This open-ended question proved there are differences in why CAF members release between the different rank categories: ie. The number one dissatisfaction amongst the four groups (junior and senior NCMs, junior and senior officers) included: pay, organizational efficiency and benefits.⁴³ The enclosed figure used to provide this example shows the remaining factors relative to the four rank categories.

⁴² Human Resource System Group, Ltd. Qualitative Analysis of 2016 CAF Retention Survey Data. 30 March 2017. Abstract.

⁴³ *Ibid.*, 39.

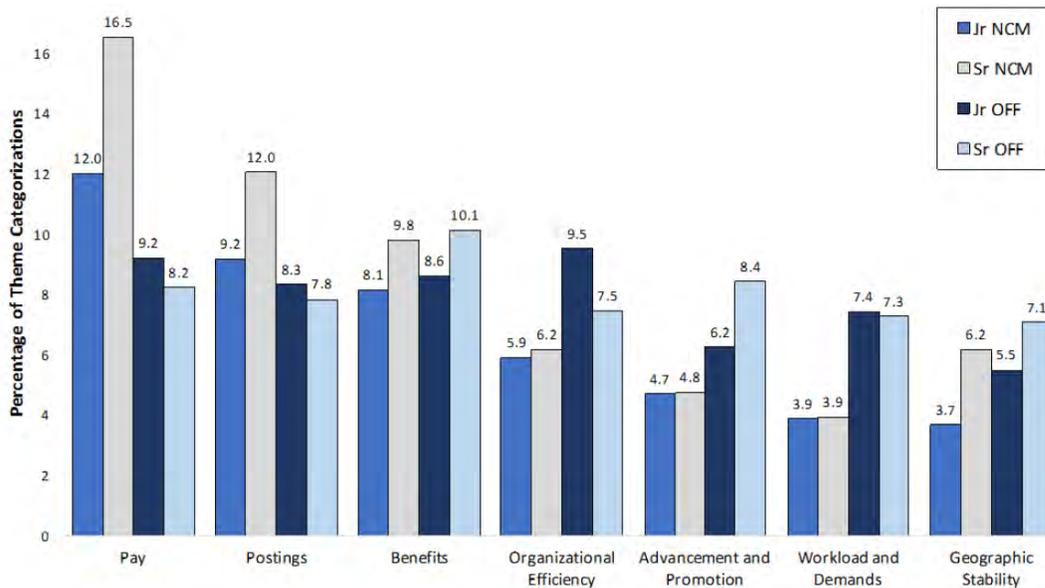


Figure 6: Seven most commonly cited changes the CAF could make to persuade personnel to stay by rank.⁴⁴

The changes required to prevent NCMs and officers from leaving the CAF are listed above. The seven categories are interconnected and to change one would result in an imbalance amongst the other six, which can make the situation worse. A quick example is the situation surrounding postings. As previously mentioned, if you are not willing to be posted, the opportunity to advance and be promoted where you receive more pay diminishes. There are examples where someone can get promoted while remaining in the same geographic area but this is the exception.⁴⁵ The process of career management is not templated and everyone has different experiences, postings, command positions, and operational tours.⁴⁶ CAF officers can usually

⁴⁴ *Ibid.*

⁴⁵ There is no reference that states you will not be promoted if you do not leave a geographical area but you are usually not selected for career courses that are needed for promotion if you do not move. If you remain mobile there are more opportunities to increase your work experience which can result in selection for career courses and a possible promotion if job performance remains high. However, this is according to the author's anecdotal evidence.

⁴⁶ *Ibid.*

expect a posting every 2-4 years with the NCMs experiencing more postings once they reach the rank of Master Corporal/ Master Seaman.⁴⁷

The expectation is for CAF members to remain mobility and move at the request of their branch. One issue is that the benefits (representing the 3rd highest criteria for leaving) have steadily eroded over the last decade.⁴⁸ The most publicized benefit the CAF lost is the monthly disability pensions that switched to a lump-sum payment.⁴⁹ The lack of stability in the housing market also plagues military members as benefits do not compensate individuals except under rare circumstances. A case in point, Major Marcus Brauer was compensated 15k of a total 88k loss.⁵⁰ This represents one of many cases where military members are forced to buy and sell their largest personal asset which can cause financial hardship on their families when the housing market is not doing well. It appears that military quality of life issues ebb and flow as the late '90s where not particularly good for military members dealing with housing and posting issues.⁵¹

A renewed military housing program/ benefit may be required to alleviate the stress and financial burden of being posted. The postings that occur are more frequent for officers but this is not always the case and when you examine the seven most common cited changes required to keep CAF members retained you can see senior NCM's rank postings as their second highest

⁴⁷ There is no single career path that any one person follows. The information is presented based on 18 years of observation and serving as a sub-unit Commander where career planning was more art than science. No two individuals followed an exact model of career progression.

⁴⁸ Human Resource System Group, Ltd. *Qualitative Analysis of 2016 CAF Retention Survey Data*. 30 March 2017. Abstract.

⁴⁹ Sean Bruyca. CBC News. *Liberals' new 'pension for life' for veterans fails to live up to campaign promises*. Dated 02 January 2018. Last accessed 16 April 2018. <http://www.cbc.ca/news/opinion/pension-for-life-1.4468956>

⁵⁰ David Burke. CBC News. *Canadian Forces Maj. Marcus Brauer loses legal battle over home sale loss*. Dated 11 February 2016. Last accessed 16 April 2018. <http://www.cbc.ca/news/canada/nova-scotia/marcus-brauer-legal-fight-compensation-canadian-forces-ruling-court-1.3443550>

⁵¹ Canadian Forces Morale and Welfare. Focus on Family Care (SCONDVA) (1998). Last accessed 27 April 2018. https://www.cfmws.com/en/AboutUs/CFPFSS/CFMWS_20th_Anniversary/Pages/SCONDVA-CPDNAC.aspx

dissatisfaction. The main difference between officers and NCMs is that officers' moves often correspond to promotion and increased pay while NCMs make more lateral moves that might not mean a promotion with more pay.⁵²

There are few similarities between the ranks concerning retention dissatisfactions. It therefore makes sense to decentralized control for retention issues in order to achieve the overall effect of retention.⁵³ If retention is controlled initially at the unit or formation level there is going to be increased flexibility with local solutions to local problems. The issues surrounding a posting to a remote base such as Gagetown, New Brunswick is very different than a posting to Ottawa, Ontario. There are existing policies that provide allowances for officers and NCMs and these allowances must be revisited to reflect situations such as loss of income and the true cost of a posting.⁵⁴

A centralized retention group would likely limit grievances but there is a risk of having a policy that does not account for the diverse range of individual issues that can otherwise be solved at the unit or formation level. However, if a perception of preferential treatment is perceived between members of the CAF who receive offers of retention while others do not, it could cause more dissatisfaction and releases from the CAF. The end state may be somewhere in the middle where a unit or formation submits a retention plan to a central group for final review and approval.

⁵² Human Resource System Group, Ltd. Qualitative Analysis of 2016 CAF Retention Survey Data. 30 March 2017, 38.

⁵³ Chief Military Personnel. Fall 2010 You-Say Survey Focus Section. April 2012, 47.

⁵⁴ Government of Canada. National Defence and the Canadian Armed Forces. Summary of Chapter 205 – Allowances for Officers and Non-Commissioned Members. Last accessed 27 April 2018.
<http://www.forces.gc.ca/en/about-policies-standards-benefits/ch-205-summary-effective-01-sept-2017.page>

An additional layer of complexity is the way CAF members change their perspective on their career with each passing year. The Your-Say Survey from 2010 had different issues that were raised by senior officers than the senior officers in the 2016 Your-Say report. As an example, senior officers related the following as the factors with the greatest influence: “the professional challenge, job satisfaction, the well-being of their family, and the opportunity for increased responsibilities.”⁵⁵ The two surveys differed in their exact wording but it is worth mentioning that over time the CAF as an institution evolves as does those being employed within it.

Individual attention needs to be considered for any person deciding to leave the CAF in order to capitalize on the opportunity to preserve the institutional investment in CAF members. The time to act is now given the most recent statistics on CAF turnover. According to the 2016 CAF Retention Survey, 6.7% of Reg F members intend to leave the CAF within one year, 18.6% within three years, and 31.0% within five years.⁵⁶ There is a requirement to develop flexible responses to the needs of CAF members. This is not a new idea and there are references and studies dating back almost two decades that recognized the need for change, “The congruence between the CF organization and CF members is in the recognition of deficiencies and the requirement for greater flexibility.”⁵⁷

In 2000, the CAF received a recommendation concerning a way to structure itself. The recommendation ranged from uniform full-time, part-time and contract.⁵⁸ The model developed by Charles Handy is called a ‘shamrock organization’ and it appears that the CAF adopted

⁵⁵ *Ibid.*, iv.

⁵⁶ HRSG. The 2016 CAF Retention Survey: Descriptive Analysis. 24 April 2017, 3.

⁵⁷ Dr. Franklin C. Pinch. HDP Group Inc. Terms of Service Survey: *What do they prefer? Attitudes and Preferences of Canadian Force Members on Terms of Service Issues*. 2000, v.

⁵⁸ *Ibid.*

elements of his concept but it was not institutionalized.⁵⁹ The CAF leveraged this type of organization periodically throughout the Afghanistan years to augment the demands placed on the field force but did not benefit from a long-term trial. The use of contract and part-time CAF employees provides continuity to the CAF which is otherwise plagued by constant two-year command rotations that can see drastic swings from one commander to the next.⁶⁰

The SSE focus on people places a daunting task on Chief Military Personnel (CMP) to formalize a plan that will provide individual career options. The concept is called, ‘The Journey’ which is a cradle (enrollment in the CAF) to grave concept.⁶¹ The Journey promises drastic changes from the current personnel management which would see transitions from Regular Force full-time employment with no restrictions to transferring to the Reserve Force and perhaps back to the Regular Force.⁶² The idea is to develop flexible options so CAF members maintain quality of life. The journey remains a concept that has generated a lot of conversation about a great idea but how would such a policy be administered? The final chapter of this paper will present some suggestions to answer this and other questions.

Innovation

There are three areas where innovation needs to occur with the goal of reducing and or better forecasting the number of CAF members releasing along with improving recruitment techniques. The first area is providing lessons observed and lessons implemented in the

⁵⁹ Charles Handy. London Business School. *The Shamrock Organisation*. Dated 14 January 2015. Last accessed 18 April 2018. <https://www.london.edu/faculty-and-research/lbsr/the-shamrock-organisation#.WtfQicuWygw>

⁶⁰ This statement is based on the author’s firsthand experience being in the same unit and seeing four different commanding officers (COs) operate very differently from one to the other in their approach to morale, discipline and administration. It was the contractors and reservists that provided long-term continuity along with recommending solutions to current problems with historical solutions.

⁶¹ BGen Eldaoud. *The Journey of those who serve: The 2025 vision of the career of a CAF member*. Dated 16 September 2016, 3.

⁶² *Ibid.*, 5.

recruitment process. The CAF's Army Lessons Learned Centre (ALLC) structure could serve as an example of how to collect, analyze, and disseminate recruitment information.⁶³ The second area is the use of employee referral for recruiting new CAF members. The third and final area is revising and expanding the Annual Voluntary Occupational Transfer Program (AVOTP) and Officer Voluntary Occupational Transfer Program (OVOTP).⁶⁴

The evaluation and improvement of recruitment and retention practices needs to be more adaptive. There are numerous studies regarding recruitment but there remain systemic challenges.⁶⁵ Recruiting Centres typically measure success on the number of recruits processed annually for the training system vice the number of recruits that are selected, trained, and retained. If Recruiting Centres receive feedback on the success/ failure of their recruits completing training and being retained in the CAF they could review the historic data to determine what areas of recruitment need revision for various geographical areas.

There needs to be a long-term study and understanding of the recruits that join from various geographical areas as each province has unique characteristics.⁶⁶ The key question that need to be answered include: 'Why did the Recruit not complete basic or MOSID training?' and 'Did the recruit stay beyond their first Terms of Service?' A more comprehensive occupation suitability evaluation needs to occur at the Recruiting Centre so recruits expectations are met and

⁶³ Government of Canada. Canadian Army. Army Lessons Learned Centre. Last accessed 22 April 2018. <http://www.army-armee.forces.gc.ca/en/lessons-learned-centre/lessons-learned-index.page>

⁶⁴ Government of Canada. Royal Canadian Air Force. *Continue your career in the RCAF*. Dated 4 October 2017. Last accessed 22 April 2018. <http://www.rcaf-arc.forces.gc.ca/en/article-template-standard.page?doc=continue-your-career-in-the-rcaf%2Fj7oyvsic>

⁶⁵ Report of the Auditor General of Canada. National Defence. *Military Recruiting and Retention*. May 2006, 47.

⁶⁶ Lee Berthiaume. The Canadian Press. *Canadian Armed Forces aims to fix its recruitment system to foster diversity*. Dated 25 June 2017. Last accessed 22 April 2018. <https://www.thestar.com/news/canada/2017/06/25/canadian-forces-aims-to-fix-its-recruitment-system-to-foster-diversity.html>

they remain employed within the CAF.⁶⁷ There is currently no geographic quantitative feedback returned to the Recruiting Centre regarding the success of the recruits being enrolled.⁶⁸

The second area of innovation is employee referrals. The employee referral approach to recruiting is one aspect studied by Dr. John Sullivan who is a well-publicized author and subject matter expert in human resources.⁶⁹ Dr. Sullivan made the employee referral and other observations in 2005 and some of his recommendations are now coming to fruition in the CAF recruiting process.⁷⁰ At present, the notion of a CAF employee referral occurs informally in situations where someone who knows a serving member seeks advice. There is currently no incentive for a serving member who is not working at a recruitment centre to actively recruit members for the CAF.

The twist on Dr. Sullivan's employee referral idea is that CAF referrals receive an incremental pay incentive for the recruitment of the new member. Once a recruit passes various stages of training a pay incentive moves closer to the 100% amount. Ie. 5% for a referral to the recruitment centre, 30% for completion of basic training, 30% for completion of MOSID training, and the final 35% for signing a second term of service contract. The benefit of a CAF referral process is three-fold.

The first is the CAF member who recruited the new member has a vested interest in the recruits' success. There would likely be a requirement for the serving member to provide reach back/ support during the initial stages of training. The idea of members learning peer support

⁶⁷ The author observed many individuals that were recruited into the CAF with the promise of being able to switch trades but this process can take years. This observation was confirmed while the author worked at the Combat Training Centre over a seven-year period.

⁶⁸ Captain Andrew Holleran. Fredericton, New Brunswick Recruiting Centre. Email dated 24 January 2018.

⁶⁹ Dr John Sullivan. *U.S. Army Recruiting Needs Your Help!* Dated 13 June 2005. Last accessed 21 April 2018. <https://drjohnsullivan.com/articles/us-army-recruiting-needs-your-help/>

⁷⁰ *Ibid.*

techniques early in their career would benefit both the recruit and the CAF member. Peer support is a critical part of the CAF National Morale & Welfare Services and while this program is geared towards enrolled members it is equally important for recruits.⁷¹

The second benefit is continued support for the newly graduated recruit that is dispersed throughout the country for MOSID training and the follow-on posting to a base or wing which represents a final transition to military life. The final and most significant part of the employee referral program is that existing CAF members will spend time reflecting on their career as they talk to potential recruits. Serving members will be reminded about what they like about being a member of the CAF. It also promotes internal retention as the CAF member plays an active role in building the institution by participating in the selection of new members. The caveat is this initiative is not meant to be a full-time task for a new recruiting department in the CAF. This activity is meant to be a bottom up innovation that creates change by using CAF members that are actively working within their trades and promoting the military to Canadians.

The expansion of the existing annual transfer programs' that exist for officers and NCMs is the last recommended innovation. The existing program is competitive and allows serving members to submit an application annually with a recommendation from their chain of command to transfer into a different military occupation. The adaptation for this program is the addition of civilian and reserve positions. Why not consider an annual competitive list for positions that would benefit from a members experience and leadership? If a CAF member decides they no longer want to serve in the regular force such an initiative allows a serving member to build a plan that could see a transfer to a civilian contract or reserve position with the security of

⁷¹ National Morale & Welfare Services. Last accessed 22 April 2018.
<https://www.cafconnection.ca/National/Programs-Services/Online-Tools.aspx>

knowing they do not have to leave the Regular Forces without first securing a position as a civilian or Reservist.

There is presently nothing preventing a Regular Force member from releasing and joining the Reserves or releasing and becoming a contracted civilian working for the military. The slight difference is promoting a program to CAF members that are not eligible for a pension to seamlessly transition to a career that will ultimately still benefit the CAF. The Reserve Force and civilian positions would benefit from the years of training, experience, and leadership uniformed members have gained.⁷² The intent is serving members build a career plan that expands beyond Regular Force service with CAF supervisors and career managers actively engaged and supporting the process. This open dialogue will not only give better care for serving members who want a career beyond the military but it feeds the career managers important information which enable career progression and career satisfaction.

The suggested innovations are based on existing programs that need to be revised, expanded, or connected. These innovations fit with the Journey's plan to, "ensuring that Canada's Military is a profession that is supported, respected and sought for by all Canadians and for all Canadians."⁷³ Recruitment and retention are subjects that require constant study due to the external factors influencing why someone joins the CAF or decides to leave. The three innovations are not intended to be viewed as independent silos as they have a larger impact when interconnected and implemented at the lowest level.

Conclusion

⁷² Government of Canada. Veterans Affairs Canada. Last accessed 22 April 2018.
<http://www.veterans.gc.ca/eng>

⁷³ BGen Eldaoud. *The Journey of those who serve: The 2025 vision of the career of a CAF member*. 16 September 2016, 3.

The current recruitment and retention strategies remain relatively unchanged for too long and new methods to achieve a different outcome are needed. Unlike the CAF's readiness training that is validated each year, the recruitment and retention policies are not receiving sufficient evaluation to achieve the planned levels of growth. An historic example is the 2006 Auditor General report noting deficiencies in the CAF, "The recruiting and attrition problems that remain are jeopardizing the success of the Canadian Forces' planned expansion."⁷⁴ This observation occurred over a decade ago and the situation remains unchanged. The CAF does not have the personnel required to fulfill all the assigned tasks issued by the government and outlined in SSE.

A deliberate evaluation process similar to that of the CAF's annual operational readiness states which measure the ability to perform combat tasks should be applied to recruitment and retention.⁷⁵ The wicked problem of recruitment and retention has plagued the CAF for decades and if nothing changes the CAF will not see their human resource problems resolved. In the last two months, the Commander Military Personnel Command issued a memo regarding the strategic intake plan (SIP) which states the number of CAF members that will enroll in the current fiscal year.⁷⁶ The process to determine the SIP is the Annual Military Occupation Reviews (AMOR) where all branches of the military state the number of people they need.⁷⁷ An alternate consideration to resolve the large numbers of soldiers that are approved for intake from one year to the next is placing a greater emphasis on retaining the existing members in the CAF.

The piece that is missing between the SIP and achieving the deficiencies in the AMOR is a strategy to get new supported recruits and a plan to keep existing CAF members. The CAF

⁷⁴ Report of the Auditor General of Canada. National Defence. *Military Recruiting and Retention*. May 2006, 47.

⁷⁵ Government of Canada. National Defence and the Canadian Armed Forces. Military Exercises. Last accessed 21 April 2018. <http://dgpaapp.forces.gc.ca/en/exercises/index.html>

⁷⁶ LGen Lamarre. Commander Military Personnel Command. 1000-1 (Comd) Strategic Intake Plan (SIP) FY 18/19. 8 March 2018,1.

⁷⁷ *Ibid.*

reliance on civilians walking into Recruiting Centres vice a more proactive approach such as the employee referrals innovation should be given consideration. The previously stated innovations bridge the gap by providing Canadian recruits the opportunity to join an institution that offers support through all phases of training and a career that moves from uniform to non-uniformed.

The CAF's personnel

strength will suffer and the tasks outlined in SSE will not be achieved if the existing recruitment and retention practices do not change.

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