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CANADIAN FORCES COLLEGE - COLLÈGE DES FORCES CANADIENNES

CSC 32 - CCEM 32

EXERCISE NEW HORIZONS

CANADIAN FORCES RECRUITMENT OF VISIBLE MINORITIES

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ABSTRACT

On 21 November 2002, the Governor-in-Council approved special Employment Equity Regulations for the Canadian Forces (CF) so that the CF is now governed by legislation under the *Employment Equity Act*. The Act requires that the CF address employment inequities experienced by a number of ‘designated groups’ including members of visible minorities defined as “persons, other than aboriginal peoples, who are non-Caucasian in race or non-white in colour.” Despite employment equity legislation and attempts by the CF to meet the requirements of the Act; the representation of visible minorities in the CF is much lower than their representation in the general population. It will be shown that visible minority Canadians are as likely to consider joining the CF as the general Canadian population. This paper contends that this under representation of visible minority Canadians is due to other reasons, for example, such as the difficulty of visible minority Canadians in meeting required security screening. Given this problem, the paper determines that in order to increase the number of visible minority members in the Canadian Forces, the total number of visible minority applicants must be increased, and proposes a practical approach that will address this requirement.

INTRODUCTION

On 21 November 2002, the Governor-in-Council approved special Employment Equity Regulations for the Canadian Forces (CF) so that the CF is now governed by legislation under the *Employment Equity Act*. The Act requires that the CF “achieve equality in the workplace so that no person shall be denied employment opportunities or benefits for reasons unrelated to ability.”¹ The Act requires that the CF address employment inequities experienced by a number of ‘designated groups’ including members of visible minorities defined as “persons, other than aboriginal peoples, who are non-Caucasian in race or non-white in colour.”² Despite employment equity legislation and attempts by the CF to meet the requirements of the Act, the representation of visible minorities in the CF is much lower than their representation in the general population and remains below the 9% target set in 1997.³ It will be shown that visible minority Canadians are as likely to consider joining the CF as the general Canadian population, however, the representation of visible minority numbers in the CF are still below their representation in the general Canadian population. This paper contends that this under representation of visible minority Canadians is due to other reasons, for example, such as the difficulty of visible minority Canadians, many which come from recent immigrant backgrounds, in meeting required security screening. The Chief of the Defence Staff has initiated action to review security requirements, but in the mean time, this paper proposes possible approaches that might be used to increase the propensity of visible minorities to enroll in the CF and thus increase the total number of

¹ Treasury Board of Canada, *Employment Equity Act* (Canada, 1995, c.44), Art 2.

² Treasury Board of Canada, *Employment Equity Act* (Canada, 1995, c.44), Art 2.

³ Christian Leuprecht, “Demographics and Diversity Issues in Canadian Military Participation” in *Challenge and Change in the Military: Gender and Diversity Issues*, (Winnipeg: Wing Publishing Office, 2004), 123.

successful applicants. Practical considerations for the implementation of such a program are also offered.

BACKGROUND

Canada's population is growing and has now passed 31 million. In 1950, 92 percent of the population growth was due to natural increase, however, the rate of growth will slow as the fertility rate (currently at 1.6 children per women) has declined to below the replacement level (2.1) and the number of deaths is approaching the number of live births.^{4,5} Deaths are expected to outnumber births by 2015-2020.⁶ Increasingly, the population growth rate will be dependent upon the rate of immigration.

The demographics of Canada are changing. Prior to 1945, the composition of the Canadian population consisted mainly of white Anglo-Saxons with pockets of indigenous folks scattered across the country. Since the end of World War II, the ethnic composition of Canada has changed dramatically. During earlier periods, the majority of immigrants came from Britain and France. After 1945, immigrants came mainly from Western and Eastern Europe and from the United States. During more recent times (after 1970), immigrants have come increasingly from Asia, Africa, the Caribbean and Central and South America.^{7,8} Visible minorities are becoming

⁴ T. Wait, *Youth in Canada, Population Projection to 2026*, DSHRC Research Note 2/01, (Ottawa: Department of National Defence, 2001), 2.

⁵ Christian Leuprecht, "Demographics and Diversity Issues in Canadian Military Participation" in *Challenge and Change in the Military: Gender and Diversity Issues*, (Winnipeg: Wing Publishing Office, 2004), 133.

⁶ T. Wait, *Canadian Demographic and Social Values at a Glance: Impact on Strategic HR Planning*, DSHRC Research Note 2/02, (Ottawa: Department of National Defence, 2002), 13.

⁷ Lieutenant D.T. Reeves, *Ethnic Attitudes Towards the Canadian Forces: A Research Plan*, Technical Note 13/90, (Willowdale: Canadian Forces Personnel Applied Research Unit, 1990), 2.

an increasing component of the immigration pool and of the Canadian population. As of the 2001 census, immigrants represented approximately 16% of the total Canadian population. While the Canadian population has grown at a rate of approximately 1.2% between 1991 and 1996, the visible minority population has grown at a rate of approximately 5.5% attributable both to immigration and differing birth rates between visible minority groups and the general Canadian population.^{9,10} The size of recent immigrant families is statistically larger than for typical Canadian families.¹¹ Based on a medium growth population projection, visible minority groups are expected to increase from 9.7% to 19.7% of the total Canadian population by 2016.¹²

Current visible minority representation in the CF does not match the proportion of visible minorities in the general population. The CF needs to increase the number of visible minority members to meet the legal requirements laid out in the legislation, to establish social legitimacy by ensuring that the military reflects the Canadian population from which it is drawn, and to ensure that the military recruitment pool provides the depth of individuals to ensure that the best and brightest, regardless of race or color, are recruited. If the CF continues current recruitment practices without special attention to the visible minority group and forecasting future trends, the gap between the proportions of visible minorities in the CF compared to the general population

⁸ T. Wait, *Youth in Canada, Population Projection to 2026*, DSHRC Research Note 2/01, (Ottawa: Department of National Defence, 2001), 4.

⁹ T. Wait, *Canadian Demographic and Social Values at a Glance: Impact on Strategic HR Planning*, DSHRC Research Note 2/02, (Ottawa: Department of National Defence, 2002), 9.

¹⁰ B. McKee, *Canadian Demographic and Social Trends*, DSHRC Research Note /02, (Ottawa: Department of National Defence, 2002), 6.

¹¹ Christian Leuprecht, "Demographics and Diversity Issues in Canadian Military Participation" in *Challenge and Change in the Military: Gender and Diversity Issues*, (Winnipeg: Wing Publishing Office, 2004), 140.

¹² T. Wait, *Youth in Canada, Population Projection to 2026*, DSHRC Research Note 2/01, (Ottawa: Department of National Defence, 2001), 8.

will continue to widen. The proportion of visible minorities in the CF will not increase unless special recruitment efforts are made to target this group and over-represent visible minorities.¹³

This paper will first show that visible minority Canadians are as interested in joining the CF as the general Canadian population. The paper will then show that other reasons such as security screening requirements have resulted in a higher proportion of visible minority Canadians failing the applicant process. The paper then proposes approaches to improving the number of visible minority applicants so that the total number of successful applicants can be increased. The paper demonstrates that successful recruitment strategies for visible minority Canadians cannot be mass directed and must be specifically targeted to particular groups in particular locations. This paper demonstrates that the most successful recruitment strategies (RCMP, UK, USA) provide exposure through personal contacts and that using the Reserves as a means to increase exposure of visible minority Canadians to the military will result in additional applicants as visible minority communities/ leaders/ parents become more familiar with the military and encourage visible minority youth to consider the military as a viable career option.

DISCUSSION

Human Resources have undertaken a number of studies to determine whether there is a problem with visible minority representation in the Canadian Forces. Environics Research Group Limited completed an analysis (1997) of visible minority members as well as other designated

¹³ T. Wait, *Canadian Demographic and Social Values at a Glance: Impact on Strategic HR Planning*, DSHRC Research Note 2/02, (Ottawa: Department of National Defence, 2002), 13.

groups to determine their level of interest in joining the Canadian military. The study determined that members of visible minority groups had similar views with respect to the military to those of the general Canadian population.¹⁴ According to the study, just under 25% of respondents indicate that they are somewhat interested in joining the military. In a more recent 2000 survey by Environics Research Group Limited involving 1,826 interviews with designated group members (and 617 non-designated Canadians for comparison purposes), 22% indicated that they were somewhat interested in joining the military.¹⁵ Visible minorities (31%) were somewhat more interested in joining the military than non-designated group members (20%). Another study was undertaken by the Department of National Defence (DND) to provide a comparative analysis of the interest and propensity of designated group members to join the CF. The sample was arranged to provide regional representation. CF members, those with less than grade 10 education, non-Canadian citizens or landed immigrants and those not in the workforce were excluded from the study. The 1997 data was collected through 1,980 telephone interviews while the 2000 survey was conducted through 1,826 telephone interviews. Based on these surveys, the group that is at least somewhat interested in a career in the CF consists of 13% visible minorities.¹⁶ Of those surveyed in 2000, visible minorities indicated that 31% are somewhat interested in joining the CF compared to 20% for the non-designated group.¹⁷

¹⁴ Environics Research Group Limited, *A Survey of Visible Minorities, Aboriginals and Women to Assess Their Level of Interest in Joining the Canadian Forces*, (Ottawa: Department of National Defence, 1997), 7-12.

¹⁵ Partenaires Delta Partners, *Department of National Defence ADM HR(Mil) Canadian Forces Recruiting Improvement Study*, (Ottawa: Department of National Defence, 2000), 31.

¹⁶ L. Tanner, and N. Holden, *The Interest and Propensity of Designated Groups to Join the Canadian Forces*, (Ottawa: Department of National Defence, 2002), 17.

¹⁷ L. Tanner, and N. Holden, *The Interest and Propensity of Designated Groups to Join the Canadian Forces*, (Ottawa: Department of National Defence, 2002), 3.

The Canadian Forces Contact Survey Annual Monitoring Report, June 2000-June 2001 which identifies attraction influences, advertising factors and demographic characteristics of interested individual who enter Canadian Forces Recruiting Centers indicates that approximately 18% of contacts identified themselves as visible minorities, an increase over the 2000 survey. The visible minority group with the largest percentage of contacts were blacks, followed by Chinese, South Asian/ East Indian, and mixed race or color.¹⁸ A more recent survey (2005) indicates that 20% of visible minorities are very open to enrolling in the military compared to an average male response of approximately 11%. As well, 38.9% of visible minorities were somewhat open to enrolling in the military compared to an average male response of approximately 35%.¹⁹ Despite the fact that based on these studies a sufficient proportion of visible minority groups express an interest in entering the military, the actual recruitment of visible minorities is significantly lower.²⁰ Given that an American study indicated that youth indicating a propensity to enlist in the military usually does, why then does the apparent high interest espoused by members of visible minorities not translate into actual recruitment?²¹

The Canadian Forces Applicant Survey (CFAS) is used to gather demographic and personal information on applicants. The survey also records which sources of information were available to the applicant and which sources were the most influential in the applicant's decision

¹⁸ T. Wait, *Organizational, Social and Demographic Change in the Canadian Forces: 1976 to 2001*, DSHRC Research Note RN 03/02, (Ottawa: Department of National Defence, 2002), 11.

¹⁹ Patterson, Langlois Consultants, *Positioning the Canadian Forces for Recruiting Purposes: a quantitative study*, presented to CFRG, August 2005.

²⁰ Vanessa Lybanon, *Omnibus '97 survey: Analysis of Demographic Variable According to Designated Group Membership (Women, Aboriginal Peoples, and Visible Minority Members)*, (Ottawa: Department of National Defence, 1998), 2.

²¹ Paul Sackett and Anne Mavor, editors, *Attitudes, Aptitudes, and Aspirations of American Youth: Implications for Military Recruitment*, (Washington, D.C.: The National Academies Press, 2003), 168.

to enlist. Of course it must be realized that the information provided through this analysis is based on individuals who are already interested in enlisting in the military as they have approached a recruiting center and are in the process of completing an application. Captain Erwins provides an analysis of survey data completed between April 1995 and October 1996, specifically contrasting information from designated groups to Caucasian males.²² Based on his analysis, it appears that for that time period, proportions of visible minorities applicants compared approximately to the levels of visible minorities in the general Canadian population. Visible minority men and women had the highest proportion with Grade 13 completion and also had the highest levels of post-secondary, non-university education. Visible minority women and men also had the highest proportion of applicants with university education.²³

The report also states that a 1997 enrolment outcome study was conducted which indicated that employment equity applicants were more likely (than non-designated group members) to be rejected on the basis of perceived unsuitability for their requested occupation group and/ or on the basis of poor General Classification score.^{24,25} A similar study analyzing whether visible minority group member applicants are experiencing such high levels of failure compared to Caucasian applicants should be completed based on more current information. If that is the case, given the visible minority member applicant's higher levels of formal education compared to Caucasian applicants, then further analysis must be done to determine why. Is there

²² Captain J.E.M. Erwins, *Canadian Forces Applicant Survey: An Analysis by Employment Equity Groups*, technical Note 1/98, (Ottawa: Department of National Defence, 1998), 4.

²³ Captain J.E.M. Erwins, *Canadian Forces Applicant Survey: An Analysis by Employment Equity Groups*, technical Note 1/98, (Ottawa: Department of National Defence, 1998), 8-9.

²⁴ Captain J.E.M. Erwins, *Canadian Forces Applicant Survey: An Analysis by Employment Equity Groups*, technical Note 1/98, (Ottawa: Department of National Defence, 1998), 3.

²⁵ General Classification tests provide an indication of aptitude and assist the recruiter in determining for which military classification or trade the individual would be best suited

some form of systemic discrimination either in the process or in the testing that results in a larger proportion of visible minority group members being unsuccessful compared to the Caucasian applicants? The Honourable Colin Kenny in the Fifth Report of Standing Senate Committee on National Security and Defence tabled in February 2002 indicates that there were some problems with enrolment of reserves where the individuals did not meet the security screening requirements.²⁶ One can extrapolate that many visible minority Canadians, especially recent immigrants from troubled or non-stable countries, might not meet the required security screening levels to enter the appropriate classifications or trades. If security screening does result in higher numbers of visible minority Canadians being unsuccessful in enrolling in the military, then larger numbers of visible minority group Canadians need to be encouraged to apply for careers in the Canadian Forces (at least until succeeding generations of visible minority members are Canadian born and thus able to meet the required security screening requirement) so that the total number of visible minority group members that successfully enlist are increased.²⁷ (Separately, further analysis must be completed to ensure that the required security screening levels reflect actual operational requirements for the trades or classification and do not represent an artificial barrier to the enrolment of visible minority members.) If the numbers of visible minority group members that apply to join the Canadian Forces must increase, how can this be accomplished?

Though there are many theories of behavioral prediction, Paul Sackett and Anne Mavor's book on *Attitudes, Aptitudes and Aspirations of American Youth: Implications for Military*

²⁶ Senate Committee, Standing Senate Committee on Defence and Security, 37th Parliament – 1st Session, *Fifth report - Canadian Security and Military Preparedness*, February 2002; available from <http://www.parl.gc.ca/37/1/parlbus/commbus/senate/com-E/defe-e/rep05feb02-e.htm>; Internet; accessed 17 April, 2006.

²⁷ An assumption is made that the failure rate is constant and therefore by increasing the total number of initial applicants, the total number of successful visible minority members will increase.

Recruitment describes one particular theoretical model.²⁸ The model postulates that any given behavior such as enlisting in the military is most likely to occur if one has strong intentions to perform the behavior, if one has the necessary skills and abilities and if there are no environmental constraints prohibiting the behavior.²⁹ Thus, there are a number of different interventions that can be performed if one has formed the intention to enlist but do not have the skills or ability or there are the presence of environmental constraints. This paper will not address lack of skills and ability or environmental constraints. The model recognizes that the intention to enlist is dependent on attitudes, norms and self-efficacy. Specifically, the more an individual believes that enlisting will lead to good outcomes and prevent bad outcomes, the more favorable would be the individual's attitude towards enlisting. As well, the more an individual believes that certain other influential individuals believe that one should enlist and the more the individual is motivated to comply with those other influential individuals, the more social pressure one will feel to enlist (stronger subjective norm). Finally, the more one perceives that one has the necessary skills and abilities necessary to enlist, the stronger will be one's self-efficacy to enlist.

Using a behavior change model, one must first determine the particular change required. The definition of behavior includes several elements: the action (enlisting), the target (Army), the context (after graduating from high school) and the time (within three months). The next step in behavior change models is identifying a specific target population. To effect change in the population, the target group must be specific enough such that the information on attitudes and

²⁸ Paul Sackett, and Anne Mavor, editors, *Attitudes, Aptitudes, and Aspirations of American Youth: Implications for Military Recruitment*, (Washington, D.C.: The National Academies Press, 2003), 195.

²⁹ Paul Sackett, and Anne Mavor, editors, *Attitudes, Aptitudes, and Aspirations of American Youth: Implications for Military Recruitment*, (Washington, D.C.: The National Academies Press, 2003), 193.

norms can be collected and programs to effect change be designed. En masse information programs are generally not sufficient to effect change as they will only raise interest in those individuals who already had a propensity to enlist. Changing behavior in a target population (i.e. causing a higher percentage of a visible minority group to enlist) would require specific recruitment programs addressing the different values and expectations for those target groups.³⁰

A recent qualitative study on Positioning the Canadian Forces for Recruiting Purposes presented to Canadian Forces Recruiting Group by Patterson, Langlois Consultants in August 2005 also reinforces the conclusion that because of the diversity of individuals with differing values and backgrounds that there are limited avenues to “mass” messaging for recruiting purposes.³¹ The study which was not visible minority specific, only accessed general population and analyzed five sub-groups males 19-24, males 25-34, female 19-24, female 25-34 and influencers (those that influence the decisions youth make). The study took members from each of these sub-groups, captured socio-demographic information, and measured incoming “dispositions” and related beliefs. The study then exposed study members to disposition/ belief related stimuli consisting of pictures, radio, print advertising, video clips and slogans. The study members were then measured with respect to disposition and beliefs and asked to participate in a focus group when there were any significant changes or interesting reactions to the material presented. Based on this analysis, the study determined that there were significant differences in the connections that influenced disposition between males and females and even some minor differences within the same gender but different age sub-group. And even within a particular

³⁰ Paul Sackett, and Anne Mavor, editors, *Attitudes, Aptitudes, and Aspirations of American Youth: Implications for Military Recruitment*, (Washington, D.C.: The National Academies Press, 2003), 208.

³¹ Patterson, Langlois Consultants, *Positioning the Canadian Forces for Recruiting Purposes: a quantitative study*, presented to CFRG, August 2005.

sub-group, there are differences in disposition based on geographic location. For example, in Winnipeg (flat geography), analysis indicates that travel is more compelling than elsewhere. In Grand Prairie (where education levels are low), significant intellectual challenge de-motivates whereas in Lethbridge (a college town) opportunity for education is more compelling than elsewhere. Therefore any recruitment campaign must target a select group in a particular location.

The Directorate of Recruiting and Selection undertook a study in 1991 to understand the attitude of Canadian visible minority groups towards the military.³² Discussions with community leaders indicated that they felt that there were several negative associations to a career for their children, including religious influence, negative role of the military in their country of origin, financial, importance of parental approval, and possible bias in the selection process. Group discussion with the 17-24 year olds indicated that they held less traditional views than their parents. These youth revealed the following issues as to why a military career might not be interesting: surprise that the CF would want them, lack of applicable minority representation in CF advertising, perceived low status of the Forces, negative experiences of their parent with the military in their homeland, and no role models in their cultural group. Both community leaders and youth shared the following issues with respect to a career in the CF: lack of information about the CF, the non-combat career options available, the education opportunities, pay, opportunities for advancement, lack of strong loyalties to Canada, and difficulty in leaving their homes and communities. Of course, this study was completed in 1991 and it is expected that there would be some changes in attitudes and perspectives over fifteen years. Environics 3SC 2000 monitor (which analyzes Socio-Cultural Change in 2000) identified several general trends

³² Major John Preston, "Visible Minorities in the Canadian Forces: The 6.3% Solution?" (Toronto: Canadian Forces Command and Staff College Course Paper, 1992), 9-10.

over the previous five years.³³ The trends included an increased desire for security and stability, rising feelings of exclusion and weakening social cohesion and decreased feelings of solidarity and community spirit in favor of more individualistic behavior. Analysis of various studies support this trend hypothesis.

The 1997 Environics survey indicates that the most frequently cited reason (38%) for individuals being interested in the military is that it provides them with an opportunity to serve their country.³⁴ Other reasons include career opportunities (10%), job security (7%) travel (6%) education opportunities (5%), excitement/ adventure (5%), challenging work (5%) and to learn a profession (5%). The most frequently cited reason for not joining the military include lack of interest in a career in the military (25%), too old (20%), family reasons (12%), would not suit personality/ not military type (10%) and dislike war/ against fighting (9%).

The Environics Research Group Limited completed another study in 1998 on youth attitudes towards the military.³⁵ The research was based on interviews with approximately 660 Canadian youth from ages 17 to 24 where the most frequent reason cited for being interested in the military was service to country (20%), education opportunities (20%) and career opportunities (14%). The most frequently cited reason for not being interested in the military was the commitment involved in being in the military (14%) and conflict with family life and impact on raising children (13%). In the 2000 Environics survey the most frequently cited reason for

³³ T. Wait, *Youth in Canada, Population Projection to 2026*, (Ottawa: Department of National Defence, 2001), 15.

³⁴ Environics Research Group Limited, *A Survey of Visible Minorities, Aboriginals and Women to Assess Their Level of Interest in Joining the Canadian Forces*, (Ottawa: Department of National Defence, 1997), 7-12.

³⁵ Partenaires Delta Partners, *Department of National Defence ADM HR(Mil) Canadian Forces Recruiting Improvement Study*, (Ottawa: Department of National Defence, 2000), 30.

interest in the military was the opportunity to serve their country (32%) followed by career opportunities (11%) and travel opportunities (10%).³⁶

Another study was done in October 2002 to determine the interest and propensity of designated groups to join the CF. The study compared the most frequently cited reasons for being interested in the CF between visible minorities and non-designated groups and found that visible minorities are inclined to join the military for the following reasons: to serve my country (38%), peacemaking/peacekeeping (13%), for career opportunities (7%) compared to the non-designated group: to serve my country (31%), for career opportunities (12%), and for travel (11%).³⁷ These surveys all indicate that service to country was consistently listed by respondents as the most important reason to enlist in the military.

Though previous studies did address questions on why youth might consider not applying for a career in the military, given the recent publicity from on-going engagements, if fear of death or injury is an important determinant of propensity, then different strategies will be necessary to address this issue. One approach might address analyzing the issue of civilian workplace safety compared to probability of death or injury in the military environment assuming that the statistics can be shown to be favorable.³⁸ However, further research must first be completed to determine if fear of death or injury is a consideration when making a decision to enlist in the military for youth who typically consider themselves invincible and immortal.

³⁶ Partenaires Delta Partners, *Department of National Defence ADM HR(Mil) Canadian Forces Recruiting Improvement Study*, (Ottawa: Department of National Defence, 2000), 31.

³⁷ L. Tanner and N. Holden, *The Interest and Propensity of Designated Groups to Join the Canadian Forces*, (Ottawa: Department of National Defence, 2002), 8.

³⁸ Paul Sackett and Anne Mavor, editors, *Attitudes, Aptitudes, and Aspirations of American Youth: Implications for Military Recruitment*, (Washington, D.C.: The National Academies Press, 2003), 217.

In order to effect changes in behavior of visible minority youth (age groups 17-24), another requirement discussed in the Patterson, Langlois Consultants report is to determine where the visible minority groups are located. Many immigrants tend to settle in the same locations as others of the same ethnic origin within Canada. This occurs because immigrants arriving in a new country would want to settle in a region where they might expect a support base from other individuals of the same nationality providing at a minimum a sense of familiarity up to actual financial assistance. New immigrants would also expect to obtain initial employment through contacts provided in that support base and therefore would tend to be directed to similar occupations as already settled immigrants. This would lead to a concentration of ethnics in certain occupations at least for newer generation immigrants.³⁹ One would also anticipate transference of values and expectations from the older group of immigrants to the newer arrivals. When the older established immigrants have developed a resistance to enlisting in the military, this needs to be overcome to encourage increased participation by visible minorities.

Census information indicates that immigrants have tended to settle in Canada's largest cities such as Toronto, Montreal and Vancouver upon arrival. Approximately seven in ten visible minorities are immigrants. By 1996, 85% of all immigrants lived in a census metropolitan area compared to 57% for the Canadian born population.⁴⁰ Therefore, a significant proportion of the visible minority 17-24 year olds will be located in metropolitan city areas. The visible minority breakdown based on selected metropolitan city areas indicates that the largest proportion of visible minorities include black, South Asian and Chinese. The largest concentrations of blacks

³⁹ Angela Febbraro and Lieutenant(N) D.T. Reeves, *A Literature Review of Ethnic Attitude Formation: Implications for Canadian Forces Recruitment*, Working Paper 90-2, (Willowdale, Ontario: Canadian Forces Personnel Applied Research Unit, 1990), 41-42.

⁴⁰ T. Wait, *Youth in Canada, Population Projection to 2026*, DSHRC Research Note 2/01, (Ottawa: Department of National Defence, 2001), 4.

are in Halifax, Quebec, Montreal, Toronto and Ottawa. The largest concentrations of South Asian visible minorities are in Toronto, Vancouver, Edmonton and Calgary. The largest concentrations of Chinese are in Vancouver, Calgary, Edmonton and Toronto. CF recruitment strategies for visible minorities should be directed to these groups located in the areas of higher concentration such as Toronto.

Once the target audience and specific location have been identified, how does one effect change in attitude? The primary role of advertising is to support military recruiting by influencing youth attitudes about military service. Any recruiting advertising campaign must address their strategy to appeal to the reason that the target group has indicated as the most prevalent reason for joining the military such as serving country for visible minority groups.

Does this approach work? In the United States, marine recruiting advertising which stresses the importance of noble virtues and the value of people who never fail to defend these virtues has been quite successful.⁴¹ Given the fact that many visible minorities come from families that have just recently come to Canada because of their desire for a better life as provided in a democratic and freedom-loving country, there might be an appeal to be part of the organization that helps defend that lifestyle. The analysis emphasizes the importance of the message strategy over the communication style. The strength of the campaign must be based on the differentiating and audience-relevant qualities of the message.⁴²

According to the behavior change model proposed in Paul Sackett and Anne Mavor's book, another aspect that must be considered is that youth attitudes and aspirations are strongly

⁴¹ Paul Sackett and Anne Mavor, editors, *Attitudes, Aptitudes, and Aspirations of American Youth: Implications for Military Recruitment*, (Washington, D.C.: The National Academies Press, 2003), 229.

⁴² Paul Sackett and Anne Mavor, editors, *Attitudes, Aptitudes, and Aspirations of American Youth: Implications for Military Recruitment*, (Washington, D.C.: The National Academies Press, 2003), 230.

influenced by those youth look to for advice such as their parents or community leaders.⁴³ The research also indicated the important role that mothers have in youth career decision-making process. Mothers are more likely to support youth career decisions when those career decisions align with the mother's own beliefs and values.⁴⁴ The United States Army has initiated a national print advertising campaign aimed at the parents of recruitment aged youth which has raised the interest of parents in learning more about the military and opportunities for employment.⁴⁵ The campaign had also produced a web site specifically geared to the parents of recruitment aged youth. Given that most visible minority group parents are probably recent immigrants from areas where they might not have had the opportunity to become familiar with the internet, a more personal method of providing information on the Canadian Forces will need to be devised. Advertisements should be placed in ethnic community newspapers of the target community and designed to inform and influence parents who will then influence their children. The advertising must be tailored to the language, values and expectations of the targeted ethnic group.

As other examples to demonstrate that this approach works, the Metropolitan Police Force has developed an extensive and successful outreach program to increase ethnic group representation on the police force. The program includes advertising in 20 ethnic newspapers, and the development and presentation of seminars within the community.⁴⁶ The United Kingdom

⁴³ Paul Sackett and Anne Mavor, editors, *Attitudes, Aptitudes, and Aspirations of American Youth: Implications for Military Recruitment*, (Washington, D.C.: The National Academies Press, 2003), 195.

⁴⁴ Paul Sackett and Anne Mavor, editors, *Attitudes, Aptitudes, and Aspirations of American Youth: Implications for Military Recruitment*, (Washington, D.C.: The National Academies Press, 2003), 188.

⁴⁵ Colonel Darryl Bradley, "Maintaining a ready force will require recruitment and retention incentives coupled with an aggressive advertisement campaign" (Toronto: Canadian Forces Command and Staff College Course Paper, 2003), 16.

⁴⁶ Angela Febbraro and Lieutenant(N) D.T. Reeves, *A Literature Review of Ethnic Attitude Formation: Implications for Canadian Forces Recruitment*, Working Paper 90-2, (Willowdale, Ontario: Canadian Forces Personnel Applied Research Unit, 1990), 46-48.

has also developed recruiting campaigns specifically targeting visible minority groups that have enjoyed some success.⁴⁷ These campaigns plan a higher concentration of initiatives in areas which have large ethnic minority communities and include hosting briefings for schools, head teachers and community leaders as well as working with youth groups and employment organizations. Given the success of these programs, Canadian Force recruiting campaign should follow similar directed approaches.

As another way to influence attitudes, previous research has indicated that the most important sources of information on the CF are people either currently serving or that have served in the military. Approximately 80% of CF applicants received information on a military career through personal contacts while one third of Regular Force personnel come from families in which there are or have been military members.⁴⁸ Visible minority youth will be encouraged to enlist in the military where they have the opportunity to interact personally with Canadian Forces individuals of similar ethnic background, or at least other visible minority Canadian Forces members.

So how can the military increase personal contacts? Many new immigrants, at least until they feel more comfortable in Canadian society wish to stay in the ethnic community in the larger urban centers where they initially arrived. Since some Reserve units are located in these urban areas, and Reservists normally train and operate at their Reserve units, the reserves can be used as a link towards military life.^{49,50} A 2002 study by DND indicated that the Regular Force

⁴⁷ United Kingdom Ministry of Defence, "Diversity and Equality in the Armed Forces," <http://www.mod.uk/DefenceInternet/AboutDefence/Organisation/KeyFactsAboutDefence/DiversityandEqualityintheArmedForces;Internet;accessed27Feb2006>.

⁴⁸ Angela Febbraro and Lieutenant(N) D.T. Reeves, *A Literature Review of Ethnic Attitude Formation: Implications for Canadian Forces Recruitment*, Working Paper 90-2, (Willowdale, Ontario: Canadian Forces Personnel Applied Research Unit, 1990), 36.

employed 665 visible minority members as opposed to the Reserves which employed 791 visible minority members despite being significantly smaller in total numbers.⁵¹

So how is the CF addressing these issues? The Chief of Defence Staff (CDS) has directed that recruitment be considered as a high priority undertaking and that the entire Chain of Command be involved at a personal level.⁵² It appears that the current Recruiting Directive on the National Attractions Strategy is beginning to follow these approaches.⁵³ In particular, the directive outlines a Diversity Outreach Campaign to introduce the Canadian Forces to members of Designated Groups. However, further details on the campaign are not available at this time. The directive details a requirement to identify future locations for Community Offices for diversity outreach and to formulate a plan to stand up offices as soon as possible. Finally, the directive also requires community event participation. For each event chosen, the CF's commitment to diversity must be incorporated by the participation of CF members representing the three designated groups. However, these programs must ensure a personal approach within the visible minority communities rather than more general en masse advertising. Funds must be directed towards ensuring that individual CF members, preferably visible minority members, interact within the visible minority communities both with the youth as well as their parents. The main emphasis of these meetings should address the importance of the military in upholding democratic ideals and values and following the noble aspirations of serving the country.

⁴⁹ LCdr Chris Dickinson, "Canadian Multiculturalism: A Neglected Military Resource" (Toronto: Canadian Forces Command and Staff College Course Paper, 2004), 17.

⁵⁰ Maj V.G. Farmer, "The Military in Transition: Building a Multiethnic Force" (Toronto: Canadian Forces Command and Staff College Course Paper, 1997), 13.

⁵¹ LCdr Chris Dickinson, "Canadian Multiculturalism: A Neglected Military Resource" (Toronto: Canadian Forces Command and Staff College Course Paper, 2004), 17.

⁵² General Hillier, *CDS OP O 015/06 OP CONNECTION* (National Defence Headquarters: CDS 6 February 06).

⁵³ Department of National Defence, *Recruiting Directive – 03/05 National Attractions Strategy*, National Defence Headquarters: file 5672-0 (SSO Attr) dated 21 October 2005.

Separately, the CDS has also directed that the Vice Chief of Defence (VCDS) formalize proposals to reduce requirements for pre-screening assessment and citizenship of applicants that have only spent time in the 16 original North Atlantic Treaty Organization (NATO) countries as well as reduced periods of verifiable background for secret and confidential classifications for applicable occupations. This should help address the problem and increase the success rate of visible minority applicants.

CONCLUSION

The proportion of visible minority members is increasing in the general Canadian population. As the birthrate of “Caucasian” Canadians will continue to decline, the percentage of the Canadian population comprised of immigrants and visible minorities will increase. The propensity of visible minority members to enlist appears to equal or exceed the propensity of Caucasian members. Despite this, visible minority member enlistment does not reflect the percentage of visible minority members in the general population. Visible minority contacts are not resulting in the expected enlistment numbers despite better education achievements compared to the general population. There might be a problem with visible minority members meeting security screening requirements for successful enlistment. This problem is being reviewed but in the meantime, the CF needs to increase number of visible minority members applying so that the total number of successful applicants is increased.

Current recruiting strategies are not specific enough to increase visible minority enlistment. In order to effect change, the CF needs to direct the campaign to target specific visible minority groups with specific values and expectations at specific locations (larger urban

centers). Given that Canadians are exhibiting an increased desire for security and stability, an appropriate military recruiting strategy should tie enlisting in the Canadian military with the desire for an increase in security and stability in Canada and world wide. The recruitment strategies need to tie into the visible minority member's desire to enroll to serve their country. The CF needs to recruit through personal contacts and to influence parents to consider the military as a good career option for their children. Encouraging visible minority members to enroll in the Reserves will result in larger numbers of visible minority members becoming more familiar with the military. This would increase the exposure of visible minority communities to the military through personal contact and eventually increase the number of applicants interested in enlisting in the military.

As the Canadian population demographics mentioned earlier show, the CF will need to develop a more pro-active affirmative action program to target visible minorities as a matter of survival in the 21st century. Successful recruitment of these groups will be mandatory as the traditional "labour pool" for recruitment continues to decline. In order to fulfill its roles and responsibilities to Canada, NATO, the United Nations, and the world in general, the CF must increase the participation rate of visible minorities in order to remain a viable and credible military force in the future.

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