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**IMPROVING GENDER INTEGRATION IN THE CF:
RECRUITMENT, EMPLOYMENT AND CULTURAL TRANSFORMATION**

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ABSTRACT

Gender integration is both a goal and a necessity for the future survival of the Canadian Forces (CF). On the goal side, the CF has a long history of employing women and is one of the first militaries to open all trades and classifications to women. Speaking to necessity, the CF has been mandated by the government to expand in order to meet operational commitments. The traditional recruiting base of the CF – white, Anglophone males – is decreasing as a population cohort. Women comprise more than 50% of the Canadian population and 12.6% of the CF.

Women are a rich and largely untapped demographic group that the CF needs attract. Gender integration, however, is not just about numbers. It requires a firm commitment and mindset that are not always apparent in CF formal policies and informal practices.

To achieve complete gender integration in the CF requires making changes that are not only good for women, but also for all CF members, and the organization as a whole. These changes should be focused in three areas – recruitment, employment and culture. CF recruiting must adjust the target audience, recruiting methods and message to be more attractive to women. This can be achieved through innovative methods such as accessing women's job fares and sports events, and progressive messages including revised family-friendly policies. Employment policies in the CF can be refined to be more family-friendly, hence more desirable for women. Specific policies to improve include Terms of Service (TOS) and Leave Without Pay (LWOP) to permit extended absences for family care. Informal practices require attention in order to introduce a formal mentoring program for women and modernize harassment awareness and training. The most difficult aspect of accommodating true gender integration is cultural transformation – altering the personality of the CF to be more accepting of women. The official culture of the CF is espoused by the Professional Military Ethos Model and influenced by the American warrior ethos, and Canadian national values. The actual result is a culture much harder to define, and not totally accepting of women. Changes are only possible with dedicated effort.

The CF is not alone in attempting to improve gender integration. Lessons form other militaries, government and civilian organizations can assist in identifying the road to success. Ultimately, the CF has the opportunity and a strong motive to meet the personnel needs of transformation by creating an environment of equal opportunity for all.

My former General was at the Mess Dinner last night. I hadn't seen him in six months. He said that he heard I was doing well on the course. Then, noticing I was pregnant, asked "Oh, you're having another baby, I thought you wanted a military career…"[1]

CHAPTER ONE – INTRODUCTION

No matter how far the Canadian Forces (CF) has come in dealing with gender issues, it would be incorrect to suggest that gender integration is an unmitigated success. In terms of formal policies, the CF may compare favorably with some civilian organizations and other NATO militaries, yet despite years of effort the recruitment of women is still well below targets. CF employment policies have generally evolved to be supportive of women's concerns, but there are still notable exceptions. Most importantly, the organizational culture has not sufficiently progressed. As a result, the CF continues to struggle with important gender issues and lacks the underlying moral fiber, or culture, to support diversity in its truest sense. Addressing these key problems and creating a culture of support for diversity are vital for the future of genuine gender integration in the CF, or equal consideration regardless of gender.

With the wealth of literature on this topic, it may appear there is no new perspective to bring forward. To believe this would relegate the CF to its current half-there approach, mired in existing culture and incapable of further progress. There are recent success stories, however, from other militaries and civilian organizations that provide lessons and a path for further development. Organizations as diverse as Scandinavian militaries, and civilian firms like Deloitte and Touche have reached similar conclusions about the need to create

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[1] The quotes in italics at the beginning of each section are from my personal experiences. While my experience in the CF has been very positive, these incidents were the motivation to write this paper.

an environment that encourages all individuals to achieve personal and professional growth, regardless of their age, gender, ethnicity, religion, sexual orientation, disability or any other dimension of diversity.[2]

The CF must look to innovators in the field of gender integration to implement the final stages and take the CF from paying 'lip service' to gender equality, to embracing it.

History of gender integration

If it feels like gender integration has been discussed forever, it has. In fact, women have served in the CF for over one hundred years. Employment of women peaked during World War II, was briefly discontinued until the early 1950s, and began its current expansion in 1971, when the Royal Commission on the Status of Women lifted the artificial ceiling of 1,500 and expanded employment opportunities.[3] The 1989 finding by the Human Rights Tribunal changed the eligibility of women for combat and created an Advisory Board on Women in the Canadian Forces. These developments are significant as they created a foundation for a mixed-gender military.

In general, the progress of women in the CF closely mirrors that of women in Canada. The Royal Commission on the Status of Women, for example, was formed by Prime Minister Pearson in 1969 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."[4]

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[2] "Deloitte Touche Tohmatsu (DTT): Multiculturalism and Inclusion," Available from http://www.deloitte.com; Internet; accessed 18 December 2005, np.

[3] "Backgrounder: Women in the Canadian Forces," Available from http://www.forces.gc.ca/site/newsroom/view_news_e.asp?id=877; Internet; accessed 26 February 2006, np.

[4] Brenda O'Neil, "The Royal Commission on the Status of Women: Looking Back, Looking Forward" (Manitoba: University of Manitoba, May 23, 2003) Available from http://www.uwc-wpg.mb.ca/royal_commission_talk.pdf; Internet; accessed 26 February 2006, np.

Chaired by a well-known journalist, Florence Bird, "…the panel was criticized both for exceeding traditional boundaries and also for hedging on the conservative."[5] The Bird Commission would eventually publish a 488-page report with 167 recommendations on wide-ranging women's issues such as right to choose, Aboriginal rights and daycare. The National Action Committee (NAC) was set up to ensure the follow-up and implementation of recommendations.

By 1974, 66% of the occupations in the CF were open for women. The proclamation of the Canadian Human Rights Act in 1979 resulted in trials of women in near-combat roles. By 1985, women were permitted in 75% of occupations, and allowed to attend the three Military Colleges.[6] Before the trials were concluded, a 1989 Human Rights Tribunal determined that integrating women into combat roles would not impact operational effectiveness and ruled that such integration take place within ten years. Notwithstanding this ruling, the Human Rights Commission found in 1997 "…that the current situation remains troubling." Although women represented 10.6% of the overall strength of the military, only 3% were in operational positions. The Commission concluded that "…the numbers suggest that the Canadian Forces still have a distance to go before they achieve "full integration,""[7] citing recruiting and retention problems as the reasons.

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[5] "Equality First: The Royal Commission on the Status of Women," Available from http://archives.cbc.ca/IDD-1-73-86/politics_economy/status_women/; Internet; accessed 26 February 2006, np.

[6] NATO, "Canada: Year in Review Special Edition 2001," Available from http://www.nato.int/ims/2001/win/canada.htm; Internet; accessed 3 March 2006, np.

[7] Canadian Human Rights Commission, "1997 Annual Report," Available from http://www.chrc-ccdp.ca/publications/1997_ar/page5-en.asp?pm=1; Internet; accessed 3 March 2006, np.

The last official barrier to women serving in all areas of the CF was removed on March 8th 2001 when the restriction on submarine service was lifted. Women now comprise 12.6% of the Regular force, 20 % of the Reserves, and only 1.4 % of the combat arms.[8] Table 1 shows a breakdown of the numbers of men and women in uniform in 1989, 2003 and 2005:[9]

Table 1 - CF Personnel - Men and Women

	1989	2003	2005
Women	8,641	6,992	7,785
Men	79,056	52,400	53,847
Total	87,697	59,392	61,632
% of Women	9.9%	11.7%	12.6%

This table demonstrates that the percentage of women in the CF has increased while real numbers have decreased since 1989. These figures may indicate the potential to attract more women if the CF is committed to this goal. Presently, however, recruiting and employment policies, as well as CF culture, combine to keep the number of women serving in the CF well below targets reflective of the makeup of the country at large. Solving the problem starts with identifying CF recruiting, employment and cultural barriers to the full integration of women.

Recruitment SITREP

Recruitment sets the stage for gender integration by attracting and enrolling the best qualified candidates – men and women. The CF has not done a good job in this area since the 2000 launch of a concentrated campaign to increase personnel. Targets to enroll up to 10,000 recruits were unachievable, and retention problems exacerbated the manning shortfalls. Recent

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[8] NATO, "Canada: National Report on the Integration of Women" 2005. Available from http://www.nato.int/ims/2005/win/national_reports/canada.pdf; Internet; accessed 3 March 2006, np.

[9] Ibid, np. I have reproduced this table from the data that appears at the end of the report.

announcements to boost the Regular forces to 75,000 (from 62,000) and increase the Reserves by 10,000 appear to be optimistic, given the existing internal and external situation.[10]

The CF is not alone in facing these problems. Private and public organizations today compete for manpower. Many of these organizations, including other militaries, and those offering non-traditional occupations for women, struggle with the task of creating a diversity-friendly recruiting strategy. Looking at past and current CF strategies as well as those of other organizations can assist in defining the important ingredients in recruiting – the target audience, the message, and recruiting methods. Recruiting alone, however, cannot solve the CF's personnel woes or create a diverse workforce. Employment policies have a critical impact on retention and will be the second broad area of study.

Employment SITREP

Employment issues can be divided into formal policies and regulations, and the informal practices that exist within an organization. In terms of formal policies, the CF has instituted fairly progressive employment policies in the areas of pay, allowances and benefits aimed at attracting and retaining personnel. For the purpose of this study, these formal benefits can be divided into those that are of interest to all CF members and those of traditional importance to women, such as maternity benefits and childcare. In the area of informal practice, the impact of job and task assignment on career progression will be examined. It is recognized that it is not solely women who are interested in family-related policies, nor are all women equally concerned with these areas. Exit surveys, however, demonstrate that family policies are of proportionally greater concern to women.

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[10] "Gen. Hillier pushes plan to boost army enrolment," CTV News, Sat. Feb. 25 2006. Available from http://www.troops.ca/cgi-bin/yabb2/YaBB.pl?num=1140913922; Internet; accessed 3 March 2006, np.

Despite what appear to be attractive formal policies, the CF has problems retaining their highly trained personnel - especially women. The reasons for sub-optimal retention are important to understand if personnel shortfalls are ever to be corrected, and if gender diversity is to be achieved. Women leave the military for some of the same reasons that men do (find a better job, pension maximization, go back to school) but are more likely than men to leave for work-life balance reasons like too much time away, family separation and conflict with spouse's career. The end result is that women leave the CF at a higher rate than do their male counterparts, largely due to employment issues that could be rectified.

CF formal and informal employment policies will be presented and compared to those of several external organizations in order to recommend improvements to current CF policies. Areas that will be considered include work-life balance, informal practices, and harassment. While formal employment policies and the official ethos of the CF are generally supportive of diversity, it will be clear that informal policies have become a part of the actual CF culture that undermines gender integration.

Culture SITREP

"Basically, organizational culture is the personality of the organization. Culture is comprised of the assumptions, values, norms and tangible signs (artifacts) of organization members and their behaviour.[11] The culture of the CF is articulated in the CF Professional Military Ethos Model. This model is influenced by two important themes - inclusion of warrior characteristics, and its ability to reflect Canadian values. The culture of any organization is

difficult to describe, even more so in the military where the warrior ethos may be emphasized to various degrees. This warrior ethos may embrace stereotypical male traits that create an exclusionary culture. At the same time, the CF culture has other unique characteristics. There is an underlying sentiment that the military culture in Canada has eroded since World War II as a reflection of our non-military society. This trend impacts on gender integration in that the presence of women in non-traditional roles is viewed as a contributing factor to the civilianization of the warrior ethos.

The CF is not alone in facing cultural barriers to gender integration. Other countries, including the United States (US) and Australia, face challenges in balancing the requirement to encourage warrior-like qualities whilst remaining supportive of gender integration. Even civilian organizations face challenges in adapting cultures to be more inclusive of women. The CF needs to identify how to achieve complete gender integration while preserving the essential aspects of the warrior ethos, all while preserving Canadian national values. Examples from other organizations can assist in this goal.

Overview

Current CF recruiting practices, employment policies and the cultural environment can be compared with those of other militaries and civilian industry to identify best practices. In terms of recruiting, it is important to consider target audience, recruiting methods, and messages. Employment policies vary widely among organizations and are significantly different in terms of content and the extent to which they promote gender integration. The cultures of various organizations illustrate the almost intangible aspects that create, or fail to create, the conditions for gender integration. Finally, pertinent recommendations for gender integration in the CF

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[11] Carter McNamara, PhD, "Organizational Culture," Available from

include more than policy and rhetoric, but involve real commitment to recruitment, employment

and cultural change.

> A 1990 civilian study, <u>The Canadian Family in Crisis</u>, recognized

>> [O]n paper and in theory, laws, regulations, and official promulgations make
>> gains for women look and sound impressive. But the practical reality is
>> something else. Laws are only good if they are systematically enforced.
>> Declarations and promulgations are not worth the paper they are written on if
>> no serious action is taken to realize even the most eloquently stated goals.[12]

If this is the case, what can the CF do in order to transform its approach to gender integration?

Improvements in recruiting and employment policies as well as changing the cultural

environment are essential to achieving full gender integration in the CF. In order to progress, the

CF needs to closely examine these three main areas for improvement – recruitment, employment

and culture. In terms of recruitment, the CF needs to adjust target audience, message and

method in order to attract more women. As for employment, existing policies need to be

reviewed and work-life policies introduced in order to retain women. These two areas are

relatively straightforward.

>> [T]he primary obstacles faced by servicewomen will be cultural rather than
>> operational or logistical. To overcome these obstacles requires changing
>> minds and hearts – a task far more difficult than redesigning equipment or
>> providing additional training.[13]

While it is acknowledged that the CF is regarded as one of the most progressive military

organizations in the world, there is still room, to streamline recruiting efforts, adjust employment

policies, and ultimately, introduce the cultural enhancements to make the CF an institution to be

emulated.

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http://www.managementhelp.org/org_thry/culture/culture.htm#anchor1427719; Internet; accessed 3 March 2006.

[12] John F. Conway**,** <u>The Canadian Family In Crisis</u> (Toronto: James Lorimer and Company, 1990), 93.

¹³ Sara L. Zeigler and Gregory G. Gunderson, <u>Moving Beyond G.I. Jane</u> (Toronto: University Press of America, 2005), 90.

I just came from the Recruiting Office. They put me down for Logistics.
There are a few other positions open for females but they said it would be a
long time before a woman would get through the training courses.

CHAPTER TWO – RECRUITMENT

It is obvious that CF gender integration has improved over the past decades. Further

improvement starts with attracting greater numbers of female personnel to the organization. This

is not an easy task as Ankerson and Tethong noted in "Retain or Perish: Why Recruiting Won't

Save the CF":

> Like most large companies, the military faces a war for talent – that is, a battle
> to recruit and retain officers and enlisted personnel with the intellectual
> flexibility, technical abilities, and communication skills needed today. If it
> does not fundamentally rethink the way it attracts, develops, and retains people,
> it will lose this war….[14]

The CF is not the only organization engaged in this war for talent so it needs to be smart and

aggressive in recruiting policy formation. A well-thought out recruiting policy links

organization strategy to target audience, recruiting methods, message content and approach, and

ensures all of this fits with the gender integration plan. Examples from other organizations

illustrate the strengths and shortcomings of the current CF approach.

CF Recruiting Strategy

The recruiting strategy of the CF is part of the strategic human resource strategy which is

one element of the 1999 paper Strategy 2020: Canadian Defence into the 21st Century.   The

strategy details all elements that combine "…to provide Canada with modern, task-tailored, and

globally deployable combat-capable forces that can respond quickly to crises at home and

abroad, in joint or combined operations." This document not only includes elements such as

force structure, modernization and command and control, but also a human resource (HR)

strategy. This HR strategy aims to "… position Defence as an employer of choice for Canadians

by expanding the knowledge and skills base of our personnel and by providing them with

progressive opportunities for development, career mobility and recognition for service." [15] The

objective of making the CF a 'career of choice' was to be tackled over five years through five

steps – focusing on broader career fields, developing flexible career policies, examining and

adapting new training strategies, developing recruitment and retention strategies that better meet

Defence Team requirements, and implementing Parliamentary Quality of Life (QOL)

requirements. In terms of improving recruiting and retention strategies, it is debatable whether

much progress has been made since the recommendations were put forward in 1999 as the graph

at Figure 1 demonstrates.[16] The picture is clear, regular force personnel totals plummeted during

the mid-90s when the Force Reduction Plan (FRP) was introduced, then hovered at or below

60,000 into the early 21st Century.

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[14] Christopher Ankerson and Losel Tethong, "Retain or Perish: Why Recruiting Won't Save the CF" The Canadian Institute of Strategic Studies (Toronto, Ontario: Canadian Institute of Strategic Studies, Strategic Datalink, March 1995), 3.

[15] Canada, Department of National Defence, "Strategy 2020: Canadian Defence into the 21st Century," Available from http://www.cds.forces.gc.ca/pubs/strategy2k/s2k06_e.asp#1; Internet; accessed 3 March 2006, np.

[16] ADM (Fin CS), "Making Sense Out of Dollars: 2003-04," Available from http://www.admfincs.forces.gc.ca/financial_docs/Msood/2003-2004/intro_e.asp; Internet; accessed 25 March 2006, np.

**TREND IN DND MILITARY (REGULAR AND RESERVE) AND CIVILIAN PERSONNEL STRENGTH /
ÉVOLUTION DE L'EFFECTIF MILITAIRE (FORCE RÉGULIÈRE ET RÉSERVE) ET DE L'EFFECTIF
CIVIL DU MDN**

SOURCE: NATIONAL DEFENCE: 2003 -2004 REPORT ON PLANS AND PRIORITIES AND D RES 4 -2
SOURCE: DÉFENSE NATIONALE: RAPPORT SUR LES PLANS ET LES PRIORITÉS 2003 -2004 ET D RÉS 4-2   * ESTIMATE / ESTIMATION
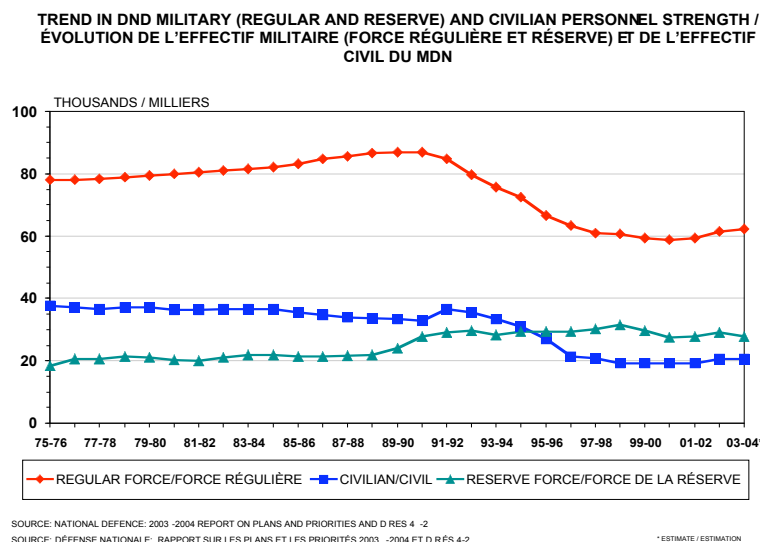
Figure 1 - DND Personnel Strengths 1975-2004

Literature on the subject of recruiting laments the changing demographics of the

Canadian population and the need for a message with broader appeal. It does not, however,

address the practicalities of appealing to the evolving population base with carefully-selected,

demographic-appropriate themes and messages. Women are a specific part of that population

base that the CF could actively pursue by adjusting their approach. The CF approach to

recruiting needs to improve in key areas: the identification of an appropriate target audience; the

use of innovative recruiting methods; and the adoption of a more appealing message.

Target Audience

The face of Canada is changing at a rapid rate. The traditional recruiting base for the CF

is shrinking and the CF needs strategies to identify and tap into other demographic groups,

including women. Identification of the traditional CF recruiting base, demographic trends in

Canada, potential groups to target, and how this is being done successfully in other

organizations, are important clues to the way ahead for the CF. Studying these trends and

policies provides a blueprint for deliberately selecting and targeting women in order to improve gender integration in the CF.

It is important to appreciate the traditional recruiting base for the CF and why it is inadequate today. The CF has "…traditionally recruited disproportionately from the supply of white, Anglophone males…"[17] specifically in the 17 to 24 year old age bracket. The typical applicant can be further defined as having completed high school and likely to be working part time.[18] Rural areas and those with higher unemployment (Atlantic Canada) have been the source of a disproportionate number of military applicants. This cohort was motivated largely by economic incentives in the form of reasonable military salaries and benefits.[19] To illustrate these facts with figures, consider the following:

- On average, only 19% of recruits come from the large urban centres which account for 60% of Canada's population.[20]

- Visible minorities comprise 16% of the Canadian population but only 4.2 % of the CF.

- Women represent over 50% of the Canadian population but less than 20% of the CF. [21]

These numbers make it very evident that the traditional recruiting base ignores the realities of population demographics and is not representative of Canadian society. To be truly

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[17] Major Jeff Tasseron, "Military Manning and the Revolution in Social Affairs" Canadian Military Journal, Autumn, 2001, 53.

[18] Claude Hamel and Franklin Pinch, Models of Military Service, Influences on Joining, Leaving and Staying in the Canadian Forces, HDP Group Inc, July 2000, p 5.

[19] Thomas M. Strawn, "The War for Talent in the Private Sector" in Filling the Ranks: Transforming the US Personnel System, ed Cindy Williams (Cambridge: The MIT Press, 2004), 70. The US military recognized the need for financial incentives when they introduced the all-volunteer force in 1973. The author contends that the US military needs to become more creative with compensation policies to recruit enough people in today's environment.

[20] DSHRC Sponsor Research Report 01-08, Canadian Forces Contact Survey (CFCS) Annual Monitoring Report June 2000 – June 2001, September 2001, p 6.

representative, the CF needs to recruit larger percentages of people from cities and visible

minority groups. By concentrating recruiting efforts on men, the CF neglects the more than 50%

group of women which are underrepresented in the military. While this is only a simple

snapshot today, looking at future demographic predictions further underlines the recruiting

challenge facing the CF and the need to embrace non-traditional population targets such as

women.

Demographic predictions for the future provide additional impetus for the CF to pursue

other population groups. The 2002 Directorate of Strategic Human Resource Coordination

(DSHRC) Research Note on "Canadian Demographic and Social Trends" observed that "[F]rom

a white, rural, youthful population, we have become more racially varied, urban based and

aging."[22] With its habitual population target group shrinking in relative numbers, the CF faces

challenges as it searches to alter the traditional recruiting base. An overview of Canada's

population projections in terms of growth, composition, and distribution illustrates these

challenges.

The Canadian population has grown from 11.5 million in 1941 to almost 31 million in

2001. It is forecasted to grow to 37 million by 2040 where it should stabilize.[23] This growth is

not attributable to birthrates, which have declined over the past decades, but to immigration.

Immigrants were responsible for more than half of Canada's population growth from 1996-2001.

The ethnic origins of these immigrants have also changed significantly with China and India

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[21] Canadian Press, "Military shows modest gains in recruiting women," Sun. Jun. 15 2003. Available from
http://www.ctv.ca/servlet/ArticleNews/story/CTVNews/1055708400212_78; Internet; accessed 14 March 2006, np.

[22] B. McKee, "Canadian Demographic and Social Trends," DSHRC Research Note (Ottawa, Ontario:
National Defence, August 2002), 12.

[23] Ibid, 1.

accounting for 27% of the intake in 2001. Newcomers to Canada concentrate in urban centres, mostly in Southern Ontario.

The Canadian population is also aging with the number of seniors expected to double to eight million between 2000 and 2026. Life expectancy differentials between men and women and an aging population have resulted in a population comprised of slightly higher numbers of women. These women have become increasingly integrated into the "…economy and polity of the country…."[24] Women are being welcomed into the workforce in traditional and some non-traditional areas. Their presence is not simply nice to have, at more than 50% of the population, hiring women is a necessity.

The numbers of people in various demographic groups are not the only reason for the CF to look at non-traditional cohorts. Added to the demographic picture are social issues like motivation and education that further impact the potential target audience for CF recruiting. Traditionally-minded "baby boomers" gave way to highly motivated Generation X'ers, who are being replaced with hard-to-define Generation Y's. The stereotypical view of Generation X is that its members are well-educated and prize long-term achievement. Generation Y, however, appears to have a short-term focus, and is accused of being lazy or spoiled. The generation change is accompanied by a "… change in the values and expectations of young Canadians. The post-"baby boomers" are less likely to seek a lifetime career and more likely to pursue job flexibility, learning opportunities and mobility.[25] These generalizations apply to the traditional CF recruiting base; younger generations in the families of visible minorities do not strictly conform as they continue to be motivated to achieve higher levels of education and social

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[24] Ibid, 12.

standing. Education levels are another societal change that has significant impact on the CF. The percentage of Canadians with post-secondary certificates or degrees had reached 47.5% by 2004, with women slightly more likely to complete high school or get Bachelor and Masters Degrees.[26] This is positive for the CF who normally seeks recruits with a high school education. The higher numbers of women in this cohort are further incentive for the CF to increase its focus on gender integration. Education and societal influences, therefore, are significant for the CF.

What does all of this mean to the CF recruiting effort? First, traditional audiences will no longer be enough to maintain CF manning levels. Efforts must be made to understand the changing demographic of Canada and deliberately target a wider audience. Second, the wider audience to be targeted is completely different than the traditional one. The broader population is urban-based, better educated, and less focused on traditional values. Creativity is essential in delivering a message of interest to them. Third, women are an essential slice of this audience and tend to have slightly more education and markedly less interest in military careers. Again, understanding and directly targeting this cohort is critical to success. As previously mentioned, the CF has not had tremendous success in attracting representative numbers of women. Examples from outside organizations identify possible areas for improvement.

Workplace demographics are not specific to the CF, rather, they affect all organizations who hire from that pool. Industries that are considered non-traditional employers of women have similar challenges in targeting potential female employees. Some, including University Engineering Departments, police forces, and Fortune 500 Companies, have used more innovative

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[25] Treasury Board of Canada, "RPP 2003-2004: National Defence," Available from http://www.tbs-sct.gc.ca/est-pre/20032004/ND-DN/ND-DNr34_e.asp#2f; Internet; accessed 14 March 2006, np.

[26] Statistics Canada, "Canada at a Glance 2006," Available from http://www.statcan.ca/english/freepub/12-581-XIE/12-581-XIE2005001.pdf; Internet; accessed 14 March 2006, np.

techniques in targeting potential female recruits. They recognize that more sophisticated recruiting tailored to individual needs, produce better results.

The first group, women faculty members "…are few and far between in faculties of engineering at Canadian Universities…"[27] In fact, a Carlton University report in 1990 cited that women comprised a meager 2.2% of the engineering faculty. The Canadian Committee on Women in Engineering became very proactive in the 1990s in order to target the correct audience and rectify the imbalance. Recommended targeting strategies included creating a database of female engineering students and identifying and approaching women graduates, encouraging women engineers to pursue university teaching as an adjunct, and creating specific goals and strategies for recruitment of women faculty. These efforts were rewarded with a substantial increase in the number of women enrollees in engineering programs which reached 20% in 1996.[28] Other groups have had similar experiences.

Another group worthy of study is comprised of police forces that face challenges similar to the CF in targeting potential female recruits. A Canadian study of women in policing uncovered that even in 1996, affirmative action strategies were an important part of recruiting policies.[29] Another important element identified was the necessity of having female recruiters who could better relate to female candidates. Two American Police Departments had very positive results when they actively targeted women as recruits. In both cases, they greatly

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[27] Canadian Committee on Women in Engineering, "More then Just Numbers," Available from http://www.carleton.ca/cwse-on/webmtjnen/chap11.html; Internet; accessed 18 February 2006, np.

[28] Canadian Committee on Women in Engineering, "A Unique National Project to Increase the Participation of Women in Science and Engineering," Available from http://www.carleton.ca/cwse-on/engfound.htm; Internet; accessed 14 March 2006, np.

[29] Marcel-Eugene LeBeuf, "Three Decades of Women in Policing: A Literature Review," Available from http://www.cpc.gc.ca/research/women_e.htm#p323; Internet; accessed 18 February 2006, np.

increased the pool of qualified female applicants by assessing their Department's current recruitment practices, developing a strategic marketing plan, hosting a women and policing career fair, obtaining free positive media coverage for the career fair and the police department, and developing flyers, posters and brochures with female officers featured.[30] All of these strategies could be adopted by the CF in order to further gender integration.

A final source of workable strategies to improve the targeting of female recruits is leading civilian organizations such as Deloitte & Touche (D&T). D&T has achieved the highest percentage of women partners, principals and directors among the top US accounting firms, increasing this percentage from 6.5% in 1993 to 17.2 % in 2004. These results were due to concentrated efforts starting with targeting and recruiting. D&T appointed a National Director for the Advancement of Women in 1993, and sponsored deliberate outreach programs designed to reach women in University business programs. The strategy of their outreach group "Women's Initiatives Network (WIN)', is "… the more successful we are at attracting, developing and retaining the best women in the profession, the more successful we will be in attracting developing and retaining the best people in the profession.[31] Their strategy is well defined on the internet where it effectively attracts and informs potential women employees.

In terms of targeting women as a specific demographic cohort, the CF has much to learn from the organizations cited above. The military has to recognize that population trends force concentrated efforts in non-traditional sectors. Although women have been a select target for more than two decades, targeting strategies must be refined to increase their effectiveness.

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[30] Donna Milgram, "Recruiting Women Officers," Available from http://www.womentechstore.com/policerecruittrainSF.html; Internet; accessed 18 February, 2006, np.

Specifically targeting women using appropriate messages and techniques such as women-specific job fares and promotional materials will help the CF attract women.

Recruiting Methods

The target audience will determine which recruiting methods should be used. Targeting the typical white, male cohort was done through simple and basic strategies – visible recruiting centres, high school visits, and advertisements at sporting events.   In the past year, additional methods have included getting Commanding Officers personally involved, e-recruiting, and the Recruiter for the Day (RFD) program. Adjusting the target audience to deal with demographic realities in the future, however, will necessitate additional new and innovative recruiting methods.

The traditional methods satisfied the requirements of their time. Until the mid-90s, well-located recruiting offices, high school visits and infrequent advertising ensured enough candidates to fill available jobs. Force reductions in the 1990s meant that there were also fewer jobs to fill. Until the last decade, recruiting offices enjoyed 3.3 applicants for every available job.[32] This number has fallen to below two, illustrating that half-hearted, or passive recruiting efforts will not work with today's target audience.

The Canadian Forces Recruiting Group (CFRG) has made some recent initiatives to target minorities and to improve recruiting methods in general. Some of these initiatives are: unprecedented involvement of every member of the chain of command, enhanced customer

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[31] Deloitte, "Deloitte's Women's Initiative," Available from http://www.deloitte.com/dtt/article/0,1002,sid%253D2265%2526cid%253D81696,00.html; Internet; accessed 18 February, 2006, np.

[32] Colonel G. Grant, "Manning Issues for the New Millennium: Shaping a Comprehensive Recruiting & Retention Strategy for the Canadian Forces," The Canadian Institute of Strategic Studies, Strategic Datalink 97, June 2001, 1.

service, e-recruiting, and the Recruiter for a Day (RFD) program. These programs show early signs of promise, and when combined with additional ideas, will help to ensure future success.

Operation Connection is the name given to the latest recruiting initiative to involve all members of the CF in recruiting. The CDS expressed his intent in a 2006 issue of the Personnel Newsletter as "[R]ecruiting is everyone's business. I expect every sailor, soldier, airman and airwoman to recognize their role as a potential CF recruiter."[33] To this end the CFRG is providing CF personnel with the tools and information to include each individual as an effective part of the recruiting effort. CF members are encouraged to pass the recruiting message to the public in new and innovative ways.

Customer service has long been a complaint of perspective applicants who cite long waiting periods and too many forms as impediments to enrolment. Canadian Forces Recruiting Centres (CFRCs) regularly take three months to a year for enrolment at the entry level. Officer enrolments and complications such as past medical conditions can prolong the process further.[34] In response, CFRG has launched an exciting new approach to customer service encapsulated in the banner below:[35]

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[33] ADM (HR-Mil), "Op Connection," Canadian Forces Personnel Letter, Issue 3/06, 22 March 2006, 1. It is interesting to note that this Newsletter was published as this paper was being finalized and addresses some of this paper's recommendations. It emphasizes diversity-education of CF members in order to improve recruitment and retention.

[34] Reserves 2000, "Review of Fundamental Policies Pertaining to Recruiting, Retention, Training, Administration, Equipping and Combat Service Support in the Militia," Available from http://www.reserves2000.ca/recruiting_retention_training.htm; Internet; accessed 15 March 2006, np.

[35] Captain Holly-Anne Brown, "Beating the competition – Customer service in recruiting," Canadian Forces Personnel Newsletter, Issue 11/05, 16 November 2005. Available from http://www.forces.ca/hr/cfpn/engraph/11_05/11_05_cfrg_rcorner-cheetah_e.asp; Internet; accessed 15 March 2006, np.
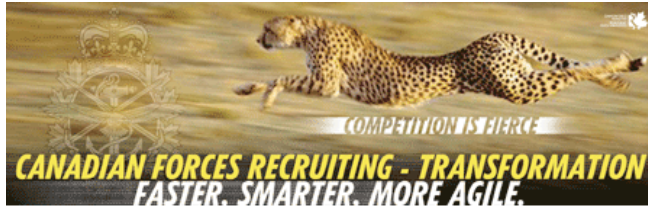
Figure 2- Recruiting Transformation

The new approach recognizes that recruiting is an increasingly competitive business in its own right. As the largest employer in Canada, the Government of Canada, including the CF must be innovative in message and method if they are to hire 10,000 people each year. Colonel Cotton, head of the CFRG, explains the cheetah analogy:

> This is how fast and agile CF Recruiters must be to attract and hire suitable prospects before competitors do…. If we don't take care of our customers, someone else will…. You, the recruiters, are the Canadian Forces. This is not a burden, but the core of your job. Good service is just good business.[36]

Launched late in 2005, the initiative's impact cannot yet be measured. It certainly appears to be a positive and proactive attempt at improving recruiting methods, but it may not be enough.

E-recruiting is being widely embraced as a cost-effective recruiting method. The use of e-recruiting by Human Resource personnel expanded from 21% in 1996, to 70% in 2001.[37] In the past five years, the CF has made a number of improvements and is progressing towards an integrated e-recruiting strategy. The CF now incorporates all aspects recommended by the Corporate Leadership Council – descriptions of corporate culture and work environment, organizational history, benefits, positions available and career paths. They have gone further

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[36] Ibid, np.

[37] Steven L. Thomas "Recruiting and the Web: High-tech Hiring," <u>Business Horizons</u>, May 2000. Available from http://www.findarticles.com/cf_dls/m1038/3_43?63736751/ptint.jhtml;Internet; accessed 28 May 2002, np.

than these basic requirements to include functionalities such as on-line applications, email to a friend, job search engine, job assessment tools and online user feedback. [38]

As part of an integrated recruiting strategy, the benefits of on-line recruiting can be tremendous. Early indictors for the CF identify efficiency, reach, alternate service delivery (ASD), improved information exchange, and promotion as being facilitated by e-recruiting. [39] On-line applications will improve efficiency by allowing people to start the application process on the Internet at their convenience. Efficiency of the application process is achieved by streamlining the data collection process and improving the overall data quality. Reach can also be enhanced by using e-recruiting, allowing Canadians who do not reside near a recruitment centre or who do not live in Canada to commence their application process on the Internet. E-recruiting is a form of ASD in that applicants have the option of applying to the CF on the Internet or completing the traditional application form at a recruiting centre. Using the Internet also improves the exchange of information. Applicants can apply on-line and track their progress through the recruiting process. Finally, e-recruiting provides a medium to promote specific aspects of military life. Questions can be placed on the recruiting site to assist applicants in determining their field of interest. Other information can be included to make potential recruits aware of the diversity and range of operations and services provided by the CF. This benefit could be exploited by targeting specific demographic groups through the deliberate selection of advertising sites and the segmentation of the CF site. Although the CF policy on diversity is mentioned on the current site, there is little information targeted for women or visible

[38] "Internet Recruiting," Corporate Leadership Council Literature Review, March 2001, p.1.

[39] "CF Recruiting," Available from http://www.ndol.forces.gc.ca/report/2003/05report_e.htm; Internet; accessed 15 March 2006, np.

minorities.[40] E-recruiting is an effective method to efficiently reach specific demographic

groups such as women, and to provide them with relevant information in order to influence their

decision to join the CF. Other initiatives also contribute to this goal.

The RFD program is a new CF initiative aimed specifically at women and minorities. Its

purpose is to increase the number of women and minorities in the CF by using existing CF

members from those groups to help prospective employees picture themselves in the CF. CF

members from these groups can volunteer in several ways - assisting recruiters at career fairs,

answering questions from potential applicants about life in the CF, providing testimonials for

recruiting information aids, or participating in an occupational photo or video shoot.[41] The RFD

program constitutes the only obvious CF strategy to specifically appeal to women. By providing

information on women's concerns, and positive role models, the program hopes to increase

enrolment of women.

Again, it is too early for results, but the program has the potential for a positive impact on

attracting women recruits.

While these initiatives are all promising, there is far more that the CF needs to do to

target women. The e-recruiting initiatives to date represent only the start of the potential of this

tool. The internet can be exploited in a number of other ways to enhance recruiting efforts, for

example: to create interest in the CF; to measure effectiveness of recruiting efforts; and to

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[40] The site does not have a permanent area for women. Women and other minorities, however, may be featured at specific times. For example, the site currently has a specific link for 'National Women's Day'.

[41] CFRG, "Join the recruiting team for a day, for your next posting," Canadian Forces Personnel Newsletter, Issue 1/06, 25 January 2006Available from http://www.forces.ca/hr/cfpn/engraph/1_06/1_06_cfrg_rcorner-rfd_e.asp; Internet; accessed 15 March 2006, np.

streamline the recruiting process. In terms of creating interest, banner ads can be placed on teen

websites such as Kazaa and MSN, cyber-cafes can be erected in schools or shopping centres and

common job bulletin boards can be used to target individuals who are looking for a job but who

have not thought of a military career. To target women specifically, banner ads should be

strategically placed on sites frequented by young women – 'girl net', 'girl power' and 'girl's

place' to name a few. Women's online magazines are another potential place for ads. Internet

kiosks can be located in shopping centres and women's gyms and appropriately manned to

attract female recruits.

The CF need not be afraid to show that they are deliberately targeting women. They can,

and should, design specific campaigns for specific demographic groups. Other organizations that

experience difficulties attracting women agree on the need to specifically target women through

recruiting methods. Reports on attracting women to policing emphasize women-specific trade

career days, extensive use of the internet and deliberately targeting certain areas. Table two lists

likely areas and groups to target.[42]

Table 2 - Likely Places to Target Women

Target	Places
Women likely to be physically fit	• Gyms • Women's sports teams • Outdoors clubs • Martial arts clubs
Women with traditional male hobbies	• Aviators • Gun clubs
Women doing traditional activities	• Bookstores • Supermarkets • Laundromats • Hair salons
Women in traditionally male learning	• Mechanics

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[42] Milgram, np. This is a summary of a more exhaustive list of places and sources of women to be specifically targeted for careers in policing.

domains	• Electronics
	• Engineering
Women connected to the employer	• Wives
	• Daughters
	• Sisters
	• Civilian workers

The lesson for the CF to take away from these examples is that it cannot wait for recruits, especially women, to come to it. The CF must be visible and relevant to potential women recruits if it is to meet its recruiting goals.

Along a similar vein, Women in Trades, Technology and Science developed a five-step strategy to attract women to high tech classes. Step one is to send a strong message that women are wanted and needed. In other words, it goes further than a politically correct statement that says you value diversity to an organization that openly promotes women. The next step is to be proactive in recruiting women to classes through mass flyers, personal invitations, and 'bring a friend' events. Step three is to hold a 'Women in Technology' career event showcasing the accomplishments of women in the field. Next, use the web to recruit women. The web is a 24/7 tool that can describe accomplishments of women, introduce role models, and answer questions about the profession. Finally, exploit media coverage of all initiatives and events.

Many of these recommended methods can be incorporated into the CF recruiting campaign. The CF should make greater use of the internet and create a permanent portal specifically for women. The internet should also be used for advertising in women-specific sites. A national campaign to recruit women could concentrate efforts at women's gyms and supermarkets, while flyers designed specifically to target women could be sent to women's community and University sports teams. Finally, greater attempts could be made to encourage women already familiar with the military (cadets, reservists, public servants and relatives of

serving members) to consider military careers. These methods, combined with existing elements of the CF recruiting strategy would serve to enhance recruiting of women in the CF. Even with a better defined target audience and enhanced recruiting methods, the CF needs to develop an appropriate message that appeals to women.

Recruiting Message

The message is as important as the method and must be coordinated with all aspects of recruiting in order to produce a coherent, integrated strategy. "There's no life like it", the CF's central slogan for years, has been replaced with a series of slogans designed to attract people to the specific services. In addition, there are various slogans and programs targeted at women. The recruiting message, however, consists of more than simple slogans. It is important to look at the principal themes and messages used to attract recruits and whether these interest women. Finally, the mechanics of message development should be evaluated to ascertain their effectiveness. The CF slogans, message and mechanics can then be compared to other organizations to identify areas for improvement.

In addition to a central theme of "Duty with honour", the three services have developed individual slogans as follows:[43]

Navy – 'Your power to sea'

Army – 'One Army, one team, one vision'

Air Force – 'Prepare for takeoff'

The slogans were created to have greater appeal to the cohort that the CF wishes to target. While the slogans may appear 'corny' at first glance, they all have a common thread of emphasizing the

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[43]Canadian Forces Recruiting, Available from http://www.recruiting.forces.ca/engraph/home/index_e.aspx; Internet; accessed 16 March 2006, np.

individual, and their potential power in achieving future success. This is in line with

observations on Generation X and Y's needs and expectations. These groups show "… increased

rejection of order, pursuit of happiness to the detriment of duty, de-emphasis of social and family

connections, and diminished concern over financial and future outlook.[44] The CF needs to

project an image of freedom of choice if they wish to attract this demographic group. The

success of these slogans should be monitored to verify their effectiveness in increasing the

overall numbers recruited, and their specific impact on attracting women.

In addition to these slogans, a number of programs exist to attract women. The CF

assisted in the creation of the "Women in the New Millennium - Career Options" television

series which showcases women working in non-traditional occupations. The Army has

developed the "Leadership in a Diverse Army" program geared toward preparing combat units

for female recruits. A handbook entitled "Leadership in a Mixed Gender Environment" was

created to dispel myths associated with mixed gender employment, and to stress that leadership,

regardless of gender, is the most effective tool to build teamwork in any unit. The Naval

equivalent is "Vision 2010 - The Integrated Navy", a plan which envisions the naval structure,

requirements and policies to be addressed by 2010. The Navy has also removed the label "mixed

gender" from their vessels and now considers all units mixed. The Air Force has both a general

personnel program, and one specifically for women. "Flight Plan for Life" addresses personnel

issues that affect all Air Force personnel. Although not the sole domain of women, it covers

issues that bare increased importance for women including flexible work hours and work-family

conflicts. Additionally, "Partnerships for the Future" is the Air Force program which specifically

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[44] Tasseron, p. 57.

targets the identification and elimination of barriers to women.[45] The importance of well coordinated promotional programs cannot be underestimated.

In evaluating these slogans and programs, it is clear that only the Air Force has a completely integrated strategy. From the slogan of 'Prepare for takeoff', the Air Force has a generic "Flight Plan for Life" and a more specific "Partnership for the Future Program" dealing specifically with issues of importance to women. The CF in general, and the other services should use this integrated strategy as a model. An integrated strategy has the appeal of attracting both the wide audience, and specifically targeting groups of interest such as women. This is what the Air Force achieves by their well-coordinated promotional materials. The message passed to potential recruits, however, comprises more than slogans and policy statements.

There are other components of the CF message that recruiters use to appeal to candidates. These deal principally with lifestyle and benefits. In terms of lifestyle, the recruiting homepage asks – "Looking for more than an ordinary 9 to 5 routine? Consider the unique Profession of Arms. Challenging and richly rewarding."[46] It highlights the CF's accomplishments in the world and the exciting and challenging nature of a military career. There is latitude in individual interpretation of this message as a member of generation Y is liable to translate "more than 9 to 5" as "demanding all your time", and "rewarding" as "no fun." In addition to the generic message, the recruiting site has a recently created woman's link where 30 testimonials speak about travel, change and adventure. The benefits of military life are explained in detail through

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[45] NATO, "Year in Review: Special Edition 2001," Committee on Women in NATO Forces, Available from http://www.nato.int/ims/2001/win/canada.htm; Internet; accessed 18 February 2006, np.

[46] Canadian Forces Recruiting, np.

links from the recruiting homepage. Topics such as pay, vacation, education, sports, parental benefits, pension, medical and relocation are covered in depth.

Although the overall message content is adequate, there appears to be an important element missing if the CF is to appeal to a larger demographic base that includes older people and women. While there is mention of parental benefits and family support programs, there is no description of how to integrate a military career with raising a family. In fact, of the 30 testimonials from women, only one even mentions family. This element is especially relevant for women in the age bracket sought by the CF and should be rectified by showcasing serving women with families. There is ample evidence of the first female pilots, or the first female General, but no mention of women who have been successful at both military careers and raising families.[47] Family-related policies are not important to every woman. They are, however, a deciding factor in career choice for a significant number of women. If the CF wishes to attract these women, they need to publish success stories. The standardization of the recruiting message may sometimes prevent much needed flexibility in message content.

As indicated, recruiting message content is standardized. A report by Reserves 2000 observes that:

> All recruiting advertising follows protocols with regard to wording, ethnic balance, gender balance, photographs and all manner of other political correctness. Centralized advertising agencies produce the copy that is inserted into local newspapers and other media by the nearest Recruiting Detachment.[48]

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[47] This is a personal observation based on 22 years of service. There are very few women of Senior rank (NCM or Officer) who have families. There is even less of an attempt to showcase these women to demonstrate that it is possible to have both.

[48] Reserves 2000, np.

There are both advantages and disadvantages to this approach. On the positive side, it ensures a consistent and professional message. It also provides equal opportunities for all Canadians to be exposed to the same message and consider a career in the CF. Standardized message content does not, however, take into account local conditions such as labour market or civic events which could be used to augment the standard message content. Similarly, it does not provide the flexibility for a national or local campaign specifically targeted at women.

The CF recruiting message is generally supportive of gender integration but could go further to attract women by illustrating the compatibility of military and family life. Other organizations have recognized this aspect and incorporated it into their recruiting strategies. The Norwegian military, for example, is currently facing the challenge of increasing the percentage of serving women from 6.2% (2005) to 15% by 2008, in a declining demographic similar to what exists in Canada. They recognize that creating and communicating a "…compatible family policy is a criterion for success."[49] Large civilian organizations, such as IBM, Hewlett-Packard, and General Mills are doing the same. All three are in the top ten family-friendly companies for 2005, a distinction awarded annually by "Working Mothers Magazine." All three use this honour in their recruiting message aimed at attracting women.[50] D&T, a company previously mentioned, highly values the recognition it gains from awards such as one of the 100 best companies for working mothers. They laud the award in news releases and on their web site to emphasize their commitment to work/life balance and to attract women.[51] With this level of

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[49] NATO, "Norway - National Report 2005," Committee on Women in NATO Forces. Available from http://www.nato.int/ims/2005/win/national_reports/norway.pdf; Internet; accessed 16 March 2006, np.

[50] See the individual company web sites at the following addresses. Available from
http://www.generalmills.com/corporate/commitment/awards.aspx
http://www.hp.com/hpinfo/newsroom/awards/#relations
http://www-306.ibm.com/employment/us/diverse/awards.shtml#women; Internet; accessed 16 March 2006, np.

emphasis from other organizations, the CF should recognize the importance of incorporating family balance into recruiting messages aimed to attract women.

The CF has made progress in refining a recruiting strategy that promotes diversity, specifically the enrolment of women. Further refinement is necessary, however, and outside organizations can be studied to incorporate best practices. As a target audience, women have been included in an umbrella-like approach that ensures recruiting messages and methods are received by a wide demographic audience. More effort has to be made to attract women by specific targeting, using innovative methods, and developing appealing messages. Women can be specifically targeted by a well though-out process that involves the development of a strategic recruiting plan, the creation of outreach programs, and the encouragement of advocacy committees. The Canadian population needs to be told that the CF is interested in women, and is a place where women will enjoy working. Next, recruiting methods need to evolve to specifically attract women. Placing advertisements in places frequented by women, approaching women with non-traditional interests, and conducting national women-only campaigns would all assist in passing the message to women. Finally, the recruiting message needs refinement in order to include examples of work-life balance and family policies appealing to women.

The CF climate is currently supportive of these types of initiative as there is a growing recognition that personnel levels cannot be sustained without a radically different approach. The CDS recognizes that the ongoing campaign to transform the CF cannot succeed without manpower. General Hillier has therefore "… pledged the full support of the CF senior leadership and has directed the development of measures to harness the full recruiting potential of the entire

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[51] Deloitte, np.

CF.[52] This needs to result in a more professional, coordinated approach with integrated

strategies to specifically attract women to the CF.

> *I think my boss made a pass at me tonight. He tried to hold my hand in*
> *the jeep right in front of the driver. I don't know whether to be mad or*
> *disappointed with him – I thought I got this job because of competence.*

CHAPTER THREE – EMPLOYMENT

Employment policies are a critical part of gender integration. Advances in recruiting will

succeed in attracting more women to the CF. Nonetheless, these women will not stay unless the

CF concentrates on "…improving conditions and rectifying problems that will lead to better

retention…."[53] To accomplish this goal, it is essential to first, identify what these conditions and

problems are for women, and second, find progressive ways of dealing with them. Looking at

the reasons that women leave the military will assist in identifying which issues should be

addressed.

A DND study in 1995 analyzed the career progression of female NCMs and found that

> [H]istorically, the employment of women in the Canadian Forces (CF) was
> limited by such restrictions as enrolment in exclusively non-combat roles,
> recruitment of only single women and the requirement to resign if they
> became pregnant. However, within the last 20 years, progressive policy
> changes have had a positive effect on encouraging women to select a broader
> career within the CF.[54]

As mentioned, employment policies can be divided into formal regulations and informal

practices. Even since this 1995 report, formal employment policies affecting women have

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[52] Brown, np.

[53] Christopher Ankerson and Losel Tethong, "Birds in the Hand: The Need for a Retention Based Strategy for the CF," Canadian Military Journal, September, 2001, 44.

[54] P.R.S. Bender, L. Tanner and S. Tseng, "A preliminary analysis of career progression of female NCMs" (Ottawa, Canada: Department of National Defence, May 1995), 1.

improved to the point where they are generally recognized as being fair and supportive of women. These formal policies must continue to evolve in order to reflect the changing needs of the workforce, particularly working women. Some of the CF's formal policies, such as pay and benefits, affect women and men equally. Other policies, such as parental, family assistance and daycare, have a greater impact on the person with the principal responsibility for the family – in most cases, the woman.[55] These formal policies will be scrutinized under the heading of work-life balance in order to determine areas for improvement. The CF formal policies on work-life balance will be compared to other militaries and civilian organizations to identify best practices for the future.

Informal practices cannot be overlooked. While written policies on job assignment may be equitable, subtle prejudices or preferences may influence actual job assignment. In another area, formal policies on harassment are comprehensive and clear, yet harassment continues in practice. Specific examples of these practices, the impact, and solutions to correct them demonstrate that informal practices can only be overcome with dedicated effort and leadership support. Overall, if the CF can identify employment policies that are dissatisfiers for women, and develop strategies to minimize or eliminate them, they will improve gender integration and the retention of women.

Why Women Leave the CF

A series of studies and reports have been prepared dealing with CF attrition. Dr Canto and Dr Kelloway authored a 2001 report entitled "Comprehensive Analysis of Canadian Forces Attrition Data" examining reasons that people leave the CF. Prior to this, two separate studies

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[55] Irene Padavic and Barbara Reskin, <u>Women and Men at Work</u> (Thousand Oaks, California: Pine Forge Press, 2002), 161. According to a 2001 study, women spend an average of 11.5 hours on household tasks while men spend an average of 6.9 hours on these same tasks.

examined the specific reasons that women leave the military. In 1994, Karen Davis wrote "Organizational Environment and Turnover: Understanding Women's Exit from the Canadian Forces." This report was followed in 1998 by Lieutenant-Colonel Patricia Brennan's "Storming the Ramparts: Employment Equity and the Military." These reports contain valuable insight into why members, and specifically women, leave the CF.

To commence with the general attrition data, Drs Canto and Kelloway offer the following top ten reasons for leaving the CF: [56]

Table 3 - Reasons why people leave the CF

REASON GIVEN	PERCENTAGE
Avoid family separation	16.0
Back to school	15.5
Want more challenging work	14.9
Increased family stability (establishing roots in a community)	13.1
Capitalize on pension	12.5
Better paying job	11.0
Too much time away from home	10.7
Offered a civilian job with more responsibility	10.4
Unlikely to be promoted	6.3
CF career conflicts with spouse's career	4.6

Women cite some of the same reasons with important differences. In her three-year review of 'Canadian Forces Attrition Information Questionnaires', Brennan found the following top five reasons:[57]

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[56] Dr. Victor Canto and Dr. E. Kevin Kelloway, "Comprehensive Analysis of Canadian Forces Attrition Data, 1988-1999" (Ottawa: National Defence Headquarters, 2001), 119.

[57] Lieutenant-Colonel Patricia Brennan, "Storming the Ramparts: Employment Equity and the Military," Cited in Maj Donald Albert's "Flexible Employment: An Approach to Increase the retention of Women in the Canadian Forces" (Toronto, Ontario: Canadian Forces College, 29 April 1999), 8.

Table 4 - Reasons why women leave the CF

REASONS GIVEN (May be more than one)	PERCENTAGE
Family separation	27.4
Return to school	25.4
Stay home and raise a family	19.9
More challenging work	18.4
Conflict with spouse's career	18.4

The three reasons highlighted in bold illustrate the significant impact that family responsibilities have on women's decisions to leave the CF. Although two of the reasons are also cited by men, they are far less significant (Family separation was named by 16 % of men and over 27% of women and career conflicts cited by 4.6% of men and 18.4% of women). Of note is that almost 20% of women stated they left the CF to stay home and raise a family - a factor that was not among the top 10 reasons offered by departing men. This data supports the idea that women continue to bear more responsibility for family and that family-friendly policies are essential for the retention of women. A review of a series of work-life balance issues in the CF will assist in identifying the specific policies that need to be changed to improve retention of women.

Work-Life Balance in the CF

> Work-life balance is not something that just happens. It involves the efforts of a number of partners: the employee, the organization for which the employee works, the family with whom the employee lives, and the society in which all are embedded. It involves mutual understanding and respect between all of these players.[58]

The CF, as a reflection of Canadian society, faces common problems in the area of work-life balance. Canada's labour market is characterized by an aging workforce, shortages of skilled workers in specific sectors, and a majority of dual-worker families. These demographic factors

are accompanied by social and economic trends where companies compete for talent by offering flexible work arrangements and employees seek alternate arrangements to a 40 hour work week.[59] The current situation in the CF will be described and compared to other militaries and civilian organizations for the purpose of identifying areas of improvement.

The CF policies that should be considered include hours of work, terms of service (TOS), leave and family support programs. In the 2003 Work-Life Balance Study, CF members reported working 45 hours/week as opposed to 39 by DND civilians and 46 by Officers. DND members were asked whether they agreed with the following six statements regarding perceived support of work-life balance:

- Within DND, there are career limitations as a result of taking leave for family-related reasons.
- It is not acceptable to say no to working additional hours.
- Within DND, there are career limitations as a result of not working long hours.
- DND does not encourage the use of family-friendly policies.
- DND policies support family.
- DND supports Work-Life Balance.

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[58] HRSDC, "Voices of Canadians: Seeking Work-Life Balance," Available from http://www.hrsdc.gc.ca/asp/gateway.asp?hr=en/lp/spila/wlb/vcswlb/05table_of_contents.shtml&hs=wnc; Internet; accessed 16 March 2006, np.

[59] Ibid, np.

Perceived DND Support for Work -Life Balance
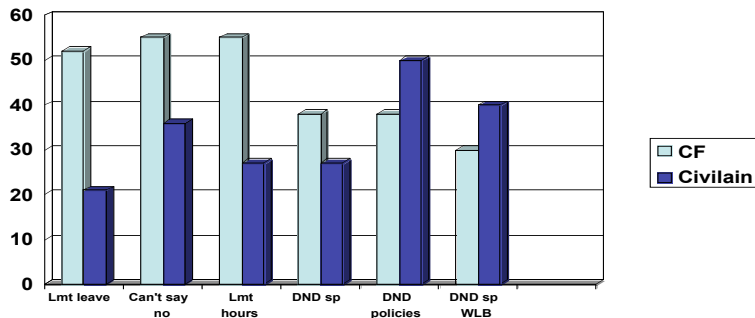
Figure 3 - Perceived DND support for Work-Life Balance[60]

Over half of CF members believe that their career will be limited if they do not work long hours,

or if they take leave for family purposes. Since women are more likely to bear family

responsibilities, they are more likely to suffer the career impacts. The CF must ensure that work-

life principals it supports on paper are supported throughout the chain of command in reality.

New TOS were introduced in May, 2005 in order to accommodate individual needs while

meeting operational demands. According to the CF Personnel Newsletter:

> These new TOS are designed to enhance the flexibility and adaptability of
> Regular Force service, to improve retention while at the same time ensuring
> the CF retain an attrition capability, and to support your expectations for
> career security.[61]

The new TOS offer engagement terms that vary according to trade and occupation. It is a

flexible structure with the ability to bypass intermediate engagement periods for long-term

service. The available engagement periods are as follows:

[60]Major C. Mombourquette, "The 5th Meeting of the ADM (HR-Mil) Human Resources Advisory Board: Work-Life Balance in the CF," (Ottawa, Ontario: ADM HR (Mil), January 2004), E-9.

a. Variable Initial Engagement (VIE) – This replaces the former Basic Engagement for non-commissioned members and the Short Engagement and Short-Service Engagement for Officers. Its terms vary from 3 to 9 years depending on trade or occupation.

b. Intermediate Engagement (IE25) – This replaces the old IE20 which terminated at 20 years with a contract to serve for 25 years. It helps address the CF attrition problem as well as member concerns for mid-life career stability.

c. Continuing Engagement (CE) – There is no limit to the length or number of CEs that may be offered. It can follow a VIE or an IE25.

d. Indefinite Period of Service (IPS) – This is similar to the old IPS in that members can serve beyond 20 or 25 years. Now, however, it can be offered after the VIE, CE, or IE25.[62]

While described as beneficial to both the member and the service, the latter appears to gain the most as the individual loses the ability to retire with a pension at 20 years. This runs counter to Generation X and Y predilections for a shorter-term focus. The new TOS do nothing to enhance the appeal of a military career for women.

Leave policy is another area that greatly impacts the desirability of a particular career for women. The Canadian Forces leave benefits include annual leave, maternity and parental leave, special leave, compassionate leave, short leave and leave without pay (LWOP). Annual leave constitutes 20 days of paid vacation for the first five years of service, 25 days for six – 27 years, and 30 days for 28 years of service or more. Official policy prevents the accumulation of leave except in very rare circumstances. Maternity and parental leave accord with Canadian government legislation. CF employees, both male and female receive salary top-up for the full period of parental leave. According to the recruiting web site,

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[61] Director General Military Careers, "New Terms of Service Now in Effect," Canadian Forces Personnel Newsletter. Issue 5/05, 18 May 2005. Available from http://www.dnd.ca/hr/cfpn/Engraph/5_05/5_05_tos_e.asp; Internet; accessed 20 March 2005, np.

[62] Ibid, np.

> [T]hese benefits support policies of: gender equity by encouraging both parents to share family responsibilities; and employment equity by encouraging the recruitment and retention of women.[63]

Special leave benefits are divided into community affairs and academic advancement. Up to 7 days can be granted for community service. Commanding Officers can grant up to 30 days leave annually to upgrade academic qualifications. Compassionate leave is available for "…urgent and exceptional personal reasons…" including death of a family member or a significant traumatic event. Short leave, in the amount of two days per month, can be awarded

> … to provide members with time away from their duties to compensate, in part, for long hours worked during extended periods of operations or training, for working on normal days of rest, or to conduct urgent personal business or as a reward for exemplary work.[64]

The CF can definitely be applauded for their generous annual leave provisions, progressive maternity and parental benefits, and flexible approach to special, compassionate and short leave. These generous benefits must be advertised and exploited to attract and retain women.

The remainder of the leave policy, however, is not overly progressive or supportive of women's needs. LWOP is only granted if it is deemed to be in the best interests of the CF, and must be approved by the CDS for periods exceeding 30 days. While many other militaries and civilian organizations use LWOP to allow women (and in some cases men) to leave work for extended periods to raise their families; the CF has been reluctant to take this route. This reluctance likely stems from the fact that until quite recently the CF was divesting of personnel; this renders policies designed to retain people counter-productive. The LWOP policy needs to be reevaluated in today's environment to determine its potential as a retention tool. Although

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[63] Canadian Forces Recruiting, np.

[64] Canadian Forces Support Unit Ottawa, "Standing Orders," Available from http://www.cfsuo.forces.gc.ca/csss/so/SOCH2_e.asp; Internet; accessed 12 March 2006, np.

nothing in the formal policy expressly prohibits LWOP for this purpose, the generic guidelines

do not encourage it either. The following are the considerations prior to granting LWOP:[65]

LWOP Considerations

- Reason for LWOP

- Impact on CF

- Alternatives
- Rank, performance and conduct of the member
- Ability to recall the member to duty during LWOP

- LWOP counting for promotion purposes
- Obligatory service

- Spousal accompaniment, education, family reasons?
- Can the CF lose the member for the period of LWOP?
- Can another solution (posting, compassionate) solve issue?
- Does CF want to retain member?
- Is member in a location/ willing and trained for a recall?
- Would member retain trained status?
- Does the member owe obligatory service?

Figure 4 - LWOP Considerations

LWOP requests for spousal accompaniment have been favourably received. To date, however,

LWOP has not been awarded for the purpose of family care. LWOP for this purpose could be

seen as not meeting the above criteria in that it would have a negative impact on the CF (short

term), the requirement can be met by an alternative method – release, and the benefit would be

requested by many individuals on obligatory service. From a strictly short-term perspective,

allowing LWOP for family reasons may impact negatively on the CF. The introduction of this

type of policy, however, would reduce the 20% percent of women leaving the military to raise

families and should receive serious consideration.

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[65] Ibid, np.

Family support programs have received considerable attention in recent years but still have room for improvement. The Director of Military Family Services (DMFS) is responsible "…(T)o promote and facilitate community-based military family services that strengthen Canadian Forces families and communities…."[66] To this end, they sponsor and coordinate a wide variety of issues from amenities programs for deployed soldiers, to fitness and recreational programs for CF members and their families, to family care assistance.[67] The strength of the CF approach lies in the fact that there is a focused strategy to deal with family-related issues and a central point of contact/responsibility for family programs. Despite this advantage, the policies themselves are not generally well thought-out, and are restrictive, and selectively applied, especially in the realm of family care.

All CF members are required to have a Family Care Plan (form DND 2267) completed and filed with their local support unit. This plan should detail the member's arrangements for family care in the event of an emergency callout. Military counselors are available to assist with the plan as necessary. For their part, the CF has introduced two new benefits to assist in emergency family care –Emergency Childcare Services (ECS), and Family Care Assistance (FCA). ECS involves a list of emergency care providers who are available to assist military families in the case of short or long-term deployments, or illness of primary caregivers. The CF provides funding for up to 72 hours of care. Family Care Assistance is available to single-parent families or service couples where their absence for service requirements increases the cost of family care. Although a positive idea, this policy is restrictive and administratively cumbersome.

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[66] Director Military Family Services Website. Available from http://www.cfpsa.com/en/psp/dmfs/about.asp; Internet; accessed 10 March 2005, np.

[67] Director of Military Family Services, "Military Family Services Brochure," Available from http://www.cfpsa.com/en/psp/dmfs/pdfs/Brochure_e.pdf; Internet; accessed 10 March 2006, np.

The policy provides for a fixed sum per family, per day, regardless of the number of dependants, or the actual costs of care. In addition, the benefit distinguishes between care provided by a family member or professional Nanny (reimbursed at $25 per day) and an outside caregiver agency (reimbursed at $75 per day).   This has the impact of encouraging families to seek a less family-friendly alternative in outside childcare over the more comfortable family-member option. More thought needs to go into policy development and the impact of policy decisions on families in order to influence the 47% of women who leave the CF for family-care related reasons. If women perceive policies to be cumbersome, impractical, or not in the interest of families, they will be more likely to leave the military. If the CF wishes to retain women and move towards gender targets, more attention is needed to family policies.

Work-Life Balance in Other Organizations

The CF has recently given some attention to work-life balance. How do these efforts compare with other organizations and militaries? Is there more that the CF can or should do in this area?

The work-life area of study is very topical and most countries are considering legislation to address family balance. The findings of a 2004 Human Resources and Skills Development Canada study are summarized in the proceeding table:[68]

Table 5 - Work-Life Balance - Country Comparison

Country	Statistics	Impact on women
UK	69% consider work-life balance in choosing a job 46% or workers chose flex hours as most important job benefit	
Australia	Increase in working hours in 1995 led to decline in satisfaction of	57% of employed mothers work part-time

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[68] Sheri Todd, "Improving Work Life balance: What Are Other Countries Doing?" (Ottawa, Ontario: Human Resources and Skills Development Canada, 2004), 11-15.

	27%	33% cite childcare as responsible
	26% would prefer reduced hours	for missed work
	43% of women would prefer reduced hours	
US	63% would like to see a reduction in working hours	% of mothers wanting increased job responsibility decreased from 50% to 41% (1992-1997)

In response to these findings, each country has introduced deliberate measures aimed at reducing the problem. The UK, for example, enacted legislation in 2003 to assist parents with young children. The legislation gives employees the right to request flexible work arrangements, and mandates employers to consider these requests. The Government of Australia has developed and published a guide to assist organizations in evaluating and improving their work-life balance. The US has recently started to show increased concern with resolution 210 recognizing the link between work and personal life and its effect on productivity.

Progress within other militaries has also been noteworthy. The Australian Defence Force allows part-time regular force service and job sharing as service requirements permit. Similarly, the Belgium forces allow part-time and flexible working hours in addition to up to two years of leave. The Netherlands and Sweden also offer part-time work for family reasons and the former also permits re-entry upon release for up to two years.[69] Introduction of similar policies in the CF has the potential of increasing both recruitment and retention of women. A detailed study is needed on the net impact of flexible working hours, job sharing, and LWOP for family care to determine the best policy mix for the future of the CF. While other governments and militaries have accepted that work-life balance is an important issue requiring attention, the CF needs to recognize that "(B)ecause of the demands of military operations and the requirement for

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[69] Mombourquette, E-15.

unlimited responsibility…"[70] the CF has an even greater challenge and responsibility with regards to this issue.

Informal Policies in the CF

Like many other organizations, the CF has a number of informal policies or practices that run counter to their visible formal attempts to integrate women. While some of these informal practices result from common societal beliefs and perceptions, the CF should emulate the best diversity practices in other organizations in order to minimize the impact of informal policies on the retention of women.

A 1999 DND study entitled "Building Equity in a Diverse Canadian Forces" identifies a number of systematic barriers to the employment of women. Those resulting from informal policies and practices include unequal access to formal mentoring, less access than men to opportunities for advancement, non-supportive work environment, and lack of mixed-gender knowledge.[71] A greater understanding of barriers to gender integration can be gained from other organizations in order to provide possible solutions for the CF.

One such barrier is the lack of an official policy on mentoring in the CF. Some formal mentoring programs exist such as the Royal Canadian Military College practice of pairing new recruits with a senior cadet for moral support during the first year of military life. Of far greater importance, however, are the informal practices of appointing 'godfathers.' These 'godfathers' are normally Senior Officers within an occupation who track and guide the progress of their protégés. In the words of Colonel (retired) John Joly who acted in this capacity from 1988-1991, 'godfathers' are unofficially assigned

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[70] Mombourquette, 5.

> … to act on behalf of the regiment to manage the postings, career development, major corps selections and grooming of our officers and NCOs and soldiers in order to maintain the health and vitality of the regiment as a whole, the battalions in particular. And more importantly, [to manage] the individuals in their development so that in the longer term the regiment would not suffer any declines through mismanagement of the personnel assets....[72]

In practical terms, these 'godfathers' counsel their protégés on the appropriate courses to take and positions to apply for in order to fulfill all requirements for senior positions. As well, they advise senior leadership and career managers as to succession planning.

'Godfathers' and formal mentors do not have to be of the same gender. They usually, however, have common backgrounds and aspirations which lead to the relationship being forged. A lack of women in the senior ranks of the CF has prevented serving women from access to a mentor with common background and experiences. Now that these numbers are rising, policies should be enacted to formalize a mentoring program aimed at providing career guidance to women early in their careers. Such guidance would ensure that women did the correct assignments, and took the necessary courses in order to qualify for senior positions. A mentor also provides support and guidance on a wide range of professional and personal issues that may influence a member's desire to stay in the CF. Providing formal mentors to women will increase retention and help ensure career progression for women.

In general, women have less access than men to opportunities for promotion. Again, formal policies have been designed to specifically prevent this obstacle but informal practice results in inequities. The reasons for this, expressed by the Defence Management Needs

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[71] Canada, Department of National Defence, Building Equity in a Diverse Canadian Forces, 20 December 1999, A-9/62.

[72] Canada, Department of National Defence, "The Canadian Forces Personnel System," Report of the Somalia Commission of Inquiry Available from http://www.dnd.ca/somalia/vol1/v1c8e.htm; Internet; accessed 24 May 2002, np.

Assessment Project (DMNAP), include different expectations and exclusion from informal learning opportunities. Actual reasons go much deeper than this and can be at least partially attribable to sex segregation. Sex segregation refers to the difference in the distribution of men and women between occupations, tasks, and places of work. In the CF this is evidenced in the concentration of women in clerical positions versus technical and management positions, and in static, rather than operational jobs. Segregation according to gender is significant

> [B]ecause people's jobs place them in the status system, provide income, and confer prestige, segregating the sexes in different jobs contributes to women's lower pay and authority – at work, in their families and in society in general.[73]

Sex segregation is heavily influenced by the gatekeepers who control access to the jobs. In the CF, gatekeepers may include recruiting personnel, Commanding Officers, and career managers. Gatekeepers and people in general, tend to "…prefer others from their own group…."[74] As these individuals are predominately male, the potential exists for a subtle bias towards the selection of men for key jobs. One way to counter this bias is to have strict and unbiased selection criteria that leave little latitude for individual bias.

The bias implicit in sex segregation has an impact on opportunities for promotion. With men more likely to be in the top jobs, they are also more likely to be in charge of the organization's policies regarding work-life balance. They may not take women's needs adequately into consideration, hindering female retention and advancement. In the CF this was traditionally the case but it is being rectified as women slowly move into senior positions and provide input to employment policies. In general, although sex inequality in access to promotion

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[73] Padavic and Reskin, 58.

[74] Ibid, 79.

has decreased, certain groups of women continue to be disadvantaged. This includes women

with a college degree or more education, married women, and mothers of pre-schoolers.

Work environment, including discrimination and harassment are important factors in

achieving diversity. In terms of formal policies, the CF released a new Harassment Prevention

and Resolution Policy (contained in DAOD 5012-0) in January 2001. In general, the policy is

one of "zero tolerance" and states that

> The Department of National Defence (DND) and the Canadian Forces (CF)
> are committed to providing a harassment-free workplace — one that
> promotes teamwork, mutual respect and fairness for all.[75]

This policy, however, does not eradicate the attitudes and behaviours that negatively influence

the work environment. The DMNAP study describes the attitudes and behaviours that need to be

overcome in order to further the cause of gender integration.   The DMNAP study identified

six barriers to a harassment-free workplace. The first barrier is that mutual respect is not

perceived as a key value within the Defence Team. Civilian personnel do not trust military

members (and vice versa), operators do not trust support personnel, and men do not trust women.

Secondly, CF personnel still experience harassment and CF women in particular still find

harassment a major problem. CF personnel are also afraid to complain about this harassment;

this reluctance to complain constitutes a third barrier. The most recent attempts to build

harassment awareness involve case studies in The Maple Leaf with a number offered to call and

discuss solutions. The latest case study questioned what a Warrant Officer (WO) should do if

advised by a civilian employee that she was being harassed by her boss. The civilian was

reluctant to make a formal complaint as the boss was close to promotion. One of the multiple

choices proffered as a solution was that the WO do nothing. Although clearly not the correct

answer, the fact that it was listed as a solution indicates that the CF still has room for improvement in the harassment/complaint domain. A fourth barrier is that women are not being heard and are still not fully accepted in the CF. This will only be overcome when there are sufficient numbers of women in senior ranks overseeing policy decisions. The last two barriers are related; the Defence Team culture is said to be unsupportive of different others, and there is a tendency within the Defence Team to stereotype members of designated groups.[76] Culture and stereotyping must be overcome for gender integration to progress.

The CF attempts to negate these attitudes through education, a formal complaint network, and a "no reprisals" policy. Unfortunately these measures are largely ineffective. The education program has degenerated to a half-hearted 30-minute briefing once per year. The formal complaint network is so time consuming and difficult that it discourages use. The "no reprisals" policy looks good on paper but has no real influence over the intangible effects of making a harassment complaint. In 1998, Maclean's exposed twenty-six unresolved cases of rape, assault and sexual harassment. At the time, the CDS General Baril, emphasized the responsibility of leadership in addressing these problems as well as the need to "…relearn the Code [of Service Discipline] and use the authority we have been given."[77] The real culprit for the inability to eliminate harassment is not knowledge of the rules and regulations, rather, it is the CF culture which creates an environment that is not conducive to inclusion. Policies of other organizations provide insight and an action plan for the CF.

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[75] Canada, Department of National Defence, "Canadian Forces Harassment Policy," January 2001. Available from http://www.forces.gc.ca/hr/harassment/engraph/home_e.asp; Internet; accessed 20 March 2006, np.

[76] Canada, Department of National Defence, "Building Equity in a Diverse Canadian Forces," A-60/62.
[77] Chris Madsen, Another Kind of Justice (Vancouver: UBC Press, 1999), 152.

Informal Policies in Other Organizations

The informal policies and harassment described as existing in the CF are representative of those found in many other militaries. The US has done extensive study in this area without making significant progress. Research is also available from smaller militaries who have met with greater success in positively influencing informal policies. Finally, government has spent great energy overcoming this type of problem and can offer insight based on their successes.

The American military has been subject to extensive media attention over a series of major harassment complaints including Tailhook and the Aberdeen Proving Grounds. The name 'Tailhook' has become synonymous in the US military with leadership breakdown, harassment and cover-up. It is the actual term for a civil-military Association who held conferences into the early 1990s. In 1991 this conference was the location for "…at least 90 indecent assaults… and a considerable amount of improper and indecent conduct."[78] The investigation into the causes of this significant disregard of laws and regulations found that Gulf War I had created a 'Top Gun' mentality (similar to the warrior culture described below) and that participants felt they could act "…free of normal restraints…" because the Tailhook event was "…an accepted part of a culture in some ways separate from the mainstream of the Armed Forces."[79] Flag and field grade officers were among those found at fault for the Tailhook travesty. The investigation blamed leadership and terminated future conferences but did little to alter unofficial practices as the series of scandals which followed demonstrated.

Only five years later the US Army was rocked with the Aberdeen proving grounds scandal where a number of training instructors were found to have harassed female trainees.

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[78] Office of the Inspector General, The Tailhook Report (St Martin's Press: New York, 1993), xi.

[79] Ibid 82.

Over 1,100 complaints led to 8 convictions and a complete review of the US Army training system and harassment policies.[80] The large number of complaints received could be perceived as a sign the system was working. Effective harassment policies, however, need to be based on awareness and prevention so incidents are isolated at best. The US military is a good example of an organization with ample official regulations that retains unofficial practices contrary to the integration of women. Canada should not follow this example.

Smaller militaries appear to have greater success in matching formal policies to informal practice. In the Norwegian military, there is a comprehensive strategy, directed from the top, to overcome informal practices. The Ministry of Defence (MOD), in co-operation with the Chief of Defence (CHOD), sponsors a Strategic Plan for Gender Equality in the Armed Forces with the objectives of: proficiency enhancement, marketing (recruitment), family policy, and real career opportunities at various stages. The Norwegian military also has an overarching sexual/gender harassment policy and a senior executive officer appointed to deal with women's issues, family related policies and gender equity. Women can participate in three different mentoring programs: for the civilian sector, for women in the Armed Forces, and for mixed gender mentoring within the Air Force. Early results of these programs show that they effectively encourage women to stay and compete for senior positions. The year 1999 saw the appointments of the first female Norwegian Minister of Defence and the first female Colonel – two significant milestones in having women in positions to make policies and be heard.[81]

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[80] "Sex Harassment Cases Move Forward in the Army," Washington, Associated Press, March 16, 1997. Available from http://scholar.lib.vt.edu/VA-news/VA-Pilot/issues/1997/vp970316/03160067.htm; Internet; accessed 6 March 2006, np.

[81] NATO, "Year in Review: Special Edition 2001," np.

The Royal Netherlands Armed Forces (RNAF) has also realized the importance of helping personnel cope with diversity. Since 2000 all courses have included lessons in ethics, managing diversity and dealing with undesirable behaviour so that all military personnel are exposed to these messages both during initial training and during follow-up and career training courses. In addition, Officers and NCOs get further, more detailed training on these topics.[82] This intense focus on ethics and diversity increases awareness and understanding of the barriers and opportunities to enhance gender integration.

Government has a leadership role to play in this area. The Government of the Province of Newfoundland has compiled a comprehensive sexual harassment policy that addresses both official and unofficial policies. Their policy comprises not only definitions and examples, but also a detailed harassment policy that can be adapted and used by any organization. In addition, they recognize the criticality of communicating the harassment policy. The web site for the Department of Justice contains a guide to creating a harassment policy in any organization. It cautions, however, that

> [D]eveloping an internal policy and procedure for dealing with harassment
> complaints will not be adequate to remove liability where harassment occurs.
> The employer must also ensure that employees and managers alike are aware
> of the policy and procedures.[83]

The responsibility of employers applies to the CF in that it must ensure that policies are clear, known, and understood.

Overall, the CF has effective formal policies in most areas but can benefit from improvements to these and informal practices to further the case of gender integration. Formal

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[82] Ibid, np.

policies include a wide variety of personnel regulations some of which affect men and women equally and some of which are of greater importance to women. The policies of greater importance to women comprise family-related policies summarized under the title 'work-life balance'. More difficult to address are informal practices such as sex segregation and harassment.

CF formal employment policies are largely supportive of women but could be improved in four specific areas. First, provisions for leave for family-care should be embedded in both the TOS and the LWOP policies. These policies should permit women (and men) to take leave for extended periods and return to careers in the CF. Second, a formal mentoring program for women should be introduced. This program might include both male and female mentors but some attempt should be made to show that it is possible, even at senior rank levels for a woman to have both a family and a military career. Third, family support programs must be completely reviewed to ensure they are fair and meet their objectives. The input of parents, including women of all rank levels should be solicited in this review. Finally, further studies should be undertaken to measure the impact of certain policies before determining their potential effectiveness for the CF. These areas of study include the impact of hours of work on CF families, and possible introduction of part-time work, flexible hours, and job-sharing.

Informal practices in the CF often undermine stated policies. These practices require review, and in some cases formal policies are needed to counter their effects. As a starting point, there must be a mechanism to measure the extent to which formal policies are respected and ensure compliance. This should be accompanied by access to progressive positions and strict and unbiased opportunities for promotion. Merit boards must be made aware of potential bias

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[83] Human Rights Commission, Province of Newfoundland and Labrador, "Policies and Procedures for

and given tools to deal with it. Another critical improvement is that diversity and harassment training must be made more robust and included on all CF courses. These policies must be communicated in such a way that the messages are present in the workplace on a daily basis. Finally, a single Point of Contact (POC) should be created for gender issues including family care, harassment and employment. This POC should be at the most senior levels and act as an advocate for gender integration. Implementation of these recommendations would benefit women in the CF and the organization as a whole.

Preventing Sexual Harassment in the Workplace," Available from
http://www.justice.gov.nl.ca/hrc/Publications/harasswork.htm#INTRODUCTION; Internet; accessed 6 March 2006.

Tonight was our first chance to socialize as Recruits. The boys had to wear jock straps over shorts and we girls had to wear our bras and panties over our gym gear. Then we had to watch a porn movie together.

CHAPTER FOUR - CULTURE

Culture has previously been defined as the personality of an organization. Naturally, many organizations deliberately seek to establish tight, cohesive cultures through training and socialization. Military organizations, including the CF, see the creation of a cohesive culture as essential for mission accomplishment. The CF has a well-articulated professional military ethos, published in the 2003 book <u>Duty With Honour: The Profession of Arms in Canada</u>. The application of this model is influenced by three trends. First, both the American Army, and increasingly the Canadian military define their cultures in terms of a warrior ethos – which may not be accepting of women. Second, Canadian society in general prefers the image of the CF peacekeeper and has a great reluctance to associate the CF with war fighting. Third, the existence of a model is a starting point but provides no assurance that it is followed. How then does the CF balance the distinct requirements of reflecting the larger society, supporting gender integration, and preserving the aspects of the warrior culture necessary in a fighting force? To respond to this complex question requires an examination of the current CF theoretical model, followed by a review of two main challenges: impact of the warrior ethos, and influence of societal trends.

Progress by civilian organizations and other militaries will be presented as lessons from which the CF can benefit. Other militaries have struggled with the same questions and some have made noteworthy progress in accommodating gender integration within the warrior ethos. Although civilian organizations do not generally have a requirement for a warrior ethos, they do

have important insights into effecting cultural change in a male-dominated environment. The goal of the CF and other militaries is to determine how they can "… maintain an intentional socialization regime – so as to optimize "requisite" group characteristics – in a way that brings other social and cultural groups into the mainstream by incorporating essential aspects of them.[84] The biggest challenge may lie not in the crafting of the defining ethos, but in inculcating a desired culture into an organization.

The CF Culture

Officially the CF culture is described in <u>Duty with Honour: The Professional of Arms in Canada</u>. The book describes a model where three traits – expertise, responsibility, and identity, are tied together by a military ethos. The military ethos is itself comprised of three aspects – member's beliefs and expectations, Canadian values, and the military values of courage, integrity, loyalty, and duty. The resulting ethos is to be sustained by leadership, policies and training and will govern the conduct of members, resulting in the performance of duty with honour.[85]

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[84] Franklin C. Pinch, "An Introduction to Challenge and Change in the Military: Gender and Diversity Issues," in <u>Challenge and Change in the Military: Gender and Diversity Issues</u> (Winnipeg: Wing Publishing Office, 2005), 3.

[85] Canada, Department of National Defence, <u>Duty With Honour: The Profession of Arms in Canada</u> (Kingston: Canadian Defence Academy, 2003), 8.
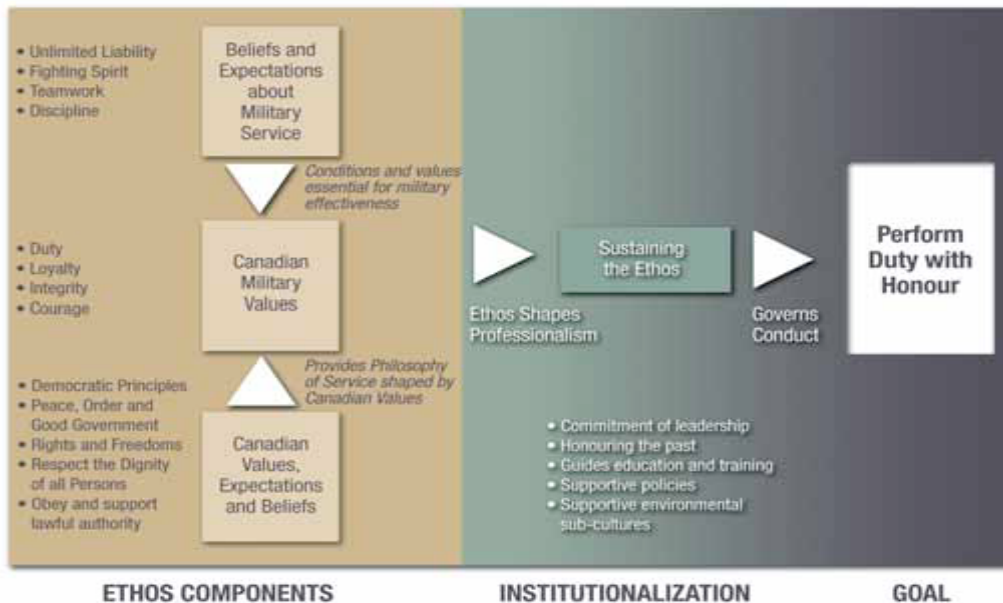
Figure 4 – The CF Professional Military Ethos

The publication is a first step in attempting to define the unique culture of the CF. It follows naturally from earlier work in this vein and emphasizes the 'profession of arms' and the important contribution of all members. Dr Charles Cotton expressed just such an ethos in the early 1980s which is stated in three parts:

> Having freely joined Canada's military community members of the Canadian Forces are expected to serve their nation with pride in its political, social, cultural and military institutions.
>
> [Canadian Forces members are expected to show] concern for the welfare and integrity of all citizens, both in and out of uniform.
>
> [Canadian Forces members are expected to show] commitment to place the performance of their military duties and the operational effectiveness Canadian Forces above their own concerns for selfless acceptance of the unlimited liability.[86]

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[86] Cotton, np.

These three aspects of Cotton's suggested definition are captured in the 2003 model.

In addition to being a natural extension of earlier work on the creation of a uniquely Canadian military ethos, the model is supportive of Canadian societal values and gender integration. Democratic principals, respect for law and authority, and order and governance are included in the 'Canadian values' portion of the model. It also includes rights and freedoms and respect for the dignity of all persons – clearly supporting gender integration. The model also refers to the more aggressive aspects of the military culture in the requirements for a fighting spirit, unlimited liability, and courage. The CF has a coherent statement of ethos and the 'profession of arms' in Canada. This statement, however, may be impacted by growing attention to a 'warrior' ethos and Canadian societal values. It may also be plagued by implementation problems.

The Warrior Ethos

The genesis for the warrior ideal in fighting forces comes from the US Marine Corps and has been adopted by the US Army. Although the 2005 CF "Army Climate and Culture Survey" does not use this term in the Canadian context, another 2005 publication, <u>Challenge and Change in Military: Gender and Diversity Issues</u>, recognizes that a warrior framework has taken hold in the CF. In an article entitled "Women in the Military: Facing the Warrior Framework," Davis and McKee find that

> … the real hurdle for women in participating fully in the military today has little to do with their physical and mental abilities but rather revolves around social and cultural issues characterizing a "warrior" framework.[87]

What exactly is this framework, and how does it blend with Canadian societal values?

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[87] Karen D. Davis and Brian McKee, "Women in the Military: Facing the Warrior Framework," in <u>Challenge and Change in the Military: Gender and Diversity Issues</u> (Winnipeg: Wing Publishing Office, 2005), 52.

There is significant ambiguity surrounding the adoption of the term "warrior" to encompass the personality of the profession of arms today. Ambiguity over the adoption of a "warrior" ethos in Western militaries starts with the fact that three definitions exist in Oxford – two of which are not suited to today's purposes. The first definition describes a warrior as a fighter "… of uncivilized peoples for whom the designation soldier would be inappropriate." The second definition captures the essence of a fighter "… of the ages celebrated in epic and romance." The final, and most acceptable definition states that a warrior is a professional "… whose occupation is warfare; a fighting man, whether soldier, sailor or airman."[88] The emphasis is on the fact that it is men who qualify as warriors, not women.

Another source of ambiguity is that the warrior ethos is not always used in the same context. On the one hand, it can be used to differentiate dedicated, professional soldiers serving with integrity, from careerists. Along this vein, the following depictions of a warrior are required reading for all American 1/7 NCOs:

> A person, experienced in warfare, who is more concerned about the physical condition and capabilities of himself, their soldiers, and their equipment than their office furniture, next power point presentation, modem capacity, and approval rating.
>
> A person who understands that their most important job is the one he has right now; not the one he might have in the future.[89]

On the other hand, the term can be used to differentiate the bulk of professional soldiers from those in the commando, paratrooper and modern Special Forces. This distinction separates the

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[88] The Compact Edition of the Oxford English Dictionary, Vol. II (Oxford: Oxford University Press, 1971), 120-121.

[89] "The Warrior Ethos: A Definition," Available from http://www.angelfire.com/realm2/apache/warriors_ethos.htm; Internet; accessed 6 March 2006, np.

"normal' soldier from the elite "warriors", but is a distinction that is becoming increasingly blurred. In an article in <u>Canadian Military Journal</u>, Captain St. Denis theorizes:

> No one serving today in the armies of Canada or the United States is any longer just a soldier. Increasingly, he or she is a 'warrior', a term overloaded with philosophical and behavioural connotations. [90]

He argues that the introduction of this type of ethos is undesirable, even unacceptable in Western Armed Forces. According to the definitions and ambiguities discussed, a warrior ethos can range from a benign distinction of being a professional soldier, to a way of isolating careerists, to a dedicated war fighter. It is this last model that is most likely to be seen as counter to the purpose of gender integration.

Backlash against careerism as well as current realities in Iraq and Afghanistan have resulted in increased attention to the warrior ethos. Professional soldiers in the CF seek to distinguish themselves from NDHQ, or desk "warriors." As well, over 2,000 Canadians are currently fighting in the War on Terror. The result is a tendency to depict a warrior ethos with very specific traits. The next logical question is - What are the attributes of this warrior? One description is provided in Judith Youngman's essay "The Warrior Ethic." She describes the warrior's characteristics as:

- the warrior fights because of the bonds he forms with comrades at arms, because of his superior physical and moral attributes;
- the warrior is driven by his aggressive nature, his proclivity to violence, and to prove his virility;
- the warrior rite of passage is marked by physical prowess, his 'will to kill', and his masculinity;
- for the warrior, combat is the measure of manhood and masculinity;

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[90] Captain Thomas St. Denis, "The Dangerous Appeal of the Warrior," <u>Canadian Military Journal</u>. Summer 2001, 35.

- the warrior is revered for his embodiment of virtue;
- the warrior fights, but he believes in and seeks to preserve a traditional social order.

There are positive aspects to the culture this describes - cohesion, a critical component of morale for fighting troops is ensured, virtue, or a sense of integrity, is present, and the notion of being society's protector is included. From a gender-integration perspective, however, this ethos can be perceived as exclusionary. The ethos emphasizes physical strength, an aggressive nature, and virility – all traits that are less common or not present in women. It also specifically equates combat with masculinity and manhood, clearly detrimental to creating an atmosphere where women are included. The challenge is to incorporate the positive aspects of a warrior ethos without creating a climate that is unaccepting of women.

The current CF model seems to do exactly that. It embodies the requirement of war fighting in positive terms like courage and fighting spirit. It deliberately avoids the use of terms that could be considered stereotypical male traits. Most importantly, it specifically addresses the requirement for inclusion. Supporters of an American-like warrior ethos may find the Canadian version lacking. The model, however, has sufficient built-in flexibility to be adapted to elite forces or units in combat by simply changing the emphasis. The model appears to meet the challenge of encompassing the positive aspects of a warrior ethos while supporting gender integration. The next challenge is to determine its compatibility with Canadian societal values today.

Canadian Ethos

Just as the military must reflect Canadian society, the military ethos must encompass

Canadian values and beliefs. Vincent Massey cautioned officer cadets at a military college in

1953:

> Remember always that you are to defend not only the soil of your country
> but the life of your civilization, and remember that your civilization has this
> great quality it can be defended only by those who understand it with their
> minds and adorn it with their conduct.[91]

It is not easy to identify a Canadian 'ethos' or one set of principals to which the entire Canadian

civilization prescribes. A majority of Canadians, however, would support the following very

general principals:

- preservation of national unity
- preservation of economic independence
- preservation of political independence
- preservation of generally accepted Canadian values, and
- preservation or promotion of Canadian culture.[92]

As to the generally accepted Canadian values, a survey by the National Post found those to be

belief in God (89%), high moral standards, a strong network of social programs, and

environmental preservation.[93] None of these general statements or values mentions a 'warrior'

mentality or any gender preference.

The latest direction from the Government of Canada to the military came in the form of

the 2005 Defence Policy Statement (DPS). It articulates the need for the Canadian military to be

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[91] Dr Charles A Cotton, "Military Leadership and Change in the 1990s," Available from http://www.cda-cdai.ca/library/cotton.htm; Internet; accessed 6 March 2006, np.

[92] "Canadian Nationalism," Available from http://en.wikipedia.org/wiki/Canadian_Nationalism; Internet; accessed 22 March 2006, np.

[93] The Dominion Institute, "The Canadian Values Study: A joint project of Innovative Research Group, the Dominion Institute and the National Post," September 28, 2005. Available from

tasked with "…defending our interests and promoting our values." It emphasizes as well that the nature of the current threat has changed and become far more dangerous. The DPS recognizes that:

> To operate in these dangerous missions, the Forces must first be combat-capable. Only then will they be able to call on their other skills, including the ability to work with local populations. This ability, which inspires and encourages locals to take a direct stake in establishing their own security and stability, makes the Canadian Forces a valuable and much-in-demand commodity overseas.[94]

This statement clearly puts the requirement to fight as the first priority of the CF but in a way that is not offensive to Canadians, or exclusive of women. It is clear that the Government requires that the CF assume multiple roles from war-fighter to peacemaker.

How can this more benign expectation of Canadian society be reconciled with the CF's need to build cohesion through the definition of a tight and supportive culture, and still remain supportive of gender integration? There does not have to be a disconnect between the three goals, the CF can preserve a professional military spirit while conforming to societal values and welcoming the participation of women. Canadian society will not give unconditional support to the CF, and it is society who ultimately determines appropriate funding levels and posture. To reconcile with Canadian society, the first thing that the CF must realize is that they are not the American military. There are three important distinctions between the Canadian and American forces that will result in two distinct cultural outcomes. The first distinction is that the overriding interest of Americans is to pursue national interests, while Canadians recognize that the international good may come before their national interests. This distinction leads Canadians

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http://www.innovativeresearch.ca/Canadian%20Values%20Study_Factum%20280905.pdf#search='Canadian%20values'; Internet; accessed on 6 March 2006, np.

[94] Canada, Government of Canada, "Defence Policy Statement," Available from http://www.forces.gc.ca/site/reports/dps/index_e.asp; Internet; accessed 27 February 2006, np.

to value international assistance rather than domination. A second distinction is that Americans believe their government should only provide what citizens cannot provide for themselves, whereas, Canadians believe in a government-provided social security net. Finally, Americans understand that the military's purpose is to fight and win wars, while Canadians are happy with a token force to guarantee a voice in international forums. What this means overall is that the war-fighting model acceptable in the US "…is intolerable under the soldier-diplomat human-security-force model adopted by Canada."[95]

Again, it would appear that the current CF model is capable of adapting as necessary to meet societal expectations. One third of the model is dedicated to the values and expectations of Canadians – and can be changed as these evolve with time. The flexibility afforded by the model also allows greater or less emphasis to be placed in this area as the situation dictates. It would appear that the CF has a model that promotes cohesion, includes Canadian values, and encourages gender integration. Information from other organizations refines the model and advises on its implementation and acceptance.

Ethos in Other Organizations

Other militaries have embraced aspects of a 'warrior ethos.' In the US, the debate continues over whether the 'warrior ethos' is a positive motivator, or an inhibitor to troops in combat. While web sites abound lamenting the civilianization of the American military, many have a distinct, anti-female, slant. In one such list a warrior is defined as "a person that understands women are to be protected from the enemy; not put in the foxhole to meet them," and "a person who understands the military cannot be a reflection of society or a social

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[95] Allen D. English, Understanding Military Culture: A Canadian Perspective (Montreal: McGill-Queen's University Press, 2004), 124.

experiment."[96] This statement is not the official message of the Army, which is of course

accepting of women. Confusion exists over whether these definitions come from dated

stereotypes or new realities, such as the war in Iraq

A more positive message is the one that was passed by General Shoomaker, Chief of

Staff of the American Army, to commemorate the 230th Birthday of the Institution. He reminds

those under his command that the warrior ethos says:

> I will always place the mission first
> I will never accept defeat
> I will never quit
> I will never leave a fallen comrade.

He goes on to remind his personnel, however, that this ethos is not just about fighting. It should

be embraced and followed in every soldier and Army civilian's personal and professional lives to

make them "…better husbands and wives, better parents, better daughters and sons, and better

citizens."[97] This statement seems to capture the positive aspects of the 'warrior ethos' without

the negative impact of creating an exclusionary climate. It never differentiates between the

sexes, and is supported by statements from the highest leadership that it should be applied

equally by all personnel.

The Australian Defence Force (ADF) struggles with similar semantics. Their 2000

Defence Paper includes the requirement to participate in a wide variety of complex peace

keeping and peace enforcement missions that are "…not to detract from the ADF's core function

of defending Australia from armed attack". [98] This dual configuration is best described as

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[96] "The Warrior Ethos: A Definition," np.

[97] Robin Burk, "Warrior Ethos," June 15, 2005. Available from
http://www.windsofchange.net/archives/007008.php; Internet; accessed 18 March 2006, np.

'structured for war but adapted for peace' and raises the problem of preserving a war-fighting mentality while preparing for very different missions.   Australia recognizes the extreme complexity of the realm of peace missions and that the war-fighter mentality is not always best suited to accomplishing these missions. The requirement is a mix – trained competent fighters as required who are flexible enough to adapt to other missions. This approach is gender inclusive in that women are valued on peace support operations where their presence "…tends to defuse confrontation and violence….."[99] Interestingly, the Australians have assessed that women are actually better suited than men to a variety of peacekeeping roles such as negotiation and dispute resolution. Militaries are not the only place where male-dominated cultures may rule. Certain civilian organizations share this experience.

Outside of military forces, culture continues to play a role in some industry sectors in creating an anti-female bias. In business, politics, and academia, women continue to be under-represented and the culprit, at least in part, is a culture described as "… demanding, high octane; the hours are long, the pressure for perpetual "edge' intense."[100] In addition, there are so-called tribal rituals including cigars after lunch, sporting events, pornographic emails and jokes aimed at women's competence that together serve to undermine the inclusion and advancement of women.[101] These established practices and biases can be changed given will and leadership. The widespread acceptance of women into non-traditional areas of the workforce during World

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[98] Dr Alan Dupont, "Transformation or Stagnation? Rethinking Australia's Defence," February 25, 2003. Available from http://www.defence.gov.au/rusi/State/act%20lectures%20dupont.htm; Internet; accessed 25 March 2006, np.

[99] Davis and McKee, 70.

[100] Anne Kingston, "Why Women Can't Get Ahead," Report on Business, December 2005, 58.

[101] Ibid, 63.

War II and the progressiveness in European countries are positive examples of cultural change where the necessity and the will for it exist.

A 2004 study by "Catalyst" provides the impetus for industries to change, and is of interest in building an inclusionary model for the CF. The study examined the financial performance of 350 Fortune 500 companies in relation to their policies on diversity. The surprising finding was that "… companies with the most gender diversity had a 35% higher return on equity and a 34% higher return to shareholders than companies with the least gender diversity."[102] The study takes a very common-sense approach to gender integration. It cites the increasing numbers of women in universities and the need to better understand customers as logical reasons to hire more women. From there, the study divides companies into two groups – gender diverse, and those that do not promote gender integration. The financial results speak for themselves. The study also makes the point that tokenism does not equate to integration. Placing unqualified or inexperienced women in jobs well beyond them does nothing to further integration and much to stall it. To realize the benefits of gender integration requires a sincere effort at refining employment policies and creating an accommodating culture. The Catalyst study concludes that:

> A company can't fix its bottom line by tossing a few women into the executive mix. But companies that achieve diversity tend to do many things right: They mentor people. They help employees balance work and family. They judge people on their merits, not by their golf swings.[103]

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[102] Susan Nielsen, "Fortune 500: Women Help Rake It In," Oregonian Publishing Company, 2004. Available from http://www.tolerance.org/news/article_tol.jsp?id=963; Internet; accessed 25 March 2006, np.

[103] Ibid, np.

Granting rewards based on merit promotes a satisfying work environment and opportunities for women and men to excel, to the benefit of the organization. Only by creating a culture that truly supports this type of work environment can a company hope to reap the financial rewards.

These brief glimpses at the effects of a warrior or anti-female culture on organizations illustrate that this type of culture is not in the best interest of the CF. In order to be reflective of Canadian society, meet national goals while preserving national values, and enhance the productivity of the organization, the CF needs to create and preserve an inclusive culture. The CF model is a starting point for building an ethos supportive of gender integration.

Cultural Acceptance

The CF Professional Military Ethos Model has been shown to include the positive aspects of the warrior ethos, reflect Canadian values, and support gender integration. The problem seems to be that it has not been embraced as CF culture. Three separate publications – <u>Challenge and Change in the Military: Gender and Diversity Issues</u>, <u>Military Ethos and Canadian Values in the 21st Century</u>, and <u>Understanding Military Culture: A Canadian Perspective</u> address this problem.

The first book is a collection of essays on a variety of gender and diversity topics. A recurring theme in the book is the cultural barriers to gender inclusiveness that are inherent in the CF.

> … [A]uthors of this volume have referred to the pervasiveness of the "combat masculine warrior model", 'warrior frameworks', and "warrior creep" that have limited women's roles and employment and military careers.[104]

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[104] Franklin Pinch, "Diversity: Conditions for an Adaptive, Inclusive Military," in <u>Challenge and Change in the Military: Gender and Diversity Issues</u> (Winnipeg: Wing Publishing Office, 2005), 187.

It concludes that diversity efforts in the CF fail due to the current composition of the leadership and implementation teams – largely white, Anglophone men. These people identify the problems, create the frameworks to address them, and implement the solutions. The real problem is not that this group fails at this task, rather that the group lacks the understanding and alternative solutions that a diverse group would offer. The editor, Franklin Pinch, states that substantial change is necessary before an inclusionary culture is a reality.

The second publication represents the empirical results and interpretations from two surveys on Army culture. Although not specifically targeted at gender issues, some interesting trends were identified in this domain. The surveys found distinct differences in values articulated along gender lines. These are captured in the table below:[105]

Table 6 - CF Values - Men and Women

Men	Women
Value conformity, order discipline and hierarchy	Value individual needs, open leadership and initiative
Stronger emphasis on duty, loyalty and courage	Stronger emphasis on integrity and ethics
More intolerance of people not like themselves	More sensitive to gender, diversity and flexible family arrangements

The report also found that men and women differed on the perceptions of the success of gender integration with men being more pessimistic than women. The report did not seek to identify reasons for these trends or ways to specifically address gender issues. It did, however, make several recommendations for dealing with overall trends in lack of commitment. Of note, one of the major recommendations was to increase focus on the CF Professional Military Ethos model presented earlier by including it in training programs at all levels.

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[105] Canada, Department of National Defence, Military Ethos and Canadian Values in the 21st Century (Ottawa: Director General Land Capability Development, 2005), 12-13.

The third source was sponsored by the Canadian Defence Academy and authored by Allan English in 2004. English attempts to define the CF ethos as he notes that "… the current CF Ethos Statement should be seen as an ideal or desired ethos to distinguish it from the ethos that may actually exist in the CF."[106] He cites civilianization, Americanization, and general confusion surrounding various cultural frameworks as the culprits for the lack of a common cultural identity.

This brief review demonstrates that three respected sources acknowledge that the current CF Professional military Ethos model is not widely accepted or exercised in the CF. The cause of gender integration cannot be served if the model in which it is based is not implemented. The best-crafted sentiment is meaningless unless it is introduced and enforced and becomes part of the personality of the organization. A possible solution to this problem is offered below.

Sue Guenter-Schlesinger, borrowing heavily from Steven Covey, offers a framework for cultural change and the advancement of gender integration in the military. She recommends three steps – developing an equal opportunity (EO) vision, developing an Equal Opportunity Action Plan, and developing a system of accountability.

The EO vision needs to be based on the expected outcome – a culture supportive of gender integration. In order to achieve this, senior leaders must understand the impact of harassment, have a good understanding of the status and climate pertaining to women in the military, and clearly define future goals. Only with this understanding is it possible to create "…an EO vision that is rooted in the outcome of fair treatment, understanding, sensitivity, and equal opportunity."[107] In terms of the CF this requirement means evaluating and understanding

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[106] English, 100.

the impact of recruitment, employment and culture on women and seeking ways to avoid

negative impacts. The subtle prejudices inherent in job and task assignment must give way to

selecting the best person for the job based on merit. The final result is a leadership-driven

mindset where true gender integration is achieved.

Step two is the development of an Action Plan. This Action Plan must include four

important aspects as a minimum. First, it must provide for a fair mechanism to handle

discrimination and harassment complaints. Establishing a fair process is more difficult than it

appears as women continue to be reluctant to use existing mechanisms due to fear of reprisals

and a feeling that nothing will be gained. Changing the mindset of the organization will assist in

giving "teeth" to the complaint system and reassure women that their concerns will be heard.

The next essential is that women receive career-enhancing opportunities. It is not acceptable for

a leader to send a male officer on a lengthy assignment out of a concern that a female peer may

encounter family difficulties. All personnel must be given the same opportunities and the best

person for the task selected. Third, women must be fully utilized and exposed to leadership

opportunities. They must receive the same jobs in order to qualify for the same courses, and be

offered the same development positions as men. Finally, a formal mentoring program needs to

be developed to instruct women on career choices and development in order to gain access to

senior positions. The presence of these enablers will assist in achieving full gender integration.

The third and final step in the EO process is to develop a mechanism to monitor the

results. A basic monitoring program measures three things – the number and resolution of

complaints, the progress towards specific, measurable goals described in the Action Plan, and a

reward system for leaders who embrace the program and contribute to its success. The bottom

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[107] Sue Guenter-Schlesinger, "Persistence of Sexual Harassment: The Impact of Military Culture on Policy

line in this three-step process is the creation of a culture where women feel "… valued, respected and fully utilized."[108] The related aspects of cultural definition and cultural change are vital to gender integration in the CF and a specific action plan will be offered along the lines described.

The CF needs to have a personality or culture that reflects the needs of the military organization and Canadian society. This culture must also support gender integration. The CF Professional Military Ethos Model describes a culture that meets these goals. Positive steps must be taken to introduce it and see that it is respected throughout the chain of command. Specifically, the CF needs to implement four steps. First, the CF must use the flexibility of the current CF Professional Military Ethos Model to emphasize positive warrior traits. The second recommendation, related to the first, is to use the flexibility inherent in the current model to embrace Canadian national values and incorporate them fully into an ethos that includes unlimited liability, service for the betterment of all, and equality. Third, this vision needs to be spread throughout the CF by an EO Action Plan. As a minimum, the Action Plan must include an enhanced Harassment Policy and enforcement mechanism, career-enhancing opportunities for women, increased utilization of women and exposure to leadership roles, and a formal mentoring program for women. Finally, the CF needs to measure successes and conduct regular review to identify areas for further improvement. These steps will change the CF culture – a change that is necessary if the cause of gender integration is to proceed. As a final note, the removal of harassment and discrimination and the promotion of an open "professional military" culture are not just benefits for women - they benefit all members of the CF and the organization itself.


Implementation," <u>Beyond Zero Tolerance: Discrimination in Military Culture</u> (New York: Rowman and Littlefield Publishers, Inc., 1999), 207.
[108] Ibid, 211.

Women will never be considered equal members of the team until they can do equal jobs. The Army gets its senior leaders from the combat arms branches; women are excluded from direct ground combat. The party line is that there are tremendous opportunities for women, and there are – if you want a secondary role… The only way to eliminate separate castes for men and women is to choose the best soldier for the job….[109]

CHAPTER FIVE – CONCLUSION
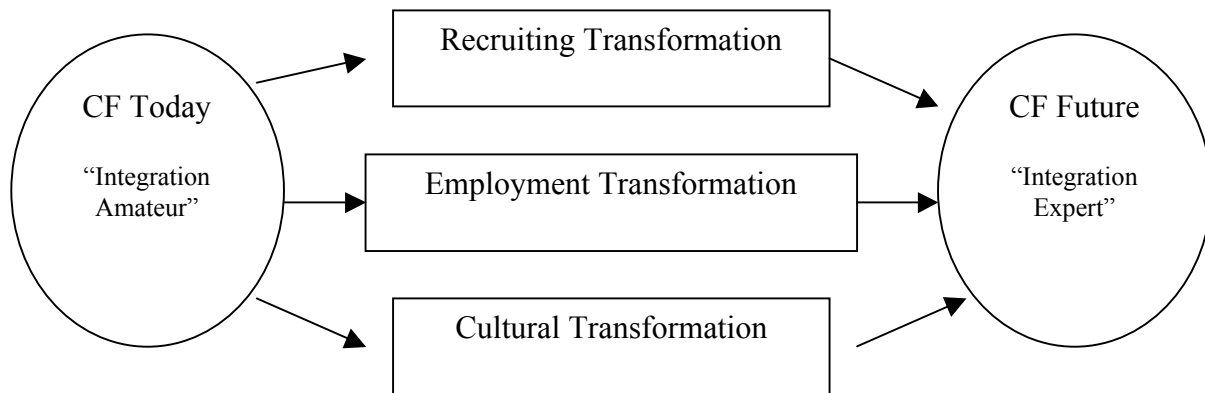
Figure 6 - The CF Gender Integration Transformation

The CF is at a crossroads. The 2005 policy papers – the International Policy Statement and the Defence Policy Statement – offer clear expectations and an achievable mandate. Minister of National Defence O'Connor and the CDS, General Hillier, are leading a transformation that will result in unprecedented levels of training and readiness. Yet, manning shortfalls threaten to prevent the CF from emerging from decades of neglect as a viable, performing institution. The manning shortfall is not going to be an easy problem to fix but is achievable if the CF focuses in the proper areas. One such area is gender integration.

The CF in 2006 is a progressive organization whose recruitment, employment policies, and culture are largely supportive of women. The CF, however, has stalled at an unacceptable

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[109] Ibid, 205.

percentage of only 16.7% women, well under the 25% goal. This under-representation means

that more can and must be done to attract and retain this cohort in order to assist in rectifying

manning shortfalls. Recently announced personnel increases and elevated recruiting targets

make recruiting women an opportunity and a necessity. The CF can no longer be satisfied with a

blasé approach to gender integration. It must make specific efforts in each of the three areas –

recruiting, employment, and culture, to make full gender integration a reality.

Recruiting Transformation
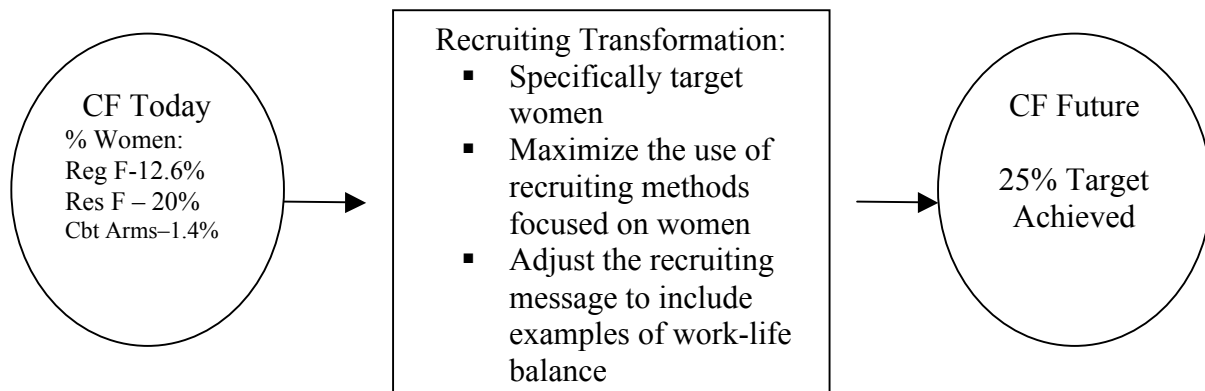
Figure 7 - The CF Recruitment Transformation

Recruitment is one area that requires attention in order to improve opportunities to attract

women. Three areas of recruiting require review and improvement – the target, the method, and

the message. When compared to other organizations, CF practices were found to lack innovation

and a specific focus on women. These deficiencies must be rectified in the creation and

implementation of a strategy for recruiting transformation.

The manning crisis in the CF is not new. Since 2000 the CF has been struggling with

ideas to improve recruiting and retention. Even in 2001 it was recognized that

> [t]he Canadian Forces is not alone in its current plight. However, while other armed forces recognize and identify the problems and their solutions, the CF is quickly plummeting past critical manning levels with no lifeline or sustainable plan in sight.   [110]

One of the opportunities that the CF failed to recognize was the potential to recruit more women. The logic behind this direction is clear – the population of Canada is comprised of more than 50% women. The CF has traditionally focused on recruiting men and the percentage of women in the Regular Force is only 12.6%. All CF trades and occupations are open for women and the official target was to achieve a population of 25% women by 1999. It seems obvious that this is an untapped, desirable talent bank, accessible to the CF with minor adjustments to message and method.

If the CF is to get serious about recruiting women, in a period of active, competitive recruiting, they need to make changes to their traditional recruiting methods. Rather than an adjunct to the principal campaign, women should be the target of a deliberate strategy to attract them to join the CF. This goal can be furthered through a variety of methods. E-recruiting should be maximized, placing banner ads on Internet sites frequented by women. Public forums where women are likely to congregate should likewise be exploited with posters and informational materials made available at women's gyms, university and community sports facility and shopping centres. Finally, the CF should sponsor 'Women in the military' job fares and participate in other women-only career events.
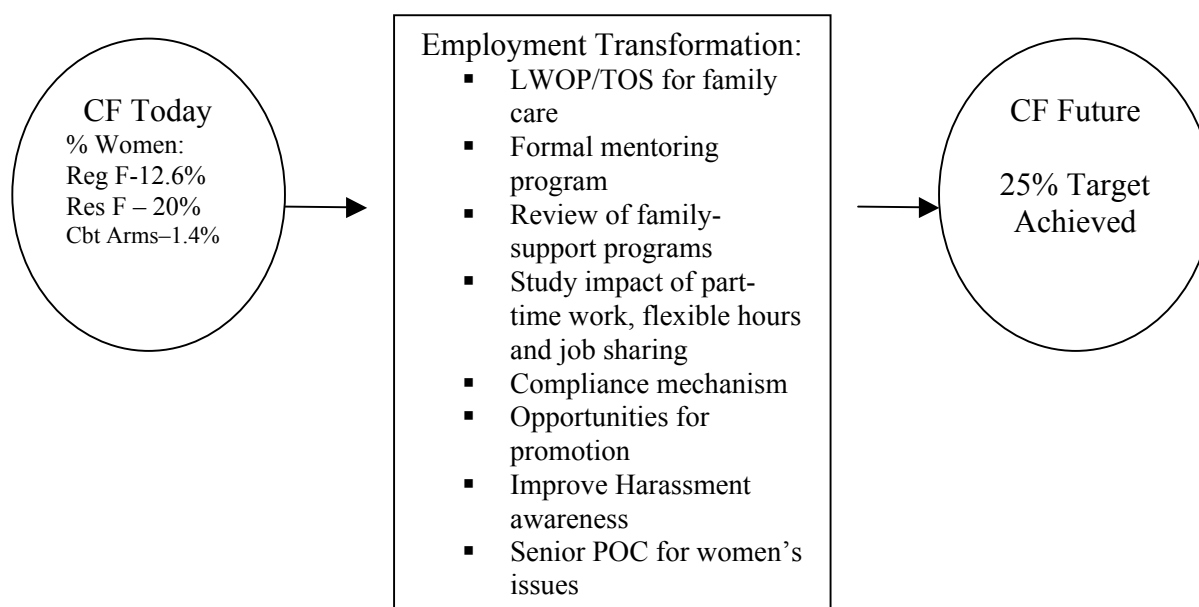
The message to be leveled at this distinct group needs to be refined. While existing slogans and information packages are not detrimental to attracting women, they need to include more information that is of specific interest to women. The most critical omissions in this regard

are clear information on family-related policies, and testimonials from serving women on the compatibility of military and family life.

Clearly, more can and must be done to attract women to the military. These specific suggestions are a starting point to improve the numbers of women entering the CF. Employment policies are the next important areas of consideration - not only will they influence decisions to enroll; they will determine retention and ultimately the success of gender integration in the CF.

Employment Transformation

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 _____                ┌──────────────────────────┐                _____
(          )             │ Employment Transformation:│             (          )
(  CF Today )            │  ▪ LWOP/TOS for family   │            ( CF Future )
( % Women:  )            │    care                  │            (           )
( Reg F-12.6%) ────►     │  ▪ Formal mentoring      │            ( 25% Target )
( Res F – 20%)           │    program               │  ────►     ( Achieved  )
( Cbt Arms–1.4%)         │  ▪ Review of family-     │            (           )
(          )             │    support programs      │             (_____)
 ‾‾‾‾‾‾‾‾                │  ▪ Study impact of part- │
                         │    time work, flexible hours│
                         │    and job sharing       │
                         │  ▪ Compliance mechanism  │
                         │  ▪ Opportunities for     │
                         │    promotion             │
                         │  ▪ Improve Harassment    │
                         │    awareness             │
                         │  ▪ Senior POC for women's│
                         │    issues                │
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Figure 8 - The CF Employment Transformation

Employment policies in the CF have evolved to accommodate and even promote issues of importance to women. The needs of society, and CF members, however, are constantly evolving and employment policies in the CF must evolve as well if the CF wishes to continue to attract and retain women. Within the CF, formal policies must continually be reviewed and

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[110] Ankerson and Tethong, "Birds in the Hand: The Need for a Retention Based Strategy for the CF," 43-
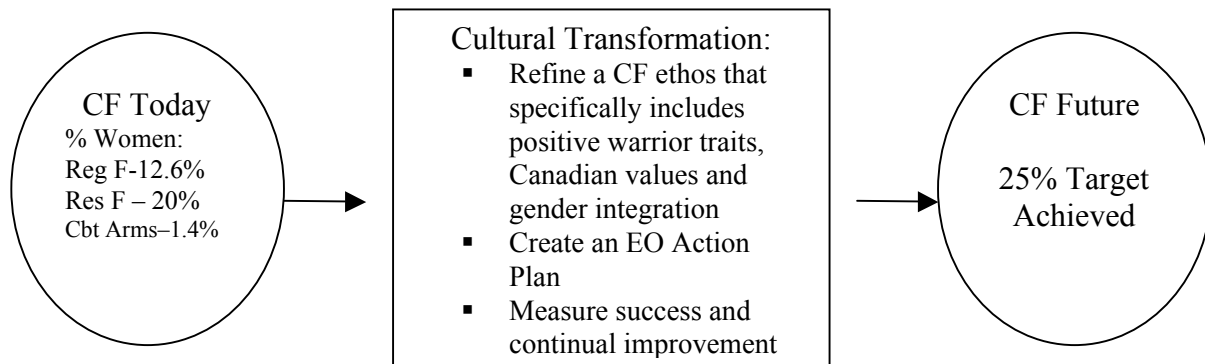
updated as necessary. As well, informal policies must be monitored, eradicated if they present a

negative impact, and formalized if they represent progress in terms of gender integration.

Reviewing and improving formal policies is the easy part. CF formal policies pertaining

to work-life balance can be compared to those of other organizations and areas for improvement

can be identified and implemented if warranted. Areas for improvement identified in this report

include TOS, LWOP, family-care policies and hours of work. Attrition surveys show that almost

half of departing women do so for family-related reasons. The CF continues to be reluctant,

however, to adapt TOS, LWOP policies, and working arrangements to provide more flexibility

for family care. Although many other militaries and numerous civilian organizations have found

part-time work, flexible hours, job sharing, and prolonged absences for family care to be

workable, even desirable options, the CF is recalcitrant in examining these alternatives. To

compete in the talent war, and hire and retain the best people, including women, the CF needs to

build more flexibility into its formal employment policies.

Informal policies and practices are more difficult to define and address. These deal with

the subtle, sometimes intangible biases that permeate an organization. In the CF informal

policies have had a negative impact on gender integration in several ways. Due to sex

segregation women have been concentrated in occupations with fewer opportunities for

advancement. As a result, women have not risen to the highest ranks where they could influence

the criteria and policies that determine advancement. As well, while the CF does not offer a

formal mentoring program for women, informal 'Godfathers' are most common in male-

dominated combat arms classifications so largely benefit men. More significantly, harassment

programs do not do enough to overcome sexual harassment in the workplace.

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These problems are not insurmountable, but deserve attention if true gender integration is to be achieved. A Senior POC for women's issues is the starting point for a host of improvement to current policies and practices. Harassment training has lost its impact and needs to be refocused and included on every CF course, with the content adjusted as required. A formal mentoring program for women should be supported to help ensure women have access to opportunities for promotion. Most importantly, CF leaders, and members at every level need to embrace the tenets of a fully gender integrated military. To accomplish this, formal and informal employment policy changes must be accompanied by a cultural transformation.

Cultural Transformation

CF Today
% Women:
Reg F-12.6%
Res F – 20%
Cbt Arms–1.4%

Cultural Transformation:
- Refine a CF ethos that specifically includes positive warrior traits, Canadian values and gender integration
- Create an EO Action Plan
- Measure success and continual improvement

CF Future

25% Target Achieved

Figure 9 - The CF Cultural Transformation

The CF has a well-articulated Professional Military Ethos Model that accomplishes multiple objectives. This model recognizes the need for aggressive traits to promote cohesion in war. It includes Canadian values as a tenet of a professional soldier. Finally, it promotes diversity and is supportive of gender integration. The model has the additional benefit of providing the flexibility to emphasize certain traits or aspects as the situation dictates. The critical flaw of the model is that it has not been embraced and widely applied. As such, it

reflects only what the CF culture should be, not what it is today. The CF culture today is influenced to varying degrees by the American warrior ethos and Canadian pacifist values. These are largely accounted for in the current model. The challenge is the widespread introduction and acceptance of the model.

Acceptance can only be achieved through a formal program such as an EO Action Plan. This approach involves leadership commitment and changing the mindset of every CF member to accept and embrace an ethos of gender inclusion. Recruiting must be changed, and employment policies adjusted, but the fabric of the CF has to support women in every job, all of the time. Once introduced, continual monitoring and revision will ensure the culture remains supportive of gender integration.

Today the CF has the motivation and could develop the ability to achieve the long overdue goal of gender integration. Motivation comes from the fact that the traditional cohort for recruitment is diminishing at the same time as personnel manning levels are increasing. Ability is based on a combination of recruitment, employment policies and culture. The recruitment and formal employment pieces are relatively straight forward and can be accomplished quickly. Culture, however, depends on changing the mindset of serving members in order that they truly embrace gender integration. Changing minds and hearts is essential in order for the CF to meet the manning challenges of the future and must be a primary focus in transformation efforts.

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