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CANADIAN FORCES COLLEGE / COLLÈGE DES FORCES CANADIENNES  
JCSP 33 / PCEMI 33

MASTER OF DEFENCE STUDIES

**Is There A Link Between Canadian Forces Recruiting, Diversity and Immigration?**

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Syndicate 1  
Term 3

23 April 2007

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**CONTENTS**

|  |     |
|--|-----|
| Table of Contents                                  | ii  |
| List of Figures                                    | iii |
| List of Tables                                     | iv  |
| Abstract   | v   |
| Introduction                                       | 1   |
| Chapter  |     |
| 1. Background                                      | 7   |
| 2. The Recruiting Pool                             | 30  |
| 3. Representation, Propensity and Other Approaches | 53  |
| Conclusion   | 91  |
| Bibliography                                       | 98  |

**List of Figures**

Figure 1.1 Numbers of members recruited and released 2001-2005

Figure 1.2 Distribution of Regular Force Population – 2005

Figure 1.3 Recruiting of Diverse Groups – 2001 to 2005

**List of Tables**

Table 2.1 Top 5 countries of origin of Immigrants to Canada

Table 2.2 New Permanent Residents to Canada, by Immigrant Category

## ABSTRACT

Globalization has transformed the world through the use of new technologies which rapidly transfer capital, goods, services and ideas from one country and continent to another. One of the outcomes has been a sharp increase in the scale and scope of international migration as the poor attempt to seek a better way of life. The Canadian government recently outlined a plan to expand the Canadian Forces (CF) by a total of 13,000 Regular and 10,000 Reserve personnel. At the same time, diversity has not only been mandated by law, it has become the social norm. The leadership of the CF recognizes that diversity is fundamental to the operational success of the organization. In fact, the Chief of Defence Staff is on record recently as saying so. However, is the CF doing enough to reflect the society it serves? If not, then what is being done to alleviate this imbalance through recruiting? The recruiting of visible minorities into the CF is the focus of this paper. Specifically, the aim is to examine the operational, legal and social imperatives to recruit ethnic minorities into the Regular Force. After conducting a study of the available recruiting pool and approaches from other organizations, conclusions are made that lead to recommendations on how to improve the ethnic make-up of the CF through recruiting. Key conclusions from this paper can be grouped into four areas: demography, new Canadians' propensity to serve, connecting to new Canadians, and joint inter-agency partnerships. The title of the paper asked if there was a link between CF recruiting, diversity and immigration. It is the author's contention that there most definitely is, and efforts to strengthen this link, particularly with the potential that new Canadians offer, will help. Finally, it is suggested that not only can new Canadians help the CF in its manning efforts but their enrolment will have second and third order effects like, but not limited to, increased operational capability, economic spin-offs, and increased social cohesion leading to better integration into Canada's growing population.

“Our population has to look at us and see themselves in us.”<sup>1</sup>

Chief of Defence Staff General Rick Hillier

## INTRODUCTION

### THE GLOBAL PERSPECTIVE

Globalization has transformed the world through the use of new technologies which rapidly transfer capital, goods, services and ideas from one country and continent to another. States, societies, economies and cultures in different regions of the world are, as a result, increasingly integrated and interdependent. While many are taking advantage of globalization to improve their livelihoods, others have suffered a decreased standard of living which has often led to conflict and a reduced level of human security. One of the outcomes has been a sharp increase in the scale and scope of international migration.<sup>2</sup> Many decide to search for new lands where they may increase their quality of life. As a result, western, industrialized countries are a destination of choice for both legal and illegal migrants. Furthermore, nations have elevated the issue to the top of their policy agendas in order to manage the trend as best as they can.

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<sup>1</sup>Quote attributed to General Rick Hillier as cited by Ray Crabbe, “Canada’s Culturally Correct Military,” *CDFAI Dispatch* 3, no. 3 (Fall 2005): np, <http://www.cdfai.org/newsletters/newslettersfall2005.htm#ARTICLE:%20Canada%92s%20Culturally%20Correct%20Military>; Internet, accessed 3 February 2007.

<sup>2</sup>Global Commission on International Migration, *Migration in an interconnected world: New directions for action*, (Geneva, SRO-Kundig, 2005): vii-1. Available at <http://gcim.org>; Internet, accessed 8 April 2007.

Diversity in the context of globalization and the resultant migration must be managed appropriately, particularly for those states that admit migrants from non-traditional source countries into their homogeneous homeland. For those that have multicultural or pluralistic domestic policies regarding ethnicity, diversity management is paramount to good governance. Similarly, managing diversity within the military structure of the aforementioned states is equally necessary as the armed forces must reflect the composition of society if the population is to have confidence in them. At the same time, the militaries of multiethnic states need to have a common vision that transcends the different identities of its members in order for them to perform cohesively and effectively.<sup>3</sup>

## **THE ROLE OF THE CANADIAN FORCES**

In April 2005 the Government of Canada released an international policy statement that espoused the key themes of diplomacy, defence, development and commerce, more commonly referred to as 3D+C. The Department of National Defence's (DND) accompanying document *A Role of Pride and Influence in the World: DEFENCE* describes the Canadian Forces' (CF) role in protecting Canada's values and interests at home and abroad. These values include a shared commitment to peace, order and good

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<sup>3</sup>Geneva Centre for the Democratic Control of Armed Forces, "Multiethnic Armed Forces," *Backgrounder: Security Sector Governance and Reform* (Geneva: DCAF, 2006): 1. Available at [http://www.dcaf.ch/\\_docs/bg\\_multi\\_ethnic\\_forces.pdf](http://www.dcaf.ch/_docs/bg_multi_ethnic_forces.pdf); Internet, accessed 8 April 2007.



government as well as the promotion of democracy, human rights and the rule of law.<sup>4</sup> To meet these needs, the government outlined a plan to expand the CF by some 5,000 Regular and 3,000 Reserve personnel.<sup>5</sup> With a change in government in 2006, the impetus to grow the military only became stronger. In fact, the Conservatives increased the goals to 13,000 and 10,000 respectively.<sup>6</sup> In neither instance, however, did the government in charge explain how it would recruit these people, nor did it provide any indication of how it would ensure that the right people were recruited.

## **RECRUITING, DIVERSITY AND IMMIGRATION**

Taking the recruitment issue for granted is no longer feasible in the current demographic climate. If the CF is to remain operationally effective in both its domestic and expeditionary roles, there is a need to focus its recruiting efforts to achieve the goals of a larger professional military. Given the changes to the landscape of Canadian demographics, the challenge of recruiting may not be an easy one. As discussed earlier, Canada most certainly qualifies as a non-homogenous, multiethnic state. Therefore, in order to continue to remain operational effective, the CF must ensure that it adequately reflects the diverse social fabric of Canadian society.

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<sup>4</sup>Department of Foreign Affairs and International Trade, *A Role of Pride and Influence in the World: OVERVIEW*, (Ottawa: Department of Foreign Affairs and International Trade, 2005), 4.

<sup>5</sup>Department of National Defence, *A Role of Pride and Influence in the World: DEFENCE*, (Ottawa: Department of National Defence, 2005), 3.

<sup>6</sup>Bea Vongdouangchanh, "Policy Briefing – Defence and National Security, 'New government wants Canada to be leader'," *The Hill Times*, 25 September 2006, 22.

Recruiting visible minorities<sup>7</sup> into the CF is the focus of this paper. Specifically, the aim is to examine both the legal and social imperatives to recruit such minorities into the Regular Force. After conducting a study of the available recruiting pool and approaches from other organizations, conclusions may be drawn that will lead to recommendations on how to improve the ethnic make-up of the CF through recruiting.

The population of the Regular component of the CF is approximately 54,000. The Minister of National Defence (MND) would like to raise that number to 75,000.<sup>8</sup> Changes to the recruiting system as a result of the 2002 Auditor General's Report on Military Recruiting has only seen minute increases in overall strength. The reasons for this are numerous and, arguably, complex. Factors such as a strong domestic economy, public apathy towards Canada's national interests, and public concern over Canada's role in the ongoing war on terror are but a few reasons affecting those that might normally seek employment in the CF. Another factor that is often ignored is demographics. Whether Canadians realize it or not, the face of their country is changing. After decades of growth thanks to the post-WWII baby boomers, the country is no longer increasing its population through internal means. Demographers refer to internal growth as 'natural increase' which is further defined as the number of births divided by the number of

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<sup>7</sup>Ethnic and visible minorities are used interchangeably in this paper. The Government of Canada, through the Employment Equity Act defines a visible minority as persons other than Aboriginal peoples who are non-Caucasian in race or non-white in colour. This category includes the following groups: Blacks, South Asians, Chinese, Koreans, Japanese, Southeast Asians, Filipinos, Arabs and West Asians, Latin Americans, and Pacific Islanders.

<sup>8</sup>Bea Vongdouangchanh, "Policy Briefing...", 22. Also see the Minister of National Defence's first public speech in office. Honourable Gordon J. O'Connor, P.C., M.P., Minister of National Defence, "Speaking Notes for the at the Conference of Defence Associations Institute Annual General Meeting," Minister's Speech 23 February 2006, [http://www.forces.gc.ca/site/newsroom/view\\_news\\_e.asp?id=1860](http://www.forces.gc.ca/site/newsroom/view_news_e.asp?id=1860); Internet, accessed 4 February 2007.

deaths.<sup>9</sup> Growth due to natural increase has been steadily declining since 1981 as the number of births decreases while the number of deaths increases. The net increase of population due to natural growth peaked in 1991 at 207,000 and has continued its downward trend to approximately 104,000 in 2004.<sup>10</sup> Conversely, growth due to immigration, or ‘migratory increase,’ now accounts for approximately two-thirds of the total population increase. Since 1981, the range of migratory increases has ranged between a high of 244,000 in 2001 and a low of 115,600 in 1986.

One can deduce from this that Canada’s population increase in the last twenty-five years is directly related to a more open immigration policy. To put Canada’s population increase in perspective, its growth rate is the second highest amongst G8 countries, exceeded only by the U.S. Of note, the U.S. continues to grow mainly from natural increase whereas Canada’s growth is from increased migration.<sup>11</sup>

Other than the numbers themselves, another significant factor is that these immigrants, or ‘new Canadians,’ are no longer coming from Europe. Instead, they are coming from Asia and the Middle East and are choosing to settle in the major urban centres of Toronto, Montreal and Vancouver. So significant is this change in demographics that by 2017 the ‘diverse’ make-up of our population will change from

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<sup>9</sup>Statistics Canada, *Report on the Demographic Situation in Canada – 2003 and 2004*, (Ottawa: Ministry of Industry, 2006): 114

<sup>10</sup>Statistics Canada, *Report on the Demographic Situation in Canada – 2003 and 2004*, 18.

<sup>11</sup>*Ibid.*, 13.

13% to approximately 21%.<sup>12</sup> One of the challenges this demographic projection will impose on the government of Canada is how will the bureaucracy best serve its people? For a healthy democracy to flourish, the government and its respective institutions must reflect its population. Right now, one of the key institutions of Canada, namely the CF, does not reflect the diversity of the nation it is sworn to protect. Unless action is taken soon, the problem will be exacerbated and could have serious, if not catastrophic, consequences in fulfilling both its domestic and international missions.

Even though the Minister of National Defence (MND) has stated that there is not a recruiting problem<sup>13</sup>, the Chief of Defence Staff (CDS) stated in February 2006<sup>14</sup> that the CF must be more creative in how it approaches the challenge of growing. Of note, the CDS also suggested that perhaps there was some untapped potential in recently arrived immigrants. Sadly, his comments were never repeated publicly. This paper will examine more closely the CDS' suggestion to look at alternative methods of attracting people, specifically new Canadians, to the CF.

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<sup>12</sup>Andrew Cardozo discusses the analysis of the 2001 census data on visible minorities. Department of Heritage and Multiculturalism, *Discussion Papers – Serving Canada's Multicultural Population for the Future – Policy Forum*, A Summary of Discussion Papers of a Policy Forum held in Ottawa 22-23 March 2005 (Gatineau: Multiculturalism and Human Rights Program, 2005): 41. Available from <http://www.multiculturalism.pch.gc.ca>; Internet, accessed 7 January 2007.

<sup>13</sup>The Honourable Gordon O'Connor, P.C., M.P., Minister of National Defence gave testimony to the Standing Committee on Defence and Security. See Canada, The Senate, Proceedings of the Standing Senate Committee on National Security and Defence, *Minutes of Proceedings and Evidence*, Issue 1. May 8, 2006. Available at [http://www.parl.gc.ca/39/1/parlbus/commbus/senate/Com-e/defe-e/01evb-e.htm?Language=E&Parl=39&Ses=1&comm\\_id=76](http://www.parl.gc.ca/39/1/parlbus/commbus/senate/Com-e/defe-e/01evb-e.htm?Language=E&Parl=39&Ses=1&comm_id=76); Internet; accessed 6 January 2007.

<sup>14</sup>CBC News Webpage, "Canadian Forces may recruit landed immigrants," CBC.ca article on 22 August 2006. <http://www.cbc.ca/canada/story/2006/08/21/landed-immigrants-military.html>; Internet; accessed 20 January 2007.

## CHAPTER 1 - BACKGROUND

### CURRENT POLICY

In accordance with the Department's Defence Plan, the Canadian Forces (CF) is committed to "putting people first," which includes increasing diversity and promoting inclusiveness amongst its personnel.<sup>15</sup> In 2002 the CF issued its overarching human resource policy, *Military HR Strategy 2020*, wherein the importance of its people was clearly articulated once again as key to its operational capability.<sup>16</sup> Further, the policy explained that "Canadian national experience has created citizens who endorse and support equal opportunity and who have great tolerance for diversity."<sup>17</sup> Under the sub-heading of strategy, the recruitment policy says that:

The CF will require the right number of motivated and qualified people to ensure integrity of operations on behalf of Canadian Society, and further recognizes that the active inclusion of a diverse representation of Canadians is an integrated component of this goal.<sup>18</sup>

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<sup>15</sup>Department of National Defence, VCDS, *National Defence 2002-2003 Report on Plans and Priorities*. np. Available from [http://www.vcds.forces.ca/dgsp/pubs/rep-pub/dfppc/dpg/intro\\_e.asp](http://www.vcds.forces.ca/dgsp/pubs/rep-pub/dfppc/dpg/intro_e.asp); Internet, accessed 19 January 2007.

<sup>16</sup>Department of National Defence, Chief of Staff ADM (HR-Mil), *Military HR Strategy 2020: Facing the People Challenges of the Future* (Ottawa: ADM (HR-Mil), 2002): 3. It should be noted that this policy document makes the link between the CF's values with Canada's values as enshrined in the Canadian Constitution and the Charter of Human Rights and Freedoms.

<sup>17</sup>Department of National Defence, Chief of Staff ADM (HR-Mil), *Military HR Strategy 2020*..., 3.

<sup>18</sup>*Ibid.*, 16.

Finally, under the strategy for action heading, the recruiting policy is quite specific in its last objective - focus on a diverse applicant pool.<sup>19</sup> Clearly, the strategic CF human resource outlook includes a diverse military; however, the questions that remain are how diverse is the force now and will it progress to the level that satisfies the test of operational effectiveness?

Hard ratios, particularly those that deal in percentages of a certain level of ethnicity in an organization, can be difficult to set and measure. Before delving into what the CF's diversity percentages should be, a discussion of the existing policy is required.

## **LEGAL IMPERATIVE**

The legal requirement to a diverse CF can be traced back to 1983 when a government of Canada initiated Affirmative Action Program was included in the *Financial Administration Act (FAA)*,<sup>20</sup> calling for the increased representation within federal institutions of designated groups such as women, Aboriginal peoples and persons with disabilities. Two years later, persons classified as visible minorities were also given designated group status and added to the law. Visible minorities are defined as "persons, other than aboriginal peoples, who are non-Caucasian in race or non-white in colour."<sup>21</sup> In 1986 the *Employment Equity Act* was introduced, followed shortly after by the

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<sup>19</sup>*Ibid.*, 22.

<sup>20</sup>Department of Justice Canada, *Financial Administration Act (1985)*. Available at <http://laws.justice.gc.ca/en/showtdm/cs/F-11>; Internet, accessed 6 January 2007.

<sup>21</sup>Department of Justice Canada, *Employment Equity Act (1995)*, Section 3. Available at <http://laws.justice.gc.ca/en/showtdm/cs/E-5.401>; Internet, accessed 6 January 2007.

*Canadian Multiculturalism Act*, both of which stated the requirement for public institutions to consider the employment of visible minorities.

### **Employment Equity (EE) Act**

The EE Act of 1986 was revised on 24 October 1996 and soon became a law with which all federally regulated public and private sector organizations had to comply.<sup>22</sup>

The CF was included in this law as of November 2002 when the Governor in Council approved the CF Employment Equity Regulations (CF EER) after consultation with the Minister of National Defence.<sup>23</sup> The CF EER recognized the special environment the Canadian military operates within and concluded that the EE Act needed to be modified to take into account the CF's operational effectiveness. That being said, the CF had to ensure that persons belonging to designated groups were treated equally in the workplace and not denied opportunities or benefits for reasons unrelated to ability. Designated Group Members (DGMs) fall into four categories and are defined as women, Aboriginal peoples, members of visible minorities and persons with disabilities. The focus of this paper will be on the DGMs known as visible minorities as they represent the largest segment of immigrants coming to Canada.

To meet the legal requirement of the EE Act, the CF must engage in the following five step process: Self-Identification (ID) Census, Workforce Analysis, Employment Systems Review, and Employment Equity Plan. The Self-ID census involves polling the

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<sup>22</sup>Department of National Defence. *Employment Equity and Diversity Management – One Team, Many Faces – A Tip Book for the Canadian Forces*. (Ottawa: Directorate of Military Gender Integration and Employment, 2003): 9.

<sup>23</sup>Department of National Defence, *CF Employment Equity Plan “Advancing on a Wide Front,”* (Ottawa: 2006), 6. Author received a draft copy from Major Pat Hurley, DHRD 3-9 on 30 March 2007.

entire CF population to determine the composition of the CF. This census was initiated in 2001 with a one-time survey. Subsequent surveys have been done on enrollment and periodically since 2001 in an effort to increase the response rate.<sup>24</sup> Members of the CF are not mandated to complete the survey but are “highly encouraged” to do so.

Workforce Analysis (WFA) refers to the ongoing requirement conduct statistical analysis related to the impact of recruiting, promotions and attrition on the demographics of the CF. The WFA attempts to relate DGM representation in all Military Occupation Groups (MOGs) with labour market availability (LMA). Due to the nature of military service, it is recognized that comparing civilian (i.e. National Occupation Classification (NOC)) and military data is difficult and in some cases impossible. However, it is accepted that numerical comparison is a useful tool so long as “the spirit of EE planning” is kept and the focus is not “totally on numerical compliance.”<sup>25</sup> The Employment Systems Review (ESR) is a consultative review of CF policies with all members as well as identification of any unintended barriers to the recruitment, employment or promotion of DGMs. Finally, the Employment Equity (EE) Plan is the consolidation of the previous three processes resulting in the CF strategy to address the issues that have been identified. The CF EE Plan is iterative and will be monitored and reviewed periodically to keep it current.<sup>26</sup>

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<sup>24</sup>DND, *CF Employment Equity Plan “Advancing on a Wide Front,”* 6.

<sup>25</sup>*Ibid.*, 7.

<sup>26</sup>DND, *EE and Diversity Leadership...*, 10.



## RECRUITING POLICY

### Department of National Defence Administrative Policy - Recruiting

The CF also has administrative policy that lays out recruiting requirements and production. The Defence Administrative Orders and Directives (DAODs) amplify guidance found in the Queen's Regulations and Orders (QR&Os). It should be noted that DAODs are Department-wide directives and are replacing Canadian Forces Administrative Orders (CFAOs) over several years. *DAOD 5002-0 Military Human Resource Requirements and Production* is a keystone policy document issued under the authority of the Chief of Military Personnel (CMP) but authored by the Director of Personnel Generation Policy (DPGP). DAOD 5002-0 states that "the CF recruits from the civilian workforce and develops the skills of selected serving CF members," and wants to position itself as "an employer of choice for applicants," while complying with government HR legislation and policies.<sup>27</sup> Nested under DAOD 5002-0 is *DAOD 5002-1 Enrolment – Regular Force* which was issued 16 June 2006 and supercedes CFAO 6-1 *Enrolment – Regular Force* and CFAO 9-12 *Regular Officer Training Plan*. DAOD 5002-1 amplifies the recruiting policy as follows:

The DND and the CF are committed to attracting, recruiting and selecting the best possible applicants for enrolment in the CF to carry out operations and complete other defence tasks. Part of the unique mandate of the CF is to recruit candidates who bring their aptitudes and abilities to learn, as well as develop various capabilities while on the job. It is also in the interest of the CF to attract skilled and semi-skilled applicants and previous members of the Regular or Reserve Force or of any other of Her Majesty's Forces. Selection of applicants for enrolment is competitive and is...in compliance with the Canadian Charter of Rights and Freedoms

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<sup>27</sup>Department of National Defence *DAOD 5002-0 Military Human Resource Requirements and Production*, np. ADM (Fin CS) Website; DND Intranet; accessed 10 March 2007.

and human resources related-legislation such as the Employment Equity Act...<sup>28</sup>

With regards to enrolment criteria, DAOD 5002-1 states that an applicant “must be a Canadian citizen or, under limited circumstances, a permanent resident” with a possible waiver that states:

subject to the national interest not being prejudiced and CF requirements and, with the approval of the Commander, Canadian Forces Recruiting Group (CFRG), an applicant who meets the requirements for military occupation,...and is a citizen of another country with permanent resident status in Canada (a landed immigrant) may be enrolled.<sup>29</sup>

Finally, the policy states that an applicant must be of good character, be able to attain enhanced reliability status in accordance with the National Defence Security Policy, and not have any outstanding obligations to the judicial system (i.e., a criminal record).<sup>30</sup>

### **Canadian Forces Recruiting Group – Recruiting Policy**

The Canadian Forces Recruiting Group (CFRG) is a formation that exists under the Chief of Military Personnel (CMP). Its headquarters are located in Borden, Ontario and up until February 2006 was commanded by a full Colonel. However, under *CF Transformation* the profile of CFRG has increased so that it is now commanded by a one star General officer, who is now located in National Defence Headquarters Ottawa.

CFRG has the authority to amplify the strategic policy contained in DAODs and QR&Os. To that end, Commander CFRG has issued policy called Recruiting Directives (RDs) since 2004. These RDs are located on the CFRG HQ Intranet website along with

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<sup>28</sup>DND, *DAOD 5002-1 Enrolment – Regular Force*.

<sup>29</sup>*Ibid.*

<sup>30</sup>*Ibid.*

links to recruiting plans and links to Canadian Forces General messages (CANFORGENs) that pertain to recruiting. Significant to this paper are RDs, in chronological order of release, *01/04 Processing of Non-Canadian Applicants*, *03/05 National Attractions Strategy*, *05/05 CF Self-Identification Form Administration*, and *18/06 Pre-Enrolment Security Clearance Pre-Assessment*.

Within RD 01/04 Processing of Non-Canadian Applicants, several key aspects of recruitment policy are explained. Within the background section of this RD it states that:

Foreign applicants who do not possess Canadian citizenship occasionally approach members of the CF in search of information on enrolling or transferring. Unfortunately, there are many stakeholders who are under the misconception that the CF is actively recruiting non-Canadian citizens from other militaries. This is not the case.<sup>31</sup>

It should be noted that RD 01/04 still refers to CFAO 6-1 which, as previously mentioned, has been superseded by DAOD 5002-1; however, it remains consistent with the fact that “in order to be eligible for enrolment in the Canadian Forces an applicant must be a Canadian citizen. In rare circumstances only, a waiver may be granted to citizens of other countries who hold permanent resident status in Canada.” However, the directive contradicts the new DAOD 5002-1 with regards to targeting members of other British Commonwealth militaries as noted above and in the reference below:

Being the citizen of a member nation of the British Commonwealth does not alter this requirement nor does being considered as qualified in the occupation being sought. This means that in order to be considered at all for processing, the applicant must be skilled or semi-skilled for a specific MOC [Military Occupation Classification] and hold permanent resident status in Canada.<sup>32</sup>

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<sup>31</sup>Department of National Defence, Commander CFRG, “Recruiting Directive 01/04 – Processing of Non-Canadian Applicants,” np. 5671-14 (Comd) 16 September 2004, CFRG Web Page, [http://borden.mil.ca/cfrg/english/directives\\_e.asp](http://borden.mil.ca/cfrg/english/directives_e.asp); Intranet; accessed 20 March 2007.

<sup>32</sup>DND, Commander CFRG, “Recruiting Directive 01/04...,” np.

Next, the RD outlines an eight step process to “make the process for non-Canadian applicants as simple as possible,” however, it cautions that the process “will take anywhere from one to two years to complete for the majority of applicants.”<sup>33</sup> Without going into detail on the complete eight step process, areas that will be discussed further are the documentation that non-Canadian citizens must submit with their applications, sponsor responsibilities, and security check requirements.

Prior to being considered for processing by CFRG, an applicant must produce a detailed resume that must cover the following:

- A description of the desired occupation;
- Full name;
- Date and place of birth;
- A complete list of countries of residence including dates;
- Present addresses of all immediate family members;
- Reasons for relocation to Canada;
- Date of arrival in Canada and when Permanent Residence Status was granted;
- Education, to include all institutions attended, grades completed, marks achieved and any trade or professional certifications achieved;
- Employment history; and
- A description of other pertinent activities (i.e. volunteer positions, community organizations, etc.).

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<sup>33</sup>*Ibid.*, np.

The information contained in this curriculum vitae is similar to the information Citizenship and Immigration Canada (CIC) requires for immigrants requesting permanent residence status.<sup>34</sup> The CFRG will determine as soon as possible if the occupation desired by the applicant is a distressed occupation. Distressed occupations are defined by the CFRG as those occupations that fail to attract sufficient Canadian applicants to fill the Strategic Intake Plan (SIP). If the CFRG determines that the above parameters have been met, the file is passed to the Branch Advisor (BA) or Managing Authority (MA) for approval.

If BAs or MAs believe that the applicant will fill a need for their responsible occupation, then they agree to be that applicant's sponsor. The significance of being a sponsor is that the BA or MA becomes the guarantor that the applicant will actively pursue citizenship within three years in accordance with the Immigration and Refugee Act. If the sponsor recommends acceptance, the Commander CFRG will issue a waiver of the citizenship requirements for enrolment to the applicant. This point is important for this paper's argument that the CF is prepared and willing to sponsor Permanent Residents if the need exists.

Finally, with a waiver in hand, the applicant must complete form TBS 330-23E/F which allows an Enhanced Reliability Check (ERC) to be conducted. This is a five-year background check in accordance with the National Defence Security Policy (NDSP). Next, Commander CFRG makes an assessment and if deemed suitable, he or she will grant Enhanced Reliability Status (ERS) to the applicant which entitles the applicant to continue with the process, which means a pre-enrolment Security Clearance Pre-

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<sup>34</sup>The policies surrounding citizenship and possible partnerships with CIC in processing new Canadians for CF requirements will be discussed later in this paper.

Assessment (SCPA). The SCPA includes a more lengthy 10 year background check conducted by the Canadian Security Intelligence Service (CSIS), which will either recommend a Waiver of the Citizenship Requirements for a Security Clearance (can be authorized by the CDS) or return the file with reservations noted. The RD notes that the SCPA will normally take anywhere from six months to over one year to complete.

In the conclusion of the RD it is noteworthy to highlight that the Commander CFRG felt it important to state the following:

It is important that all stakeholders and CFRG personnel remember that non-Canadian applicants are not an additional applicant pool that is available to provide quickly trained personnel to fill vacancies. It is to be used only as a last resort to provide **skilled personnel**, [emphasis in original] if and only if, there are an insufficient number of suitable Canadian applicants (skilled or unskilled) available to fill the intake requirements for a particular occupation.<sup>35</sup>

The discussion above illustrates the lengthy and bureaucratic process that is necessary to accept or decline a Permanent Resident that has expressed interest in joining the CF.

This is an area that needs to be examined to determine if it can be streamlined even further assuming that Permanent Residents are legitimate recruiting targets.

RD 03/05 – National Attractions Strategy states that its aim is to outline the three key components of the CF attractions strategy. Those components are: the National Advertising Campaign, the annual National Recruiting Attractions Plan, and the long term CF Strategic recruiting goals. Within the background section of this text, the

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<sup>35</sup>Commander CFRG, “Recruiting Directive 01/04...” np.

mission of CFRG is clearly stated as “to achieve, on an annual basis, the numbers and types of enrolments detailed in the CF Strategic Intake Plan.”<sup>36</sup>

Interestingly, the document explains that since 2000, CFRCs have collectively achieved the SIP, less a small number of military occupations in challenging areas such as naval technology and health services. However, it goes on to say that “[d]uring the first half of 2005, the CF has experienced a significant drop in the overall numbers of applicants across the country, even as the CF enters a period of force expansion and transformation.”<sup>37</sup> A possible explanation that is offered is centred around the ad hoc nature of the previous attraction strategy resulting in an incoherent recruiting campaign. It is recognized that Canadians, of all ages, possess little knowledge of the CF and a possible solution is a leadership-driven, top down approach that is both coherent and consistent in the messages it sends to the public.

One of the key elements of this strategic recruiting strategy is the National Recruiting Attractions Plan (NRAP). The goal of the NRAP is to provide specific guidance to CFRCs, in the way of benchmarks, wrapped up in a common ‘look and feel’ that can be measured. The NRAP recognizes that the CF is a major competitor in the Canadian labour market and therefore must understand labour market conditions that include economic factors and demographic trends. Interestingly, of the three hypothetical strategic messages offered, diversity is included. The RD states that a possible message

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<sup>36</sup>Department of National Defence, Commander CFRG, “Recruiting Directive 03/05 – National Attractions Strategy,” 1. 5672-0 (SSO Attr) 21 October 2005, DND Intranet, CFRG Borden.

<sup>37</sup>Commander CFRG, “Recruiting Directive 03/05...,” 1.

could be: “The CF is one of Canada’s largest, most diverse organizations.”<sup>38</sup> The NRAP is broken down into five functional groupings or “campaigns.” Of interest to this discussion is the fourth - Diversity Outreach. The NRAP states that, “[t]he Diversity Outreach Campaign is not intended to generate immediate enrolments, but rather to introduce the CF to members of Designated Groups.”<sup>39</sup>

RD 05/05 – CF Self-Identification Form Administration, outlines the requirement for all enrollees to complete the DND 1209 (02-01) CF Self-Identification Form. The RD indicates that despite DND policy that 100% of all CF members, including new enrollees, must complete the form, return rates have failed to achieve that goal. Emphasis is placed on the fact that the form is designed to take only five minutes to complete. Individuals are told that Part A (name, service number, Group/Command, etc.) must be filled out. Part B deals with self-identification and is optional for the enrollee. However, recruiters or military career counselors “shall strongly encourage, pursuant to [CANFORGEN 086/01, ADM (HR-MIL) 048 021930Z AUG 01], all enrollees to complete Part B as a voluntary activity...”<sup>40</sup> The Commander CFRG concludes this RD with the following: “I therefore expect 100% completion and timely submission of Regular Force forms...I expect CFRC COs will provide the necessary encouragement and assistance to achieve the highest possible return rate...”<sup>41</sup>

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<sup>38</sup>*Ibid.*, 2.

<sup>39</sup>*Ibid.*, 3.

<sup>40</sup>*Ibid.*, 2.

<sup>41</sup>Commander CFRG, “Recruiting Directive 05/05...,” 2.



On 15 February 2007 Commander CFRG issued RD 18/06 – Pre-Enrolment Security Clearance Pre-Assessment in response to recent changes to the National Defence Security Policy. The background to this RD is the unreasonable wait periods for applicants that had foreign implications. Based on the collaborative efforts of both the CFRG HQ and the Canadian Forces Provost Marshall (CFPM), the CDS approved an amendment to the policy governing security screening of potential CF enrollees. The changes to this policy include reduced periods of verifiable information for security clearances. Further, Security Clearance Pre-assessment is no longer required for Permanent Resident applicants immigrating from Australia, New Zealand or one of the original NATO countries.<sup>42</sup> However, the caveats to the above statement are that the applicants must be able to produce adequate and verifiable information to meet the required security clearance for their chosen occupation. In addition, the RD clarifies when a Pre-assessment must be completed for an applicant. If applicants fit any one of the parameters listed below they must wait for a pre-assessment to be completed prior to enrolment:

- Applicant is not a Canadian Citizen or Permanent Resident;
- Applicants have not resided in Canada for an adequate period of time [in accordance with the new standards of periods verifiable information] or are immigrating from countries **other than** those listed in para 6 [Australia, New Zealand and the original NATO 16] (Applicants who were accompanying their

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<sup>42</sup> The original NATO 16 include: Belgium, Canada, Denmark, France, Germany, Greece, Iceland, Italy, Luxembourg, Netherlands, Norway, Portugal, Spain, Turkey, United Kingdom and United States. Department of National Defence, Commander CFRG, “Recruiting Directive 18/06 – Pre-Enrolment Security Clearance Pre-Assesment,” 5671-0 (Comd) 15 February 2007, 2.

parents while they were employed outside Canada are not to be considered in this category);

- Applicants who traveled or studied outside of Canada in countries other than those listed in para 6 [see above] in excess of 180 continuous days;
- Applicants who undertake work placement outside of Canada in countries other than those listed in para 6 [see above] for a non-Government of Canada Agency in excess of 180 continuous days; and
- Applicants who have immediate relatives who are currently residing in a country other than those listed in para 6 [see above] (Immediate relatives include a parent, sibling, spouse or in-laws).<sup>43</sup>

Annex A to the RD is a one-page Security Clearance Pre-Assessment Questionnaire that provides a check list for the military recruiters at the CFRCs. This questionnaire helps determine whether the applicant fits the parameters for a pre-assessment or not. If one is required, the military recruiter is told to advise the applicant that the more lengthy Security Clearance Questionnaire, form TBS 330-60, must be completed and that wait times can range from 6 to 18 months. The RD concludes that the intent is to expedite the process of security checks to facilitate increased enrolment in the CF by reducing significant wait periods.

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<sup>43</sup>Commander CFRG, “Recruiting Directive 18/06...,” 3-4.

## **THE CURRENT SITUATION**

### **Auditor General's Report 2006 – Military Recruiting and Retention**

In May 2006 the Auditor General of Canada tabled a follow-up report to her 2002 report on Military Recruiting and Retention. In general, the Auditor General stated that the CF was improving its human resource structure and tightening up on the data available to make adequate decisions related to its manning. However, some challenges were still evident and needed to be fixed.

The Auditor General did recognize that since 2002 the CF has undergone significant changes to adjust to the new security threat and operational demands. She also linked the report back to the April 2005 Defence Policy Statement that stated recruitment and retention were amongst its top priorities. Amongst other things, the 2006 follow-up report looked at recruiting and specifically whether the CF could meet the expansion plans indicated under its transformation and vision contained in the new defence policy statement.

#### **Shortages in the Regular Force**

In March 2005, the Auditor General found that the trained effective strength (TES) of the Regular Force was at 87 per cent of its authorized preferred manning level (PML). This figure was also five percentage points below the historical level of TES. In other words, the CF was operating approximately 15% below its mandated manning level. However, it was noted that, although the auditors found that overall decline in TES had stopped, the actual increase in the number of trained CF members was only 700. Even though the CF had managed to recruit approximately 20,000 new members in four

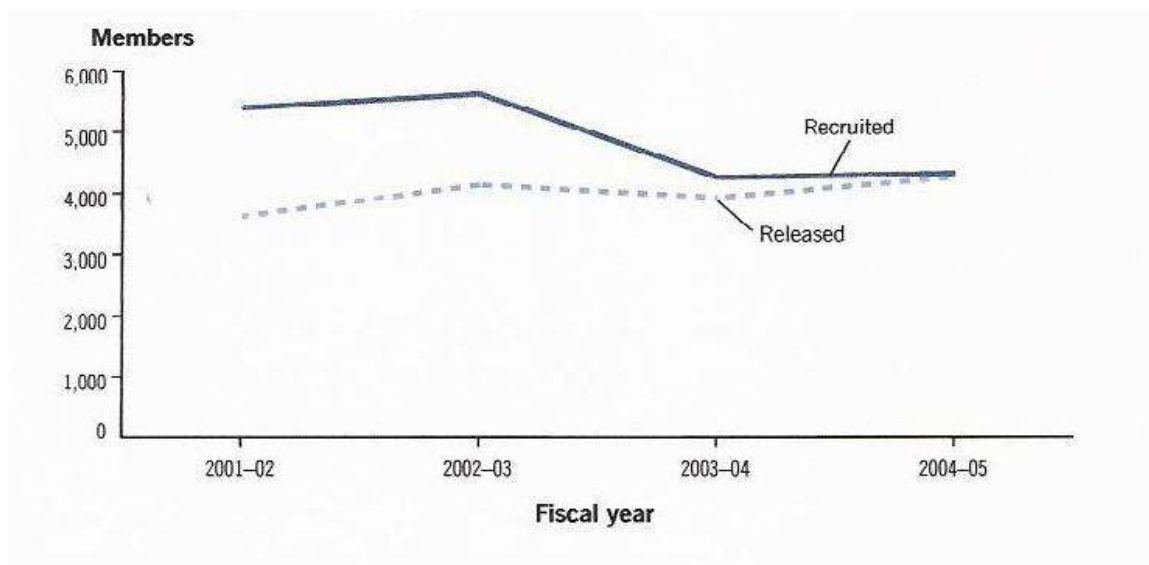
years, there was attrition of 16,000 over the same period. The difference between the modest increase of 700 already mentioned and the delta of 4,000 members, from the numbers above, can be attributed to individuals who are still in the training system and therefore cannot be considered “trained.” So, the situation in 2005 was that the CF remained 2,400 members short of its PML of 62,300.<sup>44</sup>

When asked by the auditors, the CF admitted that it would be another five years before all the positions required could be filled for operations. Reasons given for this intake plan are the need to stay within the allowable size of the Regular Force and the ability of the military training system to absorb new recruits. As a result, recruitment benchmarks were reduced from 7,000 new recruits in 2001 to fewer than 4,500 in 2003 and 2004. Despite the CF closing the gap between the numbers recruited and those that are released (see Figure 1.1), the auditors were still “concerned that the numbers of recruits is barely replacing the members leaving.”<sup>45</sup>

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<sup>44</sup>Auditor General of Canada, “National Defence – Military Recruiting and Retention,” Chapter 2 in Auditor General Status Report, (May 2006): 52; [http://www.oag-bvg.gc.ca/domino/reports.nsf/html/06menu\\_e.html](http://www.oag-bvg.gc.ca/domino/reports.nsf/html/06menu_e.html); Internet; accessed 3 February 2007.

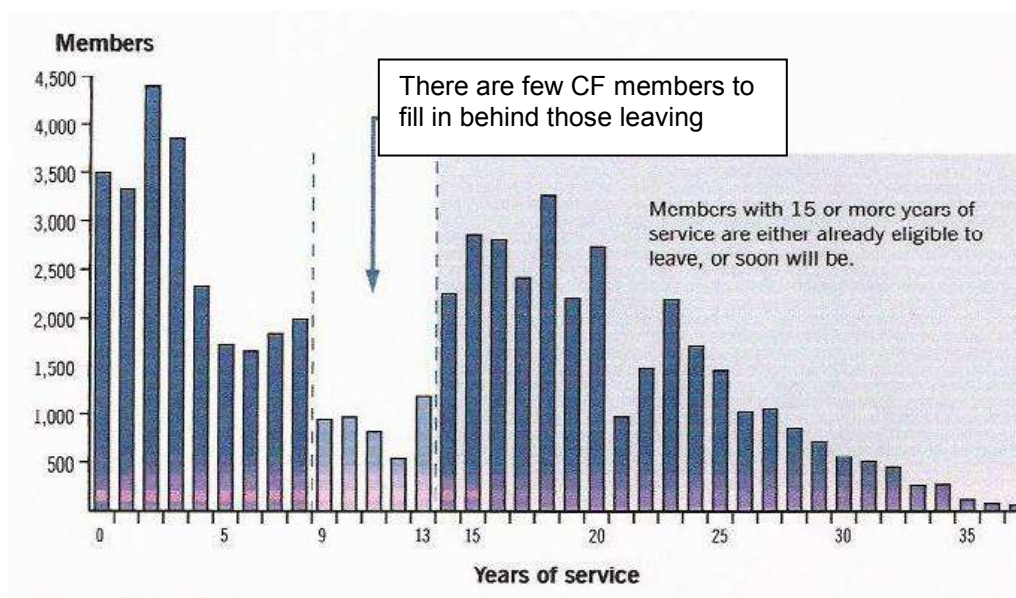
<sup>45</sup>Auditor General of Canada, “National Defence – Military Recruiting and Retention,” 53.



**Figure 1.1 Numbers of members recruited and released 2001-2005**

Source: Auditor General of Canada, “National Defence – Military Recruiting and Retention,” 54.

Another factor affecting the population of the CF is its own demographics. Due to the Force Reduction Program (FRP) of the mid-1990s, the CF has a significant gap in its population that has 9-13 years experience (see Figure 1.2). This factor combined with the assessment that attrition rates will increase in the coming years, creates the unenviable situation of having no mid-career officers and non-commissioned members to lead the future force. Recruiting new members that are apprentices will not alleviate this problem which means the CF must continue to look at bringing in applicants that already have this experience. Some sources may be those that previously served, component transfers from the Primary Reserves and, possibly, immigrants that have military experience from another country.



**Figure 1.2 Distribution of Regular Force Population - 2005**

Source: Auditor General of Canada, “National Defence – Military Recruiting and Retention,” 54

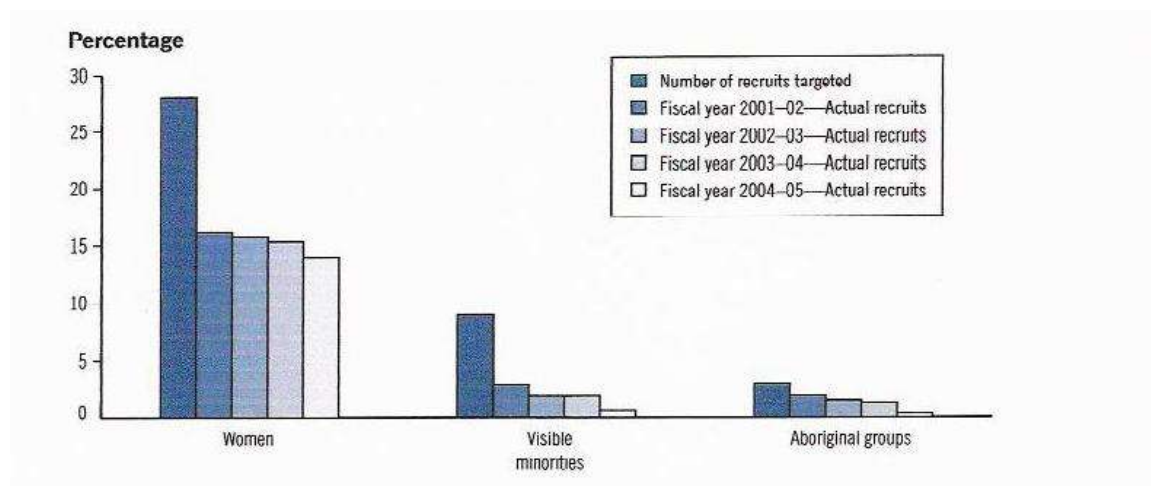
The Auditor General also recognized that the demographics outside the military were also changing and this would be a significant factor in the CF’s recruiting efforts.

The report commented,

The Regular Force is competing for suitable candidates in a tight labour market. National Defence targets Canadians aged 16 to 34 who are physically fit and inclined to join the military. Young males have traditionally formed a large part of the military... Statistics Canada data show that Canadian demographics are changing. Young Canadians from visible minorities are becoming an increasing portion of the population.<sup>46</sup>

Of note, the report indicates that the CF has recognized the need to recruit a more diverse cross-section of society; however it has not been successful in meeting its own targets. Since 2002 the trend has been declining with respect to the recruitment of diverse applicants (see Figure 1.3).

<sup>46</sup>*Ibid.*, 55.



**Figure 1.3 Recruiting of Diverse Groups – 2001 to 2005**

Source: Auditor General of Canada, “National Defence – Military Recruiting and Retention,” 56

At the time the report was being prepared, the CF did not have a comprehensive policy to guide objectives, strategies and programs for attracting the target populations. The auditors also said that if the Regular Force was to grow by 5,000 new members over the next few years, the CF would ultimately need more applications from which to make the most appropriate selection decisions. However, they found that there were some roadblocks to achieving this goal, such as unacceptable wait times. Lengthy processing times were attributed to the time it took CFRCs to process an applicant’s aptitude test, medical exam, physical fitness test, frequency of selection boards and security requirements. One of the largest bottlenecks for an applicant who is not a Canadian citizen is the security requirement. On this subject, the auditors had this to say:

Applicants who are not Canadian citizens, or who are citizens but have resided outside of Canada for the 10-year period immediately preceding their application, require a “pre-security assessment” that can cause delays of months or even years, depending on the circumstances. The time required for a pre-security assessment has increased, which discourages many applicants. Landed immigrants [Permanent Residents] can be enrolled in the Canadian Forces in very rare circumstances, subject to a

satisfactory assessment, as directed by the head of the Canadian Forces. Recent efforts to streamline security requirements may reduce the processing time for some applicants.<sup>47</sup>

The report also went into considerable detail on other issues affecting the CF population. Issues such as strategic organization and retention are definitely part of the equation when it comes to maintaining a healthy and viable military force; however, they are outside the scope of this paper. In conclusion, the Auditor General said that although improvements to recruiting had been made, there was still a shortage of qualified people to meet the needs of the Canadian Forces and the Department had not been able to improve its recruiting of visible minorities.<sup>48</sup>

### **CF Response**

Since this report was tabled, the CF has produced a National Attractions Strategy, authored by the CFRG and previously discussed in this paper under NRAP in recruiting policies. Further, the Commander CFRG released additional guidance in December 2006 under the title *Recruiting Directive 19/06 – Completing the Strategic Intake Plan (SIP) – FY 06/07* which speaks directly to some of the concerns raised by the Auditor General's report. In particular, RD 19/06 sets out "targets" for each CFRC to attain with respect to the minimum number of applicants and enrolments. This RD also refers to the goal of

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<sup>47</sup>*Ibid.*, 59.

<sup>48</sup>*Ibid.*, 68.



completing 30% of enrolments within five days and 70% within 30 days, and the success of the first phase of Operation CONNECTION.<sup>49</sup>

Information received from Director General Recruiting shows that the target for CF enrollments for FY 06/07 was 6,426. As of 19 March 2007, statistics indicate that the CF has enrolled 5,916 members with 655 current offers still outstanding. Assuming that all offers will be accepted, the CF could potentially enroll 6,571 members this year which represents 102% of the SIP. Surplus applications are 10,361, some of which may be processed in 2007/08.<sup>50</sup>

#### Operation CONNECTION

In early February 2006 the CDS issued an operation order titled *Op CONNECTION*. The intent of this operation was to “revitalize our recruiting culture.” “Recruiting is everyone’s business,” said the CDS, General Rick Hillier.<sup>51</sup> The CDS said that the initiation of the order was driven by the fact that the CF had embarked on a period of aggressive expansion during which the size of the Regular Force would increase. General Hillier indicated that in order to “effectively compete for the best people during a period of force expansion, the CF must adopt a more robust and cohesive recruiting

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<sup>49</sup>Department of National Defence, Commander CFRG, “Recruiting Directive 19/06 – Completing the Strategic Intake Plan (SIP) – FY 06/07,” 1-3. 5671-0 (Comd) December 2006, DND Intranet, CFRG Borden.

<sup>50</sup>Department of National Defence, Director General Recruiting, “Canadian Forces Recruiting: Recruiting Statistics to 19 March 2007,” MS Powerpoint presentation, DND Intranet; accessed 22 March 2007.

<sup>51</sup>Department of National Defence, Chief of Defence Staff, *CDS OPO /06 OP CONNECTION*, 1. Available at [http://borden.mil.ca/cfrg/English/op\\_connection\\_e.asp](http://borden.mil.ca/cfrg/English/op_connection_e.asp); DND Intranet; accessed 22 March 2007.

strategy, using all appropriate CF assets in a coordinated campaign to connect with Canadians.”<sup>52</sup> The main effort will be on attractions and therefore major events such as the Calgary Stampede and the Canadian National Exhibition in Toronto would be the focal point at the national level. The end state sees the CF receiving 30,000 new applicants each year and of particular interest to this discussion, “The CF has made substantial and measurable progress toward achieving its representation goals for women, visible minorities and aboriginal people.”<sup>53</sup>

Under the heading of tasks, CMP was tasked to develop measures to increase diversity at the Royal Military College of Canada starting with the 2006 enrollment, initiate a proposal to RCMP for CF career information displays in respective detachments/offices and identify future locations for community offices for diversity outreach. The VCDS was tasked to formalize proposals to reduce applicant processing delays resulting from security policy to include the elimination of pre-security assessment and citizenship for applicants that have only spent time in approved countries such as Australia, New Zealand and the original 16 NATO countries. Finally, Assistant Deputy Minister (Public Affairs) was tasked to use all necessary media to reach diverse target audiences in order to support SIP targets, conduct public opinion research to track attitudes and perceptions of Canadians towards the CF, and work closely with the Privy Council Office, Public Works and Government Services and the Treasury Board Secretariat to ensure that policies relating to the CF are interpreted and applied appropriately.

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<sup>52</sup>DND, Chief of Defence Staff, *CDS OPO /06 OP CONNECTION*, 1.

<sup>53</sup>*Ibid.*, 3.

The issuance of Op CONNECTION from the CDS is a clear indication that the senior leadership of the CF is engaged in all aspects of recruiting and more importantly, is willing to seek out new ideas to achieve its goals. Interestingly, the task given to the Assistant Deputy Minister (Public Affairs) to work closely with other governmental departments is an area that is pertinent to this paper and will be explored in more detail later.

## CHAPTER 2 – THE RECRUITING POOL

### DEMOGRAPHICS

Demography deals with the characteristics of population and therefore people. In spite of technological advancements that see modern militaries moving towards less manpower and more unmanned vehicles/aircraft, the CF is still in the business of employing people. Therefore, a good military HR strategy would need to understand demography as it is directly related to the availability of people to fill its ranks. The demographic information collected and analyzed regularly by Statistics Canada is therefore integral to this discussion.

Data from the most recent national census taken in 2006 are now becoming available for analysis. We know that the population of Canada grew by 5.4% between 2001 and 2006, which is the highest rate of population growth amongst the G8 nations.<sup>54</sup> Of significance, this growth is higher than the previous intercensal period (1996-2001) and is mostly attributable to international migration, or in other words, immigration. Specifically, Canada's population grew by 1.6 million of which immigration accounted for approximately two-thirds. On average, Canada has accepted approximately 240,000 newcomers each year over the past five years. The remaining growth is attributed to natural increase which is the difference between the number of births and deaths. In its report Statistics Canada noted once again that natural increase is becoming less important

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<sup>54</sup>Canada, Statistics Canada, "Population and Dwelling Counts, 2006 Census," *Portrait of the Canadian Population in 2006, Census 2006*, p 5, available from <http://www12.statcan.ca/english/census06/analysis/index.cfm>; Internet; accessed 17 March 2007.

as a factor in population growth due to a low national fertility rate (1.5 children per woman) and an aging population. The report draws a possible conclusion that by 2030 the only source of population growth will be immigration.<sup>55</sup>

By way of comparison, other G8 nations had population growth rates between -2.4 % (Russia) and 5.0 % (United States). Of these countries, only the United States is comparable to Canada with respect to growth. However, its population expansion is attributable mainly to natural increase as its fertility rate is closer to 2.0 children per woman.<sup>56</sup> Thus, it can be concluded that Canada has had the highest immigration rate per capita of any G8 nation over the past five years. This is significant as the labour market will be affected by these uniquely Canadian demographic statistics. The significance of this to the CF will be discussed later.

### **Immigration Settlement Patterns**

Most of the growth in population over the last five years has been concentrated in Ontario and Alberta.<sup>57</sup> Since 1931 the population has been steadily shifting away from rural areas and into cities such that 80% of Canadians were living in an industrialized urban environment by 2006. One reason provided for this increase is the desire of immigrants to settle in industrialized urban areas, particularly the municipalities of Toronto, Montreal and Vancouver.<sup>58</sup> To obtain specifics on where new Canadians settle,

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<sup>55</sup>StatsCan, "Population and Dwelling Counts, 2006 Census," 7.

<sup>56</sup>*Ibid.*, 9.

<sup>57</sup>*Ibid.*, 11.

<sup>58</sup>*Ibid.*, 20 and 27.

one has to go back to the 2001 census. According to Statistics Canada's report *Canada's ethnocultural portrait: The changing mosaic*, approximately 94% of immigrants who arrived during the 1990s were living in Canada's largest urban centres compared to 64% of the total population. More precisely, 73% of newcomers chose to settle in the cities of Toronto, Montreal and Vancouver. In contrast, only one-third of Canada's total population lived in these same areas.<sup>59</sup> The trend of immigrants choosing to live in the 'big three' has been an ongoing one that dates back to immigration statistics of the 1970s and there is no reason to assume that it will not continue into the early part of the 21<sup>st</sup> century.

### **Ethnic make-up of Canada's immigrants**

The demographics of Canada's population are changing and factors are not limited to only the size of growth or the phenomenon of urbanization. Quite literally, the face of Canada is changing, and by all accounts, will continue to do so for the foreseeable future. After the Second World War, the source countries for Canada's newcomers were primarily European. Fifty years later, most immigrants are coming from Asia. See Table 2.1 for a comparison of the top five source countries of Canadian immigrants.

In 2001, 18.4% of the total population was born outside of the country. This represents the highest proportion since 1931 of foreign-born residents and is directly

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<sup>59</sup>Canada, Statistics Canada, "Canada's ethnocultural portrait: The changing mosaic," *2001 Census: analysis series*, 7. Available at <http://www12.statcan.ca/english/census01/products/analytic/companion/etoimm/pdf/96F0030XIE2001008.pdf>; Internet, accessed 27 February 2007.

attributable to increased immigration rates, particularly since the late 1980s.<sup>60</sup> In comparison, Australia's population is 22% foreign-born while United States data shows only 11%. Of note, Canada's annual intake of immigrants was higher, on a per capita basis, than either Australia or the United States during the period 1980-2001.<sup>61</sup>

|           | <b>Period</b>      | <b>Top 5 countries of origin of immigrants to Canada</b>  |
|-----------|--------------------|---|
|           | <b>(a)</b>         | <b>(b)</b>  |
| <b>1.</b> | <b>1951 – 1960</b> | <b>1. British Isles<br/>2. Italy<br/>3. Germany<br/>4. Netherlands<br/>5. United States</b>   |
| <b>2.</b> | <b>1981 – 1990</b> | <b>1. Hong Kong<br/>2. India<br/>3. British Isles<br/>4. Poland<br/>5. People's Republic of China</b>                                   |
| <b>3.</b> | <b>1991 – 2000</b> | <b>1. People's Republic of China<br/>2. India<br/>3. Philippines<br/>4. Special Administrative Region of Hong Kong<br/>5. Sri Lanka</b> |

**Table 2.1 Top 5 countries of origin of Immigrants to Canada**

Source: Canada, Statistics Canada, "One hundred years of immigration to Canada (1901-2001)" *Census 2001*.

Demonstrating a shift in the ethnic make-up of Canada's newest residents, 58% of the approximately 1.8 million newcomers were Asian (including the Middle East). This compares to only 3% Asian immigrants who arrived in Canada prior to 1961.

According to the 2001 census, approximately 4 million individuals, or 13.4% of Canadians identified themselves as visible minorities. This is significant insofar as the trend towards diversity with respect to visible minorities is increasing rapidly. In fact, the percentage of the total population that has identified itself as members of a visible

<sup>60</sup>StatsCan, "Canada's ethnocultural portrait...", 5.

<sup>61</sup>*Ibid.*, 6.

minority has increased by a factor of three since 1981. Analysts at Statistics Canada had this to say about why there has been an increase in the visible minority population:

The growth in the visible minority population during the last several decades was largely a result of immigration patterns. While earlier immigrants were mainly European descent, new arrivals were more likely to have been born in countries outside of Europe. In addition, immigration levels have been increasing since the late 1980s, contributing to the growth of the visible minority population.<sup>62</sup>

Although the 2001 census reported more than 200 different ethnic origins, the largest visible minority groups in were, in descending order, Chinese, South Asians, Blacks, Filipinos, Arabs and West Asians, Latin Americans, Southeast Asians, Koreans and Japanese. Demographers surmise that if the recent immigration trends continue, the visible minority population will grow to a point where this particular designated group will represent approximately 20% of Canada's population by 2016.<sup>63</sup>

## **IMMIGRATION**

As has been shown, immigration is playing an increasingly important role in Canada's population growth and therefore the workforce of today and into the future. In Canada, and within many of its G8 partners, it has been shown that fertility rates for women have been below the replacement value while at the same time populations are aging. Thus, if a state decides it needs to continue growing, immigration is necessary.<sup>64</sup>

The Canadian government has made the policy decision that immigration is in its national

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<sup>62</sup>*Ibid.*, 10.

<sup>63</sup>*Ibid.*, 11.

<sup>64</sup>Canada, Statistics Canada, "Population Projections for Canada, Provinces and Territories," (Ottawa: Ministry of Industry, 2005): 24.



interest, and Canada's immigration rate therefore has been one of the highest in the Western world over the last twenty years. During this period the countries of origin of these immigrants have also changed, resulting in a demographic shift of the overall percentages of visible minorities within Canada. This is significant to all public institutions that follow legislation such as the Employment Equity Act, including the CF.

### **Background**

If new Canadians are a group of people that could be targeted as a possible source of personnel for the Canadian military then a more detailed discussion is required into the background, legislation, and issues surrounding immigration policy. As a starting point, successive Canadian governments (from both major parties) have accepted immigration as the only way to sustain population growth for the demographic reasons given earlier. Critics of Canada's immigration policy, such as Daniel Stoffman and Martin Collacott, say that the federal government lacks a comprehensive plan as to how large our population should be.<sup>65</sup> Some supporters of increasing immigration argue that Canada has always been a nation of immigrants. Social liberals believe Canada must do its humanitarian part in opening our borders to those in need. However, the general consensus is that immigration is required for economic reasons. Successive governments have accepted the argument that there will be a lack of workers in the next twenty years once the baby-boomers retire and natural increase is insufficient to make up the

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<sup>65</sup>Martin Collacott, "Canada's Immigration Policy: The Need for Major Reform," *Public Policy Sources Number 64*, (Vancouver: The Fraser Institute, 2003), 6; available at <http://www.fraserinstitute.ca>; Internet; accessed 24 March 2007. See also Daniel Stoffman, *Who Gets In: What's wrong with Canada's immigration program – and how to fix it*, (Toronto: Macfarlane Walter & Ross, 2002), 94-107.

difference. At stake is a large enough tax base to support the baby boomers as they become pensioners and to a lesser degree, workers in the support and service industries to care for the aging baby boomers in their retirement. A lengthy review of Canadian immigration policy is not within the scope of this paper; however, a look at recent developments will assist in understanding the situation as it stands today.

### **History of Immigration in Canada**

The history and development of immigration within Canada can be divided into eight definitive periods starting in 1867.<sup>66</sup> Of interest to this paper are the periods since the 1960s. In 1962 Canada abandoned its ‘all white’ racist immigration policy and introduced a point system to assess and control the flow of immigrants. To facilitate humanitarian and social agendas, foreign immigration offices were positioned in third world areas. In summary, the 1960s started the era where new Canadians started coming from places other than Europe.

The next period begins in 1974 and ends in 1985. It is marked by the new *Immigration Act (1976)* when the government laid out its priorities as follows: 1) family reunification, 2) humanitarian concerns, and 3) promotion of Canada’s economic, social, demographic and cultural goals. Intake numbers were adjusted to deal with the absorptive capacity, loosely defined by the unemployment rate and the ability of

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<sup>66</sup>Genevieve Bouchard, “The Canadian Immigration System: An Overview,” Institute for Research on Public Policy presentation to a Workshop on German and European Migration and Immigration Policy from a Transatlantic Perspective: Challenge for the 21<sup>st</sup> Century, 14 March 2007, Available at <http://irpp.org/indexe.htm>; Internet, accessed 30 March 2007.

governments at all levels to integrate the newcomers into Canadian society.<sup>67</sup> Immigrants that entered Canada during this era encountered a high demand for labour generally, but especially for three types of jobs: professionals and managers at the high end of the emerging service economy, ‘blue-collar’ jobs in construction, manufacturing, and resource extraction, and low hourly wage jobs mainly in the services sector. The aforementioned blue-collar jobs paid relatively well and both companies and unions were less concerned with language skills than they were with production.<sup>68</sup>

Next came the period of 1986 to 1993 during which demographers tabled a report to Parliament arguing that future immigration levels should be increased to compensate for a falling birthrate. In the early 1990s the family and humanitarian classes of immigrants were reduced in favour of more skilled applicants. At the same time, the overall inflow increased to approximately 250,000 per annum. This total was almost double of that of the early 1980s and represented a major break from the absorptive capacity policy.<sup>69</sup>

The current period, which commenced in 1993, has seen a switch to long term goals of mass immigration and a continuing desire to increase the number of immigrants

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<sup>67</sup>Daniel Stoffman, *Who Gets In...*, 83.

<sup>68</sup>Daniel Hiebert, “Beyond the Polemics: The Economic Outcomes of Canadian Immigration,” Working Paper Series No. 06-15 for Research on Immigration and Integration in the Metropolis (RIIM) (Vancouver: RIIM, 2006), 19.

<sup>69</sup>Statistics Canada. *Report on the Demographic Situation in Canada – 2003 and 2004*, 46.

in the economic category, particularly skilled workers.<sup>70</sup> Notably, in 2002 the government updated the *Immigration Act (1976)* with the *Immigration and Refugee Protection Act (2002)*. The Immigration and Refugee Protection Act, more commonly referred to by its abbreviation the IRPA, made several changes to immigration policy. Of significance to this paper was the newfound emphasis on a younger, more bilingual (English or French), and better educated (trade certificate or second degree) skilled worker.<sup>71</sup>

By reviewing Canada's recent immigration history, we can see that the federal government has become more inclusive of immigrants from non-European source countries, that the political emphasis has shifted from social and humanitarian intake to one based more on human capital, and finally, that overall immigration numbers have increased. When one combines the above with the fact that net population growth is mostly attributed to immigration, a conclusion could be drawn that the CF needs to examine the targeting of new Canadians more closely as a possible source of recruits.

### **Classes of Immigrants**

The 2002 IRPA changed the nomenclature for classifying immigrants. No longer are newly arrived immigrants referred to as landed. Instead, they are referred to as permanent residents. In the words of Citizenship and Immigration Canada (CIC), the definition of a permanent resident is "someone who has been allowed to live and work in

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<sup>70</sup>Christina Gabriel, "Charting Canadian Immigration Policy in the New Millennium," in *Canada Among Nations 2006* (Montreal & Kingston: McGill-Queen's University Press, 2006), 196-197.

<sup>71</sup>Genevieve Bouchard, "The Canadian Immigration System: An Overview," np.

Canada indefinitely but who has not become a Canadian citizen.”<sup>72</sup> The IRPA defines three basic classes of permanent residents: economic, family and protected persons. The economic class is further broken down into skilled workers, business immigrants, provincial nominees and live-in caregivers. It should be noted that immediate family members of principal applicants that are accepted by CIC are also included under the economic class heading. Using a recent snapshot of migrant inflow data, the skilled worker sub-category in 2005 accounted for nearly 50%, or approximately 130,000 immigrants, of the total yearly intake [see Table 2.2].

|   | Plan 2005<br>Target Ranges | Admitted       |               |
|---|----------------------------|----------------|---------------|
|   |                            | Number         | %             |
| <b>ECONOMIC CLASS</b>                                   |                            |                |               |
| Skilled Workers   | 112,500 – 124,500          | 130,242        | 49.67%        |
| Business Immigrants                                     | 9,500 – 10,500             | 13,469         | 5.14%         |
| Provincial/Territorial Nominees                         | 8,000 – 10,000             | 8,047          | 3.07%         |
| Live-in Caregivers                                      | 2,500 – 3,000              | 4,552          | 1.74%         |
| <b>Total Economic Class<br/>(Incl. Dependants)</b>      | <b>132,500 – 148,000</b>   | <b>156,310</b> | <b>59.61%</b> |
| <b>FAMILY CLASS</b>                                     |                            |                |               |
| Spouses, Partners, Children and Others                  | 46,000 – 50,000            | 50,881         | 19.40%        |
| Parents and Grandparents                                | 5,500 – 6,800              | 12,471         | 4.76%         |
| <b>Total Family Class</b>                               | <b>51,500 – 56,800</b>     | <b>63,352</b>  | <b>24.16%</b> |
| <b>PROTECTED PERSONS</b>                                |                            |                |               |
| Government-Assisted Refugees                            | 7,300 – 7,500              | 7,416          | 2.83%         |
| Privately Sponsored Refugees                            | 3,000 – 4,000              | 2,976          | 1.13%         |
| Protected Persons in Canada                             | 16,500 – 17,500            | 19,935         | 7.60%         |
| Dependants Abroad                                       | 4,000 – 4,800              | 5,441          | 2.07%         |
| <b>Total Protected Persons</b>                          | <b>30,800 – 33,800</b>     | <b>35,768</b>  | <b>13.64%</b> |
| Humanitarian and Compassionate<br>Grounds/Public Policy | 5,100 – 6,200              | 6,653          | 2.54%         |
| Permit Holders  | 100 – 200                  | 143            | 0.05%         |
| Category Not Stated                                     |                            | 10             | 0.01%         |
| <b>Total Others</b>                                     | <b>5,200 – 6,400</b>       | <b>6,806</b>   | <b>2.60%</b>  |
| <b>TOTAL</b>  | <b>220,000 – 245,000</b>   | <b>262,236</b> | <b>100</b>    |

**Table 2.2 New Permanent Residents to Canada, by Immigrant Category**

Source: Canada, Citizenship and Immigration Canada, *2006 Annual Report to Parliament*, 17.

<sup>72</sup>Citizenship and Immigration Canada, *2006 Annual Report to Parliament*, 13. [.pdf report] available at <http://www.cic.gc.ca/english/pub/index-2.html#reports>; Internet, accessed 24 February 2007.

Skilled workers are selected using a grid system that awards points to applicants based on their education, language skills in English or French and previous work experience. In addition, skilled worker applicants must demonstrate that they have sufficient financial resources to settle in Canada: “The Department expects that the IRPA skilled worker selection grid will have a positive impact on the long-term ability to skilled workers to effectively integrate and adapt to changing labour market circumstances.”<sup>73</sup> Business immigrants are admitted based on their ability to create jobs for themselves or contribute to Canada’s economic activity through significant investment. By definition of their entry criteria, members of this sub-category of immigrants are not likely to be willing or available for voluntary military service and should not be targeted for recruitment. Live-in caregivers could also fall into the above reasoning as they are essentially sponsored to work in specific jobs within private residences and would not be available for other employment, at least not initially.<sup>74</sup>

Finally, persons admitted under the Provincial Nominee Program (PNP) are considered skilled applicants. The PNP is a relatively recent policy development whereby the provinces have a more active role in determining the type and number of skilled workers they require. Through federal-provincial agreements, provinces bypass the CIC selection grid, less national health and security criteria, to bring in foreign workers that satisfy their needs. In return, the federal government gets assurances from the respective provinces that they will assist in the integration of their new permanent

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<sup>73</sup>Citizenship and Immigration Canada, *2006 Annual Report to Parliament*, 13.

<sup>74</sup>Successful candidates under the “Live-in Caregiver Program” are granted temporary resident status and, after two years, they are eligible to apply for permanent resident status. See Citizenship and Immigration Canada, *2006 Annual Report to Parliament*, 15.

residents. The PNP has grown 500% in the past five years and has the potential to encourage immigrants to settle outside of Toronto, Vancouver and Montreal.<sup>75</sup>

Unfortunately, a criticism of this approach is that under federal legislation, permanent residents have the right to migrate within Canada as they please. In other words, there is no guarantee that the ‘provincially-sponsored’ permanent residents will remain in the intended location. From a CF recruiting perspective, the PNP has policy implications. The mere fact that the federal government is looking to enter into joint, inter-agency functions bodes well for future policy recommendations from the CF.

Immigrants in the family class are still considered to be an important part of Canada’s immigration policy. The Department explains as follows: “[t]he Family Class is made up of people who join family members already settled in Canada” and that it is a “[l]ong-standing policy [that] allows Canadian citizens and permanent residents to bring their family with them when they immigrate or sponsor close family members for immigration to Canada.”<sup>76</sup> Interestingly, the *2006 Annual Report to Parliament* states that the priority for processing family class applications is on sponsored spouses, partners and dependant children; however, public pressure to accept other family members, such as parents and grandparents, resulted in a doubling of the original target level in 2005 to 12,471 [see Table 2.2 above]. Overall, the family class inflow in 2005 was approximately 63,000 representing about a quarter of the entire permanent resident intake for that year [see Table 2.2 above]. From a CF perspective, the spouses and children within this category may be considered as a potential recruiting target population.

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<sup>75</sup>Canada, Citizenship and Immigration Canada, *2006 Annual Report...*, 14.

<sup>76</sup>*Ibid.*, 15.

Notwithstanding certain exceptions, the category of parents and grandparents would likely not offer legitimate recruiting potential.

The final class of immigrants are protected persons who are defined as “[p]ersons who have been determined to be Convention refugees or persons in similar circumstances abroad, persons whom the [Immigration Refugee Board] determines to be Convention refugees or persons in need of protection in Canada.”<sup>77</sup> Grouped within this third category of immigrants are those who are admitted for special humanitarian and compassionate reasons. Cases that are considered on special humanitarian and compassionate grounds are by exception only. Using 2005 data, protected persons constituted 14% of the total immigrant intake while those under the humanitarian and compassionate heading totaled approximately 2.5%. Given the circumstances under which this final class of immigrants finds its way to Canada, the integration challenge would be very difficult for the first several years of permanent residency. Therefore, exceptions notwithstanding, the CF should not target this group until the resettlement issues have ended.

This examination of how Canada classifies immigrants who are given permanent resident status is important because it shows what potential there may be to the Canadian workforce. As shown earlier, population growth and regeneration are becoming increasingly tied to immigration. Therefore, it is necessary to determine if new Canadians offer a reasonable target for CF recruiters and policy makers. What is evident is that there is potential for new Canadians to work in the military so long as there is a desire on their part to do so, and policy that supports them.

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<sup>77</sup>Citizenship and Immigration Canada, *2006 Annual Report to Parliament*, 50.



### **Economic Status of Immigrants**

One consideration for people contemplating service in Canada's military is economic. Setting aside cultural backgrounds and prior biases, it makes sense that if a person is unemployed, he or she cannot live comfortably. Living comfortably is defined as earning a salary that is at least above the nationally determined poverty line and approaching the national salary average. One scholar has even gone so far as to tie employment to social integration for new immigrants: "For immigrants, labour market attachment is critical to integration, identity formation, ability to claim a sense of belonging and ultimately, full citizenship."<sup>78</sup> So, is there evidence to support that all new Canadians are employed in jobs that provide a reasonable lifestyle? Martin Collacott, a critic of the federal government's plan to bring in immigrants when the absorptive capacity does not match up has this to say about the issue, "Ottawa's policy appears rather to be one of 'bring them in first, and then try to find a place where they are needed'."<sup>79</sup>

There is evidence to suggest that recent immigrants are not succeeding economically. This is in spite of the government's policy to focus more on human capital through a re-modeled selection grid that emphasizes formal education, official language

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<sup>78</sup>Grace-Edward Galabuzi, *Canada's Economic Apartheid: The Social Exclusion of Racialized Groups in the New Century* (Toronto: Canadian Scholars Press, 2005): 53, quoted in Christina Gabriel, "Charting Canadian Immigration Policy in the New Millennium," 199.

<sup>79</sup>Martin Collacott, "Canada's Immigration Policy..." 15.

ability and work experience.<sup>80</sup> By examining the economic indicators of employment rates, wages and low income it will become evident that Canada may not be completely honest with immigrants on what level of financial compensation they may expect upon arrival. Christina Gabriel has shown that in 2001 approximately 66% of recent immigrants were employed compared to 82% of those born in Canada. A comparison with data from 1986 shows that not only were more immigrants employed (71%) but the average was comparable to native Canadians (76%). Unemployment rates for immigrants in 2001 were double of those born in Canada, which is much worse than fifteen years earlier when the factor was 1.25.<sup>81</sup> In addition to the lack of jobs, wages have decreased significantly since the 1980s. One example cited is that a skilled worker applicant earned more (\$37,400) in 1981 than the Canadian average wage (\$30,300) one year after arriving (all figures adjusted for inflation to the year 2000). By way of comparison, a skilled worker applicant earned \$28,500 in 2001 versus the Canadian average of \$32,500.<sup>82</sup>

Noteworthy is the fact that the downward trend in wages is more pronounced for those immigrants that have higher levels of education. Jeffrey Reitz argues that even though Canada is attracting more highly educated immigrants to fuel its knowledge-based economy, these immigrants are underemployed. Reasons given for this phenomenon are employers' bias against foreign credentials and possibly racism. To emphasize the economic effect this is having on Canada, Reitz calculated that foreign-educated

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<sup>80</sup>Christina Gabriel, "Charting Canadian Immigration Policy...", 199.

<sup>81</sup>*Ibid.*, 199-200.

<sup>82</sup>*Ibid.*, 200.

immigrants earned \$2.4 billion less than native-born Canadians with formally comparable skills.<sup>83</sup> Finally, using census data from 2004, Christina Gabriel contends that recent immigrants are not doing as well now compared to those who arrived earlier. In particular, the gap between low-income rates for immigrants and persons born in Canada has widened over the last 20 years. She concludes that taken together, employment rates, earnings and low income combine to paint a clear picture that recent immigrants to Canada have been less successful economically than those who arrived earlier.<sup>84</sup>

The discussion of the economic status of recent immigrants is important to strategic CF recruiting efforts in that the military can make the case that its salary may be reasonable or slightly better than the alternatives available for new Canadians. When one factors in other benefits such as health insurance for dependants, generous paid holidays and an above-average pension scheme, the case could be made that the CF is a more than reasonable alternative for employment to newcomers. Whether the CF could guarantee employment commensurate with the skilled applicant's academic or trade qualifications needs further study.

### **Social Cohesion, Citizenship and National Identity**

So far, the discussion on Canadian demographics and immigration has focused on the empirical aspects of the population. However, in order to assess propensity to join federal government institutions, like the military, more qualitative issues need to be

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<sup>83</sup>Jeffrey G. Reitz, "Tapping Immigrants' Skills: New Directions for Canadian Immigration Policy in the Knowledge Economy," *IRPP Choices* 11, no. 1 (February 2005): 3-7, available at <http://irpp.org>; Internet, accessed 3 March 2007.

<sup>84</sup>Christina Gabriel, "Charting Canadian Immigration Policy...", 201.

considered. For example, if it were accepted that the demographic make-up of Canada was changing, in terms of ethnicity due to immigration, then it would be wise to examine the integration of this segment of the population into society. Some say that growing ethnic diversity has generated two intersecting policy agendas in western democracies.<sup>85</sup> One agenda celebrates diversity while the other focuses on social cohesion or integration. Whereby the former attempts to respect cultural differences and constructs new and more inclusive forms of citizenship, the latter tries to assimilate newcomers into the economic and social mainstream in order to achieve a sense of mutual commitment or solidarity.<sup>86</sup> Soroka et al argue that Western democracies in the last quarter of the twentieth century have embraced a more accommodating approach to ethnic diversity through which ethno-cultural minorities could express their distinct identities and practices. This is referred to as a 'multiculturalist' or pluralist approach. However, in the early part of the 21<sup>st</sup> century the balance has begun to shift to one of social integration or assimilation. Soroka et al note that anxieties about social order and conflict tend to occur during periods of rapid social change.<sup>87</sup> Examples on a worldwide scale include the 2005 riots in Paris where ethnic minority youths burned cars and the race riots on the beaches of Australia that followed. Even here in Canada, a country that holds up its multiculturalism policy as a success story, the recent arrest in Toronto of seventeen suspected terrorists with Muslim

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<sup>85</sup>Stuart N. Soroka, Richard Johnson and Keith Banting, "Ties That Bind? Social Cohesion and Diversity in Canada," in *Belonging? Diversity, Recognition and Shared Citizenship in Canada*, 1. This paper is part of the Institute for Research on Public Policy's 3<sup>rd</sup> Symposium on *The Art of State: Diversity and Canada's Future*, available at <http://www.irpp.org/fasttrak/index.htm>; Internet, accessed 10 March 2007.

<sup>86</sup>Stuart N. Soroka, et al, "Ties That Bind?...", 1.

<sup>87</sup>*Ibid.*, 2.

backgrounds was a potential flashpoint. However, racially fueled riots never transpired. Instead, public debate focused on information leaks that revealed the accused were mostly second generation Canadians and not recent immigrants. Notwithstanding, Canadian scholars, like Jack Granastein, argue that social integration in the form of citizenship may not be going very well.<sup>88</sup>

There is evidence to suggest that Canadians support their pluralism. An analyst at Citizenship and Immigration Canada, citing a 2003 Centre for Research and Information on Canada survey, says that a majority of Canadians have demonstrated consistently high levels of support for multiculturalism and immigration policies. Most notably, support increases significantly in the younger age cohort of 18 to 30.<sup>89</sup> Some researchers have questioned Canada's self-image as the world's 'most peaceful multicultural liberal democracy.' Citing events such as the forced removal of blacks in Halifax in 1967, the FLQ crisis of 1970, the Air India Flight 182 bombing in 1985, the Oka crisis of 1990 and the fire bombing of a Montreal Jewish school library in 2005, there appears to be ample proof of violence, discrimination and social upheaval in Canada's recent history. However, in spite of these potential flashpoints there does not appear to be "an erosion in international opinions, nor in Canadians' idea of themselves, as citizens of a peaceable, multicultural society nor their support for multicultural diversity."<sup>90</sup> Furthermore, there

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<sup>88</sup>Jack Granastein, "Conflicted over citizenship," *The Globe and Mail*, 31 July 2006.

<sup>89</sup>Eva Lazar, "Unavoidably side by side: Citizenship as an integrated policy issue in Canada," *Canadian Diversity* 5, no. 1 (Winter 2006): 117.

<sup>90</sup>Sheila Van Wyck and Ian Donaldson, "Challenges to Diversity: A Canadian Perspective," *Canadian Diversity* 5, no. 1 (Winter 2006): 141.

has been no sustained connection made between the aforementioned flashpoints, lack of social cohesion and immigration policy.

With regard to the idea of citizenship, there is debate in Canada, the United States and elsewhere over whether one's national identity can be wholly defined as merely juridical status or something more abstract, such as civic identity. Juridical status refers to the legal contract between a state and its citizens that certain rights and securities are conferred in exchange for loyalty. Within an immigration context, newcomers who fulfill their obligations of residency and swear an oath of allegiance are considered naturalized and can legitimately make claims on the State for protection.<sup>91</sup> Some suggest that in the interest of national solidarity,

the State has a legitimate interest in preserving the category of national citizenship as the locus of certain tangible rights, such as voting rights, and responsibilities such as jury duty and military service...[where] non-citizens are restricted from employment in the public service, from holding a passport, and also do not enjoy a number of Charter rights and protections, perhaps most significantly the right to enter and remain in Canada.<sup>92</sup>

Despite an underwhelming 65% voter turnout at the last federal election from the entire population of legal voters, there is evidence to suggest that full Canadian citizenship is attractive to recent immigrants. A study in 2005 states that 85% of immigrants to Canada become legal citizens following their required residency period. In addition, the Longitudinal Survey of Immigrants to Canada (LSIC) indicates that more

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<sup>91</sup>Eva Lazar, "Unavoidably side by side...", 114-115.

<sup>92</sup>This passage is attributed to an unpublished paper given to Eva Lazar by W. Kymlicka and K. Banting, "Immigration, Multiculturalism and the Welfare State," and her own unpublished work on legislative impact on non-citizens. See Eva Lazar, "Unavoidably side by side: Citizenship as an integrated policy issue in Canada," 116.

than 92% of immigrants who arrived in Canada between October 2000 and September 2001 showed a desire to become citizens.<sup>93</sup>

In contrast, caution must be taken, as high conversion rates of permanent residency to citizenship do not necessarily guarantee allegiance to Canada on a sustained basis. It has been suggested that the desire for legal citizenship may be for the sole reason of gaining access to a passport that will afford the owner the luxury to return to his or her former homeland with the knowledge that should the plan go awry, safe political passage back to Canada is possible. The events of Lebanon in the summer of 2006 demonstrate the above theory when 12,000 dual citizens were evacuated to Cyprus and Turkey by the Canadian government.<sup>94</sup> In addition to Canadian citizens' right to hold more than one passport, thanks to a mosaic of federal legislation, non-citizens (i.e. permanent residents) have been extended increasingly more freedoms and rights.<sup>95</sup> Examples include the ability to move freely within Canada, obtain subsidized education, work, and a range of government services, including healthcare.<sup>96</sup> These rights put into question the necessity for legalizing citizenship. It can be argued that civic identity is ultimately what is more important and that, in turn, social cohesion and trust are created

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<sup>93</sup>Australian immigrants show a comparable less motivation to naturalize with only 75% applying for citizenship after competing their residency obligations. Eva Lazar, "Unavoidably side by side: Citizenship as an integrated policy issue in Canada," 116.

<sup>94</sup>Jack Granastein, "Conflicted over citizenship," np.

<sup>95</sup>In addition to IRPA the Acts being referred include the following: *Canadian Citizenship Act (1947 and 1977)* to the *Multiculturalism Act (1978)* to the *Charter of Rights and Freedoms (1982)*.

<sup>96</sup>Eva Lazar, "Unavoidably side by side..." 115.

when one realizes that all his or her intellectual and emotional loyalties have found traction within Canada and not the country of origin.<sup>97</sup>

The above discussion is important to the making the link between immigration, citizenship and military duty. This is particularly significant if the offer of citizenship is part of a recruiting package that the CF could offer new Canadians. It can be concluded that while the attraction of being a Canadian citizen remains high for immigrants (and the passport that comes along with it) the desire to remain in Canada for a lifetime may be doubtful.

Recent research into Canadian social cohesion shows that, from a national perspective, the integration of immigrants can be considered a success when compared to the views of the historic or founding peoples such as Aboriginals and the francophone community in Quebec. Researchers analyzed survey results of the *2002-03 Equality, Security and Community Survey* and the *2004 Canadian Election Study* and determined that ethnic differences on the question of “pride of country,” and to a lesser extent “belonging,” between newcomers and the reference group (British/northern Europeans) are not significant.

In fact, data from the studies support the idea that many newcomers are not only proud of Canada, but are prouder than people who trace their ancestry to the United Kingdom and northern Europe. To be certain, brand new immigrants do feel lower levels of pride in Canada and belonging upon arrival; however, the longer that they are in Canada the less the differences become. By way of comparison, the researchers discovered that Quebec francophones and Aboriginal people remain ambivalent about

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<sup>97</sup>*Ibid.*, 115-116.



Canada for reasons deeply embedded in history. On the question of “interpersonal trust,” it was noted that time in Canada did not increase levels of trust Canadians had for each other, suggesting that this value is culture-bound and likely bred into individuals at a young age.

In summary, researchers suggest “restrained optimism” with regards to the integration of newcomers. With the exception of “trust,” and in some visible minorities, “belonging,” there is very little difference between immigrants and the control group of British/northern Europeans, particularly over a longer period of time. Integration policies that focus on welcoming immigrants remain vital if social cohesion is to be strengthened. There are no fundamental divisions between “new” Canadians and “old” ones. However, within the ranks of the founding peoples of Quebec francophones and Aboriginals, the studies conclude that they have a weaker sense of pride and belonging in Canada as a whole. Finally, Soroka et al caution those that import evidence from Europe or the United States and apply it to Canada’s diversity culture is fraught with trouble. Their findings do not justify fears that immigrants threaten social cohesion.<sup>98</sup>

The discussion of social cohesion, citizenship and national identity is important to the issue of CF recruiting, particularly if the target population includes new Canadians. It has been shown that some of the factors that make Canada so attractive to newcomers, such as multiculturalism and a liberal charter of freedoms and rights, lend one to question the meaning of Canadian. With the freedom and rights of internal migration, education, employment is there any imperative to legally become a Canadian? More importantly, can the notion of citizenship be used as a motivator for the military to entice potential

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<sup>98</sup>Stuart N. Soroka, et al, “Ties That Bind?...,” 23-26.

recruits who are non-citizens? Although there is evidence to suggest that the benefits of citizenship may be of limited value, the findings of recent surveys indicate that new Canadians have pride in their host country, generally have a sense of belonging, and more importantly, want to formalize their social contract by becoming full-fledged citizens. For the CF, the value in the above conclusions is that they may be able to leverage the desire of most immigrants to become citizens with the offer of a job that pays reasonably well.

## CHAPTER 3 – REPRESENTATION, PROPENSITY AND OTHER APPROACHES

### INTRODUCTION

Earlier chapters laid out the reasons why recruiting for the CF is an issue now and will continue to be into the future. Notwithstanding the requirement for a net increase to the overall baseline of regular force members within the military, it has been shown that the imperative to increase diversity is not only mandated legally, but is also an operational necessity to the future of the CF. Underpinning this argument is the fact the demographics of Canada indicate that the population is not being re-generated through natural increase, but rather through liberal immigration policies. An examination of the immigration program over the last 25 years shows a fundamental shift away from the traditional source countries in northern Europe to predominantly ones from Asia. Forecasts made using existing demographic data and the assumption that immigration policy will continue with the inflow of approximately 250,000 permanent residents every year from the same group of source countries for the foreseeable future, indicate that visible minorities will represent an increasingly significant proportion of the population. In some cases, for example large metropolitan areas, such as Toronto, the balance could potentially shift by 2017 to the extent that Caucasians become the minority. Showing homogeneity of a new variety, communities such as Markham, Ontario already have majority populations that are not white.<sup>99</sup>

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<sup>99</sup>Andrew Cardozo discusses the potential impact of a white city council serving a community that visible minorities are now the majority. Canada, Department of Heritage and Multiculturalism, *Discussion Papers – Serving Canada’s Multicultural Population for the Future – Policy Forum*, A Summary of Discussion Papers of a Policy Forum held in Ottawa 22-23 March 2005 (Gatineau: Multiculturalism and Human Rights Program,

The goal of increasing the representation of visible minorities in the CF remains modest and is firmly grounded in legislation. Despite a recent push by the CDS to elevate recruiting efforts in the form of Operation CONNECTION, it is now time to focus on the acceptance of new Canadians into the CF as a priority in order to increase the representation of visible minorities.

This chapter will discuss what is the actual visible minority representation within the CF today, the propensity to serve of Canadian visible minorities, how other western militaries tackle visible minority representation and immigration, how Canadian police forces approach ethnic diversity, and finally, some recent CF initiatives on the issue of recruiting from a diverse population base and the possibility of a joint inter-agency partnership to recruit new Canadians.

## **REPRESENTATION**

### **Current CF Visible Minority Representation**

Despite legislation mandating that the CF abide by employment equity policy, recent data from the Self ID surveys indicate that the overall percentage of visible minorities within the CF has decreased from 4.2% in 2001<sup>100</sup> to 2.4% in 2007.<sup>101</sup> This

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2005): 41. Available from <http://www.multiculturalism.pch.gc.ca>; Internet, accessed 7 January 2007.

<sup>100</sup>Grazia Scoppio, "Managing Diversity in Organizations: Are We up to the Challenge? The Experience of the Armed Forces," *International Journal of Diversity in Organisations, Communities and Nations* 4 (Australia: Common Ground Publishing, 2004), 223.

<sup>101</sup>Department of National Defence, Directorate of Human Rights and Diversity, *Canadian Forces' Strategic Diversity Outreach Program*. PowerPoint Presentation on the, (Ottawa: NDHQ DHRD, March 2007): np.

fact is all the more alarming when there are indicators that visible minorities are proud Canadians who want to work and contribute to Canadian society. The current figure of 2.4% visible minorities overall is further broken down as 2.3% for the Regular Force and 4.4% for the Primary Reserve. The CF EE goal for visible minorities is 8.9% and is derived from a workforce analysis based on labour market availability and interest and propensity to join the CF. Noteworthy is that as of 16 March 2007 the representation of visible minorities in the FY 2006/07 recruit intake is 6.2% based on approximately 30% of the Self ID returns.<sup>102</sup> By way of comparison, visible minorities within the Public Service of Canada represent 6.8% of the total work force.<sup>103</sup>

Conclusions that may be drawn from the above data are that the CF continues to lag behind visible minority representation when compared to the following three criteria: overall population average of 13.4%, the public service and the CF's own long-term goals. Because the issue of appropriate representation of designated groups has been a long-term goal since 2002, the decrease of visible minority representation in the Regular Force over the last five years is not acceptable. More needs to be done.

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<sup>102</sup>As of 16 March 2007, DHRD had only received 2000 Self ID surveys out of a possible 6646 enrollees. That represents a sample of 30% which is significant enough to draw a conclusion that overall representation numbers for visible minorities remain significantly higher than the Regular Force average. See Directorate of Human Rights and Diversity, *Canadian Forces' Strategic Diversity Outreach Program*, np.

<sup>103</sup>Grazia Scoppio, "Managing Diversity in Organizations...", 223.

## **PROPENSITY**

### **Familiarity, Interest and Propensity to Serve**

In accordance with the Employment Equity Act, there is a requirement to compare internal representation of DGMs with the Canadian labour force. To be fair, this comparison should be completed using a ‘like-minded’ segment of the Canadian workforce. Recognizing that not all military occupations have a similar civilian counterpart, other methods must be incorporated. Thus, in order to determine appropriate representation goals, there is a need to incorporate interest and propensity to join the military when comparing data with the availability of the civilian work force. Public opinion research is an appropriate method to gauge both interest and propensity to join as the CF can only change its representation levels by recruiting inexperienced personnel. Other than previous CF members who voluntarily choose to re-enroll, there is no way to enter the Canadian military laterally.<sup>104</sup> Building on a data set already available from a survey administered in 2000, a new report has just been made available in draft form, with data from a 2006 survey.

The 2006 survey sample was 1,985 and represented an accurate cross-section of Canadian society. Where there were low incidence populations, quotas were set in order to ensure that the samples were representative. Eligibility requirements of the sample population included being either a Canadian citizen or a permanent resident, within the 17 to 57 age bracket, not being a current a member of the CF, having at least a grade 10

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<sup>104</sup>Department of National Defence, Irina Goldenberg, “The Interest and Propensity of Designated Groups to Join the Canadian Forces – Draft Report,” (Ottawa: DRDC CORA, February 2007), 1.

education and not having been convicted of a criminal offence. The survey was assessed as being accurate within 2.2 percentage points 19 times out of 20.

Analysis of the results can be placed into two broad categories: familiarity with the CF and interest in joining the CF. Familiarity with the CF has increased by 4% to an overall total of 56% of all Canadians. Although all designated groups have seen an increase in familiarity with the CF, men are more likely than women to be somewhat familiar with the CF, while whites are the most familiar followed by Aboriginals and then visible minorities.<sup>105</sup>

Approximately one in five Canadians are at least somewhat interested in joining the CF, which is down slightly from the 2000 figure of 22%. Men (22%) are more likely than women (16%) to be at least somewhat interested in joining the CF. The gender gap has however, decreased since 2000 with males being slightly less interested while females being marginally more interested in joining. Significant to this discussion is that interest among visible minorities increased from 31% to 35% during the last six years representing twice as much interest than Caucasians (15%). Those not interested in joining the CF give several reasons, but most fall into one of two categories. Half of the respondents stated specific barriers such as family, current employment and age for not being interested. The other category is grouped under reasons of a “more personal” nature such as personal values not aligning with the CF’s stated values. Those with more personal reasons for not being interested numbered 18%. For those who indicated “any interest” in joining the CF, the preference for the Primary Reserve increased eleven percentage points to 72% while interest in the Regular Force dropped nine percentage

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<sup>105</sup>Irina Goldenberg, “The Interest and Propensity...,” iii.

points to 24%.<sup>106</sup> Interestingly, preference for joining the Regular Force is stronger among men than women and visible minorities are slightly more likely to want full-time employment than whites. Overall, respondents' interest in either Officer or non-commissioned member (NCM) occupations was nearly even, with interest in Officer occupations slightly higher at 55%. Of note, visible minorities were much more interested in Officer (61%) than NCM (34%) occupations. Those figures are comparable but slightly greater than the white respondents (53% and 42%). With respect to interest in specific environmental occupations, respondents with any interest in joining show the greatest preference for support occupations, followed by the Air Force occupations, then the Army followed by the Navy being the least preferable. Visible minorities indicate a slightly greater interest in support occupations as compared to white Canadians and Aboriginals.

When asked what their propensity would be to visit a CF recruiting centre in the next year, 13% said that they "may" drop in. Men (14%) were slightly more likely to plan to visit a recruiting centre than women (12%). Of significance, visible minorities were three times more likely than whites to expect to pay a visit to a recruiting centre in the next year. Following this same line of questioning, when those that expressed some interest in joining were asked how likely they would join the CF in the next year, men (20%) showed a slightly greater propensity to join than women (18%). From this same group, a greater proportion of visible minorities (27%) and Aboriginals (33%) indicated being at least somewhat likely to join as compared to whites (16%).

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<sup>106</sup>*Ibid.*, 11.



When researchers combined results of question to assess both interest and propensity to join approximately 6% of overall respondents indicated that they are both somewhat interested in the CF and are somewhat likely to join the CF in the next year. Using the same reasoning, survey data indicates that interest and propensity is highest among Aboriginals (17%), followed by visible minorities (13%) and whites (6%). When researchers applied these results to the weighted averages of the overall Canadian population, the interest and propensity numbers breakdown as follows: 40% of the population are women and 60% are men, of which 10% are Aboriginal, 31% are visible minorities, and 59% are white Canadians. Finally, when 2006 “propensity to join” results are compared to data from 2000, increases are noted in all designated groups.<sup>107</sup>

Several conclusions can be drawn from the research presented above. First, overall familiarity of the CF has increased, and although overall interest to join is down slightly, visible minority interest has increased since 2000. Although reasons were not given for this increase one can surmise that the CF is more visible to the public than before. What is not clear is whether this increased interest can be attributed to the CF’s increased media exposure or to CFRG’s attraction strategies. It was not within the scope of the survey to break-down the visible minority respondents into permanent residents and citizens; however, it is recommended that future surveys make this distinction to focus future recruiting efforts.

Secondly, interest in joining the CF for visible minorities has also increased by 4% in 2006 which corresponds to the modest increase noted earlier in the Self ID percentages of recent recruits.

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<sup>107</sup>*Ibid.*, v.

Thirdly, there is a three to one preference to join the Primary Reserve over the Regular Force overall. Of note, preference amongst the visible minority community to join the Regular Force over the Primary Reserve is greater than whites. Once again, there is no data to explain why this is the case and one recommendation would be to ask that question in future research. It can be concluded that the CF could use a two-pronged recruiting strategy to capitalize on these research facts. The first part would be to exploit visible minorities' desire to join the Regular Force through the existing attraction plan. The second part would be to dedicate more resources both to attracting and integrating visible minorities into the Primary Reserve. The argument for doing so is based on providing visible minorities a chance to "try out" the military on a part-time basis, close to their home. Moreover, once enrolled, these new Primary Reservists could be assessed for suitability to join the Regular Force using a more cohesive and focused approach. This proposal stands in stark contrast with the ad hoc method of "component transfer" that exists today.<sup>108</sup> To be sure, this suggestion would require a comprehensive strategy that would need to be coordinated at the highest levels to ensure "purpose" and "means" were clear. Without clear direction, Commanding Officers of Primary Reserve units could be made to think that their units were nothing more than 'holding Battalions' for onward transfer of soldiers to the Regular Force. However, as stated earlier in this paper, the strategic imperative of this requirement should be evident for the success of the CF as a whole.

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<sup>108</sup>Component Transfer refers to the process of moving personnel administratively within the various components of the CF. Component Transfers from the Primary Reserve to the Regular Force are fairly common. Criticism of the component transfer process is that it is overly lengthy and too bureaucratic.

Fourthly, the Recruiting Group must exploit the preference of visible minorities to enroll into officer classifications and support occupations as a first choice. It has been mentioned earlier that the government is admitting more skilled immigrants than ever before. These permanent residents are increasingly arriving with university degrees and trade qualifications yet are finding it difficult to find meaningful work in Canada. It is recommended that the CF works closely with Human Resources and Social Development Canada (HRSDC) to assess applicants professional and academic credentials as the government rolls out its new Foreign Credential Recognition program.<sup>109</sup>

## **OTHER APPROACHES**

### **Western Military Approaches**

#### United States

Because Canada's such a close neighbour and ally of the United States, a discussion of Canadian recruiting concerns would not be complete without examining American military manning issues. Specifically, the issue of military recruitment remains topical south of our border. Concerns of 'tying-in' visible minority representation with current recruitment efforts remains is also topical but arguably less so given the personnel demands of America's current war effort. The participation of ethnic minorities in the military pre-dates the American Revolution when local militias enlisted both free and enslaved Africans to fight against Native Americans.<sup>110</sup> Throughout World

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<sup>109</sup>Citizenship and Immigration Canada, *2006 Annual Report to Parliament*, 3.

<sup>110</sup>Captain (USN) Schuler C. Webb and Master Sergeant (US Army) William J. Herrmann, "Historical Overview of Racism in the Military," Special Series Pamphlet 02-

Wars I and II non-citizens, such as those from the Filipino community, were allowed to join the US military. However, despite President Harry S. Truman's *Executive Order 9981* of 1948 directing full indiscriminate integration of all the services, racism in the form of segregated units prevailed up to the end of the Korean War.<sup>111</sup> Legislation has since been refined over the last half century to include the *Civil Rights Act 1964* and President Clinton's *Executive Order 13152 Equal Employment Opportunity in Federal Government* in 2001. All of this legislation builds on the equal opportunity ideals that President Truman initiated earlier.

Today, the issue of diversity, specifically ethnicity, remains relevant and in some cases contentious. The current Chairman of the U.S. Joint Chiefs of Staff, General Peter Pace, recently commented to an international audience on the positive effect diversity has on the contemporary operating environment. Asking himself rhetorically, "How can any country reach its full potential if it does not include various sectors of its people, whether it be for religious purposes, or color of skin or for any other reason, like gender?" General Pace answered, "Diversity in populations...is a healthy thing for our countries. What is important...is that we share what we believe ourselves and listen to others..."<sup>112</sup>

Continuing the dialogue on the operational necessity of having an ethnically diverse

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01 for Defense Equal Opportunity Management Institute (DEOMI), (Patrick Air Force Base, FL: DEOMI, 2002): 1.

<sup>111</sup>Captain (USN) Schuler C. Webb and Master Sergeant (US Army) William J. Herrmann, "Historical Overview of Racism...", 14-15.

<sup>112</sup>Jim Garamone, "Terror War Requires Partnership, New Look at Strategy," *American Forces Press Service* 24 March 2006. Available at <http://www.defenselink.mil/news/newsarticle.aspx?id=15074>; Internet; accessed 24 February 2007.

military, a senior U.S. Army commander, who was responsible for recruiting in 2005, said:

We are in an environment where combatants are mixed with noncombatants, where there's a clash of cultures, religions and varied political systems... If we're going to perform wearing this uniform with an American flag on the right shoulder every day, we've got to show we're aware and we respect culture, we respect religion, we respect the people, and we understand it.<sup>113</sup>

The same American commander says that it starts with ensuring the ranks are filled with a diverse population,

The Army grows its own leadership. We don't hire it out. We've got to continue to recruit a force that reflects the true strength of this nation. We can't go out and hire our some majors and colonels right now that could be general officers in a few years and fix that. It starts today, it starts every day. The later we get at the business of getting it right, the later we'll have a general-officer corps, colonels, brigade commanders and combat-arms leaders representative of the strength of this nation. We have to get it right,... [t]here's been no greater need for the representation of every sector of this country than we have right now.<sup>114</sup>

The U.S. military has been an all-volunteer force since 1973 and has approximately 1.4 million personnel on active-duty. Of note, it has the most personnel stationed outside a homeland than any other modern nation, which lends credence to idea that it is designed to be a mainly expeditionary force. After going through a period of force reductions after the Cold War, the U.S. military had the unexpected problem of recruiting enough personnel just to maintain its new readiness levels. Susan Hosek comments on the need

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<sup>113</sup>Comments are attributed to General Kevin P. Byrnes, U.S. Army Training and Doctrine Command commanding general. Lisa Alley, "Army diversity is combat multiplier, says Byrnes," *TRADOC News Service*, 25 February 2005. Available at <http://www.tradoc.army.mil/pao/TNSarchives/February05/025405.htm>; Internet; accessed 24 February 2007.

<sup>114</sup>Lisa Alley, "Army diversity..." np.

for militaries to constantly invigorate healthy recruiting initiatives, “In the mid to late 1990s, an unusually strong civilian economy reminded us that even a downsized defence establishment needs to tend to its recruiting structure or face potentially serious shortfalls.”<sup>115</sup>

Those who have looked at American propensity to serve say that interest is declining, thanks no doubt in part to the War on Terror. It has been reported that the Army and Marine Corps have missed their recruiting targets of late. Some say that the reason is related to the high operational tempo soldiers are enduring while others claim it is related to a healthy economy. Either way, it has initiated debate in the U.S. with some even suggesting that limited conscription may be the answer.<sup>116</sup> U.S. studies show that the indicators associated with those who are less likely to serve are: college-educated parents, students with excellent grades in high school, college attendees and being Caucasian.<sup>117</sup> As a result, the military has adapted its recruiting campaign to include convincing parents why they should encourage their sons and daughters to enlist. The military has also used healthy signing bonuses and possible college scholarships to entice more to join.<sup>118</sup>

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<sup>115</sup>Susan Hosek, “*Taking Care of People: The Future of Army Personnel*,” 218. Chapter Ten in Lynn E. Davis, Jeremy Shapiro, eds., *The U.S. Army and the New National Security Strategy*, RAND/MR-1657-A, 2003.

<sup>116</sup>Jim Miklaszewski, “Army, Marines miss recruiting goals again,” *MSNBC News* 10 May 2005. Available at <http://www.msnbc.msn.com/id/7802712/>; Internet, accessed 3 February 2007.

<sup>117</sup>David R. Segal and Mady Wechsler Segal, “America’s Military Population,” *Population Bulletin* 59, no. 4 (December 2004): 9. Available at <http://www.prb.org/Template.cfm?Section=PRB&template=/ContentManagement/ContentDisplay.cfm&ContentID=12112>; Internet; accessed 24 February 2007.

<sup>118</sup>Jim Miklaszewski, “Army, Marines miss recruiting goals again,” np.

The word conscription, or the “draft,” elicits many emotional viewpoints within America, mostly negative. Many baby-boomers recall the anti-war movement during the latter stages of the Vietnam War when the draft, following on from the Cold War, was used to increase the ranks of the military. Researchers Kane and Carafano argue that America’s preferred approach to security has always centred on using volunteers to make up a reasonable standing force. Only in a time of a national crisis would citizens be conscripted, or drafted, to supplement the permanent force. It was President Nixon who, in the later stages of the Vietnam War, decided to investigate whether an all-volunteer force could meet America’s national interests. Based on Defense Secretary Thomas Gates Junior’s 1970 report to Nixon supporting an all-volunteer force, the military abandoned the draft in 1973. Soon, critics argued that the military could become an ‘unpatriotic band of mercenaries.’ Instead the argument can be made that the U.S. military is more professional now than it ever has been and in some respects, an employer of choice. Kane and Carafano recognize that the all-volunteer force faces its greatest test in the anticipated long war against trans-national terrorism. However, they make the point that national pride and economic incentives will always be more effective motivators to enlist than coercion.

Countering the argument that the American military only employs the poor, non-white and unqualified, Kane and Carafano use statistics to show that between 1998 and 2003, the typical recruits to the all-volunteer force were wealthier, more educated and as white as the society they were serving. Further, they suggest that young soldiers have chosen this fight as their own and are not victims: “Maintaining the strength and size of our all-volunteer military isn’t always easy. But Americans step up when their country

needs them.”<sup>119</sup> To that point, the most recent information from the Department of Defense indicates that recruiting remains adequate despite a difficult market. The Undersecretary of Defense for Personnel and Readiness, David Chu, has stated that recruiting challenges were a result of an improving economy, increased Army and Marine Corps recruiting goals and a high operational tempo. Chu has announced that changes to military compensation are one possibility to meet recruiting and retention objectives. He has also said that a new public affairs campaign will be launched and will be aimed at:

bolstering patriotic impulses and the perception of the military service... We are increasing our efforts to communicate the value of service to the American people... The ultimate objective is to reach out to parents and influencers in ways that lead them to support their sons’ and daughters’ decisions to serve... The success of our all-volunteer force begins with recruiting, and the viability of the force is assured with successful retention.<sup>120</sup>

Some intellectuals, who support the all-volunteer force, have suggested another option to avoid re-instituting the draft if recruits become less bountiful. Boot and O’Hanlon suggest inviting foreigners to join the U.S. armed forces in exchange for a promise of citizenship after a four-year tour of duty. They argue that America is a land of immigrants who imbue the qualities of hard work, adventure, spirit of resolve and a devotion to ideas bigger than themselves. In addition to much needed manpower, the

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<sup>119</sup>Tim Kane and James Jay Carafano, “Whither the Warrior – The Truth About Wartime Recruiting,” *Army* 56, no. 5 (May 2006): 20-24.

<sup>120</sup>John J. Kruzel, “Recruiting is Solid Despite Difficulties, Defense Official Says,” *American Forces Press Service* 16 February 2007, <http://www.defenselink.mil/News/NewsArticle.aspx?ID=3097>; Internet; accessed 24 March 2007.



U.S. military may also benefit from acquiring much needed cultural and language skills from non-traditional source countries.

We could provide a new path toward assimilation for undocumented immigrants who are already here but lack the prerequisite for enlistment – a green card. And we could solve the No. 1 problem facing the Army and Marine Corps: the fact that these services need to grow to meet current commitments yet cannot easily do so (absent a draft) given the current recruiting environment.<sup>121</sup>

On the ethical question of prospective immigrants being used as “mercenaries” to fight America’s wars, Boot and O’Hanlon say their proposal needs to be considered in the context of the tens of thousands of government security contractors the government employs from Colombia to Iraq. Furthermore, immigrants who joined the armed forces would be more valuable as they would be under military discipline and motivated by more than cash. With respect to the question of risk, critics suggest that these immigrant soldiers could run away from military service. Boot and O’Hanlon respond by saying that the situation is no different than it was in the nineteenth and early twentieth centuries when immigrants were charged with building railroads and skyscrapers or worked in mines. They say that it would be strictly voluntary and would not upset other immigration efforts. To be sure, the challenge would be one of screening all applicants. It is recognizing that immigrants from some source countries would be more difficult to assess in terms of their dependability and commitment. However, since the attraction of U.S. citizenship remains great, immigration officials would have the luxury of choosing only the most qualified from an already large applicant pool.

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<sup>121</sup>Max Boot and Michale O’Hanlon, “A Military Path to Citizenship,” *Washington Post.com* 19 October 2006. <http://www.washingtonpost.com/wp-dyn/content/article/2006/10/18/AR2006101801500.html>; Internet, accessed 24 March 2007.

There is already U.S. legislation that “fast tracks” citizenship for non-citizen soldiers. On 3 July 2002, President George W. Bush signed *Executive Order 13269 Expedited Naturalization of Aliens and Noncitizen Nationals Serving in an Active-Duty Status During the War on Terrorism*. The Executive Order states:

Those persons serving honourably in active-duty status in the Armed Forces of the United States, during the period beginning on September 11, 2001, and terminating on the date to be so designated, are eligible for naturalization in accordance with the statutory exception to the naturalization requirements, as provided in section 329 of the Act.<sup>122</sup>

As of 2003, there were 37,401 foreign nationals serving in the U.S. military which represents approximately 2.5% of the overall military population.<sup>123</sup> During peacetime, non-citizen U.S. residents are eligible to apply for citizenship after serving in the military for three years instead of the normal requirement of five. Under the executive order, active duty and honourably discharged troops who fight in the war on terror are immediately eligible to apply for citizenship. A U.S. immigration official stated that about 5,500 military personnel had applied by April 2003. Acknowledging that the application typically can take up to two months to process, he encouraged all non-citizens who qualify to apply.<sup>124</sup>

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<sup>122</sup>United States, Executive Office of the President of the United States, “Executive Order 13269 Expedited Naturalization of Aliens and Noncitizen Nationals Serving in an Active-Duty Status During the War on Terrorism,” *Federal Registrar* 67, no. 130 Monday, July 8, 2002. Available at <http://www.archives.gov/federal-register/executive-orders/2002.html#13269>; Internet; accessed 30 March 2007.

<sup>123</sup>Diego Ibarquen, “Bush hails citizenship for 2 Marines,” *Deseret News* 12 April 2003. Available at [http://findarticles.com/p/articles/mi\\_qn4188/is\\_20030412/ai\\_n11386340](http://findarticles.com/p/articles/mi_qn4188/is_20030412/ai_n11386340); Internet, accessed 24 March 2007.

<sup>124</sup>Diego Ibarquen, “Bush hails citizenship...,” np.

There is little argument that the United States is Canada's closest ally. What is not clear is how much we can learn from their military recruiting strategies. To be sure, America has never been a supporter of multicultural policies, preferring instead to base their integration on assimilating newcomers as soon as possible. That being said, some parallel comparisons can be drawn, particularly in the context of the events that have occurred in the last decade. The events of 11 September 2001 set in motion a period of heightened security that included greater defence of the homeland and greater number expeditionary combat missions.<sup>125</sup> Canada, being one of America's closest allies, responded in kind. Why this is important to military recruitment is that the new contemporary operating environment may have had an effect on U.S. military strength. Information presented in this paper shows that America is doing reasonably well today with respect to recruitment. However, there are questions on whether current recruiting policies can withstand a protracted war against terrorism. Ideas to address this concern range from re-instituting a limited form of conscription to increasing financial compensation to offering citizenship to immigrants who agree to a set period of duty in uniform.

It is highly unlikely that the political and cultural sensitivities of Canada would ever support conscription, particularly since the nation has not been attacked directly.<sup>126</sup>

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<sup>125</sup>The NSS is often referred to as the Bush doctrine. See United States, The White House, *The National Security Strategy of the United States of America 2002*, Available from <http://www.whitehouse.gov/nsc/nss.html>; Internet; accessed 24 March 2007.

<sup>126</sup>Conscription, although appealing from a simplistic point of view of maintaining force readiness. As discussed earlier, the appeal of a more professional all-volunteer force suits both American and Canadian sensibilities. Adam Chapnick believes that conscription is not all realistic for Canada and never will be in the future. "Conscription has a history of creating national divisions along linguistic and ethnic lines, ... and those

The idea of increasing salaries seems simple at the outset. However, it can be argued that the CF's operating budget is already weighed-down with hefty personnel costs. Asking for additional resources from Treasury Board would likely not be supported when the overall strength of the CF cannot be shown to have increased proportionately. Other options should be investigated. The idea of attracting new Canadians to the military through the offer of citizenship needs to be examined more closely. The benefits of bringing new Canadians into the military, notwithstanding the legal imperative to increase diversity, could include better use of national human capital and easier integration into society. On balance, security concerns and CIC processing times for residency may inhibit this idea. More research is required in this area, specifically the assessment of 'true risk' immigrants bring to their adopted nation.

#### Great Britain

As a former colony of Britain, Canada's military culture is still influenced by British service traditions, albeit less so since Canada patriated its constitution in 1982. That being said, many of the CF's force structures resemble the British hierarchy more so than any other western military. For that reason, it is reasonable to study the issues surrounding recruiting in the British Armed Forces in order to make comparisons and possibly draw conclusions.

The British military has also downsized since the end of the Cold War. Starting in 1991, the British Armed Forces underwent successive military capacity reviews where

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experiences are unlikely to be forgotten." Adam Chapnick, "Not Necessarily Conscription... Bringing the Forces up to Strength: A question of motivating youth to serve," *Canadian Military Journal* 7, no. 4 (Winter 2006-2007): 90.

their strength was reduced from 305,700 in 1990 to 204,700 in 2002. Despite the reductions, the all-volunteer British Armed Forces has had difficulties recruiting through the 1990s. Reasons given for this problem were increased competition from civilian employers, a changing social structure where society's social values were increasingly at odds with the values of the Armed Forces and changing family structures amongst the traditional pool of white, working-class, male recruits.<sup>127</sup>

In January 2007, the Armed Forces had a total full-time strength of 176,610. A recent manning reduction due to army restructuring has set the authorized strength at 183,950. Britain continues to have problems meeting its army recruiting targets despite raising the maximum age that people can join from 26 to 33 and a re-newed emphasis on targeting secondary school dropouts with apprenticeship programs.<sup>128</sup> Others attribute the decline in propensity to join to the military's involvement in dangerous conflict around the world, low unemployment and a recent harassment and bullying scandal. The response from the Ministry of Defence appears to be one of more creative attraction strategies emphasizing adventure and teamwork.<sup>129</sup>

On the issue of equality and diversity within the Armed Forces, the British military's reputation has been marred by accusations of racism. *An Equal Opportunities*

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<sup>127</sup>Rachel Woodward and Patricia Winter, "Discourses of Gender in the Contemporary British Army," *Armed Forces & Society* 30, no. 2 (Winter 2004): 280-281.

<sup>128</sup>PersonnelToday.com, "UK Armed Forces numbers increase to 97% of target," 28 February 2007. Available at <http://www.personneltoday.com/Articles/2007/02/28/39452/uk-armed-forces-numbers-increase-to-97-of-target.html>; Internet, accessed 31 March 2007.

<sup>129</sup>Eric Pfanner, "On Advertising: Army goes for the top," *International Herald Tribune* 17 April 2006. Available at <http://www.ihf.com/articles/2006/04/16/business/ad17.php>; Internet, accessed 31 March 2007.

*Action Plan (1997)* was launched as a result of conclusions tabled by a Commission for Racial Equality. Later, the Ministry of Defence articulated in the *1999 Defence White Paper* that one of its highest priorities would be on equal opportunities, providing the impetus for overarching policy concerning recruitment needs, legal obligations, moral standards and good management regarding fairness. In the *Armed Forces Overarching Personnel Strategy (2000)* reference to diversity management can be found in this quotation: “We must recruit and retain the best people for the job from a diverse society.”<sup>130</sup>

British sociologists Dandeker and Mason discuss British diversity policy regarding fair ethnic representation in the military as follows:

[T]he Strategic Defence Review places emphasis on the need for the Services to represent society. The aim is said to be to increase minority ethnic recruitment incrementally so that eventually, ‘the composition of our Armed Forces reflects that of the population as a whole.’ Although not explicitly discussed in these terms, there is a clear implication that proportional representation is a worthy goal in its own right and that issues of fairness and citizenship are at stake.<sup>131</sup>

A recent report indicates that the British Army has done excellent work to increase ethnic minority representation. Starting from a low of 0.7% in 1996/97, recruiting initiatives such as the Army Diversity Action and Recruiting Teams have worked hard to increase ethnic representation to 8% in 2006. Although that figure is in line with the wider society, it is still below the 20% ethnic make-up of the 19 to 24 year-

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<sup>130</sup>As cited in Rachel Woodward and Patricia Winter, “Gender and the Limits to Diversity in the Contemporary British Army,” *Gender, Work and Organization* 13, no. 1 (January 2006): 49-52.

<sup>131</sup>Christopher Dandeker and David Mason, “Diversity in the British Armed Forces: The Debate over Ethnic Minority Representation,” A Paper presented to a conference on ‘Redefining Society – Military Relations: From Vancouver to Vladivostok,’ (Birmingham: University of Birmingham, 1999): np. Available at <http://www.crees.bham.ac.uk/research/dandeker.pdf>; Internet, accessed 24 March 2007.

old cohort in Britain. Further, the author of the report suggests that the British Army is now leading the way on race relations which is in contrast to racist policies in the 1960s and continued widespread discrimination in the early 1990s.<sup>132</sup> That being said, the British public is not always convinced that precious advertising resources should be spent on attracting ethnic minorities who likely do not want to join anyway. Perhaps, the money would be better spent on the recruiting and retaining “mainstream Brits.”<sup>133</sup>

Britain’s population continues to grow. Like other western countries, increase due to inflow from immigrants now outnumbers natural increase. In 2005, approximately 565,000 migrants, or 0.9% of the population arrived to live in the United Kingdom for at least a year. Notably, 14% of immigrants are coming from the group of eight central and eastern European countries that acceded to the EU on 1 May 2004.<sup>134</sup>

Britain states that ethno-cultural diversity is one of its strategic goals; however, it has stumbled with that concept until very recently. The concept of racism based on ethno-cultural lines is not widespread in Canada where pluralism is accepted by society at large. In terms of this paper, comparisons with Britain are difficult for two reasons: the government continues to reduce its military strength in order to align itself with a more contemporary posture post 9/11 and British immigration is shifting away from previous

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<sup>132</sup>Matthew Bennet, “Fit to Serve,” in *30 at the Turning of the Tide* (London: Commission for Racial Equality, 2006): np. Available at <http://www.cre.gov.uk/anthology>; Internet, accessed 31 March 2007.

<sup>133</sup>Pauline Isodore, Comments to “Army fails to attract Muslims in 90 [GBP] diversity recruitment drive,” *Personneltoday.com* online 10 January 2007. Available at <http://www.personneltoday.com/Articles/2007/01/10/38812/army-fails-to-attract-muslims-in-90m-diversity-recruitment.html>; Internet, accessed 31 March 2007.

<sup>134</sup>United Kingdom, National Statistics, “UK Snapshot: Population: Migration,” 19 April 2007, Available at <http://www.statistics.gov.uk/cci/nugget.asp?id=260>; Internet, accessed 20 April 2007.

source countries located in South Asia and the Middle East to those in central and eastern Europe where visible minorities are not prevalent. However, it is interesting to examine two of the British Army's recent approaches to attracting potential recruits. One is based on teamwork and adventure and the other is aimed squarely at attracting Muslims.

Although, detailed analyses of the success of these two campaigns are not available, there are indications that the one aimed at recruiting more Muslims has been less than successful. It would be valuable to study this latter case further to determine why that particular program was not as successful as was desired.

#### Australia

An examination of Australia is relevant to this discussion for several reasons. Like Canada, Australia has its roots in British colonialism, it is of similar size to Canada in terms of both population and military force; and it shares similar views on immigration. Australia is also experiencing difficulties in military recruiting.

This year, the Australian Chief of the Army, Lieutenant General Peter Leahy said that the Army was only achieving 90 to 95 percent of its recruiting targets. He also indicated that the government has recently authorized a 20% increase to the army, or 5,000 soldiers, to his force over the next ten years. This increase in authorized personnel ceiling for the army necessitates the elevating of recruiting as one of the top defence priorities for the 52,000 strong Australia Defence Force (ADF). A new attraction strategy would be centred on the reality of Australia's expeditionary role and appealing to



Australians' patriotism to serve their country and making a difference in their community.<sup>135</sup>

General Leahy also suggested that the Australian Army would re-examine entry standards to determine if they are too restrictive. Possible areas that might be relaxed to allow a greater pool of potential recruits are body weight, asthma and previous use of recreational drugs. Leahy also conceded that the Australian Army's image may have been tarnished with recent reports of harassment, resulting in parents questioning the validity of the "zero tolerance" policy. However, the Commander of the Army was adamant that the ADF is taking the incidents seriously and has the backing of both the Senate and the government in correcting any 'mistakes.'<sup>136</sup>

The recruiting debate in Australia also focuses on other issues such as the demographic crunch that is expected to hit in 2020 when the availability of adults entering the workforce will be much lower. More current is the concern that those in Generation Y (born after 1978) are not interested in joining the ADF today. Reasons given for this generation not having a propensity to serve are centred around what is good for them, such as being treated with respect and the ability to question authority. This suggests that the ADF may have to change its management style, or military culture, to appease this generation's sensibilities. One executive who works for Manpower, Australia's civilian contractor for recruiting, suggests that Generation Y applicants can be

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<sup>135</sup> People's Daily Online Website, "Australian Army launches recruitment advertising campaign," 5 April 2007. Available at [http://english.people.com.cn/200704/05/eng20070405\\_364030.html](http://english.people.com.cn/200704/05/eng20070405_364030.html); Internet, accessed 14 April 2007.

<sup>136</sup> Barrie Cassidy, "Army recruitment criteria to change slightly: Leahy," Transcripts from *The Insiders* ABC television broadcast 27 August 2006. Available at <http://www.abc.net.au/insiders/content/2006/s1725108.htm>; Internet, accessed 31 March 2007.

attracted to military service by appealing to their higher ideals of what a job means to them. The argument is that the Generation Y cohort are looking for something beyond the economic value work provides, such as adventure or the humanitarian aspect.<sup>137</sup>

Ross Babbage, a scholar with interests in the ADF, suggests that Australian military could resolve its manning problems by increasing the use of Reservists in full time positions. His proposal would be to attract young adults as soon as they leave high school with an offer of one year of employment in exchange for military training and a commitment that the country could call on them in a time of need. Upon completing the one year, the Reservists would be encouraged to attend post secondary education in their choice of institutions or to find civilian employment. Additional military training would come in the form of three to four week blocks each year thereafter. Presumably, individuals would decide later in their careers whether to join the Regular Force, assume a full time Reserve position or continue as a part time Reservist committed to call up in a national crisis.<sup>138</sup>

More controversial is the suggestion that Australia revert to a form of National Service. The introduction of a form of conscription, whether it is universal or selective, under the current labour market and economic conditions would not necessarily be advantageous. However, given Australia's demographic outlook, Australia's former

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<sup>137</sup>Paul Barclay, "Defence recruitment crisis," *Background Briefing*. Transcripts from a broadcast on Radio National dated 26 March 2006. Available at <http://www.abc.net.au/rn/talks/bbing/stories/s1597752.htm>; Internet, accessed 7 April 2007.

<sup>138</sup>Ross Babbage as cited in Paul Barclay, "Defence recruitment crisis," np.

Chief of Defence Force, Admiral Chris Barrie believes that there is an argument to be made that Australia may have no choice if it is to secure its national interests.<sup>139</sup>

After the Second World War, the immigrants to Australia were English-speaking members of the Organisation for Economic Co-operation and Development (OECD) shifting to non-OECD countries in the mid-1970s. Like Canada, Australia began to focus on skilled immigrants using a more selective process. Prior to the mid-1960s, Australia's integration policy of its newcomers was one of "assimilation" where immigrants were expected to become rapidly indistinguishable from the native-born population. This assimilation policy worked alongside the "White Australia" policy until 1973. Realizing that its policies were no longer appropriate from a humanistic or economic viewpoint, the Australian government moved slowly towards a more accepting policy of pluralism. The *Racial Discrimination Act (1975)* prohibited discrimination based on ethnic origin. The term "multiculturalism" started to be used in the context of allowing immigrants to maintain their cultural roots while providing equal opportunity and equal access to government programs and services. However, it was not until 1989 that the government outlined its *National Agenda for a Multicultural Australia*. This policy was further amended to *Multicultural Australia: Unified in Diversity (2003)* which included a connection between earlier equality policies and economic efficiency. Australian parliamentarians define economic efficiency as "the need to maintain and utilize effectively the skills and talents of all Australians regardless of background."<sup>140</sup> With

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<sup>139</sup>Admiral Chris Barrie as cited in Paul Barclay, "Defence recruitment crisis," np.

<sup>140</sup>Thomas Liebig, *The Labour Market Integration of Immigrants in Australia*, OECD Social, Employment and Migration Working Papers No. 49 (Paris: OECD, 2006): 13-15.

respect to naturalization, Australia has one of the most permissive residency requirements in the western world. Non-citizens only require two years of residency before they can apply for citizenship. Although Australia has both a very similar history and current approach to immigration, there is no present intention to target immigrants as a possible source of military recruits.<sup>141</sup>

Conclusions from studying Australia's military recruitment efforts show that there are both similarities and differences to Canada's situation. First, Australia has similar demographic trends to Canada and recognize that there is a need to engage the leadership on possible solutions. Much focus is on the Generation Y cohort as they are the principal target for ADF recruitment. In order to attract this cohort, it has been suggested that military culture may need to be adjusted followed by a comprehensive media campaign to explain that changes are, in fact, occurring. It is interesting that some of the Australian debate is focused on the possible reversion to a form of National Service (limited conscription). As discussed earlier, it is unlikely that Canada will re-open that debate. The idea of increasing the use of Reservists in the ADF also resonates here in Canada. An argument can be made that Canada already employs more Reservists in full-time positions than the public is aware of. That being said, an Australian scholar makes the case that an increased emphasis on attracting secondary school students into the Reserves could pay off dividends to both the Regular Force and national desires for better social cohesion and integration. Finally, it is interesting to note that Australia has a Public-

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<sup>141</sup>The focus for ADF recruiting is achieving the increased levels the government has mandated with a limited budget. Despite similar immigration policies as Canada, there is little contact between the ADF and the Department of Immigration and Citizenship (DIAC) regarding immigrants or partnerships. Wg Cdr Mark Quilligan, MPRR Australian Defence Force. Various e-mail communications March-April 2007.

Private Partnership arrangement for its military recruiting system. It would be worth further study to determine if a similar arrangement would work for the CF. It is presumed that less uniformed members working in recruiting centres would equate to more available to work in ‘first-line’ units. It is acknowledged that a certain percentage of ‘uniforms’ would be necessary at recruiting centres in order for applicants to get specific experience-related questions answered.

### **Police Organizations**

The Royal Canadian Mounted Police (RCMP)

The Royal Canadian Mounted Police (RCMP) is the national police service for Canada. The RCMP provides federal policing to all Canadians and is also contracted to provide police services to most provinces and hundreds of municipalities. Due to its history, federal mandate and para-military structure, a study of the RCMP’s recruiting issues may be helpful to this discussion.

The RCMP has a total strength of approximately 23,000 and has a tradition of over 130 years service to Canada. An examination of the RCMP’s national website reveals the recruiting slogan, “Join the RCMP. Make a difference. Start today.”<sup>142</sup> Making a difference includes reflecting Canada’s diverse population. However, in order to join the RCMP you must be a Canadian citizen and communicate well in one of Canada’s official languages. The RCMP does not target new Canadians *per se* but is trying to increase its representation of the DGMs. Recruiters make a concerted effort to

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<sup>142</sup>Canada, RCMP Website. Available at [http://www.rcmp-grc.gc.ca/recruiting/regular\\_member\\_e.htm](http://www.rcmp-grc.gc.ca/recruiting/regular_member_e.htm); Internet, accessed 3 April 2007.

attend ethno-cultural community events and festivals in order to break down potential barriers and explain the RCMP's role and employment policies. Anecdotal feedback from recruiters is that first generation Middle Eastern and South Asian Canadians remain skeptical of the RCMP as a career choice due to recollections of corrupt police forces in their countries of origin.<sup>143</sup>

The legal aspects of the RCMP's diversity goals are described on the same website:

The RCMP is committed to providing effective police services that are appropriate, sensitive and equally responsive to all segments of Canada's diverse society. And this means implementing policies and practices which reflect all laws, regulations and government commitments confirming and dealing with diversity, and including all laws prohibiting discrimination on any grounds as defined by the *Canadian Human Rights Act*.<sup>144</sup>

Of note, the website further links to more detailed recruiting information sections on the following designated groups: women, Aboriginals and visible minorities. Under the visible minorities heading, the RCMP say that the number of visible minorities employed in its service has steadily increased in the past few years; however, it acknowledges that more work has to be done to ensure the trend continues. On the subject of visible minority propensity to join, the RCMP proclaims:

Recent research has indicated that visible minorities desire certain attributes in a career. These include competitive salary and satisfying work, the accommodation of religious and cultural beliefs, challenging and varying work experiences, the opportunity to work with diverse

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<sup>143</sup>Annie Robert, RCMP Marketing and Recruitment Advisor, telephone conversation 12 April 2007.

<sup>144</sup>See "Diversity Matters" page at RCMP Website.

communities, and to contribute to society. The RCMP can fulfill all these attributes and more.<sup>145</sup>

The RCMP also maintains a Visible Minority Mentoring Program where a prospective recruit can first see a picture of the mentor and then choose to read more about that mentor's experiences in the force. If the prospective applicant would like to contact the specific mentor to ask more questions, the website allows an email to be sent immediately with one click.<sup>146</sup>

The RCMP discovered recently it too is in a recruiting squeeze due to an aging police force and more competition from the civilian job market. To address the issue, the RCMP have partnered with the Canadian Forces to share resources, survey data and best practices. The program, known as the *Strategic Recruiting Partnership*, will operate until 2009. One aspect of the program that is most visible to the public is the use of website links to each other's recruiting pages.<sup>147</sup>

Key conclusions that can be drawn from RCMP recruiting practices are the comprehensive use of the Internet to specifically lay out their requirements for members in the designated groups, a willingness to interact within the ethno-cultural communities to break down possible barriers and a program of mentorship. In particular, the ability for a potential recruit to directly contact a RCMP officer of his or her own ethnicity through the Internet looks promising. Finally, the new inter-agency partnership between

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<sup>145</sup>RCMP Website.

<sup>146</sup>RCMP Website.

<sup>147</sup>Jeff Esau, "Military, Mounties teaming up to attract new recruits," *The Globe and Mail* 3 March 2007.

the CF and the RCMP appears to be a step in the right direction with regards to greater government cooperation and a possible streamlining of human resource initiatives.

#### Toronto Police Services (TPS)

As mentioned earlier, Toronto continues to be a destination of choice for immigrants. As a result, not only is Toronto the largest metropolitan area in Canada – it is one of the most diverse. The Toronto Police Services (TPS) has the mission of providing security at the municipal level for roughly 2.7 million inhabitants. The size of the force approximately 5,200 uniformed police officers.<sup>148</sup> A study of the TPS is relevant to this paper due to its hierarchical organization, the security aspect of its work and the diverse community it serves.

The node for TPS' recruiting efforts is the Employment Unit. A 2003 report indicates that inadequate resources provided to the Employment Unit may hamper recruiting efforts. Significant to this discussion, the report concludes that

For recruitment purposes, the Service [TPS] must now develop a program to effectively boost its image and sell itself to the community... This is particularly important with respect to attracting recruits from minority communities.<sup>149</sup>

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<sup>148</sup>Toronto Police Services, 2005 Annual Statistical Report (Toronto: Toronto Police Services, June 2006): 1. Available at <http://www.torontopolice.on.ca/publications/>; Internet, accessed 3 March 2007.

<sup>149</sup>The Honourable George Ferguson, Q.C., *Report and Recommendations Concerning Various Aspects of Police Misconduct – Volume 1* Report Prepared for Julian Fantino, Chief of Police, Toronto Police Service (Toronto: Toronto Police Service, 2003): 21. Available at <http://www.torontopolice.on.ca/publications/>; Internet, accessed 3 March 2007.



Recommendations on enhancing recruiting efforts, particularly for those in minority groups, included exploring co-operative or joint programs with tertiary educational institutions and conducting seminars at various community centres and programs in order to explain the entire recruitment process and employment policies of the Service.<sup>150</sup>

The TPS aims to ensure that the ethno-racial makeup of the Service reflects that of the community. In 1986 the Toronto police made the opportunity for its members to self-identify as a racial minority, a female, or an Aboriginal. Despite provincial employment equity legislation that was repealed in 1995, the TPS has continued with its diversity policies. In 2003, recruiting programs included:

- *Liason with Toronto's Faith Communities* – Recruiting officers focus on young people from many of Toronto's diverse congregations;
- *Community Outreach* – Recruitment presentations are being made to organizations representing many of Toronto's diverse communities. This includes partnerships with a civilian recruiting advisory committee, professional minority associations, other emergency services and boards of education in order to attract visible minorities;
- *Recruiting Newsletter* – This newsletter is distributed through TPS websites as well as through youth and community centres. The newsletter represents a coalition of communities including the Arab, Tamil, Sikh, Asian, South Asian, Japanese and Muslim communities;
- *Follow-up with unsuccessful candidates* – The TPS stays in touch with candidates from minority groups who are unsuccessful in their initial employment application to mentor them and to keep them interested and motivated to re-apply;
- *Mentoring* – Sessions are conducted to help candidates prepare for the application process. Specific sessions are held for candidates who are female and for various designated communities including Black, Aboriginal, South Asian, Asian and other identified groups.<sup>151</sup>

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<sup>150</sup>The Honourable George Ferguson, Q.C., *Report and Recommendations...*, 22.

<sup>151</sup>Toronto Police Services Board, *Draft Report of the Board/Service Race Relations Joint Working Group*, Report Prepared for the Toronto Police Services (Toronto: Toronto

Unlike the CF, the TPS does not set a target level of representation in the designated groups. However, a senior officer, who is identifiable as a visible minority and worked for the Employment Unit, said that a general rule is to recruit one-third visible minorities. He also said that the key to successful recruiting of visible minorities was going to their communities and literally ‘knocking on doors’ in order to start a dialogue. He further explained that culture of the newcomers to the Toronto area must also be taken into account. For example, his experience indicated that parents who are recent immigrants exert a significant influence over their close and extended families, often showing a bias against service professions, such as the police. An Ambassador Program that enlists the support of key visible minority community leaders has also proven to be very successful. In essence, community leaders who support the TPS approach potential recruits and begin a dialogue extolling the benefits of joining. Once the applicant is serious about applying, the contact is passed off to a police recruiter who continues the process. The “ambassador” maintains contact with the recruit providing mentorship throughout the application, and in some cases, right through to graduation.<sup>152</sup>

The TPS does recognize the changing demographics of its community. To that end, immigrants are considered as a possible recruiting pool. Although strong verbal and written communications skill in English are vital, citizenship is not. The Toronto police accepts applications from Permanent Residents so long as they can fulfill all the other

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Police Services, 2003): 55-56. Available at <http://www.torontopolice.on.ca/publications/>; Internet, accessed 3 March 2007.

<sup>152</sup>Superintendent Sam Fernandez, Toronto Police Service, Telephone discussion 11 April 2007.

pre-requisites listed in their recruiting standards (i.e., education, language and fitness). Far exceeding expectations, the last three TPS recruiting classes in 2006/07 had visible minority percentages of 54.7, 51 and 54.1. Reasons given to explain this success are attributed to strategic recruiting in communities, newcomer (immigrant) outreach programs and increased media exposure.<sup>153</sup> Of note, one aspect of strategic recruiting in communities includes Community Consultative Committees (CCCs). The CCCs are made up of community volunteers that reflect the ethnicity of that community. One of their mandates is to act as a resource to the TPS on policy issues like recruitment. Finally, an Employment Unit officer expressed caution that TPS' success may not be necessarily transferable to the military. In his opinion, one of the attractions for visible minorities entering the TPS workforce is the ability to work close to their ethno-cultural centres of mass.<sup>154</sup>

After examining the TPS recruiting system, a conclusion can be made that outreach is fundamental to their diversity goals. In particular, the use of the community mentors in the form of the Ambassador program and CCCs appear to be helpful in bridging the gap between the perceived 'white establishment' and the ethnically diverse population that TPS serves. In addition, the ideas of focusing recruiting messages on specific youth groups that are connected to non-traditional religions and following-up on visible minority applicants who were not successful in the first round processing, are areas the CF could examine in further detail.

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<sup>153</sup>Staff Sergeant Riyaz J. Hussein, Employment Unit Toronto Police Service. Telephone and e-mail communication at various times between 3-11 April 2007.

<sup>154</sup>Staff Sergeant Riyaz J. Hussein.

## Canadian Forces Initiatives

### CFRC Vancouver Community Outreach

Prior to the issuance of Operation CONNECTION in February 2006, the idea of community outreach was ad-hoc, at best. In what appears to be an excellent, albeit independent initiative, CFRC Vancouver started a community outreach program to address the demographic shift that its recruiting pool was taking. A full-time Diversity office was created with four recruiters assigned additional duties to focus efforts on women, Indo-Canadians, Asians and Aboriginal peoples. One particular recruiter has participated in over a hundred career fairs, Indo-Canadian community events and festivals and made significant in-roads with the South-Asian community centred on the Lower Mainland of British Columbia. In summary, the CFRC Vancouver outreach program was unique and “based on education, networking, communication, conversation, community involvement and interaction between CF members and Elders, community, education and business leaders.”<sup>155</sup>

CMP was recently tasked by the CDS to identify future locations of Community Offices for diversity outreach and to formulate a plan to stand-up these offices as soon as possible.<sup>156</sup> The status of this initiative is unknown. However, it would make sense that based on census data, thought should go into placing these CF community outreach offices in and around the suburbs of Toronto, Vancouver and Montreal – the place where immigrants settle. For best practices, the CF should look no further than to CFRC

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<sup>155</sup>Captain Andre E. Salloum, *Diversity within the Canadian Forces*. Internal communication paper given to the author by the former Commander CFRG, Col Kevin Cotton 26 January 2007.

<sup>156</sup>DND, CDS “Op CONNECTION...,” 4.

Vancouver as it has been implementing a form of community outreach for the last five years.

#### Joint Inter-Agency Partnership Between CF-CIC-HRSDC

Even though the CF does not recruit laterally<sup>157</sup>, the CMP is concerned about the “hollow force” that exists in the officer and senior non-commissioned cohort of 12 to 15 years’ service. This cohort exists as a result of a force reduction program that occurred in the mid-1990s. As a result, CMP asked the Director General Personnel Generation Policy to investigate alternate approaches to alleviate this particular manning problem. In the January-February 2007 timeframe, exploratory meetings were initiated by the CF to discuss possible options with both CIC and HRSDC.<sup>158</sup>

Possible options fall into two categories: domestic and international. The domestic option is centred on the idea of contacting former CF members who are now on the Supplementary Reserve list and asking them if they would be interested in “transferring” back to the Regular Force.

More specific to this paper is the international option that is based on partnering with either Australia, New Zealand, Britain or the United States (or possibly another nation from the original 16 of NATO), who may be downsizing their military. The idea would be that there may be interest from a soon-to-be redundant individual to continue

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<sup>157</sup>The notion of recruiting *laterally* suggests that civilians could be brought directly into the military and given senior ranks (i.e. Warrant Officer or Captain) without having to ‘work their way up’ the rank structure.

<sup>158</sup>Colonel Cheryl Lamerson, DPGP. Telephone and e-mail communication between 26 March – 5 April 2007.

his military career in the CF. Continuing this idea, the CF would initially place a job offer to a suitable foreign candidate with the understanding that the individual (applicant) would obtain Permanent Resident status first. Once applicants could prove their Permanent Resident status, the CDS could waive the requirement for citizenship as per his purview and the applicant would be enrolled.<sup>159</sup>

The problem with this ‘international option’ is that the process of getting Permanent Residency for a suitable applicant is out of the CF’s jurisdiction. Further complicating the proposal is HRSDC’s desire to ensure the Canadian labour market is not overly affected by any CF proposal. In other words, it must be demonstrated that no Canadian citizen, or existing permanent resident, can fill the military vacancy. In summary, exploratory meetings were held in the early part of 2007 to determine if there was any scope for an arrangement to be brokered between the governmental organizations that were stakeholders.

In general, Director Personnel Generation Policy (DPGP) reports that the inter-agency environment is positive and both CIC and HRSDC are willing to work with the CF to resolve its human resource challenges. That being said, it is likely going to take months and possible years to develop strong partnerships that are effective in resolving the CMP’s dilemma. For example, a change in federal government legislation can take several years while changes in QR&Os typically take two years.<sup>160</sup>

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<sup>159</sup>An example of a potential scenario can be found in the connection between the Royal Navy possibly downsizing in the near future and the Canadian Navy being very short in some key occupations. See Lamerson, DPGP.

<sup>160</sup>Colonel Cheryl Lamerson, DPGP.

Working within the current legislation would require suitable a CF foreign applicant to apply for Permanent Resident status from his home country. Next, CIC must conduct an “assessment” which is similar to CFRG applicant processing (i.e. medical, education verification, reliability check, criminal record check). A normal Permanent Resident skilled applicant, who has a sponsor offering immediate employment, can take approximately 12 to 18 months for CIC to process. In the opinion of the CF, that time lag is too great and any interest provided by the applicant could be lost by the time the Permanent Resident file was processed. To address this specific issue, DPGP offered the suggestion of file sharing. Since most of the information that CIC requires to make an assessment is the same as what is required by the CF for its applicants, it is proposed that a file could be ‘streamlined’ through the immigration process. It is important to note that this suggestion does not infer immigration ‘queue jumping’ but rather ‘queue streamlining’ for CF applicants. According to DPGP, CIC is open to this idea as it reduces the administration burden for their visa officers. In other words, the CF is proposing a mentorship for those foreign skilled applicants who fit the immediate needs of the military. In essence, a mentor would be assigned to the foreign applicant and would ‘walk the file through’ the various government processes. This would include the home country’s military human resource department (i.e., to obtain the personnel file) while maintaining contact with both the applicant and the other government organizations.<sup>161</sup>

Challenges in achieving this proposal lie in the security realm and to a lesser degree, HRSDC’s desire to keep the domestic labour market healthy. For those reasons,

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<sup>161</sup>Colonel Cheryl Lamerson, DPGP.

the scope of DPGP's proposal is limited to foreign applicants that have similar security clearance processes as Canada.

A conclusion from this potential joint inter-agency multi-national partnership is evidence of a willingness to work together to integrate various organizations' goals. However, due to existing legislation and potential security concerns the proposal is modest and aimed at a very narrow recruiting pool. Finally, the link between Canada's typical migrant inflow and the CF's goals has not been made yet. It can be argued that under DPGP's proposal, the source of foreign applicants will remain largely Caucasian due to their country of origin, and that does not necessarily further the CF's goals on diversity. However, one can be mildly encouraged that the question of joint inter-agency partnerships has now been raised. It is proposed that the possibility of extending this idea of inter-agency multi-national partnerships be pursued to include *all* skilled applicants, who are Permanent Residents.



## CONCLUSION

### Summary

Economic globalization, the change in world demographics and the resulting global migration phenomenon are factors that must be included in any discussion on foreign policy and national interests. Militaries in the western world are not exempt from the above factors, and indeed must consider them in any discussion of their strategic goals to include personnel manning. Overarching this discussion is the contemporary operating environment post 11 September 2001.

Countries such as the United States, Great Britain and Australia have formed part of a coalition to combat one particular threat in Iraq. Those same countries, in addition to Canada and others, have also answered the call for military action in Afghanistan. Common to both areas of operations, are similar religions, languages and cultures that are foreign to the traditional population base of Canada. The CF could benefit directly from having members that understand the culture and speak the languages of the current and arguably, future theatres. A theme that runs through all military involvement is furthering national interests. To that end, and Canada is no exception, the requirement for a highly skilled, professional, technologically advanced military is paramount. There is, however evidence that modern western militaries must also represent the ethno-cultural make-up of the country they serve for credibility on the domestic side and for operational effectiveness on expeditionary missions. In other words, an ethnically diverse military equates to a force multiplier.

The aim of this paper was to examine the issues of diversity and recruiting for the Canadian military. Within the three designated groups that the Canadian Forces track as

part of their diversity mandate, the recruitment of members belonging to the visible minorities group was chosen for closer examination. A summary will be provided of the study undertaken in this area, followed by key conclusions and recommendations.

This paper first examined current policy that is applicable to diversity within the CF. The CF is mandated to abide by federal legislation such as the legal imperatives contained in the Financial Administration Act, Employment Equity Act and the Canadian Multiculturalism Act. Following this was a look at strategic policy documents that pertain to recruiting such as the Military HR Strategy 2020, Queen's Regulations & Orders, Canadian Forces Administration Orders and the relatively new Defence Administrative Orders and Directives. Finally, Canadian Forces Recruiting Group Recruiting Directives were examined.

Next, a study of the current recruiting situation facing the CF was undertaken. A key document that was reviewed was the Auditor General's 2006 Report on Military Recruiting and Retention. This was followed by reviewing the CF's response which included a concerted effort to shorten the time taken to process a recruit's application and clear indication that the military's senior leadership is engaged as evidenced by the issuance of the CDS' Operation CONNECTION. Initial results indicate that these efforts have proven successful based on the number of enrolments exceeding the Strategic Intake Plan for FY 2006/07.

A look at the recruiting pool showed how demography based on Canada Census data is sending a clear message that the country is "graying" and not growing through natural increase. Instead, it was shown that Canada's growth is mostly attributed to immigration. A further examination of the history and current policy of immigration

revealed that Canada's immigrants for the last 25 years no longer come from the traditional source countries of northern Europe. In fact, as of the 2001 Census, the top five countries of origin for Canada's immigrants were the People's Republic of China, India, Philippines, the Special Administrative Region of Hong Kong and Sri Lanka. It was also shown that while a majority of recent immigrants want to be Canadian citizens, their economic performance is lower than the immigrants who came before them. In addition, there is evidence that immigrants are now arriving with more skills than ever before, yet are finding the labour market unwilling to recognize their qualifications. This results in newcomers being under-employed or not working at their academic potential. Tied to the economic concerns of recent immigrants is the question of integration. It was demonstrated that immigrants are attracted to the industrial urban centres where there is a familiar ethno-cultural base and greater chances of employment.

The recruiting pool was further examined using the latest results of a CF sanctioned study to determine the interest and propensity to serve. The study showed that although the familiarity of the CF had increased across all designated groups, overall interest in serving was down slightly. Visible minorities were shown to have a greater interest in joining the Primary Reserves and have a desire to be in officer classifications and prefer support occupations.

Next, approaches to recruiting from other western militaries were examined. The study countries chosen were the United States, Britain and Australia due to their respective proximity, historical ties and similar force structure. Although all three study countries showed similar difficulties with recruiting and diversity in general, each had their own unique national flavour, which was to be expected. Following an external look

outside the borders of Canada, two relevant police forces were examined to determine if there were any best practices that could be harnessed for the CF's recruiting strategy. It was shown that community outreach programs and accessibility to mentors who are from the same ethno-cultural communities are areas that could pay off dividends for the CF too.

The last part of the paper included a study of a current, yet independent, community outreach program from CFRC Vancouver. Although metrics were not available to determine how successful the program has been, there is anecdotal evidence to suggest that CFRC Vancouver has the right idea with respect to attracting visible minorities. Finally, the paper looked at an ongoing initiative by personnel within Director Personnel Generation Policy (DPGP) to set up a potential joint inter-agency partnership between the CF, CIC and HRSDC in order to attract select skilled applicants to fill high-need positions. Although the DPGP proposal is modest in its scope it demonstrates both intent and interest, both of which are the first steps to integrating inter-governmental organizations.

### **Conclusions and Recommendations**

Key conclusions from this paper can be grouped into four areas: demography, new Canadians' propensity to serve, connecting to new Canadians, and joint inter-agency partnerships. The title of this paper asked if there was a link between CF recruiting, diversity and immigration. It is this author's contention that there most definitely is, and efforts to strengthen this link will not only help the CF in its recruiting efforts but will have second and third order effects like, but not limited to, increased operational

capability for the military, economic spin-offs from increased employment levels, and increased social cohesion leading to better integration of Canada's newest immigrants.

The demographics of Canada based on the 2001 and 2006 census clearly show that the nation's population is growing, immigration is now responsible for most of this growth, immigrants are fall in the designated group of visible minorities and immigrants are increasingly attracted to settlement areas centred on the large, industrialized, urban metropolitan areas of Toronto, Vancouver and Montreal. It is concluded that the face of Canada is changing rapidly and so too must the CF if it is to remain credible in the eyes of its population. In addition, the CF must reach out to these new Canadians in the locations where they are settling. For example, the CF only maintains two CFRCs in the province of British Columbia. It would be logical to examine the benefits of having CFRCs or full-time detachments in Richmond, Burnaby and/or Surrey.

Immigrants are proud to be Canadians. However, as expected there are periods of isolation and loneliness, particularly during the period immediately after arrival. This issue of integration is complicated further when language skills are not as good as the native population and employment opportunities are more difficult than expected. It is recommended that the CF can play a vital role in the process of integration. The recommendation is that upon entry, new immigrants should be told that the CF offers an alternative to unemployment or low-potential jobs. To be sure, the CF would have to do its part by potentially expanding its language schools to accommodate these newcomers. A more detailed proposal would be the acceptance on the CF's part that not all newcomers who seek employment will want to stay in the military for the long term. Reasons for this may be a desire to not move away from the comfort of their ethno-

cultural bases in the large urban centres or, simply, the desire to increase their language skills and work experience so that they can move on to secondary employment goals. The CF and the government of Canada should not shy away from that thinking and instead should embrace the idea that new Canadians may only serve short terms of service for which half the time may be spent in language school and basic training. The benefit to the CF is increased exposure to cultures of Canada's newest population. The benefit to the federal government is better integration of its immigrants into Canadian society having been exposed to the military value system which arguably represents Canada's values extremely well.

It has been shown that visible minorities, of which new Canadians are a part, have increasing familiarity and propensity to serve in the CF. However, what is not clear is why that information does not translate to actual enrolments. Although the percentage of visible minorities in recent recruit classes has increased to levels above the CF's overall average, more can be done. It is recommended that the CF reach out to visible minorities, particularly immigrants, through the use of the Internet. Specifically, more inter-agency initiatives similar to the RCMP-CF partnership need to be pursued. For example, CIC makes it clear that all the information a potential immigrant needs with respect to becoming a Permanent Resident is on their website. Similar internet-based information on Canada's labour market and integration programs can also be found on the HRSDC web-site. Specifically, a link to the CF to the CIC and HRSDC web-sites aimed at immigrants (Permanent Residents) should be instituted immediately. Further, both the RCMP and the Toronto Police Service offer mentorship programs for potential recruits. The CF should pursue similar programs. The RCMP program of placing

various profiles of visible minority officers on their website with appropriate e-mail links is an excellent idea to address the issue of confidentiality and possible language barriers.

Finally, in this modern world where networks are one of the keys to a successful knowledge based society, it stands to reason that government organizations should be converging rather than diverging. In other words, there should be a greater emphasis placed on joint inter-agency partnerships. This paper has shown that small steps have been taken to deal with a specific proposal that will only affect a minute segment of society. It is recommended that this dialogue be expanded to include the possibility of recruiting a far wider pool of applicants who may be permanent residents, or may, in fact be just starting their immigration process. It is acknowledged that a significant area of concern is the security aspect from potentially ‘rushing’ an applicant through without a thorough reliability check. Indeed, further research must be done in this area; however, it should be done with the hypothesis that Canada is too risk adverse. Finally, more research is required into the seemingly arbitrary time periods that are used to assess reliability and the subsequent security classifications.

In conclusion, the question was asked if there is a link between CF recruiting, diversity and immigration? The answer is a resounding yes. In fact, the link grows stronger every day as more legal, visible minority immigrants arrive in Canada by vehicle, boat and plane. The CF needs to look more closely at the immigrant population as a recruiting target. Put differently, the CF should focus recruiting efforts on the visible minority communities almost exclusively – their operational success depends upon it.

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