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CANADIAN FORCES COLLEGE / COLLÈGE DES FORCES CANADIENNES
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EXERCISE/EXERCICE NEW HORIZON

RECRUITING: POLICY CHANGE vs. EXTINCTION

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ABSTRACT

This paper highlights the disparity between force expansion and the demographic facts of Canadian society. The traditional recruiting base of the Canadian Forces (CF) continues to be the white male, normally between 17 and 24 years of age. While it is recognized that this element of Canadian society is shrinking, Employment Equity (EE) recruiting has done little to bolster potential recruiting base. Meanwhile, a large segment of the CF is preparing to retire, resulting in a personnel crisis within the next decade.

Concomitantly, emigration has increased dramatically, such that new Canadian visible minorities constitute twenty percent of the Canadian Population. Unfortunately, national security policy restricts the enrolment of Canadian citizens who travel to, or have immediate family in all but a few favoured nations, resulting in a significant reduction to the pool of potential applicants.

Security policy waives the foreign implication requirements for immigrants from favoured nations; therefore it should likewise waive these restrictions for children born in Canada to immigrant families. These children would be born, raised and educated in Canada, and should therefore have the same rights and privileges as any other Canadian, including military service. This paper concludes that a small administrative change could have a significant impact on the future eligibility of children of the five million visible minorities presently living in Canada, and permit the CF to meet its manning and Employment Equity requirements in the near and medium term future.

RECRUITING: POLICY CHANGE vs. EXTINCTION

The post 9/11 reality has resulted in a watershed moment for the Canadian Forces (CF). The CF was transformed from blue beret peace-keepers to full-spectrum combat forces in the time it takes to challenge the concept of continental security. Some could argue that the new emphasis on the CF has come at the cost of global peace and security, but the change for the military is unmistakable. Recent defence policy statements have called for substantial manning increases in both the regular and Primary Reserve (PRes) forces in order to meet the asymmetric threats prevalent in what has to be accepted as the modern global paradigm.

There is no intent or possibility for Canada as a middle power¹ to assume the role of global policeman, however, speculation on the upcoming 'Canada First' Defence Policy, and recent budget commitments indicate that Canada will continue to shoulder its share of coalition efforts to combat terrorism and inhumanity abroad. The announced increase of 5000 regular and 3000 Primary Reserve (PRes) forces² is the first step towards meeting the projected force employment (FE) requirements, consistent with the expeditionary nature of global peace-making. Notwithstanding the intent, committing to a significant personnel increase and actually achieving it are two completely different propositions.

¹ Lynda Hurst, "The Great Game - A Best Supporting Actor." *The Star.com* Quotes prime Minister Harper describing Canada as a Middle Power who must "step up to the plate and do their part." Available at <http://www.thestar.com/columnists/article/261324> Internet; accessed 11 April 2008.

² Canada, Department of National Defence, "Defence Policy Statement" http://www.forces.gc.ca/site/reports/dps/main/intro_e.asp#2 Internet; accessed 15 Dec 2007.

This paper will argue that the traditional approach to recruiting will not meet the requirements of force expansion because, as a matter of security policy, the majority of the immigrant and visible minority population are excluded from the potential CF manning pool. It will be shown that the white male demographic is diminishing and the continued focus on Employment Equity (EE) programs designed to counter that decrease is completely ineffective. It will be further shown that the visible minority population in Canada is growing rapidly as a result of immigration from non-traditional source countries, from which security information is unreliable or unavailable. These immigrants maintain close family ties within their counties of origin, and this incurs what is termed as “foreign implications” on the security screening process.³ The foreign implications make it virtually impossible for new immigrant citizens to be enrolled in the CF. The problem of diminishing eligible manpower is such that a significant change in recruiting policy will be required if the CF expects to meet its significant recruiting challenges in the near and medium term.

To make this point, present recruiting challenges will be discussed and future performance will be extrapolated given the effect of recruiting policy on the eligible target population. The limitations of these policies will be super-imposed on the changing demographic to produce a likely outcome if the recruiting *status quo* is maintained. From this analysis it will be clear that the present course is doomed to failure, and a revolutionary approach to recruiting is required to ensure not only sufficient

³ Canadian Forces Recruiting Group Headquarters. *Recruiting Directive 18/06 – Pre-Enrolment Security Clearance Pre-Assessment*. 15 February 2007, 2.

manning levels, but also the long-term viability of the Canadian Forces. Finally, an analysis of possible mitigating actions will be presented to steer the CF towards a future that simultaneously meets their long-term qualitative, quantitative and EE requirements.

Recruiting Crisis – Fact or Fiction.

Before solutions can be considered, the problem must be clearly defined and the issues requiring mitigation must be articulated. At first blush, an analysis of recruiting intake performance indicates that over-all targets have been met or exceeded in the recent past. Drilling down into the specifics, however, shows a discrepancy between total numbers and the status of the individual occupations.⁴ Given that 33 of 126 occupations were under-enrolled by at least 25 percent, while at the same time the Strategic Intake Plan (SIP) target was met in 2006 and 2007⁵, it is clear that Canadian Forces Recruiting Group (CFRG) has taken the holistic view of SIP accomplishment, by over-enrolling recruits into occupations for which there is an abundance of qualified and eligible applicants - most notably infantry. This approach, while appearing to be politically acceptable, cannot be maintained indefinitely. Lacking imaginative intervention, critical technical occupations such as Signals Officer, SONAR Operator and Naval Weapons Technician will rapidly diminish beyond critical mass and operational capabilities will disappear.

⁴ Canadian Forces Recruiting Group Headquarters “Strategic Intake Plan Summary FY 2002 – 2006”

⁵ Canada, Department of National Defence. “Defence Policy Statement” http://www.forces.gc.ca/site/reports/dps/main/intro_e.asp#2 Internet; accessed 15 Dec 2007.

At some point in the not too distant future, the SIP will have to be rigidly enforced, and total recruiting numbers will fall below present levels, which already just barely exceed attrition.⁶ The net result obvious to any knowledgeable observer is that the recent recruiting successes are misleading at best, and only represent a deferral of specific recruiting challenges, without effectively addressing the real obstacles to success.

When considered in the light of specific occupational intake requirements, the CF has failed to meet its SIP targets for several years. Given the aging population and the continual reduction of the 17 to 24 year-old demographic,⁷ the challenges to recruiting are only going to increase over time. Even if one does not acknowledge the presence of a crisis today, the forecast for increasing shortages in the future is irrefutable. So what are the challenges, and more importantly, what are some possible mitigating actions?

Present Recruiting Challenges

The defence policy announcement to increase the regular force manning seems on the surface to be like a fairly straightforward task. However, before accepting the mandated increase as a *fait accompli* one must first overcome significant obstacles to the successful and effective accomplishment of the mission. The following factors will be analysed:

- (1) Civilian Job Competition;
- (2) Uniqueness of Military Employment;

⁶ Canadian Forces Recruiting Group Headquarters “Strategic Intake Plan Summary FY 2002 – 2006”

⁷ Statistics Canada. *Population By Sex And Age Group*
<http://www40.statcan.ca/101/cst01/demo10a.htm%20>. Internet; accessed 20 December 2007.

- (3) Stringent Age Criteria;
- (4) The Aging Population;
- (5) Attrition;
- (6) Urbanization;
- (7) Attitudes Toward a Military Career; and,
- (8) Recruiting and Security Policies.

Civilian Job Competition. The requirement to deploy under austere circumstances and the diversity of employment conditions can often be viewed unfavourably in competition with the skilled civilian labour market. A Naval Electronics Technician might seem to be a very marketable and therefore attractive occupation. This holds until one realizes that despite being given highly specialized training and competitive compensation, when not repairing complex electronic equipment, the more junior technicians are polishing brass, scrubbing toilets and living on a Canadian Patrol Frigate in shared accommodations with dozens of similarly crowded sailors.

According to recent research, 103 of the 126 military occupations are comparable to skilled civilian occupations, and because these career fields can be pursued under more benign civilian circumstances, the propensity of the average Canadian to apply for the more demanding military occupations is significantly reduced.⁸ Recruiting data supports this thesis. In FY 2007/08, 33 civilian equivalent occupations were under-recruited by at

⁸ Irina Goldenberg, *A New Approach to Estimating Workforce Availability for the Canadian Forces*. Centre for Operational Research and Analysis - Technical Report (DRDC CORA TR 2005-27) November 2005, 2.

least 25 percent of the targeted intake⁹ and most of those have suffered chronic shortfalls for at least three of the past five years.¹⁰ This strongly suggests that eligible young Canadians with academic credentials sufficient to qualify for technical occupations, favour the relative comforts of the civilian job market. Although a quantitative impact is difficult to assess, it is sufficient to understand that in fully one third of the occupations with civilian equivalencies, the CF is resoundingly not the employer of choice.

A study conducted in 1999 concluded that women were half as likely as men to consider the military as a career option¹¹ citing family reasons and an “opposition to war of any kind.”¹² The latest census information indicates a roughly equal gender distribution in the 15-24 year-old segment, as in all employable age groups.¹³ It would, therefore be reasonable to expect a 25 percent reduction of the available applicant pool, when adjusted for gender-related interest in comparison to the civilian job market. If the 2:1 male to female preference were accurate, the female population in the CF would be approximately 33 percent of total enrolees, one-third female to two-thirds male. The fact

⁹ Chief of Military Personnel. *February 2008 Parra Report Summary*. (DPGR 2) March 2008, 1.

¹⁰ Canadian Forces Recruiting Group Headquarters. *Strategic Intake Plan Summary FY 2002 – 2006*.

¹¹ Canada, Department of National Defence. *A Survey of Visible Minorities, Aboriginals and Women to Assess their Level of Interest in Joining the Canadian Forces*. (Environics research Group, June 1997), 19.

¹² *Ibid*, 35.

¹³ Statistics Canada. *Population By Sex And Age Group*
<http://www40.statcan.ca/101/cst01/demo10a.htm%20>. Internet; accessed 20 December 2007.

that CF demographics indicate that less than 15 percent of enrolees are female¹⁴ suggests that women are less than half as likely to commit to a military career as researchers had speculated. This represents a significant proportion of the total available workforce that is at present entirely unwilling to commit to non-civilian employment. The issue that must be defeated is a cultural reluctance of women to resort to violence as a means of combating violence.¹⁵ This clearly gives the civilian employer a distinct advantage.

Uniqueness of Military Employment. Despite rough equivalencies between many military and civilian job descriptions, the CF has unique employment requirements such as unlimited liability, which cannot be lightly brushed aside in a recruiting video. No civilian employment outside of emergency services can demand that an employee place him or herself in a life-threatening situation, especially given that in the military context, the impact of refusal can be criminal prosecution. As the number of Canadian combat casualties from Afghanistan climbs, it serves as a constant reminder to prospective applicants of the unique and awesome responsibility undertaken by every member of the CF team.

Because of the difficult conditions under which a soldier can be ordered to serve, additional screening criteria are imposed upon all applicants that would be considered illegal in any other area of employment. The Canadian Human Rights Act specifically

¹⁴ Chief of Military Personnel. "PARRA Report - Census Breakdown by Component." December 2007.

¹⁵ Canada, Department of National Defence. A Survey of Visible Minorities, Aboriginals and Women to Assess their Level of Interest in Joining the Canadian Forces. (Environics research Group, June 1997), 35.

prohibits discrimination on the basis of age and physical ability;¹⁶ however, there is sufficient rationale for applying exceptions to these selection criteria when recruiting for military service. Without arguing the justness or necessity, let it be accepted as fact that members of the workforce who do not meet the medical and physical standards established by the CF, are excluded from employment.

This includes the approximately five percent of young citizens who are physically or mentally impaired,¹⁷ a further unknown number who have operationally limiting medical conditions or are too old to be gainfully employed prior to mandatory retirement. The uniqueness of military service necessarily places the body of employable applicants through a particularly fine filter.

Stringent Age Criteria. As a general rule, the retirement age in the CF is 55 years of age. Calculating in 2 to 3 years of training to reach operational status, and three years to complete an operational tour, the maximum age of an unskilled recruit upon enrolment is approximately 48. That said, the cost-benefit of training older recruits diminishes rapidly as the applicant age at enrolment increases. A soldier who is operationally trained at 20 years of age is employable for up to 35 years, whereas, if a soldier reaches trained effective strength at 45 years of age, he has a maximum of 10 years of

¹⁶ Canada. Justice Department, “Canadian Human Rights Act (R.S., 1985, c. H-6)” http://laws.justice.gc.ca/en/showdoc/cs/H-6/bo-ga:l_l/en#anchorbo-ga:l_l Internet; accessed 30 March 2008.

¹⁷ Statistics Canada. *Population With And Without Disabilities, And Disability Rate, By Age Groups, Canada, 2001.* <http://www.statcan.ca/english/freepub/89-577-XIE/tables/table2.htm> Internet; accessed 3 April 2008.

employability in return for that same training. Logic further dictates that the older the applicant, the less likely he or she is to be medically or physically ready for the rigors of combat operations. Therefore, as a means of getting the most value for the recruiting dollar, the primary focus of the recruiting effort is necessarily directed at the 17-24 year-old demographic.¹⁸ Clearly, combat operations are intended for the young and fit segment of the Canadian population, but simply by limiting the unskilled enrolment age to approximately 45, 2007 census information indicates that 8.5 million people available to the civilian workforce are automatically excluded from military employment.

Further focussing the recruiting effort on the 17-24 demographic discourages an additional 9.5 million potential applicants¹⁹. What remains of the applicant pool is approximately 4.5 million potential applicants, or about 20 percent of the human resources available to the general job market of approximately 23 million people,²⁰ many of whom are also choice applicants for civilian employment. Of that 4.5 million, half are women who as discussed earlier are a challenge to recruit, and still more are medically unfit or otherwise ineligible for military service for reasons of citizenship, drug use, or criminal activity.²¹

¹⁸ Major R. Desjardins, SSO Selection CFRG HQ, Telephone Conversation with author, 15 November 2007.

¹⁹ Statistics Canada. *Population By Sex And Age Group*
<http://www40.statcan.ca/101/cst01/demo10a.htm> Internet; accessed 17 December 2007.

²⁰ *Ibid.*

²¹ Canada, Department of National Defence. "QR&O Chapter 6" *Enrolment and Re-Engagement*
http://www.admfincs.forces.gc.ca/qr_o/vol1/ch006_e.asp Internet; accessed 17 Dec 2007

The Aging Population. The 2007 Census indicates that the 15 to 24 year old segment of the population holds approximately 14 percent of the total population of Canada, from whom we managed to enrol 5,847 soldiers in 2007.²² Projecting ahead 15 years, and assuming that all practices remain constant, the present cohort that is up to nine years of age today, represents a future applicant pool of fully one million fewer souls, a reduction of 22 percent, producing a probable intake of 4,561. When it is considered that the total attrition for 2007 was 5,522²³ and assuming the overly optimistic scenario that attrition does not continue to rise in the future, extrapolation suggests that even without other complicating factors, attrition will significantly outstrip intake in the near to mid-term. It is unlikely that attrition will remain constant because a large segment of serving military members is fast approaching mandatory retirement age.²⁴

Attrition. In September 2000, a study conducted for the Assistant Deputy Minister, Human Resources (Military) (ADM HR (Mil)) concluded that “the greatest impact [of attrition] will be felt between 2015-2020 when 16,700 members aged 35-39 (representing 29 percent of the current effective strength) reach retirement age.” In fact, as of 2001, 53 percent of the total CF population was between the ages of 35 and mandatory retirement age. This is a result of the cyclical hiring patterns of the CF where, in times of need, recruiting has been increased dramatically, resulting in predictably high

²² Canadian Forces Recruiting Group HQ. *CF Attrition Data Rates 03-04 to 07- 08 (partial)*, March 2008.

²³ *Ibid.*

²⁴ T. Wait, *Organizational, Social and Demographic Change in the Canadian Forces: 1976 to 2001*. DSHRC Research Note 03/02. (Ottawa: Department of National Defence, 2002), 12.

attrition rates 20-35 years downstream. The year 2015 represents the crest of the next predicted attrition wave.

An analysis of attrition rates reveals that the Baby-Boom cohort has not yet attrited in large measure, as the departure rates in the 20-35 years of service (YOS) range have remained fairly constant since FY 2003/04, indicating a 0.2 percent increase at 20-30 YOS and a 1.2 percent decrease at 31+ YOS. At zero to three YOS, attrition for basic and initial trades training has almost doubled from 12.4 percent to 24.1 percent.²⁵ From these facts, there are two significant observations:

- (1) Some analysis is required to determine whether training standards have increased to account for such significant attrition increases, or whether the recruiting standard has dropped such that candidates that are unlikely to succeed are being unfairly given the opportunity to fail. The obvious statistic is that basic training failures have increased by 280 percent over 2003-2004 figures and the attrition prior to initial occupational qualification has increased almost 145 percent in the same period; and,
- (2) Representing an even more immediate threat is the fact that by and large the older cohort has not yet retired. The prospect of a large segment of the CF retiring within a few years of each other presents a clear and present danger to the

²⁵ Canadian Forces Recruiting Group HQ. *CF Attrition Data Rates 03-04 to 07-08 (partial)*, March 2008.

continued viability of the CF. Considering that despite aggressive recruiting, the total CF population increased by a mere 325 soldiers in 2007,²⁶ an extra few thousand retirees per year could have a significant operational impact. Add to this the effect of the diminishing applicant population and attrition within the next ten years could easily double the present SIP target.

Urbanization. The Roman General Flavius Vegetius Renuatus, in his letters on “Military Matters”²⁷ analysed the best source of military recruits based on their ability to adapt to the hardships of service, and the skills required by the average infanteer. He concluded that:

...peasants [translated to mean rural inhabitants] are the most fit to carry arms for they...have been...brought up to the hardest labour...and are strangers to the other luxuries of life. They are...inured to all kinds of fatigue, and prepared in some measure for a military life by their continual employment in their country-work.

In short, those who are used to the comforts of the city are not well suited for the cultural shock of military life. Rural Canadians are becoming a rare species, as nearly 80 percent of Canadians now live in urban centres.²⁸ Although the luxuries of life may have evolved from weekly baths to *Nintendo* and *I-Pods*, the concept that those that have only experienced hardship can best endure military life, remains valid even today. That is not

²⁶ *Ibid.*

²⁷ Flavius Vegetius Renuatus. *Military Matters* <http://www.sonshi.com/vegetius1-2.html> Internet; accessed 3 April 2008.

²⁸ Statistics Canada. *Portrait of the Canadian Population in 2006: Subprovincial population dynamics* <http://www12.statcan.ca/english/census06/analysis/popdwell/Subprov1.cfm> Internet; accessed 3 April 2008.

to say that urbanites cannot be soldiers, only that the culture shock makes the transition more difficult. This perhaps accounts for the increased rate of training attrition, as combat experience introduces more reality and importance to the training environment. It may be that in the near future more care will have to be taken to take urban lifestyle into consideration when developing the Basic Training syllabus, as a means of mitigating those training losses, and perhaps changing civilian perceptions of the military lifestyle.

Attitudes Toward a Military Career. The CF has been mandated, as has every other government department, to take positive steps to become demographically representative of Canadian society.²⁹ As such, the Canadian Forces Recruiting Group has established positions within every recruiting unit specifically tasked with reaching out to the visible minority communities to encourage them to consider the CF as a career option and to combat the perceived cultural reluctance towards military life.³⁰ Notwithstanding the best intentions, the latest available self-reporting figures indicate that more than 85 percent of the Regular Force members are white males, and by contrast, only approximately 15 percent are women and less than three percent of the total CF population are visible minorities³¹. This is not significantly different than the percentages reported between 1990 and 2000,³² and indicates by any metric other than

²⁹ Canada. Justice Department, *Employment Equity Act*, <http://laws.justice.gc.ca/> Internet; accessed 20 Dec 2007.

³⁰ Major R. Desjardins, 15 November 2007.

³¹ Chief of Military Personnel. PARRA Report- Census Breakdown by Component December 2007.

³² Wait, "Organizational, Social and Demographic Change in the Canadian Forces: 1976 to 2001", 6.

good intentions, that the EE program has failed to attract a significant portion of the steadily growing visible minority demographic.

If one assumes that ethnic minorities and women simply prefer non-military occupations, a problem for which we have apparently not found an effective solution, the issue becomes how to mitigate the diminishing pool of eligible non-ethnic males from which to recruit. That course is not worth pursuing from a perspective of political acceptability, as the result of a successful solution would be a non-representative Armed Forces comprised of homogeneously white males. The ultimate reason, however, for a decline in Canadian youth population is a corresponding decline in birth rates, and this is not an issue that can be easily legislated away.

In the past 50 years, the percentage of Canadians under the age of nineteen has dropped from 37 percent to 24 percent of the total population, and this trend is expected to continue.³³ If you accept that visible minorities are generally self-excluding from the CF work force, the situation with respect to eligible and motivated applicants rapidly becomes dire. Statistics Canada reports that by 2017 the population of visible minorities could reach for 8.5 million people, primarily of South Asian, Chinese, African, West Asian, Korean and Arab descent.³⁴ The combination of increased intake requirements

³³ Statistic Canada. *Population Summary*
http://www41.statcan.ca/2007/3867/ceb3867_000_e.htm Internet; accessed 20 March 2008.

³⁴ Statistics Canada. *Ethnic Diversity and Immigration*
http://www41.statcan.ca/2007/30000/ceb30000_000_e.htm%20. Internet; accessed 21 December 2007.

and a decreasing traditional applicant pool³⁵ is a template for recruiting failure. In short, non-ethnic males between the ages of 17 and 24 already constitute only a fraction of the target population, while encompassing the lion's share of CF recruiting intake. Based on demographic trends alone, the near-total reliance on the traditional applicant pool is an unsupportable endeavour. Effective and large scale recruiting of visible minorities and women seems to be the only long-term solution, and to date that has also been effectively unsolvable.

Recruiting and Sec28.1 Poplitiee.

If women suddenly became as interested in a military careers as men, recruiting numbers would almost double, and the main issue would be how best to screen out the less than perfect applicant. That is not a likely outcome despite the best efforts of recruiting *intelligencia*. In the near term, the practical approach is to continue with any and all efforts to change the image of the CF to something that would be more attractive to the female demographic, but simultaneously search for an untapped source of eligible applicants.

If white males are a diminishing resource, women are generally disinterested in military service and the disabled, medically unfit and criminally ineligible are not reasonable options, then the only segment of the Canadian society that is virtually untapped is that of the visible minorities.

As previously discussed, only three percent of the CF have self-reported as being a visible minority, yet fully 16 percent of the Canadian population is non-white.³⁷ The visible minority population has increased by a factor of five since 1991, and the 2006 Census showed that 83.9 percent of the immigrants who arrived between 2001 and 2006 were born in regions other than Europe.”³⁸ More specifically, “fully three-quarters (75.0 percent) of the immigrants who arrived between 2001 and 2006 belonged to a

³⁷ Statistics Canada. “The Daily, Wednesday, April 2, 2008” *2006 Census: Ethnic origin, visible minorities, place of work and mode of transportation* <http://www.statcan.ca/Daily/English/080402/d080402a.htm>. Internet; accessed 3 April 2008.

³⁸ *Ibid.*

visible minority group.”³⁹ Based on historical data, it is projected that within nine years, one in five residents of Canada will be visible minorities. Is the fact that visible minorities are so significantly under-represented in the CF due in whole or in part to systemic and therefore rectifiable barriers?

EE projects have focussed on cultural reluctance, but efforts in that direction have been unproductive. In researching this paper, it was initially assumed that citizenship was the major stumbling block for visible minority enrolment, but census information belies that assumption, in that almost 95 percent of immigrants hold Canadian citizenship.⁴⁰ Therefore, although cultural reluctance may remain problematic, the basic eligibility criteria published in the Queen’s Regulations and Orders (QR&O’s) do not overly limit the recruitment of visible minorities.⁴¹

Recruiting Directive 18/06 and National Defence Security Orders specifically require arduous security checks on any applicants that regularly visit, or claim immediate relatives who continue to reside in countries not included on a short-list of favoured nations. The orders specifically exclude many nations from which visible minorities might emigrate:

According to the new security standards, a Security Clearance Pre-assessment will not be required for applicants immigrating from or

³⁹ *Ibid.*

⁴⁰ Statistics Canada. *Selected Trend Data For Canada, 2006, 2001 And 1996 Censuses*. http://www12.statcan.ca/english/census06/data/trends/Table_1.cfm Internet; accessed 4 April 2008.

⁴¹ Department of National Defence. “QR&O Chapter 6.01” *Enrolment and Re-Engagement* http://www.admfincs.forces.gc.ca/gr_o/vol1/ch006_e.asp Internet; accessed 17 Dec 2007.

residing in any of the following countries during the period of time for which they must produce adequate and verifiable information to meet the required security clearance for their chosen occupation; Australia, New Zealand, or one of the original NATO countries (Belgium, Canada, Denmark, France, Germany, Greece, Iceland, Italy, Luxembourg, Netherlands, Norway, Portugal, Spain, Turkey, United Kingdom and United States).⁴²

So although in Toronto, for example, half of the school-aged children are immigrants or are born in Canada to immigrant families, few are or will be easily recruited because the security screening process.⁴³ This is true even if they are citizens of Canada. The screening process requires input from the country or countries of origin, and in the case of many of the primary source regions, such as China, Southeast Asia, Pakistan, and Iran,⁴⁴ it is highly unlikely that the required information would ever be reliably or accurately transmitted to Canadian security personnel. To further complicate the matter, eight of the top ten sources of immigration are countries that are not among Canada's traditional allies.⁴⁵ In short, over five million of the approximately 31 million Canadians are visible minorities, and most of them are citizens.⁴⁶ Nevertheless, the vast

⁴² CFRG HQ. *Recruiting Directive 18/06 – Pre-Enrolment Security Clearance Pre-Assessment*. 15 February 07, 2.

⁴³ Statistics Canada. *Profile of Language, Immigration, Citizenship, Mobility and Migration for Census Metropolitan Areas and Census Agglomerations, 2006 Census*. <http://www12.statcan.ca/english/census06/data/topics/RetrieveProductTable.cfm?ALEVEL=3&APATH=3&CATNO=&DETAIL=0&DIM=&DS=99&FL=0&FREE=0&GAL=0&GC=99&GK=NA&GRP=1&IPS=&METH=0&ORDER=1&PID=89773&PTYPE=89103&RL=0&S=1&SUB=0&ShowAll=No&StartRow=1&Temporal=2006&Theme=70&VID=0&VNAMEE=&VNAMEF=&GID=777180#FN52> Internet; accessed 18 April 2008.

⁴⁴ Statistics Canada. *Top 10 Countries of Birth of Recent Immigrants, 1981 To 2006*. <http://www12.statcan.ca/english/census06/analysis/immcit/tables/table1.htm> Internet; accessed 17 December 2007.

⁴⁵ *Ibid.*

⁴⁶ Statistics Canada. "The Daily, Wednesday, April 2, 2008" *2006 Census: Ethnic origin, visible minorities, place of work and mode of transportation*.

majority of new Canadians suffer from an inability to pass the security screening requirements, even though they may be perfectly suitable applicants in all respects except for their (or their parents') country of origin.

Security screening is in fact a necessary and important measure against infiltration by undesirable elements of the global society. The old Cold War mentality that assumed access of specific nations to soldiers or their families implied unacceptable risk is being challenged both by technological advances in the global economy and competitive realities. As demonstrated by 9/11, the London Subway bombing and the Spanish mass transit explosion, terrorists and scheming governments can threaten families from great distances, so a visit to Lebanon does not necessarily pose any greater se

is probably the answer.⁴⁷ In this case what remains is a growing population of new Canadians, emigrating by and large from countries with less than stellar security records. How can the risk be mitigated in order to take advantage of this potential resource?

First of all, let us analyse the immigrant population. Census information, at figure 1, indicates that typical new citizens are mostly composed of visible minorities. If they are working, they are doing so below their level of completed education and making less money on average, than other Canadians,⁴⁸ as per figure 2⁴⁹. They tend to concentrate in major urban centres and the birth rate amongst immigrant women is higher than the Canadian average. Immigrants accounted for 25 percent of Canadian births in 2004, while representing less than 16 percent of the total population.⁵⁰ The children of recent immigrants tend to achieve a high level of education, and “the proportion of immigrants aged 15 and older with university degrees and marketable skills has risen dramatically.”⁵¹ All of this suggests that the pool of new Canadians may be a valuable recruiting resource

⁴⁷ WebRing - Quotations Online. *Quotations from Sherlock Holmes Novels*. <http://www.bcpl.net/~lmoskowi/HolmesQuotes/q.detection.html> Internet; accessed 11 April 2008. “How often have I said to you that when you have eliminated the impossible, whatever remains, *however improbable*, must be the truth?”

⁴⁸ Statistics Canada. *Canadian Social Trends Catalogue No. 11-008 AUTUMN 2000* Boyd, Monica and Vickers, Michael. “100 Years of Immigration in Canada” <http://www.statcan.ca/english/freepub/11-008-XIE/2000002/articles/5164.pdf> Internet; accessed 15 December 2007.

⁴⁹ Statistic Canada. *Low Income Among New Immigrants*. http://www41.statcan.ca/2007/3868/ceb3868_002_e.htm Internet; accessed 21 December 2007.

⁵⁰ Statistic Canada. *Births, By Place Of Birth Of Mother And Child, Canada And Selected Provinces, 2004*

to augment the declining Canadian target population, and they are easily targeted as they are concentrated in only a few major urban centres.

Figure 1: Immigration Sources

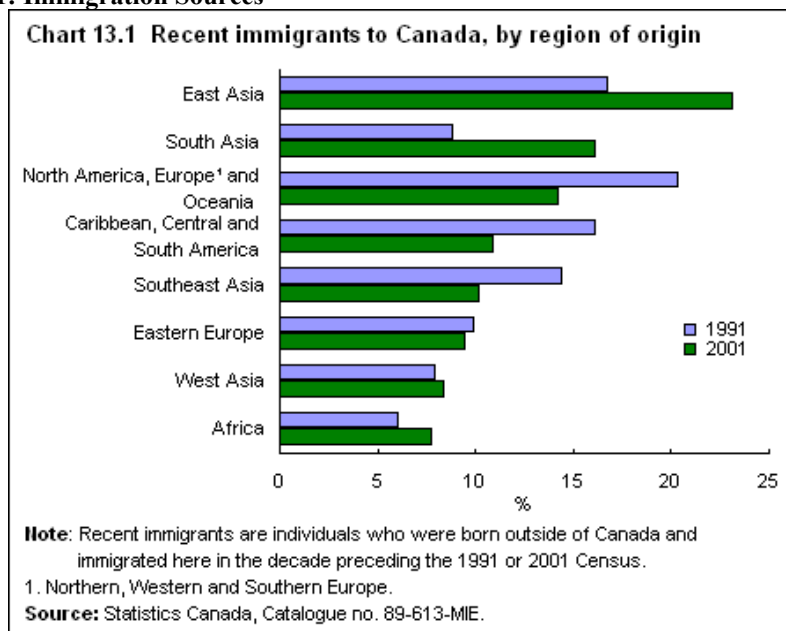
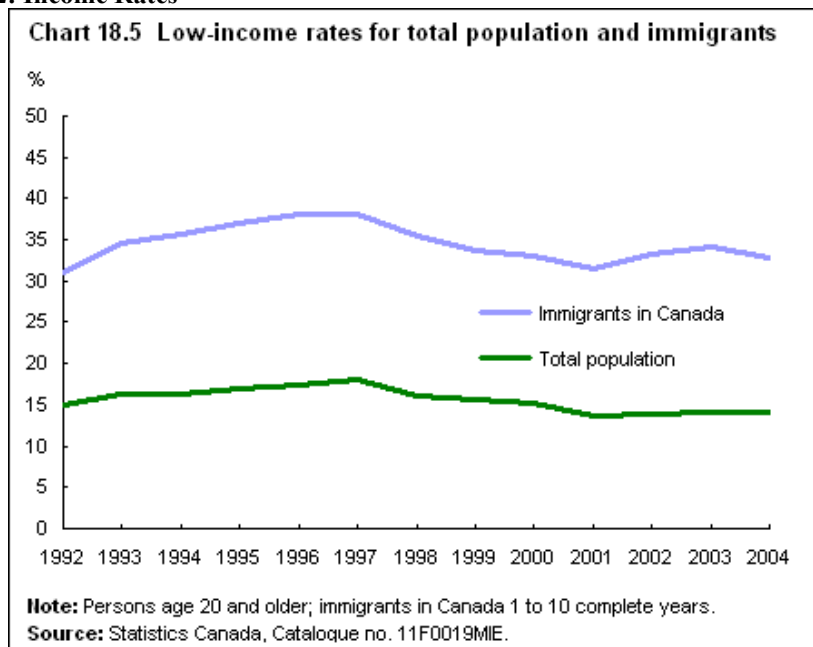


Figure 2: Income Rates



Risk Mitigation. From personal experience, it is understood that the first rule of risk mitigation is to avoid the tendency to find a reasonable solution and immediately implement it without considering second and third order effects. Therefore, some consideration must be given to ensure that if new citizens are enrolled, i.e. children of families emigrating from non-allied countries, they are reliable and of good character.

Recruiting Directive 18/06 relies upon the legal system to identify untrustworthy citizens through a criminal records check, and through the immigration process itself, because the legal systems in the identified friendly countries are robust enough to have identified unreliable individuals prior to their immigration to Canada. It follows that if a child is born in Canada to immigrant parents, then over the course of his or her development, education and eventual employment in Canadian society, there should be sufficient evidence to obviate any requirement to verify the family's connections in another country; even if travel to that country is an issue. The mitigating factor then would be that only citizens born and raised in Canada, or those previously mentioned friendly nations, can be exempted from the requirements of "foreign implications".⁵² The impact of this action would be to make the children of the five million immigrants and visible minorities presently in Canada, available for enrolment within the next five to fifteen years, at exactly the time when attrition and demographics coincide to challenge the continued viability of the CF.

⁵² CFRG HQ. Recruiting Directive 18/06 – Pre-Enrolment Security Clearance Pre-Assessment. 15 February 07, Paragraph 6, page 2.

Even ancient Rome recognized the utility of opening its doors to the non-Roman proletariat when the military interest of land-owning middle class began to decline. Gaius Marius, when faced with recruiting legislation that negatively impacted mission accomplishment, revised the law, enrolled resident Italians who wanted to work, and produced a professional standing Army that took Rome into the Imperial age.⁵³ This idea is not new and it is a tried and tested approach to the challenges of an affluent society.

Other modern allied Armed Forces have differing approaches to the same problem. The American Army retains the security clearances by rank and occupation at the lowest possible level, so as not to limit the security implications of recruitment of immigrant citizens and “permanent resident aliens” from less-secure nations.⁵⁴ Meanwhile, the UK limits enrolment to citizens, members of British protectorates and some restricted enrolment to immigrants from Commonwealth countries.⁵⁵ Presently the Canadian system most closely parallels that of the British Army, but immigration from the favoured countries does not present a sizable market, and so its efficacy is limited.⁵⁶

⁵³ UNRV History *Marius Reforms the Legions*. Available at <http://www.unrv.com/empire/marius-reforms-legions.php> Internet; accessed 14 April 2008.

⁵⁴ Go Army.com “*Careers and Jobs*” Available at <http://www.goarmy.com/> Internet; accessed 15 April 2008.

⁵⁵ British Army Jobs “*Entry Requirements*” Available at <http://www.armyjobs.mod.uk/How+do+I+Join/Can+I+Join/Entry+Requirements.htm> Internet; accessed 15 April 2008.

⁵⁶ Statistics Canada. *Top 10 Countries of Birth of Recent Immigrants, 1981 To 2006* <http://www12.statcan.ca/english/census06/analysis/immcit/tables/table1.htm> Internet; accessed 17 December 2007.

At some point the question must be asked, how Canadian do you have to be to serve your country? Presently, security policy mandates that some citizens are clearly less equal than others.

Conclusion

The many challenges of recruiting in the modern context have been analysed and used to demonstrate the urgency of new recruiting policies towards visible minorities. Gender integration was a promising alternative, but cultural change has proven to be evolutionary rather than revolutionary. The only viable alternative to ultimate recruiting culmination is to take advantage of immigration to compensate for the declining birth rate among multi-generational Canadians. Legislation, however, still restricts the enrolment of citizens with family ties to foreign countries, such that this large and qualified applicant pool is effectively barred from enrolment. This limits the CF's progression towards its mandated EE goals and places further and long-term strain on deployable personnel because of chronic under manning.

The recommended mitigating action is to amend the recruiting and security policy and waive the foreign implication restrictions on Canadian citizens born in Canada, or one of the designated trusted partners. In effect, this gives the same credit for reliability to our own legal system as it already grants to that of our allies. Accepting this recommendation will ensure the continued viability of the CF by helping to meet our qualitative, quantitative and EE objectives, consistent with the needs of an expanding military force in a changing society.

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