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EXERCISE NEW HORIZONS/EXERCICE NOUVEAUX HORIZONS

Expanding the Pie: Using Citizenship to Attract Recruits

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La présente étude a été rédigée par un stagiaire du Collège des Forces canadiennes pour satisfaire à l'une des exigences du cours. L'étude est un document qui se rapporte au cours et contient donc des faits et des opinions que seul l'auteur considère appropriés et convenables au sujet. Elle ne reflète pas nécessairement la politique ou l'opinion d'un organisme quelconque, y compris le gouvernement du Canada et le ministère de la Défense nationale du Canada. Il est défendu de diffuser, de citer ou de reproduire cette étude sans la permission expresse du ministère de la Défense nationale.

ABSTRACT

The Canadian Forces was challenged to increase its regular force manning level to 75,000 as a result of the 2006 Federal Budget. To date, the CF struggles not only to increase its numbers at the recruiting end of the pipeline, but also to retain its more experienced personnel. For a department that is known for meeting and tackling the toughest challenges thrown its way, it was sobering that within a year, the military would publically re-align its efforts to building up to a strength of 68,000 by only 2011/2012 (an effective increase of only 1000 persons per year). This paper will establish the importance of the non-citizen population to the recruiting effort, and through looking at foreign examples of how citizenship for military service has been beneficial at both the national and military levels, provide options for Canada to leverage this untapped capability. This segment of the population can no longer be ignored if the CF hopes to ensure a viable and sustainable future.

INTRODUCTION

In the May 2006 Federal Budget, the Government of Canada formally announced that the Canadian Forces (CF) would increase its manning levels, by 13,000 for the Regular Force and 10,000 for the Reserves.¹ This was a new direction for the CF, which had been experiencing a downward manning spiral for decades. The CF has looked at affecting this increase through a mix of increased recruiting efforts, the gaining of efficiencies in training throughput, as well as measures to increase retention. While these efforts have translated to tactical successes in the recruiting process, the CF is unable to attain the recruits necessary to allow it to increase its trained effective strength.

Since 2001, the CF has increased recruiting efforts geared both toward the traditional pool of multi-generational Canadians as well as focussing on gaining increased representation from visible minorities and recent immigrants to Canada who have gained citizenship. Where a non-Canadian citizen expresses interest to join the CF, the potential recruit is turned away from the recruiting centers as ineligible to join. The current policy on recruitment is that an individual must be a Canadian citizen, and that a security clearance is required for someone to enroll. Within the CF there is scope for the CDS to make an exception to the 'citizenship' rule, but these exceptions are rarely exercised, and only when a specific requirement can not otherwise be met through normal recruitment strategies.

This paper will outline the recent recruiting efforts and demonstrate that greater efforts are needed to fill the ranks of the CF at the entry and the mid-management levels. Through the application of the Canadian demographic data, including data related to immigration, it will be demonstrated that a significant portion of the population (current and future) growth will come

¹ Department of Finance, "Budget 2006, Chapter 3 Building a Better Canada: Security," delivered 2 May 2006. Document on line; available from <http://www.fin.gc.ca/budget06/bp/bpc3de.htm>; Internet; accessed 22 March 2008.

from non-citizens; a group largely ignored in the current recruiting environment. I will then look at how Australia has targeted citizenship as an enabler to meet national strategies to provide insight into how some of the practices could potentially be applied to the current recruiting strategy.

Lastly, this paper will demonstrate how other nations have leveraged non-citizens to support military recruitment strategies. The citizenship for military service model is not new and has been used successfully in the past to bolster the ranks of militaries in time of national need. Through looking at some current examples of how this is done, I will demonstrate where Canada could leverage some current practices to expand the current recruiting pool. Specifically, I will look at the service for citizenship approaches seen in France (historical roots to modern application), the United States (U.S.) (historically practiced in time of war), and Australia (lateral recruitment approach) to demonstrate that Canada could be well served by allowing accelerated citizenship for military service. This approach should be directed to both non-citizen residents (to gain entry level recruits) as well as persons with recognized foreign military service (to gain senior level recruits), and will need to be coordinated with and supported by Citizenship and Immigration Canada (CIC).

THE RECRUITING STALEMATE

A review of the recruiting and manning trends through the 90s to highlight why the CF is having difficulty in increasing its total strength with respect to both the recruiting efforts and the unexpected low retention rates, clearly pointing to an increasing manning gap. The current CF recruiting policies will be discussed and it will be demonstrated that the CF needs to look to non-traditional sources of supply to increase its manning levels.

The regular force strength of the CF had been decreasing or remaining constant for several decades, and from 1990 to 1994 the CF was hit with the first peace dividend and its strength would be reduced by 15.5%. The second series of hits established in the 1994 Defence White Paper would further decrease the manning by over 21%, establishing the strength at 60,000 not later than 1999.² To meet these significant reduction targets, the CF drastically decreased its recruitment efforts and embarked on the Force Reduction Program (FRP), which was so successful that the strength dropped by nearly 5500 in fiscal year (FY) 1995/1996 alone. The reduced manning level was reached in 1997, a full two years in advance of targeted attrition mostly due to the success of the FRP.³ Recruiting efforts were once again increased to pre-FRP levels in 1997 to offset normal attrition but targets were not reached and the CF population dipped to 58,000 in 2001. A surge recruiting effort was embarked upon to bring the CF strength back up to 62,000⁴ through a focussed campaign that included efforts to increase under-represented groups of Canadian Society (females, visible minorities and aboriginals). The strategy has yet to achieve the expected results by targeted group.⁵ Numbers levelled off in

² The full time strength decreased from 90,000 in 1990 to 76,000 in 1994 to 60,000 in 2001. Department of National Defence, "Backgrounder – Changes to CF recruiting," 23 March 2001, document on line; available from http://www.forces.gc.ca/site/newsroom/view_news_e.asp?id=275; Internet; accessed 15 March 2008.

³ The FRP was introduced in FY 1992, and repeated annually until FY 1996, with nearly 14,000 regular force members leaving the military under this program. The fiscal year runs from 1 April to 31 March of the following year. Department of National Defence, "Chief of Review Services Audit of Force Reduction Program," January 1997, document on line; available from http://www.dnd.ca/crs/pdfs/frp_e.pdf; Internet; accessed 8 April 2008.

⁴ Department of National Defence, "Annual Report on Regular Force Personnel: 2005-2006," December 2006, document on line; available from http://hr3.ottawa-hull.mil.ca/dstrathr-drhstrat/engraph/annual_report; DWAN; accessed 3 March 2008, 3.

⁵ The CF has been attracting less than 60% of the women, less than 33% of the visible minorities and only about half of the aboriginal recruits that it has been looking for annually since FY 2001/2002, with the percentages declining annually. Auditor General of Canada, "Report of the Auditor General of Canada – May 2006. Chapter 2 National Defence – Military Recruiting and Retention," document on line; available from http://www.cbc.ca/news/background/auditorgeneral/ag_report200605/20060502ce.pdf; Internet; accessed 12 February 2008, 56.

2002-2003 and in February 2006 the Chief of Defence Staff (CDS) direction issued in the Op CONNECTION Operation Order 015/06.⁶

On 23 February 2006, The Minister of National Defence was speaking at the General meeting of the Defence Associations Institute in Ottawa, where he first discussed the idea of increasing the regular force strength of the CF to at least 75,000 (with a further 10,000 increase for the reserves).⁷ Efforts to increase the effective strength since February 2006 have not proven fruitful in that there was a decrease in trained effective strength from 2006 to 2007, with a full 40 occupations suffering net manning decreases.⁸ Inability to increase the CF effective strength suggest that recruiting efforts are not aligned to meet the challenging demographic of the regular force and attrition is offsetting the gains in throughput.

Compounding the recruiting difficulties, Canada's military is getting older and the average age has increased from 28 years old in the mid 1980s to the current average of 36 years old. At the same time as the force is aging, the CF is suffering from a lack of experience with the median NCM expected to reach 10 years of service in 2007 (down from 14 ½ in 2005).⁹ While some of the aging trend of the military can be attributed to the impact of the FRP and the associated downsizing efforts of the 1990s, it can also be partially attributed to increase in age of the population of new recruits.¹⁰ The increase in the Compulso10

55 to 60 has not served to slow attrition as less and less CF members are serving to CRA, and a greater percentage of the releases are voluntary. Voluntary attrition becomes a troubling statistic as numbers have increased by 99% in FY 07/08 over the same period three years earlier.¹¹ This lack of progress has been the catalyst in the recent CF decision to re-profile its expansion goals in hopes of reaching 68,000 regular and 30,000 reserve personnel by the 2011/2012 timeframe.¹² Canada is in need of a greater number of raw recruits as well as a way to retain trained individuals in the mid-rank structure (at both the officer and NCM levels).

Constantly changing Canadian demographics with respect to the aging population and inflow of immigrants are creating challenges within the recruiting system, and the impact of the demographic is exacerbated by the fact that we are trying to increase the effective strength by over 20% in the next several years. A solution to the predicament is that the immigration policies which Canada uses in building the nation's population can also be used to build the CF manning levels.

DEMOGRAPHICS, IMMIGRATION AND SECURITY

According to the 2006 Census, the population of Canada continues to grow, but beyond this simple statement, the growth of the Canadian population is almost exclusively buoyed through immigration.¹³ More important than the simple growth statistic is the aging trend of the nation (the median age is now 39.5 years old, see Figure 1, below); where seniors have reached a record 13.7% of the total population and the fastest growing age group in Canada is the bracket

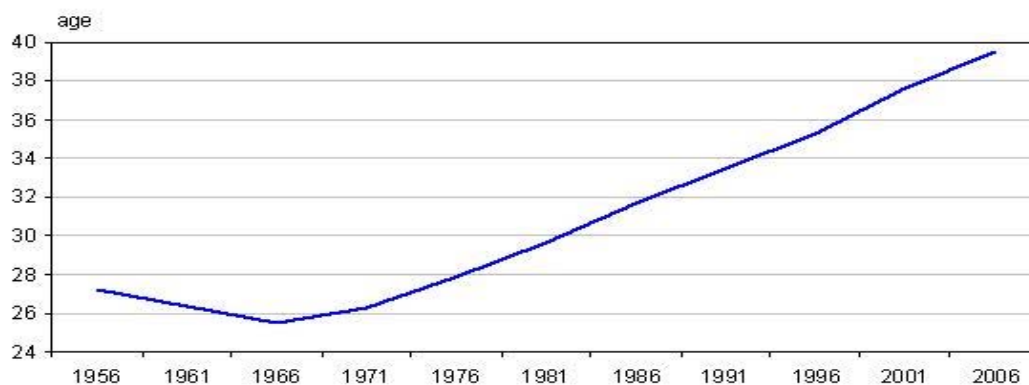
¹¹ The amount of CF members retiring at CRA represents 6% of attrition in Apr-Nov FY 07/08, where it represented a full 14% of attrition during the same period in FY 04/05. Department of National Defence, Chief of Military Personnel briefing to CFC, 10 January 2008.

¹² Trained Effective strength dropped from 52,533 in 2006 to 52,459 in 2007. David Pugliese, "Military shrinking all of the time instead of growing," *National Post*, 15 November 2007. Article on line; available from <http://www.nationalpost.com/story-printer.html?id=92068>; Internet; accessed 23 March 2008.

¹³ Canada's growth rate (from 2001 to 2006) was 5.4%, the highest of all G8 nations. Statistics Canada, "Portrait of the Canadian Population in 2006: Highlights," document on line; available from: <http://www12.statcan.ca/english/census06/analysis/popdwell/highlights.cfm>; Internet; accessed 23 March 2008.

nearing/entering retirement. At the same time that the baby boomers are entering their retirement age, the population group that is expected to help to offset them (Canadians aged 15 to 24) is growing at the rate of the national average increasing by 5.3 % since 2001. The longer term outlook dims when considering that the bracket aged 14 and under accounted for a record low percentage of the total population.¹⁴

Figure 1: Canadian Median Age 1956-2006



Sources: Statistics Canada, censuses of population, 1956 to 2006.

Canada's immigration policies are set through Citizenship and Immigration Canada (CIC) in response to government priorities. In order to become a Canadian citizen, you must be over 18, a permanent resident and have resided in Canada for at least three of the last four

¹⁴ The 55 to 64 age group bracket represents nearly 3.7 Million people; the number of people in this segment increased by 28% since 2001, more than five times the national average rate. The Children 14 and under age group reached a record low 17.7% of the Canadian population, down from 19.1% in 2001. Statistics Canada, "2006 Census: Age and sex," The Daily, 17 July, 2007, document on line; available from <http://www.statcan.ca/Daily/English/070717/d070717a.htm>; Internet; accessed 23 March 2008.

years.¹⁵ The selection of potential permanent residents is done in consideration of the labour market needs, working towards family reunification and humanitarian needs.¹⁶ In breaking down the annual goals, permanent residents are classed as Family Class, Economic Immigrants or Refugees. From 2001 to 2006, Canada has accepted between 221,000 and 262,000 permanent residents per year, with about 60% of the total coming from the economic immigrant category.¹⁷ It is in targeting this category of permanent resident that should be of primary interest when looking to bring potential candidates into the CF.

Roughly 80-90% of persons within the economic immigrant category are from the skilled worker category sub-category annually. This percentage represents both the workers and their families, and persons who immigrate as part of this sub-category compete on a points based system. Applicants are graded and scored out of 100 based on age (10), education (25), language proficiency (24), work experience (21), adaptability (10) and whether employment is arranged (10).¹⁸ There is little scope within the economic immigrant category to allow for special consideration to address labour market shortages or to address specific government needs.

¹⁵ The standard criteria for adult immigrants is listed, other considerations are that the resident must have linguistic capability in one of Canada's official languages, pass a citizenship test and not have a criminal record. Citizenship and Immigration Canada, "Becoming a Canadian citizen: Who can apply," document on line; available from <http://cic.gc.ca/english/citizenship/become-eligibility.asp>; Internet; accessed 22 March 2008.

¹⁶ Citizenship and Immigration Canada, "Annual Report to Parliament on Immigration, 2006," document on line; available from <http://cic.gc.ca/english/resources/publications/annual-report2006/section3.asp>; Internet; accessed 22 March 2008.

¹⁷ This represents the approximately 800,000 additional persons who are ineligible to apply for citizenship. Citizenship and Immigration Canada, "Facts and Figures 2006," document on line; available from <http://www.cic.gc.ca/english/resources/statistics/facts2006/overview/01.asp>; Internet; accessed 23 March 2008.

¹⁸ Citizenship and Immigration Canada, "You asked about ... immigration and citizenship," document on line; available from <http://www.cic.gc.ca/English/resources/publications/you-asked/section12.asp>; Internet; accessed 3 February 2008.

CIC is able to address specific government concerns through the selection of temporary residents, and in fact admitted over 99,000 foreign workers in 2005 to address these gaps.¹⁹ There were over 57,400 foreign students studying in Canada in 2005, and while Canada does not have a program to actively seek foreign students and integrate them into our nation as productive citizens, Australia has successfully embarked upon a two-step migration policy targeting foreign students to become citizens, thus ensuring that the inbound flow of migrants can more rapidly contribute economically to meet the strategic needs of the nation.²⁰

In 1996, Australia also overhauled its immigration model and focussed on maximizing the economic benefits of its skilled worker segment. It has validated the correlation between language skills and employment and now allocates up to 20 bonus points and allows for priority processing of citizenship applications to applicants in high demand fields.²¹

Notwithstanding the significant number of persons who have not yet applied for Citizenship (due to not meeting the residency requirement or any other personal reasons), there are now more than 800,000 prospective immigrants on waiting lists,²² and over 85% of the

¹⁹ Citizenship and Immigration Canada, “Annual Report to Parliament on Immigration, 2006,” document on line; available from <http://www.cic.gc.ca/english/resources/publications/annual-report2006/section3.asp>; Internet; accessed 22 March 2008.

²⁰ By 2005, Former foreign students with Australian degrees represented 52% of all economic migrants to Australia. Leslyanne Hawthorne, “Labour Market Outcomes for Migrant Professionals: Canada and Australia Compared”, Executive Summary, University of Melbourne, Australia, December 2006, document on line; available from <http://www.cic.gc.ca/english/resources/research/2006-canada-australia.asp>; Internet; accessed 18 February 2008, 1-2.

²¹ Australia identified the need for skilled applicants to obtain jobs soon after arrival that made benefit of their expertise, quickly becoming established and not requiring benefits. These 20 points would be granted for trained foreign military personnel immigrating to Australia. Under the Australian Immigration system, immigrants are not eligible for welfare benefits within the first two years of arrival. *Ibid*, 17.

²² CBC News, “Tory bill proposes new powers on immigration applications,” 14 March 2008, document on line; available from <http://www.cbc.ca/canada/story/2008/03/14/immigration-residents.html>; Internet; accessed 15 March 2008.

permanent residents are expected to apply for c

a reliability screening is conducted for all new recruits prior to commencement of training (two to three day process), and the necessary security clearances are completed during the initial training period; unfortunately nearly all CF classifications require a security clearance (less Musicians and Padres).²⁷

I propose that an offer of accelerated recruitment would be a catalyst for increasing the recruitment of immigrants at both the entry and mid career levels, and the two step approach would fit nicely into attracting international students who met the security verification requirements. The impact of how such a directed immigration policy could serve the CF will be demonstrated through a look at how France, the U.S. and Australia have tied recruiting with citizenship.

CITIZENSHIP FOR SERVICE

The use of foreign soldiers to wage and win battles has been practiced for thousands of years but the problems associated in having these non-citizens fighting with your armies was that their loyalty could be purchased by the highest bidder. The dangers inherent in the use of mercenaries has long been known by the international community and the recruiting, training, financing or use of mercenaries has been formally condemned as contrary to international law by the United Nations General Assembly Resolution on 4 December 1989.²⁸

have taken steps to become a Canadian citizen. The second allowed for a streamlining of security verifications to require only 7 years of verifiable data for SECRET security clearances (down from 10). Department of National Defence, "Amendment to Standards for Personal Security Clearances," VCDS 2140-1 (Personnel Security) 12 January 2006 and 31 January 2006.

²⁷ As per e-mail from Maj P.T. Mellema, DPM Secure 2, 8 April 2008.

²⁸ The United Nations defines a mercenary as someone who is: recruited locally or abroad in order to fight in an armed conflict; motivated to take part in hostilities for personal gain; not a national of a party to the conflict nor a resident of a territory controlled by a party to the conflict; not a member of the armed forces of a party to the conflict; and has not been sent by a state which is not a party to the conflict on official duty as a member of its armed forces. United Nations, "General Assembly Resolution 44/34, International Convention against the Recruitment, Use, Financing and Training of Mercenaries," document on line; available from <http://www.un.org/documents/ga/res/44/a44r034.htm>; Internet; accessed 30 March 2008.

The idea of offering citizenship as a reward for military service was instrumental in allowing the Roman armies to quickly rebuild after their devastating defeat at Cannae (2 August, 216 B.C.) to become one of the greatest civilizations in the world over the next three centuries.²⁹ This practice has continued to the present day and there are several nations that successfully balance security, immigration and defence priorities and actively recruit non-citizens into their armies; among them France, the U.S. and Australia. Each nation has its own national goals for what it hopes the program will gain. For example, France has primarily looked at its Foreign Legion to provide raw recruits from outside of its national borders into the infantry at entry level; the U.S. is looking to leverage that large portion of its population that are residents, but not yet citizens, again at the entry level; and Australia is looking to attract trained military personnel, who have experience serving in other national militaries. In all cases, the military policies are intrinsically linked to national immigration strategies and are supported at the highest levels of government. In looking at the various practices employed, it is evident that Canada is in a similar situation to both the U.S. and Australia and might benefit from absorbing some of the policies currently being employed.

The French Baseline

Three current examples of the targeted recruiting of foreigners can be found in the recruiting of Gurkhas into the British Army, the Recruiting of the Swiss Guards to protect the Vatican City and lastly the recruiting of a vast number of foreign nationals into the French Foreign Legion. Of these, the Swiss Guards cannot be granted citizenship to the Vatican, and the Gurkhas, although serving in the British regular force are not entitled to any benefits towards

²⁹ In the aftermath of Cannae, Roman citizenship would no longer be confined to landowning Italian males. Those who served Rome militarily and paid taxes could gain full citizenship. Victor Davis Hanson, *Carnage and Culture: Landmark Battles in the Rise of Western Power* (New York: Doubleday, 2001), 122.

obtaining British citizenship.³⁰ The French Foreign Legion does allow for the immigration of those who serve, as one of the first modern examples where citizenship is linked with employment in a foreign military, it will be explored in some depth.

France had a long history of having foreign persons serving in its armies since the fifteenth century with various levels of success. In 1831, the French Foreign Legion was born with the express intent of giving troublemakers and foreign soldiers the ability to fight for mother France in foreign locations that were isolated and where these soldiers could not present any threat to the monarchy or government stability.³¹ The promise of citizenship was merely intended as a reward to those willing to make the ultimate sacrifice in the name of France; the recruiting intent was to bring foreigners to fight for France as opposed to offering an accelerated route towards citizenship for landed migrants. These less than desirable soldiers from many nations would then not only be a threat removed, but could also work to bring colonies under control of the French and expand the French empire without any worries of having French blood spilled in the name of territorial expansion. With the eventual independence of Algeria in 1962, the French Foreign Legion would move its Headquarters to Aubagne and its legionnaires would be allowed to serve in France.³²

The brotherhood of the Legion remains so sacred that all prospective enrolees must declare a (false) identity; this serves a dual purpose in that it puts all recruits on a level playing field as well as aiding those who are joining the legion to flee from their past. The requirement

³⁰ UK Ministry of Defence, “The Brigade of Gurkhas – Background Information,” document on line; available from http://www.army.mod.uk/brigade_of_gurkhas/history/Brigade_background.htm; Internet; accessed 30 March 2008.

³¹ King Louis-Philippe of France passed the creation of the ‘legion of Foreigners’ by royal proclamation on 10 March 1831, these legionnaires were not to serve in continental France. John Robert Young, *The French Foreign Legion*, (New York: Thames and Hudson, 1984), 9.

³² *Ibid.*, 54.

for assuming an identity is so strong that even if a Frenchman wishes to join the legion, they must not only declare a false identity, but also change their nationality to another French speaking nation so that he becomes a brother foreigner.³³ A soldier could keep this identity for the remainder of his life, forever leaving behind whatever misgiving they wanted left in the past.

To join the French Foreign Legion today, an applicant must present himself to any one of the Foreign Legion Recruiting Centres with a form of identification. Each recruit is enrolled under an assumed identity as single (regardless of marital status). Once enrolled, the candidate is immediately entitled to free uniforms, room and board and transferred to Aubagne for selection and training.³⁴ Once selection has been completed, the recruit signs a five year unconditional service contract to serve wherever the legion needs him. French linguistic capability is not required as non-speakers are paired with French speakers for training during the initial training period (all instruction is in French, so linguistic capability will grow over time). The days of recruiting convicts is now over and the legion now conducts security screening with Interpol as well as with the security service of the nation of origin of the applicant, this is done during the four month training phase to ensure that security risk is minimized.³⁵

After the first year of service, the Legionnaire may apply for a “Military regularization of the situation” and revert to their real identity (and nationality as applicable). Once serving under their real identity and after three years of service, a legionnaire can apply for French citizenship if he has obtained a certificate of satisfactory military service.³⁶ For those not interested in

³³ French Foreign Legion, “Le Recrutement,” document on line; available from <http://www.legion-recrute.com/en/faq.php>; Internet; accessed 3 February 2008.

³⁴ “French Foreign Legion – Enlistment Requirements,” document on line; available from http://french-foreign-legion.com/french_foreign_legion_enlistment.html; Internet; accessed 22 February 2008.

³⁵ Young, *The French Foreign Legion*, 55.

³⁶ Citizenship can not be granted to those using a declared identity. French Foreign Legion, “Le Recrutement,” document on line; available from <http://www.legion-recrute.com/en/faq.php>; Internet; accessed 3 February 2008.

citizenship, a renewable 10 year French resident permit may also be accorded for Legionnaires in good standing and using their true identities.³⁷ Citizenship may also be granted through blood shed in the name of the nation (*par le sang versé*) for those wounded or killed in the service of France.³⁸ The nations of origin of the Legionnaires (by numerical importance) have varied widely from year to year and throughout its existence more than 600,000 have served France from over 115 nationalities (including over 100 Canadians).³⁹ With 7,699 serving legionnaires representing a myriad of nationalities,⁴⁰ the French Foreign Legion continues its nearly 200 year old tradition by successfully attracting young (usually) inexperienced soldiers searching for escape from the past; adventure; or the attraction of joining the military profession. The recruiting of foreigners that proved so successful in France is now being leveraged by the United States; albeit through directed targeting of an entirely different candidate.

U.S. Model: Accelerated Citizenship in Time of War

The United States has had some history regarding the recruitment of non-citizens into the military, with recruiting drives being conducted in times of conflict. The goal of the US differs from the French goal of not spilling the blood of its citizens in that by realizing the attraction of becoming a U.S. citizen, it could leverage the significant amount of its non-citizen population towards voluntary service, thereby bolstering its strength at the greatest time of need. The U.S. recruiting strategy would need to have different criteria for enrolment from the French model

³⁷ United States Embassy of France. "French Foreign Legion: Miscellaneous," 26 Feb 2001, document on line; available from <http://www.info-france-usa.org/atoz/legion/misc.asp>; Internet; accessed 2 March 2008.

³⁸ Nicola J. Cooper, *French Cultural Studies*, The French Foreign Legion: Forging Transnational Identities and Meanings, 2006, document on line; available from <http://frc.sagepub.com/cgi/content/abstract/17/3/269>; Internet; accessed 2 March 2008, 275.

³⁹ Young, *The French Foreign Legion*, 208.

⁴⁰ French Foreign Legion, "Le Recrutement", Document on line; available from <http://www.legion-recrute.com/en>; Internet; accessed 2 March 2008.

(where recruit intent, availability and lack of criminal record were the sole criteria) in order to specifically target its permanent residents.

To gain U.S. citizenship, one must above all be a legal permanent resident (LPR). Once meeting the set time for period of residency, an individual can apply for citizenship and once the application is made, there is another waiting period before citizenship can be granted. There were an estimated 7.5 million LPR eligible to apply for U.S. citizenship in 2002, with over 4 million more LPR not meeting the residency criteria.⁴¹ Once the residency conditions are met, potential military applicants need to have completed high school as well as a level of linguistic competence in English. As the military tends to target 18-24 year olds, this pool of non-residents which meet both the education and linguistic requirements represents about 3 million potential candidates that might be tapped for military service. As only U.S. citizens are eligible for security clearances, non-citizens are subject to the Entrance National Agency Check (ENTNAC) on enrolment and are not entitled to commence training until the results are received and found to be satisfactory (usually 3-5 day process). The suitable recruit can then be enrolled into one of many military occupation specialties which do not require a security clearance.⁴² Security concerns are then managed at the unit level wherein non-citizen soldiers may be granted a “limited access authorization” (LAA) for up to Secret level, if required in the fulfillment of their duties.⁴³

⁴¹ Anita U. Hattiangadi *et al*, *Non-Citizens in Today's Military: Final Report* (Alexandria: The CNA Corporation, April 2005), 11.

⁴² Within the first year of service, only 56 of the 220 Army MOSs require a security clearance, while none of the Infantry MOSs in the Marine Corps carry the requirement for a security clearance. *Ibid.*, 33-34.

⁴³ For example, if an infantryman were to be assigned as the Commanding Officers driver, there would be a security requirement attached to the position, and an LAA would be issued. Department of the Army, “U.S. Army Personnel Security Program,” Army Regulation 380-67, Washington D.C., 9 September 1988, document on line; available from http://www.army.mil/usapa/epubs/pdf/r380_67.pdf; Internet; accessed 1 April 2008, 11-12.

On 3 July 2002 George Walker Bush, the President of the United States signed the Expedited Naturalization Executive Order, effectively granting expedited citizenship to over 15,000 non-citizen members of the U.S. military serving on active duty as part of the Global War on Terror (GWOT). This effectively meant that a non-citizen would be authorized to apply for citizenship after serving one day in a war zone. Once the application was received, non-citizen military personnel were covered under Section 328 of the Immigration and Nationality Act (INA) and could gain citizenship in a three year period as opposed to the normal five year wait for non-military applicants.⁴⁴ As a further incentive to increase the number of non-citizens joining the U.S. military, Section 328 of the INA was modified to allow military members to become U.S. citizens after only one year of service, and all fees associated with the application were waived.⁴⁵ As part of the citizenship process, the non-citizen soldier must renounce their citizenship of their prior nation and declare sole citizenship of the U.S.⁴⁶ Once citizenship is established, a National Agency Check/Local Agency Check/Credit Check (NACLC) is conducted if there is a requirement for a soldier to gain a security clearance, this process takes about 200 days to complete.⁴⁷ Any LAAs granted to non-citizens become void on granting of citizenship. The Immigration and Nationality Act also allows for citizenship to be granted

⁴⁴ The executive order covers the period of 9/11/2001 to a future date designated by a flowing presidential order, and allows for serving non-citizens and refers to sections 329 of the Immigration and Nationality Act (INA). This order was also invoked for both World Wars as well as hostilities in Korea and Vietnam. The White House. "Fact Sheet: Honoring Members of America's Armed Services," 4 July 2002, document on line; available from <http://www.whitehouse.gov/news/releases/2002/07/print/20020704.html>; Internet; accessed 30 March 2008.

⁴⁵ The modification changing the period from three years to one was made under section 1701(a) of the National Defence Authorization Act in 2004,. United States Citizenship and Immigration Service, "INA: Act 328 – Naturalization Through Service in the Armed Forces of the United States," Section 328, document on-line; available from <http://www.uscis.gov/propub/DocView/slbid/1/2/164>; Internet; accessed 30 March 2008.

⁴⁶ U.S. Army, "Personnel Procurement: Active and Reserve Components Enlistment Program," Army Regulation 601-210, Headquarters, Department of the Army, Washington D.C., 7 June 2007, document on line; available from http://www.army.mil/usapa/epubs/pdf/r601_210.pdf; Internet; accessed 1 April 2008, 7.

⁴⁷ For all services less the Army the NACLC is required for all citizens. The Army only conducts the NACLC for soldiers needing Secret security clearances or above. Hattiangati *et al*, *Non-Citizens in Today's Military...*, 28.

posthumously for those who die during or as a result of Operations Enduring or Iraqi Freedom, and as such a legal spouse of that person would be granted citizenship based on the sacrifice of the deceased member.⁴⁸

The non-citizens enrolled in the U.S. military tend to enhance linguistic and cultural diversity and have been found to have a much lower attrition rate than the average U.S. citizen at both the three month and the 36 month interval.⁴⁹ The U.S. military has recognized the benefits gained in the recruiting of non-citizens and has created a centralized processing facility for all non-citizen applicants to streamline the process. The facility in Lincoln, Nebraska, receives in excess of 800 applications per month (representing about 7% of the total input required for all services).⁵⁰

The United States has successfully targeted its young LPRs to join the ranks of its military and clearly recognizes the benefits in having done so. The carrot that entices most of these young individuals to join is clearly the accele

Australian Model: Citizenship to fill Mid-Level Officer and NCO Positions

In 1996, Australia reviewed its immigration policies and found that too high a portion of its newly arrived ‘skilled workers’ were either un-employed or under-employed, and that the effectiveness of the immigration system was degraded to such an extent that overhaul was necessary.⁵¹ With initiatives such as this, there is little wonder that the Australian Defence Force developed the overseas recruitment program as an effective way to address capability shortfalls; specifically targeting serving or ex-serving foreign military, without any specific requirement for residency.⁵² Specifically, the program targets officers and non-commissioned officers (Sergeant and above), aged 44 and under, that have a requisite level of education (military and civilian) to be qualified on entry. The three services are looking for persons that can be transferred into the service with little or no need for additional training; this is seen as the quickest and most efficient way to grow a capability, and actually advertise the specific skill sets that they are looking to recruit.⁵³ The Australian Air Force lateral recruitment program has resulted in 120 trained and qualified persons enrolling into identified distressed trades in the last five fiscal years. Among the persons recruited were Pilots (19), Navigators (7), Electronics Engineers (10), Loadmasters (5) and Air Traffic Controllers (14) from a wide number of nations including Canada and the U.S.⁵⁴ Where a nation pays over \$2 Million to train an entry level pilot,⁵⁵ the benefits of

⁵¹ Hawthorne, *Labour Market Outcomes...*,3.

⁵² Foreign nationals that do not have military service are not eligible for this program, and must obtain permanent residency prior to enlisting in the Australian military. Australian Army, “Overseas Applicants,” document on line; available from <http://www.defencejobs.gov.au/recruitmentcentre/overseasApplicants/army.aspx>; Internet; accessed 30 March 2008.

⁵³ The Australian Navy lists the positions for which either officer and non-commissioned officer lateral transferees are sought. Australian Navy, “Overseas Applicants,” document on line; available from <http://www.defencejobs.gov.au/recruitmentcentre/overseasApplicants/army.aspx>; Internet; accessed 30 March 2008.

⁵⁴ Over 90% of the persons recruited came from England, New Zealand and South Africa. E-mail from Barry Cunningham, Lateral Recruitment Statistics FY 02/03 to FY 07/08, 20 March 2008.

recruiting trained and experienced pilots makes both financial and operational sense. Bearing a striking similarity to the findings of the U.S. on non-citizen retention, the retention achieved in the lateral recruitment program was found to be significantly greater than the average in the Australian Air Force.⁵⁶

In looking at the examples of citizenship for service, the French model speaks to the risk that was calculated and accepted of gaining recruits without any requisite linguistic capabilities, but the French Foreign Legion is out of step with the Canadian values and national strategies. The U.S. model of attracting young, raw recruits from among its non-citizen population has proven to be quite successful and is readily adaptable to the acceptance of recruiting foreign students (albeit they are not allowed to enrol as officers until citizenship is granted and security clearances are obtained), it is the fast track to a desired end state for many young non-citizens, and could be immediately embarked upon to bolster recruitment of entry level personnel. In Australia, the approach differs from the U.S. somewhat to one of poaching foreign military members (who must be released from service prior to arriving in Australia) in the mid-rank levels, allowing for an immediate capability boost while eliminating the significant training burden and cost; achieving remarkable success in the targeting of specific skill sets. The Australian model is also readily adaptable for near-term recruitment of mid-level, experienced personnel. Canada could achieve the greatest benefit by adopting a hybrid U.S. – Australian model to attract the greatest number of both skilled and unskilled recruits.

⁵⁵ Denmark is paying \$2 million per pilot to secure space at the NATO flying training Center in Canada. Department of National Defence, “Denmark Signs On To NATO Flying Training In Canada, *Backgrounder*, 7 September, 1998. Document on line, available from http://www.forces.gc.ca/site/newsroom/view_news_e.asp?id=616; Internet; accessed 16 April, 2008.

⁵⁶ Discharge rate of the lateral transferees was 5.8%, significantly lower than the AAF average of 8.5%. *Ibid.*

CONCLUSION

After many years of downsizing, the CF has been charged with increasing its manning levels to the Government directed ceiling of 75,000 full-time members. Notwithstanding the efforts, the CF continues to struggle to reverse the downward trend that hit so hard in the 1990's. Recruiting efforts are managing to bring in a greater number of recruits, but these gains are offset by increases in attrition. The CF has not been successful in increasing representation of aboriginals or visible minorities, the segments of the population responsible for the national population growth. With non-citizens accounting for 6% of the Canadian population, this represents an attractive and constantly growing recruiting pool that if tapped, might provide for significant increases in the manning of the CF. A hurdle in the process relates to the requirement for security clearances that is reliant on citizenship.

Through analysis of what France, the U.S. and Australia are achieving in each of their respective approaches to accelerated citizenship for service, it is clear that the approach a nation takes towards a policy such as this needs to be guided by the type of person that is targeted for recruiting. Similar recruiting challenges have been overcome by both the U.S. and Australia, with both nations successfully using citizenship as a powerful tool to augment their traditional recruiting pools. These examples could be most beneficial to Canada in enabling the CF to meet its targeted manning levels through attracting entry level, inexperienced recruits and the mid-level experienced soldier that provides the grown capability to offset the attrition bubble. The mechanisms used by the nations to mitigate security concerns may demonstrate that further efficiencies can be gained in determining the validity of current security policies, especially given that the U.S. fighting soldier needs nothing more than enhanced reliability equivalent to serve at his/her nation's pointy end.

The non-citizen portion of the Canadian population represents a significant capability that is ripe for leveraging. The Government of Canada needs to ensure that the CF and CIC work together to develop a strategy to tap the potential benefit of this segment of our population as it is too big to ignore as we look to meet the future of the nation and sustainment needs of a viable military.

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