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DIVERSITY IN THE CAF – RAISING THE BAR OR DOING THE LIMBO?

Maj J.N. Mahoney

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Exercise Solo Flight

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“He who is different from me does not impoverish me - he enriches me.”

— Antoine de Saint-Exupéry, *Flight to Arras (Pilote De Guerre)*

INTRODUCTION

Maintaining a diverse and multicultural composition of members within the Canadian Armed Forces (CAF) is of paramount importance to the Government of Canada (GoC). Canada has a long and storied history of inclusiveness, a country born of a mosaic of many languages, ethnicities and cultures. The CAF’s history has mirrored that inclusiveness, with English and French men and women, Aboriginal Peoples and Visible Minorities (VM) fighting and working within its ranks in various roles for over one hundred years. The CAF has also been at the forefront of pluralism within modern militaries, allowing full inclusion of women within combat roles since 1987, and all roles and trades, including submarines, since 2000.¹ This has resulted in a tenfold increase in representation of women in the CAF in the last 40 years², but some believe it is not meeting its implied mandate to field a military truly characteristic of the country it defends. While it is beyond the scope of this paper to fully discuss all factors influencing CAF recruiting and retention across demographics, this essay will examine the CAF’s effectiveness at maintaining representative numbers of three key demographics: women; Aboriginal Persons and VM, within its establishment³. The paper will address the rationale for and benefits of diversity within the military, the legal requirements

¹ Department of National Defence, “Women in the Canadian Armed Forces” March 6, 2014, 1, Last accessed 3 May 15, <http://www.forces.gc.ca/en/news/article.page?doc=women-in-the-canadian-armed-forces/hie8w7rm>.

² *Ibid.*, 1.

³ Note that Persons with Disabilities are excluded from the scope of this paper, as CAF’s Universality of Service mandate prevents active recruiting from this demographic.

mandating diversity, an analysis of the effectiveness of initiatives to foster diversity within the CAF and finally, to present possible opportunities to enhance this diversity.

Canadians have always believed that their country's emergence as a collective quilt of English, French and Aboriginal founders was one of its national strengths. It has not only actively promoted diversity and inclusiveness in its immigration policies; its pluralist approach is enshrined in key legislation that affects all GoC entities. Among the most important of these are the 1982 *Charter of Rights and Freedoms (Charter)*⁴, the *Multiculturalism Act*,⁵ the *Canadian Human Rights Act (CHRA)*⁶ and the *Employment Equity Act*⁷. These acts denote equality of all citizens and the latter seeks to eliminate discriminatory employment practices against Designated Group Members (DGM), including women, Aboriginals, VM and those with disabilities. The CAF must comply with this legislation, within the parameters of the Universality of Service mandate.

The face of the Canadian population is in demographic transition. Since the Baby Boom ended in 1966, the country has seen a gradually declining birth rate, to such an extent that the available workforce of labour is rapidly contracting. Immigration policies enacted initially by Trudeau in the 1970's assisted in offsetting this labour force demise, but this immigration wave came increasingly from Asia, not from the traditional European pool. This demographic segment of VM, along with the Aboriginal population of Canadians, has maintained an above average birth rate, with their respective

⁴ *Canadian Charter of Rights and Freedoms*, Part I of the Constitution Act, 1982, (RSC 1985), app. II, no. 44.

⁵ *Canadian Multiculturalism Act 1988*, c. 31, (RSC 1985), c 24 (4th Supp).

⁶ *Canadian Human Rights Act*, 1976-77, c. 33, s. ,1 (R.S.C., 1985, c. H-6)

⁷ *Employment Equity Act*, S.C. 1995, c. 44.

proportions of the Canadian population expected to be approximately 32%⁸ and 5.3%⁹ by the year 2031. Assuming a 50% representation of women amongst these DGM and the general population and avoiding duplicate accounting, these three DGM will represent approximately 68% of the Canadian population within two decades. These demographics are vital ground for the CAF to recruit and maintain should the GoC wish to field a military that is truly representative of its population.

RATIONALE FOR DIVERSITY

The need for diversity within Canada's military, like all militaries, is multifaceted. There is the business model requirement, where the CAF needs to recruit from a wider base of applicants, as the traditional recruiting pool is shrinking, combined with a competitive job market for technical skills. Moreover, the CAF, as a representative institution of the GoC, must be seen as reflective of the population at large to maintain its legitimacy in the eyes of the people it represents. Finally, the CAF could benefit operationally from the increased cultural intelligence that diversity would add, as the current operational environment involving non-state actors is complex and irregular. Some current theorists believe "linguistic and cultural competence must exist at several levels"¹⁰ to deal with the evolving nature of counter insurgency operations, or the humanitarian assistance or nation-building role often assigned to expeditionary forces.

⁸ Statistics Canada, "Projections of the Diversity of the Canadian Population, 2006 to 2031", Last accessed 2 May 2015, <http://www.statcan.gc.ca/pub/91-551-x/2010001/hl-fs-eng.htm>.

⁹ Statistics Canada, The Daily, "Population projections by Aboriginal identity in Canada 2006-2031," 7 December 2011, Last accessed 2 May 2015, <http://www.statcan.gc.ca/daily-quotidien/111207/dq111207a-eng.htm>.

¹⁰ David Kilcullen, "Countering Global Insurgency," *Journal of Strategic Studies* 28, no. 4 (2005), 597-617.

Managing diversity within the CAF has become a strategy necessary for its survival, with the gradual decline of traditional recruiting demographics within Canada over the last 20 years. The CAF must effectively recruit and retain a wider cross-section of Canada's population if it wishes to maintain its minimum effective trained strength. Historically, CAF initiatives have been woefully inadequate and unsuccessful in this venture, with the white, male population in the CAF representing 81%¹¹ of its serving members compared to just 38%¹² in the general population. Compounding this statistic is the increase in technical skills and education required for many positions. Members of two of the three DGMs, women¹³ and persons of visible minority,¹⁴ are over-represented amongst the Canadian population of those holding university diplomas, certificates or degrees and are under-represented in the demographic of people not holding a high school diploma. This makes these potential candidates a valuable commodity in these terms alone, justifying a concerted effort to attract them to the CAF. The CAF recognized this over a decade ago, noting it "must be able to compete for and attract the best and brightest into military service,"¹⁵ but little has changed to attract more of these skilled DGMs to apply.

¹¹ Canadian Forces Employment Equity Report, 2011-2012, page 6

¹² Statistics Canada, "NHS Profile, Canada, 2011" Last accessed 6 May 2015, <http://www12.statcan.gc.ca/nhs-enm/2011/dp-prof/details/page.cfm?Lang=E&Geo1=PR&Code1=01&Data=Count&SearchText=Canada&SearchType=Begins&SearchPR=01&A1=All&B1=All&Custom=&TABID=1>.

¹³ Statistics Canada. "University qualifications awarded by program level and gender.", Last accessed 4 May 2015, <http://www.statcan.gc.ca/daily-quotidien/100714/t100714b1-eng.htm>

¹⁴ Statistics Canada, "Educational attainment of population aged 15 and over, by visible minority group, Canada, 2006." Last accessed 2 May 2015, <http://www.statcan.gc.ca/pub/89-503-x/2010001/article/11527/tbl/tbl007-eng.htm>.

¹⁵ Department of National Defence. Modernizing the CFSA : Providing Greater Flexibility and Responding to Emerging Human Resource Challenges May 15, 2003, Last accessed 8 May 2015, <http://www.forces.gc.ca/en/news/article.page?doc=modernizing-the-i-cfsa-i-providing-greater-flexibility-and-responding-to-emerging-human-resource-challenges/hnocfjek>

The continued legitimacy of the CAF mandates that its membership accurately reflects the population it serves to protect.¹⁶ Canada's status as an immigrant nation is one where members of these three DGM will soon comprise approximately two of every three Canadians.¹⁷ Enlistment within the CAF has failed to effectively recruit women or keep pace with the rate of immigration and the rate of VM growth. When these three DGMs only comprise 19.9¹⁸ of the CAF, the GoC's largest institution is seen as foreign to people within the DGM, exacerbating recruiting problems. Without representative diversity, the CAF is deprived of the insights, experiences and world perspective of people in the DGMs; potentially leaving the organization on a path that is not reconcilable with the interests of the people it represents. Lack of diversity within an organization can inadvertently create a hostile work environment, where members of DGMs feel isolated or are unable to fit in with the group. The societal imperative to incorporate diversity amongst institutions representing Canada is pervasive; a situation other countries have already faced. The US Department of Defense served as an agent of change in the 1950's, successfully integrating African Americans, which served to foster inclusion across the country; Canada and the CAF must be the agent of change for diversity as Canada's largest institution.

The CAF's role as one of the primary instruments of national power has seen an evolution in the types of expeditionary tasks asked of the institution. With the increasing focus on counter insurgency and humanitarian assistance operations, cultural intelligence

¹⁶ Donna Winslow and J. Dunn, (2002). Women in the Canadian Forces: Between Legal and Social Integration, *Current Sociology*, 50(5), 641-667.

¹⁷ Chantal Fraser, "Diversity Recruiting, It's Time to Tip the Balance", *Canadian Military Journal*, Vol. 13, No. 4, 25 – 35, 34.

¹⁸ Canadian Forces Employment Equity Report, 2011-2012, 21.

(CQ)¹⁹ amongst CAF members is of utmost importance. If the CAF can foster cultural diversity by incorporating greater numbers of DGMs, the institution can inculcate an environment where leaders are acutely aware of the intrinsic value added through diversity. Cultural diversity is without question a force multiplier within a large organisation like the CAF, but diversity goals are “not to achieve numbers for the sake of achieving numbers, but because young enlisted members and officers need to see a way to top leadership positions.”²⁰ This is especially true in today’s complex operating environment, but greater effort on training and education of CAF leaders on the benefits of inclusion and pluralism is needed to overcome traditional military organisational resistance to such change. The GoC and the CAF have taken steps to address this resistance, by imposing both legislation and initiatives to improve representation by members of the DGMs.

LEGAL REQUIREMENTS FOR DIVERSITY

Canada’s 1982 *Charter of Rights and Freedoms* enshrined the equality of every individual under the law, without discrimination based on race, ethnicity, colour, religion or sex.²¹ Moreover, the Charter also espoused multiculturalism as a Canadian “national

¹⁹ David J. Kilcullen, “New Paradigms for 21st Century Conflict”, *Small Wars Journal*. June 23, 2007. Last accessed 2 May 2015, <http://smallwarsjournal.com/print/6497>.

²⁰ Larry O. Spencer, "A Strong Fighting Force is a Diverse Fighting Force," *Joint Force Quarterly*, no. 1st Quarter (2015), 48-51., 48.

²¹ *Canadian Charter of Rights and Freedoms*, Part I of the Constitution Act, 1982, (RSC 1985), app. II, no. 44., ss 15(1) and 15(2).

value.”²² These *Charter* sections demonstrate Canada’s multicultural foundation and provide powerful tools to enforce and promote inclusion and diversity, as the *Charter* binds all subordinate legislation within the country. The *Charter* has occasionally been used to promote equality and diversity, striking down policy or legislation that enabled discriminatory practices,²³ whether they are implicit or explicit in nature. Despite this protection, the legal mandate of the Charter has had little effect on diversity and inclusion of DGMs within the CAF.

The *CHRA*, legislation enacted five years prior to the *Charter*, has had much more tangible effect on the CAF. This legislation, based on the “principle that all individuals should have an opportunity equal with other individuals to make for themselves the lives that they are able and wish to have and to have their needs accommodated”²⁴ without regard to race, ethnicity, colour or gender. The *CHRA* focuses on government institutions and specifically eliminates discriminatory practices by an employer. The *CHRA* goes further, forcing accommodation of individual employee’s needs, unless addressing these needs would cause undue hardship on the employer or in the case of the CAF; violate the mandate of universality of service.²⁵ The *CHRA* stipulates the rights of an individual in terms of society, a daunting and complex task in light of the needs to be accommodated amongst the numerous cultural and religious groups protected under the *CHRA*. Most existing rights within the CAF are based upon the assumption of Western Christian values, with many Christian religious holidays, like Christmas or Easter being statutory holidays. A more inclusive CAF could implement change and address the needs of its

²² *Ibid.*, s.27.

²³ *Andrews v. Law Society of British Columbia*, [1989] 1 SCR 143.

²⁴ *Canadian Human Rights Act*, 1976-77, c. 33, s. ,1 (R.S.C., 1985, c. H-6)

²⁵ *Ibid*, ss. 15(2) and 15(9).

increasingly diverse population by affording the same protection of cultural and religious holidays in accordance with the provisions of the *CHRA*, provided it didn't negatively affect its operational posture.

The *Canadian Multiculturalism Act (CMA)*²⁶ took the provisions of the *CHRA* and expanded the cultural aspects, moving the yardsticks of the legislation from the *CHRA*'s prohibiting discrimination to promoting equal opportunity and choice. The CMA specifically provides that it is the GoC's policy to "foster the recognition and appreciation of the diverse cultures of Canadian society and promote the reflection and the evolving expressions of those cultures."²⁷ This legislation mandated that all government departments "were expected to provide leadership in advancing Canada's multicultural mix"²⁸ to enhance the participation of minorities within government institutions. The cumulative effect of this wave of legislation slowly began the normative process of inclusion within government institutions, including the CAF, with the last of the discriminatory practices, that of women serving on submarines, being lifted in 2000.

The final major legislation tabled by the GoC that affected diversity in the CAF was the *Employment Equity Act (EEA)*.²⁹ This legislation has a stated purpose to achieve equality in the workplace so that no person shall be denied employment opportunities and to correct the conditions of disadvantage in employment experienced by women, Aboriginal Peoples, and members of VM.³⁰ The *EEA* differs from the *CHRA*, in that it

²⁶ *Canadian Multiculturalism Act 1988, c. 31*, (RSC 1985), c 24 (4th Supp).

²⁷ *Ibid.*, s. 3(1)(h).

²⁸ Michael Dewing, "Canadian Multiculturalism", Library of Parliament, Publication 2009-20-E, 15 Sept 2009, revised 14 May 2013, 5, Last accessed 2 May 2015, <http://www.parl.gc.ca/Content/LOP/ResearchPublications/2009-20-e.pdf>.

²⁹ *Employment Equity Act*, S.C. 1995, c. 44.

³⁰ *Ibid.*, s.2.

doesn't speak in detail to prevention of discrimination, but specifically notes that the pursuit of employment equity may require special measures and the accommodation of differences. The *EEA* spawned the CAF's own policy, the Employment Equity Plan (EEP), which seeks to have DGMs represented proportionately in the CAF to the same degree as they are in the Canadian public. The proportional representation goals of the EEP are currently set as follows for the three DGMs which this paper will address: women 25.1%, VM 11.8%, and Aboriginal Peoples 3.4%.³¹ Recruiting initiatives in FY 11/12 met the goals for Aboriginal Peoples, but the recruiting of VM and women was well shy of representative aims.³² Furthermore, overall representation of these DGMs within the CAF were well short of the EEP goals, with 13.5%, 4.2% and 2.2% for overall Regular Force employment of women, VM and Aboriginal Peoples in FY 11/12.³³ In order to rectify these diversity deficiencies in policy and purpose, the CAF has implemented several initiatives to benefit from a more inclusive workplace and to meet the legal mandate for diversity.

DIVERSITY INITIATIVES

This essay has shown the rationale and benefits, as well as the legal requirement for the CAF to attract and maintain a diverse and inclusive workforce, proportionately representing the multicultural country it defends. This has represented a significant shift in the CAF, and initiatives to implement change have had to overcome inertia and

³¹ Canadian Forces Employment Equity Report, 2011-2012.

³² *Ibid.*, 6.

³³ *Ibid.*, 21.

organizational resistance. The CAF has evolved to a point where policy³⁴ and doctrine now mandates inclusion and eliminates discrimination of members of DGMs in all instances, in order to harness the force multiplying factor of diversity.³⁵ These initiatives will be examined below, with an assessment of their respective success, noting suggestions for improvement and comparisons to militaries of like-minded countries.

Recruiting and Retention

Aboriginal Peoples

Aboriginal Peoples represent the fastest growing segment of the Canadian population, expected to potentially comprise 5.3% of the population by 2017,³⁶ but they represent only 2.8% of the CAF population.³⁷ Several initiatives have been undertaken to rectify this disparity by the CAF in recent years, including mature programs such as BOLD EAGLE, and the Canadian Forces Aboriginal Entry Program, and more recently

³⁴ Department of National Defence., *Military HR strategy 2020 : Facing the people challenges of the future.*, 2002., 25.

³⁵ United States Military Leadership Diversity Commission, "From Representation to Inclusion: Diversity Leadership for the 21st-Century Military", 25.

³⁶ Statistics Canada, The Daily, "Population projections by Aboriginal identity in Canada 2006-2031," 7 December 2011, Last accessed 5 May 2015, <http://www.statcan.gc.ca/daily-quotidien/111207/dq111207a-eng.htm>.

³⁷ Canadian Forces Employment Equity Report, 2011-2012.

with NCM recruitment programs RAVEN and BLACK BEAR. These recruiting efforts have attempted to bridge the perceived gap that has traditionally hindered Aboriginal applicants. These programs, although slightly different in their approach, all offer Aboriginal youth an opportunity to experience basic knowledge of military life, with the latter two including a portion dedicated to Aboriginal culture. The graduates can parlay their success towards military qualifications, as well as qualify for academic high school credits. These programs have continuously produced greater numbers of enrollees and successful graduates, with almost a third of candidates being female Aboriginals.³⁸ These indicators bode well for the CAF's ability to attract this segment of the DGM. Moreover, in 2008, in an effort to augment a dearth of Aboriginal leadership, the CAF also implemented the Aboriginal Leadership Opportunity Year (ALOY), which provides high school graduates a preparatory educational and leadership experience. Graduates can then apply to proceed as an Officer Cadet at RMC, follow the route to enroll as an NCM or return with valuable skills to their community. The ALOY serials of FYs 2011-2013 were fully loaded to the maximum capacity of 20 candidates per year, with several graduates expressing interest in continuing the CAF leadership path at RMC.³⁹ These initiatives are a positive step forward towards reaching the "critical mass"⁴⁰ of Aboriginal representation that will tip the CAF organizational culture towards favourable interactions and increased inclusiveness towards Aboriginal Peoples.

Women

³⁸ Felix Fonseca, "Attracting and Recruiting Aboriginal Peoples", DGM/PRA TM 2012-004, March 2012, 29.

³⁹ Canadian Forces Employment Equity Report, 2011-2012, 11.

⁴⁰ Grazia Scoppio, "Indigenous Peoples in the New Zealand Defence Force and the Canadian Forces", Canadian Military Journal, Autumn 2010, Vol. 10, No. 4, 36-45, 39.

The number of women in the CAF has increased dramatically in the last half century, but they are still under-represented in proportion to their overall share of the Canadian population. In 1981, women outnumbered men for the first time in Canada and have slowly widened that gap, but they still comprise only 13.8%⁴¹ of the Regular Force of the CAF. A definitive factor in that disparity can be explained by the military factor and preconceptions of a male-dominated realm, as well as many jobs in the CAF being non-traditional for women. Moreover, many women were not able to complete Basic Training (BMQ) due to the physical demands of the Threshold Fitness Test (TFT). Since TFT was moved from the domain of recruiting centres to BMQ, more than three times the number of women than men failed the TFT for not meeting the minimum push-up standard and were subsequently released from further training.⁴² Realizing that equity did not necessarily mean equality, a new program, the Warrior Fitness Training for Women (WFT-W), was initiated at Canadian Forces Leadership and Recruit School to eliminate this systemic barrier. This program “provides specialty fitness programming for female recruits in hopes of increasing the overall BMQ success rate and the overall number of females in the CF.”⁴³ Initiatives such as WFT-W are simple programs that can be implemented quickly at little cost, with the huge potential benefit of retaining interested candidates who are already prepared for a career in the CAF.

Visible Minorities (VM)

⁴¹ Canadian Forces Employment Equity Report, 2011-2012, 21.

⁴² *Ibid.*, 11.

⁴³ PSP Health Bulletin, PSP Director of Fitness, June 2012., Vol 7, No 2, 7, Last accessed 2 May 2015, https://www.cfmws.com/fr/AboutUs/PSP/DFIT/PSP_Resources/Documents/DFIT%20e-newsletter_eng_JULY.pdf?Mobile=1&Source=%2Ffr%2FAboutUs%2FPSP%2FDFIT%2FPSP_Resources%2F_layouts%2Fmobile%2Fview.aspx%3FList%3D8a03d108-1878-4a24-8429-d74b1e97f8b1%26View%3D44b1dfb4-98e6-4bd9-ac65-3e84a69f9706%26CurrentPage%3D1.

As noted earlier in this paper, Canada relies heavily on immigration, with VM making up an increasing portion of the face of the country, quadrupling its proportion of the Canadian population between 1981 and 2011.⁴⁴ With this demographic having a greater proportion of higher education than the traditional white male population,⁴⁵ this segment of society will be an ever more vital target for recruiting campaigns, due to the desire to have an all-degreed Officer corps and as the CAF's trades become increasingly more technical. While this VM demographic represents many cultural groups across various ethnicities, more than 60% are from the South Asian, Chinese and Black communities,⁴⁶ and some general cultural similarities exist with respect to opinions on careers in the CAF. Many VM immigrants arrive harbouring negative sentiments of a career in the military, potentially stemming from their experience suffering from the ravages of war or their birth country having an oppressive military. Moreover, many know very little about the proud, storied history of the CAF, or its education options or compensation and benefits. Recruitment education efforts, from TV ads or passive web marketing, have been tailored in recent years to focus less on the warfighting aspect of the CAF, to highlight the nation building and humanitarian roles of the CAF in order to target qualified VM applicants, to some success.

The argument for diversity within the CAF is undoubtedly first linked to recruiting, as the institution is a closed one; the CAF cannot simply hire a senior leader from one of these three DGMs in the role of a senior leader, they must first be recruited

⁴⁴ Statistics Canada, "Canadian Demographics at a Glance" 19 June 2014, Last accessed 1 May 2015, <http://www.statcan.gc.ca/pub/91-003-x/2014001/section03/32-eng.htm>.

⁴⁵ John Samuel, "The Visible Minority Population in Canada: A Review of Numbers, Growth and Labour Force Issues", *Canadian Studies in Population*, Vol. 33.2, 2006, 241-269, 246.

⁴⁶ Statistics Canada. "Immigration and Ethnocultural Diversity in Canada", *National Household Survey*, 2011, 15, Last accessed 2 May 2015, <http://www12.statcan.gc.ca/nhs-enm/2011/as-sa/99-010-x/99-010-x2011001-eng.pdf>.

and trained. This decades-long cycle requires initiatives that will keep promising CAF members from these DGMs in the force long enough to reach these senior levels, and it must be a priority now. It must begin with diversity education and training of our current leaders, to be able to deal with the unique accommodation of needs and more importantly, to mentor these candidates until the critical mass of DGM leadership, as described earlier by Scoppio, is reached. This inclusive approach to leadership will open lines of communication between the CAF and its DGMs, once trust between the entities has been established.

Challenges and Opportunities

The recruiting efforts focussed on DGM have succeeded in increasing their representation within the CAF, but only marginally. These initiatives have addressed some of the challenges previously identified, but recent statistics and research into these DGMs demonstrate further progress and gains could be realized if other impediments to attracting DGMs were overcome. Of primary concern for the many immigrant VM is the requirement that all CAF applicants must first be Canadian citizens.⁴⁷ This is obviously a difficult impediment to overcome for immigrant VM, as to do so, they must first apply to be permanent citizens, and then wait two years to apply for citizenship, with current processing times for applications, after the two year wait, ranging between 24 and 36 additional months.⁴⁸ For VM immigrants, many with readily marketable skills, this four to five year wait before even applying to the CAF often dissuades and alienates a viable

⁴⁷ Department of Citizenship and Immigration, Apply for Citizenship, Last accessed 5 May 2015, <http://www.cic.gc.ca/english/citizenship/become.asp>.

⁴⁸ Department of Citizenship and Immigration, Processing times estimator, Last accessed 4 May 2015, <http://www.cic.gc.ca/english/information/times/canada/cit-processing.asp>.

target demographic, as financial reality forces them to enter the workforce immediately. During the interim, they gain experience and seniority in another workplace and either lose interest or build an economic foundation that makes a career in the CAF not feasible. Compounding this is the fact applications from both immigrant VM and Aboriginal Peoples are frequently screened out before even beginning training, due to difficulty tracing histories in countries of origin for the security clearance for immigrant VM as well as Aboriginal Peoples with adolescent histories of drug and alcohol dependence. Although security clearances are mandatory and unavoidable, the CDS in 2006, asked the VCDS “to formalize policy and procedural changes within the organization with the aim of increasing demographic targets by reducing delays in reliability checks for those applicants.”⁴⁹ Citizenship as a prerequisite to joining the CAF may also need to be revisited, as many countries, including the US, use military service to fast-track citizenship.⁵⁰ Moreover, drug and alcohol dependencies are a rampant problem within many Aboriginal communities, potentially attributable to a cycle initiated by the Residential Schools system of the GoC. This should be considered in the application process, or alternatively, enrol the interested Aboriginal applicants with addiction histories into the CAF subject to tests for cause during a probationary period. Another easy remedy to retention issues amongst Aboriginal applicants is to lessen the culture shock faced by this group upon the dramatic transition to urban life at BMQ. Kathleen MacLaurin noted that the CF already reimburses special Leave Travel Assistance for

⁴⁹ Department of National Defense and the Canadian Ombudsman. “The Canadian Face Behind the Recruiting Targets - A Review of the Canadian Forces Recruiting System: From Attraction to Enrolment”, Last accessed 3 May 2015, <http://www.ombudsman.forces.gc.ca/en/ombudsman-reports-stats-investigations-faces-behind-recruiting/recruiting-targets.page>.

⁵⁰ United States Department of Homeland Security, US Citizenship and Immigration Services, Last accessed 6 May 2015, <http://www.uscis.gov/news/fact-sheets/naturalization-through-military-service-fact-sheet>.

members posted to remote, isolated areas, which assist these members in returning from these posts to see next of kin. She suggests a similar program be initiated to assist Aboriginal enrollees who come from remote locations to visit home,⁵¹ which would mitigate the impact of the transition for this group. These types of initiatives may serve to eliminate systemic barriers to enrollment for these segments of the DGMs.

Outreach

A critical component for attracting and retaining DGMs is outreach to the communities to provide education and CAF visibility to these segments of society to dispel common misperceptions and promote the benefits of a career in the CAF to those totally unfamiliar with the organization. Misconceptions vary across segments of Canadian society, with some being so pervasive that they act as barriers to DGMs applying to the CAF or even inquiring about career possibilities. Hollywood portrayals of the military and previous CAF recruiting advertisements have potentially negatively resonated with women, by over-emphasizing the violence aspect of the organization. Recent advertisements have begun to highlight the CAF's humanitarian assistance and domestic aid role, in addition to the warfighting aspect, which should serve to better relate to women, as they tend to be better educated than their male counterparts,⁵² and have traditionally been less likely to apply to the combat arms trades. These efforts to "soften" the advertising efforts of the CAF should facilitate connection with this segment of the DGM, encouraging interest and enrollment from women.

⁵¹ Canadian Forces Leadership Institute and Canadian Defence Academy, *Challenge and Change in the Military: Gender and Diversity Issues* (Kingston: Canadian Forces Leadership Institute, Canadian Defence Academy, 2005), 163.

⁵² Martin, Turcotte, "Women and Education" 6th Edition, Statistics Canada, December 2011. 19, Last accessed 7 May 2015, <http://www.statcan.gc.ca/pub/89-503-x/2010001/article/11542-eng.pdf>.

CAF outreach has also begun to address the relative lack of familiarity of VM and Aboriginal Peoples with the CAF as an organization and even less of its professional skills training, education, and leadership opportunities. Most Canadian VM live in large, urban areas, and VM immigrants to Canada frequently tend to settle in familiar communities within these urban areas as they transition to the country. Most VM reside in cities of 500, 000 or more, with more than 70% alone residing in Toronto, Montreal and Vancouver.⁵³ As the CAF has consolidated most of its Regular Force Bases to more rural areas, where large training facilities can be easily obtained, little interaction or knowledge of the CAF is available to these VM. The same situation of lack of familiarity is present with Aboriginal Peoples, although the reverse situation is true, with most living in small isolated or remote communities.⁵⁴ CAF initiatives have “placed great importance on the role of influencers (e.g. families, cultural or religious leaders, community, elders), whose support is considered necessary to attract individuals into the CF.”⁵⁵ This outreach spreads information amongst these respected community members, whereby interested VM and Aboriginal members are supported in their decision to enroll in the CAF, vice being undermined or chastised for joining.

Innovative outreach programs have been initiated by other militaries with similar Aboriginal communities to that of Canada. The Australian Army has begun an Army Aboriginal Community Assistance Programme, which connects its military to indigenous groups by sending construction engineers to remote communities to do projects for

⁵³ Statistics Canada., “Immigration and Ethnocultural Diversity in Canada”, National Household Survey, 2011, 5, Last accessed 7 May 2015, <http://www12.statcan.gc.ca/nhs-enm/2011/as-sa/99-010-x/99-010-x2011001-eng.pdf>.

⁵⁴ Statistics Canada., “Aboriginal Peoples in Canada in 2006: Inuit, Métis and First Nations, 2006 Census” Last accessed 1 May 2015, <http://www12.statcan.ca/census-recensement/2006/as-sa/97-558/p1-eng.cfm>.

⁵⁵ Chief of Military Personnel, Foresight Analysis, “Visible Minorities in the Security Community Deep Dive to 2022”, 23.

periods of up to six months.⁵⁶ This program exposes the participant Army members to the Aboriginal community and advances their cultural awareness, but moreover it provides the indigenous populace a glimpse of the Australian Defence Force (ADF). This benefits the ADF in a multifaceted way, improving CQ and getting crucial community outreach to this aboriginal demographic. New Zealand has also made efforts in organizational change to foster diversity, which has reaped rewards in its relations with its Aboriginal community. Although it has a much larger indigenous population than Canada, the programs of introducing Maori cultural training and having cultural advisors in each environment and on each base has resulted in the New Zealand Defence Force having a higher percentage of indigenous members in its organization than they represent in the general population.⁵⁷ Similar outreach programs on a smaller scale could begin to improve the visibility of the CAF to Canada's Aboriginal communities, fostering increased awareness of CAF opportunities and improving CAF CQ concerning this vital demographic.

Designated Group Representation

The EEA mandates that DND consult with DGs, which they have succeeded in doing by creating the Defence Advisory Groups (DAG), which represent their respective demographic and provide advice on issues pertinent to their members. The DAGs are led by members of both DND and the CAF, and are consulted by the organization for input on issues ranging from recruiting posters to suitability of uniforms and equipment and

⁵⁶ Sergei DeSilva-Ranasinghe, "Defence and Indigenous Reconciliation," *Policy* 30, no. 2 (2014), 33-46., 37.

⁵⁷ Grazia Scoppio, "Indigenous Peoples in the New Zealand Defence Force and the Canadian Forces", *Canadian Military Journal*, Autumn 2010, Vol. 10, No. 4, 36-45, 43.

concerns about proposed programs within the CAF. This consultation has spurred dialogue and given representatives of these DGMs a voice at the decision making table on the future of the CAF institution, which should reap diversity benefits in the long run.

The CF Employment Equity Plan acknowledged the importance of leadership buy-in by senior members of the CAF in overcoming organizational resistance to diversity change. It created CF EE Champions for each DG, who provide advice to the DAGs, and promote programs in each DGM realm. LGen Hainse, Commander Canadian Army, noted his role as Aboriginal EE Champion was to encourage Aboriginal considerations in Defence business planning and decision making and to help foster an equitable and welcoming workplace through awareness of issues.⁵⁸

A popular recent CAF outreach initiative has been Op CONNECTION, a program that commenced in January 2006, which tasked “the individual environmental commands to redirect their awareness and recruiting efforts from their own specific environments and to refocus on promoting the CF as a whole,”⁵⁹ recognizing that all “organizations must be part of, and support, a successful recruiting drive.”⁶⁰ It acknowledged that applicants’ first experience with the recruiting phase is a critical one, noting that if that experience was negative, “there is a strong possibility that an applicant will discontinue

⁵⁸ Mark Elyas, Commander of the Canadian Army: Lt. Gen. Marquis Hainse, Last accessed 6 May 2015, <http://www.firstnationsdrum.com/2015/04/commander-of-the-canadian-army-lt-gen-marquis-hainse>.

⁵⁹ Securing the Military Options It Needs to Protect Canadians: An Interim Report by the Senate Committee on National Security and Defence, Last accessed 2 May 2015, <http://www.parl.gc.ca/content/sen/committee/391/defe/rep/repintjun06part1-e.htm>.

⁶⁰ Department of National Defense and the Canadian Ombudsman. “The Canadian Face Behind the Recruiting Targets - A Review of the Canadian Forces Recruiting System: From Attraction to Enrolment”, Last accessed 3 May 2015, <http://www.ombudsman.forces.gc.ca/en/ombudsman-reports-stats-investigations-faces-behind-recruiting/recruiting-targets.page>.

the process.”⁶¹ The CAF was aware of the potential loss of talented applicants, who would also promulgate that unsatisfactory event to their social group, magnifying the effect. This program had ordinary CAF members reaching out to Canadians in a concerted effort to promote awareness of the organization, making every soldier a *de facto* recruiter. Op CONNECTION has been curtailed in recent years, and its future is being examined. The government, in its 2013-14 Report on Plans and Priorities, noted that “engaging and informing Canadians about their CAF is an important activity within the department, but one that must be balanced against many competing funding priorities.”⁶² This endeavor was one that enabled Canadians to meet CAF soldiers in a relaxed venue, to ask frank questions and garner sufficient information to either foster interest or dispel misconceptions about the organization; its value may greatly exceed the actual numerical costs it presents on a spreadsheet and it should continue to be pursued.

Challenges and Suggestions

Outreach initiatives have begun to bridge the divide between the CAF and these DGMs, improving the conditions wherein members of these segments of Canadian society are introduced to the panacea of opportunities offered to them. The cost of these initiatives have prohibited their full expansion, but there may be alternatives within the internal purview of the CAF that carry on this outreach and push diversity progress further at minimal cost. The outreach possibilities within the CAF’s realm include

⁶¹ *Ibid.*

⁶² Dept of National Defence, Report on Plans and Priorities 2013-14, 33, Last accessed 3 May 2015, http://www.forces.gc.ca/assets/FORCES_Internet/docs/en/DND-RPP-2013-14.pdf.

involving Primary Reserve (PRes) units to connect with Aboriginal Peoples and VMs, by directing that a large portion of their training be conducted in nearby areas with high Aboriginal and VM populations, to increase familiarity with CAF. This might actually decrease PRes training costs, especially Army units, as they often must travel long distances, even to the US, to conduct exercises. In addition to this, another option for the CAF is to have Regular Force DGMs who are interested in being a local “champion” for their culture is seconded in short rotational stints of six months or less to a local recruiting centre where large segments of DGM reside. This would not present any CAF costs for relocation, as the task would be local; it would not harm the member’s career, as these members would be expanding their professional development, and they would not be out of their primary unit for a long time, thereby reducing the operational drain. The tasked members would need minimal training, perhaps online, to familiarize themselves with the generic recruiting system. These members could act as the first point of contact for affiliated DGMs that express interest, having a shared experience and appearing more approachable for applicants. These initiatives, presented without costing analysis or full knowledge of the dispersion of DGMs within the CAF, appear to be feasible options to be examined by the CAF in increasing diversity outreach.

CONCLUSION

This paper has addressed the issue of diversity in the CAF, a fundamental Canadian value that must be embraced for the organization to continue to grow and prosper. Aside from the legal imperative on the CAF for employment equity, as the largest government institution, the rationale for CAF diversity is multifaceted and of

critical importance. Canada is an immigrant country with a storied history of inclusion and pluralism that faces a changing demographic, with an ever-increasing proportion of its population representing members of three Designated Groups: women, Visible Minorities and Aboriginal Peoples. The organizational benefit of diversity has long been recognized by the private sector, which applies equally for the CAF in terms of expanding its intellectual approach, but diversity is even more important for a modern military for the added benefits of cultural intelligence, a key enabler in the complex global security environment. Additionally, the increasing need to fill trades requiring more education and technical training, combined with a dwindling pool of qualified personnel and stiff competition from industry mandates that the CAF expand upon its traditional recruiting base. To gain legitimacy and truly be representative of the country it defends, the CAF must strive to connect with, educate and accommodate the needs of these DGMs.

The GoC and the CAF have acknowledged this reality and have begun to address the issue. Several initiatives have been implemented to make the CAF more appealing to DGMs, including recruiting and familiarization programs to introduce members of these DGMs to the CAF. Additionally, outreach efforts with key influencers of the DGMs have begun to slowly erode systemic barriers which have prevented more widespread enrollment of these demographic sectors. These efforts at increasing diversity are a great first step towards organizational change and improving the cultural openness of the CAF, but the institution must capitalize on the momentum gained and further the efforts to expand its diversity, particularly with these three groups.

This paper has examined diversity efforts from other countries' militaries which have succeeded at attracting, recruiting and retaining members from these groups. The CAF could easily invest in these tested initiatives from similar countries, without prohibitive cost, to expand upon the progress it has already made. Moreover, additional suggestions have been identified, which could be explored by the CAF to widen its appeal and connect with members of these DGM communities which hold these crucial pool of potential CAF members. The CAF has begun to move in the right direction with its diversity initiatives, but it cannot rest on the laurels of its progress at this critical juncture; it must continue to raise the bar in the areas identified in this paper to have long term success in truly representing the face of the country it serves to defend.

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