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**CHALLENGES WITH THE INTEGRATION OF WOMEN IN THE CANADIAN
ARMED FORCES**

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AIM

1. This service paper is to inform Commander Military Personnel Generation (MPG) on the current requirements of integrating women in the Canadian Armed Forces (CAF) to the established strategic goals. It will also look at the current impediments and solutions on the way to achieving the mission. This document will outline issues by looking at the recruiting challenge, including policies, others influencers and how they can attract and keep women in uniform to set the conditions so that the CAF may conform to the established government objectives.

INTRODUCTION

2. In Canada, the involvement of women with the military has existed for over 100 years.¹ In the beginning, the roles associated with women were very limited and did not diverge from the ones society defined as feminine tasks. Today, society accepts and fosters a more equal role for both sexes, but the CAF remains far behind in fully integrating women in its workforce.

3. This paper will examine the numerical recruitment requirement of women to attain the overall objective and it will look at policies and how they affect integration. The policy aspects will be further refined in a way to demonstrate potential impediments and finally, by defining a solution space to facilitate integration of women in the CAF of the future.

¹ Canada. Department of National Defence. Historical Milestones of Women in the Canadian Armed Forces. Ottawa. Last accessed 13 Oct 2018. <http://www.forces.gc.ca/en/news/article.page?doc=historical-milestones-of-women-in-the-canadian-armed-forces/izkjr17h>

DISCUSSION

Recruitment Requirements

4. The Chief of Defense Staff (CDS) Directive for Operation Generation dated 28 May 2018 states that the Department of National Defence (DND) and the CAF will meet employment equity goals by 2026.² Further, the Defence Team website defines that the objective of reaching a total of 25.1% female population in the Canadian Armed Forces must be completed by 31 March 2026.³ The status of women in the CAF (Primary Reserve and Regular Force) as of Jan 2018 was 15.3%⁴; therefore there was a ratio delta of 9.8%. As stated in the Defence Policy Review (DPR) “to meet the high ambition set out in this policy, the Canadian Armed Forces will increase its ranks by 3,500 Regular Force (to 71,500 total) and 1,500 Reserve Force members (to 30,000 total)”⁵ this means that the expansion of the CAF compounds the integration problem and jeopardizes the achievement of the goal of 25.1% women in the CAF by 31 March 2026.

5. To meet the required integration goals by 2026, recruitment of women must be increased in an aggressive manner. According to Operation Generation, the CAF have 8 fiscal years (FY) left to reach the required numbers by 2026. Establishing the growth forecast numbers required must be based on time left, women completing training to the Operational Function Point (OFP) while accounting for normal female attrition. Using the Canadian Forces Recruiting Group (CFRG) Basic Training List (BTL) Attrition study of 2012/2013, it is indicated that the historical

² Canada. Department of National Defence. Joint CDS/DM Directive: Operation Generation. Ottawa: 28 May 2018. paras 5 and 8

³ Canada. Department of National Defence. Women in the Canadian Armed Forces. Ottawa: 7 March 2018. Last Accessed 11 October 2018. <http://www.forces.gc.ca/en/news/article.page?doc=women-in-the-canadian-armed-forces/izkjqzeu>

⁴ *Ibid.*

⁵ Maurice, Tania H. “Stopping the Talent Drain: Setting the Conditions for Female Retention in the Canadian Armed Forces.” Directed Research Paper, Canadian Forces College, 2017. p 19

rate of recruits not reaching OFP was 13.3%.⁶ A baseline for attrition of women was established between 2007 and 2015, where the average women release ratio was around 6.5%.⁷

6. With the timeline, ratios and a post DPR end state numbers identified above, it is now possible to drill down in the actual numbers needed to achieve the mission. The methodology will be simple; it will use the current numbers of women in the CAF as of Jan 2018 and compare it to the number of women needed to meet the target ratio post growth in 2026. The number needed will be augmented to account for the BTL attrition losses and post OFP releases using historical values set out in the previous paragraph.

7. As of Jan 2018, there were 14434 women in the CAF⁸ and it can be determined that the number of women needed post growth as defined by the DPR is 25477. This was determined using the 101500 total force number multiplied by 25.1%. The delta in the number of women is 11043. This difference must be reduced to zero over an 8 FY period. To determine the exact figure, it is required to add the cost of normal attrition to the number of women: 11043×1.065 (normal attrition) = 11761 women. To establish the recruitment goals necessary to produce 11761 women reaching OFP, the BTL attrition cost must now be accounted for with an established output: 11761×1.133 (BTL attrition) = 13325 women recruits needed to attain the 25477 goal in 2026. Therefore the requirements are $13325 \text{ women} / 8 \text{ FY} = 1666 \text{ women}$ recruited per FY.

⁶ Canada. Department of National Defence. Evaluation of Recruiting and Basic Military Training. Chief Review Services. Ottawa: November 2012. p 24

⁷ Maurice, Tania H. "Stopping the Talent Drain: Setting the Conditions for Female Retention in the Canadian Armed Forces." Directed Research Paper, Canadian Forces College, 2017. p 21

⁸ Canada. Department of National Defence. Women in the Canadian Armed Forces. Ottawa: 7 March 2018. Last Accessed 11 October 2018. <http://www.forces.gc.ca/en/news/article.page?doc=women-in-the-canadian-armed-forces/izkjzueu>

8. To ensure that the CAF reaches the established integration level by 2026, CFRG must recruit no less than 1666 women per year. Failing to meet this target will compound the problem in the future, as the CAF training enterprise is limited, greatly jeopardizing any feasibility of accomplishing the mission within the timeline.

Potential Impediments

9. To increase the retention and attract women in the CAF, several issues need to be addressed. This section will examine some problems related to female employment that are negatively affecting the conditions of a more inclusive culture in the CAF.

10. There are issues with personal equipment as most of them were designed and fitted to male specifications which pose much impracticality for women. It is important to note that this trend is getting better, but there is still plenty of work to be done.⁹ More consideration must be made during the selection of personal equipment, the development and purchasing cycles must include options for women soldiers.

11. A sexualized culture is a powerful detriment to all its members but more so to female members. As stated in the Deschamps report¹⁰, change in culture will be needed to foster a more inclusive and respectful environment for all to work in.

12. The Force test and the universality of service requirements. Even though that the force test was designed and establish to eliminate discrimination “Having the same standard for both

⁹ Maurice, Tania H. “Stopping the Talent Drain: Setting the Conditions for Female Retention in the Canadian Armed Forces.” Directed Research Paper, Canadian Forces College, 2017. p12

¹⁰ Canada. Department of National Defence. External Review into Sexual Misconduct and Sexual Harassment in the Canadian Armed Forces. Deschamps Report. Ottawa 2015. Last accessed 12 October 2018.
<http://www.forces.gc.ca/en/caf-community-support-services/external-review-sexual-mh-2015/summary.page>

sexes has removed the perceived unfairness with the associated fitness standards”¹¹, it will prove to be another topic of great concern in the future as the CAF seeks more and more women. A perfect example would be a very small and very fit woman weighing less than 100 pounds having difficulties with the FORCE test. One can imagine that it can be a truly daunting task for a woman of that size to accomplish the tasks associated with the FORCE Test. If a woman has demonstrated regular difficulty with the FORCE evaluation, then according to DAOD 5019, the member will end up at the Administrative Review level.¹² In DAOD 5023-1 it states that:

“If it is determined after an administrative review (AR) by the appropriate authority that a member of the Reg F or P Res is permanently unable to meet one or more of the minimum operational standards, the CAF member shall be:

- a. released from the Reg F or P Res, or a recommendation made for release, as applicable; or
- b. retained subject to employment limitations on a temporary, transitional basis.”¹³

So this has a direct repercussion on the retention potential of experienced women in the CAF.

13. The policy aspect of the DND and the CAF were designed and established in the 20th century by a culture of men. When they were established, the role of men and women were more traditionally aligned, meaning that men were essentially the bread winners while women would tend to manage the aspects related to home and family life.¹⁴ In the 1990’s, the first policies were seen as favoring women vice setting a standard: “In some cases policies were perceived as being

¹¹ Maurice, Tania H. “Stopping the Talent Drain: Setting the Conditions for Female Retention in the Canadian Armed Forces.” Directed Research Paper, Canadian Forces College, 2017. p 22

¹² Canada. Department of National Defence. DAOD 5019. Ottawa. Last accessed 11 Oct 2018. <http://www.forces.gc.ca/en/about-policies-standards-defence-admin-orders-directives-5000/toc-5019.page>

¹³ Canada. Department of National Defence. DAOD 5023-1. Ottawa. Last accessed 11 Oct 2018. <http://www.forces.gc.ca/en/about-policies-standards-defence-admin-orders-directives-5000/5023-1.page>

¹⁴ Maurice, Tania H. “Stopping the Talent Drain: Setting the Conditions for Female Retention in the Canadian Armed Forces.” Directed Research Paper, Canadian Forces College, 2017. p 28-30

accommodating towards women.”¹⁵ There is still uncertainty and unfair consequences that these so called accommodating policies may have on the long term employment of women and the ensuing integration sought. Creating policies that do not create another injustice will be important to ensure the credibility of the individual selected for the task is based on the personal abilities of the individual versus pure diversity goals.

14. Other policies must provide flexibility outside what was culturally accepted in a male dominated workforce. An example would be the caring for elderly parents or family members, this would normally be associated with the task taken on by women, however the policies currently in place are not flexible enough and would favor more a man’s approach to the solution.¹⁶ Changing policies is a difficult process that majorly lies outside the authorities of the department therefore making large changes to the policy framework of DND/CAF will be a lengthy process. In addition, the changes are usually made from the existing framework to ensure that the system can easily adapt to the changes, regrettably this will impede the creation of new outside the box thinking to better address diversity issues.

15. In FY 2014/15, almost 50% of women in the CAF were in six occupations of more than 100. The six trades were: Resource Management Support Clerk, Supply Technician, Logistic Officer, Medical Technician, Nurse Officer and Cook.¹⁷ Due to the tendency of women being more attracted to these occupations, if these specific trades are assessed as being at healthy levels, this will impede the road to an increased diversity. To ensure integration and avoid trade segregation, the CAF will need a higher representation of women in all occupation vice

¹⁵ *Ibid.* p 21

¹⁶ *Ibid.* p 73

¹⁷ *Ibid.* p 19

overloading women within a few trades. This problem will make the recruitment and retention of women more difficult as the CAF move towards better integration.

16. As of Jan 2018, there were 3817 women Officers while only 10526 women Non Commissioned Members (NCM) in the CAF. When looking at the ratio, women represented 17.9% of officers while 14.6% in the NCM corps.¹⁸ This means that the current integration is better aligned for women in the officer cadre than within the ranks. To ensure proper integration of women in the military, it will be essential to attract more women in the largest group of military members, the NCM corps.

17. Tania Maurice mentioned that “37% of women were part of a service couple... only 6% of all men are members of a service couple.”¹⁹ This creates another organisational issue for retention of women. In a service couple, usually one will place the career advancement opportunity ahead of the other, while another may favour family life. On a career management view, this will significantly increase the complexity of how the CAF will need to employ its personnel in the future as more women will inevitably mean more service couples.

Solution Space

18. There is a multitude of policies and actions being undertaken already that are contributing positively to achieving the integration of women. The intent to integrate is already championed by the highest levels, now it will take time to adjust policy, culture, operational requirements and

¹⁸ Canada. Department of National Defence. Women in the Canadian Armed Forces. Ottawa: 7 March 2018. Last Accessed 11 October 2018. <http://www.forces.gc.ca/en/news/article.page?doc=women-in-the-canadian-armed-forces/izkjzqzeu>

¹⁹ Maurice, Tania H. “Stopping the Talent Drain: Setting the Conditions for Female Retention in the Canadian Armed Forces.” Directed Research Paper, Canadian Forces College, 2017. p 20

military equipment to include a female perspective. The most important factor will be a modernized employment model where flexibility, recognition of personal attributes and institutional goals are enabled by policy.

19. MPG will need more assets to support its BTL institutions not only to train more recruits, but also to train more women. These personnel and infrastructure resources must be incorporated in the long term business plan as they are essential in ensuring the CAF enterprise can sustain itself in the future.

20. The Departmental effort to address the sexualized culture is well underway with Operation Honour. This effort is already creating the conditions for a changing culture in the CAF. As Operation Honour is here to stay, this will favour a climate to fully integrate diversity within the organisation in the long term.²⁰

21. The education process for the department is already well implemented and will continue for the foreseeable future with the Gender-Based Analysis Plus (GBA+) whole of government commitment.²¹ This approach essential to develop solutions in the department must include outside the box thinking to guarantee a progressive modernized policy framework that support total integration. It will be crucial to bring forth solutions that were developed from other perspectives not associated to a male dominated policy making stand point.

²⁰ Canada. Department of National Defence. Operation Honour. Ottawa. Last Accessed 12 October 2018. <https://www.canada.ca/en/department-national-defence/services/benefits-military/conflict-misconduct/operation-honour.html>

²¹ Canada. Status of Women Canada. Ottawa. Last accessed 11 October 2018. <https://www.swc-cfc.gc.ca/gba-acs/course-cours-en.html>.

22. The CAF physical fitness standard evaluation has come a long way since the 1990's; however the universality of service requirement may impose fitness levels that are too difficult for small or older women. To enhance retention, the universality of service fitness requirement should be reviewed to ensure women can remain in the CAF even if they cannot meet the FORCE Test standards. This will in effect remove the universality of service application to all CAF members, however this intent is already being seriously looked at by the CDS as he stated: "Maybe we need to make units in the Armed Forces that allow for people to say 'I am going to be cyber, I am not ever going to deploy...".²² The requirement for deployment will always remain at the core of the CAF, but it will only need to be relaxed with a more modern employment model to reduce attrition of experienced personnel. Women may be kept in the military using the same policy framework that is currently being looked at for permanently injured members seeking to maintain gainful employment in the CAF is the way ahead.

23. In the creation of new or with the modifications of current policies that will foster a truly integrated CAF at what point do we become truly integrated? There must be a point where the institution stops to single out groups aimed for increased integration with specific policies; otherwise we continue to push the problem into the future. Significant work will be needed to modernize current policies in a way that will transparently support total integration over time and stop to target diversity groups for recruitment as a way to present an integrated image of the CAF.

²² Galloway, Gloria. "Canadian military to relax deployment-readiness rule". Parliamentary Reporter, Globe and Mail. Ottawa: 12 June 2017. Last Accessed 11 October 2018.
<https://www.theglobeandmail.com/news/politics/canadian-military-to-relax-deployment-readiness-rule/article35281256/>

CONCLUSION

24. To achieve the DPR numbers and integration factors regarding the employment of women in the CAF several long term items will need to be implemented. Firstly, the CFRG recruiting campaign will need to guarantee that they are able to attract enough women in every trade to meet the minimal levels starting this FY. Second, MPG must contribute to the sustained CAF effort for a culture shift by ensuring that recruiting is enabling a female representation in every trade. Finally, MPG will need to engage the appropriate authorities to ensure the policy framework is modernized to favour a stronger integration while looking at shorter term options to quell the drain of experience female talent based on inflexible policies.

25. Even though some measures are already in place, significant work still lies ahead to maintain the momentum of integration while developing new policies that would favour a flexible employment model for the CAF of the 21st century. Canadians expects the CAF to be a reflection of Canadian society, therefore the established guidelines should be easily achievable once the right cultural climate is established in the CAF.

RECOMMENDATION

26. To enhance a timely integration of women in the CAF, it is recommended that Comd MPG:
- a. Enables CFRG with the resources and personnel required to meet the yearly recruitment numbers for women as soon as possible;
 - b. Enables CFRG with a broader recruitment strategy aimed at increasing the number of women in every trade;

- c. Enables MPG training facilities so they are able to meet the training needs associated with the processing of an increased number of women for the long term;
- d. Engages with higher authority to request a broader approach with the policy analysis review by adopting a GBA+ perspective to affect changes to the modernized policy framework; and
- e. Ensures that policies impeding the retention of women be brought to the attention of the appropriate authority soonest so they can be reviewed to minimize the drain of experienced female personnel.

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