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RECRUITING VISIBLE MINORITIES: A MATTER OF SURVIVAL

by/par

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ABSTRACT

The imperatives behind increasing visible minority representation in the CF can be termed as those in the interest of 'fairness and equity' and 'self-interest'. The CF has embraced the imperative of 'fairness and equity' in its human resource strategy and established an organization, plan and diversity budget to meet the intent of legislation supporting multiculturalism and employment equity. Despite these efforts, the CF remains well short its visible minority representation target of 9% and in fact, has made almost no progress in the last five years.

While the entire CF focus has been on increasing visible minority representation to meet a legislated target, little thought has been given to the 'self-interest' imperative. This is **the real strategic imperative** due to the rapidly changing demographic in Canadian society. Visible minorities are the fastest growing segment of the Canadian population and will significantly alter the make-up of the Canadian labour force in the medium and long term planning horizons used in military human resource strategic planning. A large number of visible minorities will be higher educated than their counterparts in Canadian society and will, in many cases, have fields of study and skills that will be increasingly in demand in an environment where the ongoing rapid development in technologies and computer-based systems is the norm. The increasing gap in representation between visible minorities in the CF and that in Canadian society will progress to a point where the CF will marginalize itself, leading to a loss of public and political support.

There are a myriad of challenges that face the CF in the recruiting of visible minorities. Some challenges are based in cultural factors as well as socio-economic and demographic variables. Other challenges are generated through existing CF policies and practices. The complex, yet often interdependent, nature of these challenges dictates a more comprehensive and focused approach. An effective and targeted recruiting strategy to increase visible minority representation in the CF needs to be set apart as a separate strategic objective in the *Military HR Strategy for 2025*. Key elements of the recruiting strategy should include leadership, clearly defined goals, a dedicated organization, and the resources to effectively recruit from the visible minority population.

RECRUITING VISIBLE MINORITIES: A MATTER OF SURVIVAL

There are, characteristically two kinds of arguments which are adduced in support of equal opportunities measures. They are, respectively, those which appeal to considerations of equity and fairness, and those which rely upon appeals to self-interest.¹

PART 1 - INTRODUCTION

On 21 November 2002, the Canadian Forces (CF) obtained Governor-in-Council approval of special CF Employment Equity Regulations. Thus, the CF is now officially governed by Federal Government legislation under the *Employment Equity Act*. The Act is to "achieve equality in the workplace so that no person shall be denied employment opportunities or benefits for reasons unrelated to ability"² and, in particular, is to address employment inequities experienced by women, Aboriginal peoples, members of visible minorities, and persons with disabilities. Members of these four groupings are referred to as belonging to 'designated groups'. The Act further defines 'visible minorities' to mean "persons, other than aboriginal peoples, who are non-Caucasian in race or non-white in colour."³ The Act requires the CF to put into place:

...such positive policies and practices and making such reasonable accommodations as will ensure that persons in designated groups achieve a degree of representation in each occupational group in the employer's workforce that reflects their representation in the Canadian workforce, **or** those segments of the Canadian workforce that are identifiable by qualification, eligibility or geography and from which the employer may reasonably be expected to draw employees.⁴

Despite employment equity legislation and an increased awareness within the CF of meeting the provisions of the Act; recruitment of visible minorities remains well short of the target that has been set for the CF. On 22 March 2004, the Chief of Defence Staff (CDS), marked a special day known as the *International Day for the Elimination of Racial Discrimination* with a speech outlining "how the Canadian Forces has clearly demonstrated its commitment and leadership in fostering respect, equality and diversity

¹ Christopher Dandeker and David Mason, "Diversity in the British Armed Forces: The Debate over Ethnic Minority Representation," (Unpublished paper presented to conference on 'Redefining Society-Military Relations: From Vancouver to Vladivostok, at University of Birmingham, 16-18 April 1999), 2.

² Treasury Board of Canada, *Employment Equity Act* (Canada, 1995, c.44), Art 2.

³ *Ibid*, Art 2.

⁴ *Ibid*, Art 5.

in its workforce."⁵ Certainly the CF has, through a variety of measures that will be discussed in this paper, made an effort in this regard and continues to do so. The problem comes in terms of progress. The CDS mentions in his speech "we have made important progress in recruiting people from all regions and ethnic groups in the country, on the civilian side as well as the military."⁶ Yet has there been significant progress? Data collected in a 1995 diversity survey commissioned by the CF indicated a visible minority representation for the CF as 2.1% of the Regular and Reserve force populations combined.⁷ Following a CF Self Identification Census in 2001 and analysis of the resulting data based on the total CF population, National Defence Headquarters (NDHQ) has determined that as of 30 September 2003 the visible minority representation in the CF stands at 2.2%!⁸ To be fair, this figure is derived from a survey where only two thirds of the CF population self-identified in terms of whether or not the CF member belonged to a designated group whilst representation must be reported as based on the total CF population. Even so, the CF visible minority representation rate stands at an unimpressive 3.7% when only the CF members who self-identified are taken into account.⁹

While adherence to employment legislation is important, there is a far more crucial issue at play; namely, one of 'self-interest' and strategic importance to the future survival of the CF. In Canada, visible minorities currently make up over 13% of the population.¹⁰ Given current immigration patterns, this number will continue to increase to where visible minorities will account for 20% of the Canadian population by 2016 and

⁵ Department of National Defence, *CDS Speech: International Day for the Elimination of Racial Discrimination* (Ottawa: Canadian Forces Recruiting Group, 26 March 2004), 1.

⁶ *Ibid*, 2.

⁷ J.E.M. Ewins, "Canadian Forces Applicant Survey: An Analysis by Employment Equity Groups" (Ottawa: DSHRA Technical Note 1/98, Department of National Defence, 1998), 5.

⁸ Department of National Defence, *Employment Equity Plan: Building Teamwork in a Diverse Canadian Forces - Schedules - Representation by Distinct Environmental Uniform*, (Ottawa: Directorate Military Gender Integration and Employment Equity, Department of National Defence, 30 Sep 2003), Schedule - Rep by DEU - Total Canadian Forces. Includes Regular Force, Primary Reserve, Cadet Instructor Cadre, active Supplementary Reserve and Canadian Rangers.

⁹ Nikki J. Holden, "The Canadian Forces 2001 Self Identification Census: Methodology and Preliminary Results" (Ottawa: D Strat HR, RN 01/03, Department of National Defence, April 2003), Tables II & III. The 3.7 % is based on (563+2054)/(13164+56901) which combines total CF officer and NCM figures for those who self-identified in terms of belonging or not belonging to a designated group.

over 50% by 2050. Visible minorities, over the next 20 years, will grow to represent over 30% of the segment of the Canadian population from which the CF traditionally draws its recruits.¹¹ Additionally, there is a growing amount of evidence that the members of the visible minority group within the Canadian labour force are more highly educated than their Caucasian counter-parts. Implicit in the *Canadian Forces Strategy for 2020* and *Military HR Strategy 2020* is the need for a highly educated and knowledgeable workforce. Input into the formulation of HR 2020, noted that "rapid and continuing advances in science, technology and information management will require all members of National Defence (civilian and military at all levels) to have higher skills and educational levels than has been required in the past."¹² As is evident in a series of articles in the March 2004 edition of *Canadian Business* magazine, Corporate Canada has recognized the importance of going after the visible minority segment of the Canadian population. The magazines' Executive Editor states, in the context of embracing visible minorities, "Smart Canadian companies are embracing diversity for the sake of survival."¹³

The same must hold true for the CF. Recruiting and retaining visible minorities is something the CF must greatly improve upon to build, in the words of *Strategy 2020*, "professional teams of innovative and highly skilled men and women dedicated to accomplishing the mission."¹⁴ If this segment of the Canadian population remains beyond the reach of the CF recruiting effort, the CF will be hard-pressed to maintain its force structure and will not have complete access to the 'best and brightest' within Canadian society. **Thus, it is imperative that the CF gains a better understanding of the many dimensions of visible minorities within the Canadian population and with this**

¹⁰ Statistics Canada, *2001 Census - Canada's Ethnocultural Portrait: The Changing Mosaic* (Ottawa: Statistics Canada, 2003), 10.

¹¹ T. Wait, "Canadian Demographics and Social Values at a Glance: Impact on Strategic HR Planning," (Ottawa: DSHRC Research Note 2/02, Department of National Defence, 2002), 13.

¹² Tracey Aker, and others, *DSHRC Research Note 2/2000 - Development of HR 2020: A Review of External Driving Factors* (Ottawa: Directorate of Strategic Human Resources Coordination, Department of National Defence, 2000), 26.

¹³ Scott Steele, "The Best and the Brightest," *Canadian Business Magazine*, (March 29, 2004), Magazine on-line; available from http://www.canadianbusiness.com/columns/article.jsp?content=20040329_59098; Internet; accessed 12 April 2004.

¹⁴ Department of National Defence, *Shaping the Future of the Canadian Forces: A Strategy for 2020* (Ottawa: Canada Communication Group, 1999), 10.

enhanced knowledge, develops a separate, focused and comprehensive strategy to make significant progress in the recruitment of members of visible minorities.

This paper is intended to look at the 'fairness and equity' and 'self-interest' imperatives of recruiting visible minorities into the CF and what needs to be understood to improve upon the little progress that has been achieved to date. The paper is divided into 6 parts. Part 2 will look at the equity and fairness approach that is underscored by Employment Equity and Human Rights legislation. In this section, the legislation as well as the CF response to the legislation will be outlined. Part 3 will promote the 'self-interest' argument as to why the CF needs to think of recruiting visible minorities in strategic terms. Part 4 will look at some of the challenges that face the CF in the recruiting of visible minorities; some based in cultural factors as well as socio-economic and demographic variables, yet others generated through CF policies and practices. What will become evident is the complex yet often, interdependent nature of these challenges and thus the need to take a more comprehensive and focused approach to bringing visible minorities into the CF. Part 5 will bring the analysis of what needs to be done to improve upon the CF's efforts and will suggest key elements of a comprehensive CF recruiting strategy for visible minorities. There are a number of avenues of research that would complement this paper and those works that have preceded it. For instance, although 'recruiting' is seldom mentioned without also mentioning 'retention' and given the fact that most successful recruiting efforts would quickly be undone with a poor retention strategy; the paper will not spend much time discussing retention issues as that is a separate paper unto itself. Likewise, this paper will touch only briefly on the issue of gender within the visible minority population. Women within the Canadian visible minority population are in essence a doubly designated sub-group facing the challenges of employment equity both as women and as members of the visible minority group.

PART 2 - EQUITY AND FAIRNESS

Canada, as a land of immigrants stemming from all over the world, is an immigrant or multi-cultural society. Data collected from the 2001 Statistics Canada

Census show that 18.4% of the Canadian population were born outside of the country, the highest proportion of a foreign-born population of any country in the world other than Australia.¹⁵ Thus, it is not surprising that Canada is a leader in the world when it comes to enshrining the concepts of multi-culturalism and ethnocultural diversity in legislation. Canadian values have elements "of tolerance and respect for diversity; of democracy and the realization of human rights; of opportunity and equal justice for all."¹⁶ All of these elements speak to a desire to have fairness and equity in the way Canadians treat each other and those that come to Canada from other countries.

Legislation

The *Canadian Charter of Rights and Freedoms* came into law as part of the *Constitution Act* of 1982. In the Charter the issue of equity and fairness is addressed along with other rights and freedoms, as 'equality rights'. Under 'equality rights' it states:

Every individual is equal before and under the law and has the right to the equal protection and equal benefit of the law without discrimination and, in particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, age or mental or physical disability.¹⁷

The Charter goes on to say that the preceding paragraph:

...does not preclude any law, program or activity that has as its object the amelioration of conditions of disadvantaged individuals or groups including those that are disadvantaged because of race, national or ethnic origin, colour, religion, sex, age or mental or physical disability.¹⁸

Hence in 1983, the government introduced the Affirmative Action Program, which focused on increased representation of women, Aboriginal peoples and persons with disabilities. To give the program some teeth, Affirmative Action was introduced into the provisions of the *Financial Administration Act* (FAA) in 1983 with visible minority groups added as a designated group in 1985. At that time the program was revised and

¹⁵ Statistics Canada, *2001 Census - Canada's Ethnocultural Portrait...*, 5.

¹⁶ The Honourable Bill Graham, Minister of Foreign Affairs, Speech to International Press Freedom Awards, Toronto: November 13, 2002. - as quoted by Steve Lee, "Canadian Values in Canadian Foreign Policy", *Canadian Foreign Policy*, Vol 10, No 1, Fall 2002. 1.

¹⁷ Department of Justice, *Canadian Charter of Rights and Freedoms*, Constitution Act, Part 1 (Canada, 1982), Art 15(1).

renamed Employment Equity. This was followed with the birth of the *Employment Equity Act* in 1986 and the *Canadian Multiculturalism Act*, which passed into law in July 1988 stating, "that all federal institutions shall ensure that Canadians of all origins have an equal opportunity to obtain employment and advancement in those institutions."¹⁹

Also, not to be discounted is the *Canadian Human Rights Act*, which already existed in law at the time of the creation of the *Canadian Charter of Rights and Freedoms*. This Act, while already targeting discriminatory practices, was altered in 1985 to include prohibited grounds of discrimination as worded in the Charter.²⁰ In December 1995, the new *Employment Equity Act* received royal assent. It combined the old Act with employment equity provisions in the FAA in a more comprehensive approach, coming into force in October 1996. This Act covers private and public sector employers that employ 100 or more employees and work within federal jurisdiction.²¹

The Department of National Defence has been responsible, since 1983, for maintaining an employment equity program under the provisions of either the FAA or the *Employment Equity Act*.²² The CF, while recognizing the legitimacy of employment equity and prescribing to the representation of ethnic and cultural diversity within its ranks, was not legally bound to the provisions of the *Employment Equity Act* until November 2002. The *1987 Defence White Paper* proclaimed:

Since the Second World War, Canada has become much more diverse, both ethnically and culturally. The Canadian Forces, an institution which should be representative of society as a whole, must reflect this diversity.²³

In 1991, as a result of the Redway Report, which looked at racial inequality in the workplace, the CF along with other federal institutions was mandated to increase

¹⁸ *Ibid*, Art 15(2).

¹⁹ Department of Justice, *Canadian Multiculturalism Act* (Canada: R.S. c.24, 4th Supp, 1985), Art 3(2).

²⁰ Department of Justice, *Canadian Human Rights Act* (Canada: R.S. c.H6, p.1, s.3, 1985), Art 3(1).

²¹ Treasury Board of Canada, *Overview of the Employment Equity Act from a Public Service Perspective* (Canada: TB Secretariat, 1996), 1.

²² Department of National Defence, *Civilian Employment Systems Review Executive Summary* (Ottawa: ADM (HR-Civ), May 2003), ix.

representation of designated group members in its membership to the point where the representation of each group was comparable to that in the Canadian workforce.²⁴ In 1996, the Act further elaborated on proportional representation by adding the option of representation by 'segment of the workforce' that an employer could reasonably draw upon given requisite qualifications, eligibility requirements and/or geographical location required for employment.²⁵ This is also known as labour market availability.²⁶ For the Canadian Forces that equates to the segment of the population that is between the ages of 17 and 52, holds Canadian citizenship, qualifies for a security clearance and meets certain education, physical fitness and health standards.²⁷

The Act, besides designating groups for employment equity purposes and defining proportional representation, also specifies how the obligations of the Act are to be met. In the context of visible minorities, an employer is required to:²⁸

- ◁ conduct an analysis of the employer's workforce to ensure proper representation. The data for this analysis may only be obtained through the process of 'self-identification' by means of a survey. As well, this implies that there is a substantiated understanding of the correct segment of the population against which the 'proper representation' is based;
- ◁ review employment systems, policies and practices to identify and eliminate barriers which impact upon visible minorities;

²³ Department of National Defence, *1987 Defence White Paper* (Ottawa: Canada Communication Group, 1987), 82.

²⁴ Vanessa Lybanon, "Omnibus 1997 Survey: Analysis of Demographic Variables" (Ottawa: Personnel Research Team, DSHRA, Department of National Defence, 1998), 2.

²⁵ Treasury Board of Canada, *Overview of the Employment Equity Act...*, 2.

²⁶ Treasury Board of Canada, *Embracing Change in the Federal Public Service*, Task Force on the Participation of Visible Minorities in the Federal Public Service, Lewis Perinbam, Chairperson (Ottawa: Treasury Board Secretariat, 2000), 21.

²⁷ LCdr David Ashbourne, CO CFRC Toronto, discussion with author, 30 March 2004.

²⁸ Treasury Board of Canada, *Overview of the Employment Equity Act...*, 2.

- ◁ undertake policies and programs to correct under-representation of visible minorities in the workplace and make reasonable accommodation of cultural differences within the workplace;
- ◁ prepare a plan with quantitative and qualitative goals as well as having positive measures and a timetable to attain them; and,
- ◁ communicate the plan, its purpose and its measures to the employees. There is also an obligation on the employer to develop and implement the plan in consultation with the employees and maintain a method of communication that provides feedback for revisions to the plan as well as any input on related matters.

The Canadian Forces Response

In 1995, a census of the CF population was conducted for the purpose of determining representation of the Employment Equity designated groups. The results of the diversity survey and several other applicant surveys indicated a visible minority representation in the CF of 2.1%.²⁹ Subsequently, in October 2001, the CF conducted another self-identification census with 3.7% of respondents identifying themselves as visible minorities.³⁰ Although this may appear as a relative increase of visibility minority representation, the legislation requires that representation be based on the total CF population regardless of the self-identification response rate.³¹ Thus, the adjusted figure was computed as 2.2% for the total CF population.³²

²⁹ Ewins, *Canadian Forces Applicant Survey...*, 5.

³⁰ Holden, "The Canadian Forces 2001 Self Identification Census...", Tables II & III. As stated previously, the figure of 3.7% is arrived at by looking at visible minority self-identification data as represented in tables showing representation by military occupational group for officers and NCMs.

³¹ *Ibid*, 8. The CF Self ID Census was conducted on 13 September 2002. At that time, there were 99,133 members on the CF Employment Equity Management System role and yet only 72,011 forms were completed and 62,870 people self-identified. Note that this latter figure is not consistent in the data of the CF analysis wherein a figure of 2617 visible minority members in a population of 70,065 is used in the representation by MOC data.

³² Department of National Defence, *Representation by Distinct Environmental Uniform...*, 1.

The Act does not impose a quota on the CF, instead describing representation in terms of a 'goal' or 'target' that is determined by the CF. While the numerical target is non-binding, it is expected that the CF would make all efforts to make progress towards, and ultimately achieve and maintain the targeted representation. Arriving at a figure that represents labour market availability of eligible visible minority members, and thus a representation target for the CF, is a work in progress. It is impacted by a number of variables including eligibility criteria and constantly changing demographics in the Canadian labour force as represented in every successive census. In 1995, an analysis of the recruitable population for the CF indicated that 9.4% of this population were visible minorities.³³ In 1997, the CF commissioned a survey to assist in determining "an appropriate level of recruiting and long term representation for designated members"³⁴ The survey focused on designated group members and included an analysis of the level of interest and propensity to join the CF. For visible minorities, the survey indicated that the CF had the potential to reach a representation level of 9%.³⁵ Accordingly, with the development of its first Employment Equity Plan (EE Plan) in 1999, the CF set itself a long-term representation goal of 9%. Long-term was defined as '20+' years due to the realization that increasing representation was not something that going to happen very quickly. Positive progress towards the 9% target, as well as carrying out the other obligations of the Act, was and still is; considered to be sufficient in meeting the intent of the Act.³⁶

The CF went ahead with the EE Plan in 1999 to indicate that it was being proactive in light of pending inclusion under the EE Act. Its strategic objectives, in order of priority and directed specifically towards members of three designated groups³⁷

³³ Maj D.P. Smith, "The Employment Equity Profile of the CF Recruitable Population," (Ottawa: CFPARU, TN 04/95, Department of National Defence, 1995), 9. - Note that this survey included Landed Immigrants.

³⁴ Department of National Defence, *Canadian Forces Employment Equity Plan: Building Teamwork in a Diverse Canadian Forces* (Ottawa: DMGIEE, Department of National Defence, 5320-28-15, 20 December 1999), 8.

³⁵ Environics Research Group, "A Survey of Visible Minority, Aboriginals and Women to Assess their Level of Interest in Joining the CF," (Ottawa: ERG Report #4105, June 1997), 12.

³⁶ LCol Josee-Ann Paradis, DMGIEE, conversation with author, 20 April 2004.

³⁷ Although the Employment Equity Act includes a fourth designated group - those with disabilities - the CF excluded this group from its EE representation mandate on the grounds that those with disabilities do not meet the 'universality of service' requirement.

included a supportive work environment, equitable career development, and representative recruiting. Priority of the designated groups in pursuing these objectives placed visible minorities along with Aboriginal peoples as a second priority after women. Within this 'second priority' it is evident that visible minorities were a lower priority than Aboriginal peoples.³⁸ Although the CF had not yet carried out an Employment Systems Review (ESR) to identify systems, policies and practices that discriminate against designated group members; the EE Plan is intended to action the ESR findings. The CF ESR, which will include an examination of recruiting, is now in progress and is due to conclude in September 2004 at which time the results will be reflected in the next update of the EE Plan.³⁹ The EE Plan is to be updated periodically yet has essentially remained the same as the original plan with the exception of an appended work force analysis that was updated in March 2003 and responsibility/task tables that are updated as certain task milestones are met.

An ESR for civilian employees was conducted by the Department of National Defence (DND) and completed in March 2003. It found some barriers applicable to visible minorities including lack of awareness, selection bias to those familiar with DND and the CF, and, bona fide exclusions in terms of a high level of security clearance and bilingual requirements for some jobs.⁴⁰ DND, as part of the Federal Public Service, had an even more ambitious representation goal to achieve having been set the target of 20% external recruitment of visible minorities into its ranks by 2003⁴¹ - a goal it did not come even remotely near to achieving.⁴²

The Directorate of Gender Integration and Employment Equity (DMGIEE) has the responsibility within the ADM (HR-Mil) group for the CF EE Plan and to conduct the ESR. The Canadian Forces Recruiting Group (CFRG) answers directly to ADM (HR-Mil) in the recruiting of CF personnel including those in the designated groups. CFRG

³⁸ Capt(N) Bryn Weadon, Commander CFRG 1998 - 2001, conversation with author, 21 May 2004.

³⁹ LCol Josee-Ann Paradis, DMGIEE, conversation with author, 29 January 2004.

⁴⁰ Department of National Defence, *Civilian Employment Systems Review...*, iii.

⁴¹ Treasury Board of Canada, *Embracing Change in the Federal Public Service...*, 6.

⁴² In April 2003, Treasury Board Secretariat reported having achieved 10% representation -Embracing Change Resources for Visible Minorities dated 25 April 2004

headquarters has a "Diversity/Employment Equity" staff officer responsible for focusing on the designated groups and to coordinate the efforts of 'diversity officers'⁴³ who are to focus their efforts on recruiting the designated groups at the 10 Canadian Forces Recruiting Centres (CFRCs) located across Canada.⁴⁴ DMGIEE advises CFRG on policies and practices that impact on the designated groups. To give high level direction and a degree of coordination between the CF and DND in meeting the obligations of the aforementioned legislation, there exists a senior executive body called the Defence Diversity Council (DDC). The Council, answers directly to the Deputy Minister (DM) and the Chief of Defence Staff (CDS) and establishes the "strategic framework for the management of diversity in DND/CF and provides overall direction on diversity policies and program."⁴⁵ To help the DDC, there exists an advisory group for each designated group. The National Executive of the Defence Visible Minority Advisory Group (DVMAG) has two volunteer co-chairs, one representing the military personnel in the CF and the other representing the civilian population of DND. The DVMAG National Executive has three essential functions including: policy advice; representing the visible minority membership in the CF and DND; and, communications on issues relevant to the visible minority membership and recruiting of visible minorities. Advisory groups, known as DVMAGs, are located in formations and bases across the country; assist the National Executive of the DVMAG in its mandate.⁴⁶

The CF proceeds under the watchful eye of the Canadian Human Rights Commission (CHRC), which carries out audits on organizations governed by the EE Act approximately every five years. The CHRC reports on these audits in an annual report and is responsible to government that the CF complies with the requirements of the legislation. The first CHRC audit for the CF is scheduled to occur in 2005. Additionally,

⁴³ It is interesting to note that the CFRG 'Diversity/Employment Equity Officer' and almost all diversity staff in the CFRCs are Reservists hired on Class B contracts.

⁴⁴ Lt(N) Michèle Tremblay, *Recruiting Diversity Management Plan 2003/04 for EE Commitment*, (Ottawa: SO Diversity/EE CFRG HQ, Department of National Defence, 23 October 2003), 1.

⁴⁵ Department of National Defence, *Terms of Reference - Defence Diversity Council*, (Ottawa: DMGIEE 3-3, 1460-CF EE-DDC, NDHQ, 28 October 2003), 1.

⁴⁶ Department of National Defence, *Defence Visible Minority Advisory Group Charter (Draft)*, (Ottawa: DVMAG, n.d.), 2. There also exists an Advisory Group Secretariat (AG Sec), which provides administrative support, communications coordination and resource management to the National Executive. ADM (HR Mil) and ADM (HR -Civ) fund the National Executive and the AG Sec.

the Minister of National Defence (MND) appointed a Minister's Advisory Board on CF Gender Integration and Employment Equity in November 1998. As the title would suggest, the Board was mandated to report to the MND and the CF leadership on matters of gender integration and employment equity in the Regular and Reserve Forces. Before ending its mandate, the Board delivered reports in 1999 and 2000, which assessed the CF's progress towards employment equity. Not surprisingly, the latter report delivered a report card⁴⁷ that failed the CF's efforts in the area of recruiting designated group members.

PART 3 - THE 'SELF-INTEREST' OF THE CANADIAN FORCES

The author has gone into some detail to outline the legislation and the CF response to that legislation. This is to make the point that everything that has been done to date in terms of recruiting visible minorities has primarily been carried out to satisfy relevant legislation. The EE Plan refers to its mission in the context of being "accomplished within the requirements established by the EE Act."⁴⁸ The terms of reference for the Diversity Council conclude with the statement that the Council's "long-term mandate is to determine the strategic approaches to be taken by DND/CF in meeting the obligations of the Employment Equity Act."⁴⁹

Strategic Imperative

There are, however, far more compelling reasons to significantly increase visible minority representation in the CF. Beyond a representation of 2.2%, 3.7% or even 9%. In order to continue to be a viable entity in 2025, which represents the latest CF planning horizon, the CF needs to recruit from the widest possible pool of educated, skilled and innovative people. "Winning the competition for talent means attracting, retaining and promoting excellent employees from different demographic groups. As women and

⁴⁷ Department of National Defence, *Report of Minister's Advisory Board on Canadian Forces Gender Integration and Employment Equity*, Sandra Perron, Chairperson (Ottawa: Department of National Defence, 16 March 2001), IV A.

⁴⁸ Department of National Defence, *Employment Equity Plan...*, 12.

minorities increase in representation in the labour pool, organizations are competing to hire, retain and utilise the best employees from these groups."⁵⁰ This is not a new argument and has been stated several times before in CF sponsored papers⁵¹ as well as in the CF EE Plan, which states "EE is about maintaining and enhancing operational effectiveness."⁵² Perhaps the argument is not new, but the author is of the strong opinion that there needs to be a more strategic emphasis given to the impact that visible minorities can make in the future of the CF.

The credibility of the CF in the eyes of the public is largely influenced by how well it reflects the society that it serves. The CF of the future needs to be many things, as spelled out in the CF 2020 strategy, but it also needs to be relevant to the Canadian public in order to be an effective force. Thus, this section will show that is a strategic imperative to go after visible minorities in the CF recruiting effort.

Changing Demographic Landscape

Canada has an ageing population that is being heavily influenced by the 'baby-boom' generation, a huge segment of the population born between 1947 and 1966. According to David Foot, author of *Boom, Bust and Echo 2000*, the generations following the baby-boomers have been considerably smaller due to falling birth and fertility rates⁵³ causing an inverted population pyramid. The children of the baby-boomers, born in the period 1980 to 1995 and referred to by Foot as the "baby-boom echo" contributed to a significantly larger cohort of Canadians than the one that preceded

⁴⁹ Department of National Defence, *Terms of Reference - Defence Diversity Council...*, 2.

⁵⁰ G. Robinson and K. Dechant, "Building a Business Case for Diversity", *The Academy of Management Executive*, Vol 11, Issue 3 (1997): 26.

⁵¹ With respect to visible minorities, Maj John D. Preston in his 1992 paper "Visible Minorities in the Canadian Forces: The 6.3% Solution?" and T. Wait of the Directorate of Strategic Human Resource FF c Hum

it; the "baby-bust" generation born in 1966 through 1980.⁵⁴ Thus, one might expect that when the 'baby-boom echo' generation has children there will be an ensuing flow of youth into the labour market. Perhaps, but one needs to take into account fertility and birth rates that have declined even more over the last decade.

In 2002, Canada's birth rate fell to 10.5 births per 1000 population, its lowest level in recorded history according to Statistics Canada and down significantly from 14.3 in 1992.⁵⁵ Fertility rates have also fallen from 1.7 to 1.5 babies per woman,⁵⁶ well below the replacement rate of 2.1 births per woman needed to maintain a steady population.⁵⁷ Also impacting on the labour market will be the large number of baby-boomers that will be exiting the labour force due to retirement in the next two decades. The portion of the workforce over the age of 55 will grow by 47% in the next seven years.⁵⁸ The labour force, which is currently growing at the rate of 123,000 per year, will drop to a growth of 42,000 by 2010 and have reached zero growth by 2016.⁵⁹ The only way this could change and that the labour market could continue to grow is through immigration. Thus, it is important to understand what immigration means to the demographic of the Canadian labour force and the employers that draw their employees from this workforce.

Immigration and Visible Minorities

The 2001 Census indicates that 1.83 million immigrants arrived in Canada between 1991 and 2001. Considering that in the same period the total Canadian population grew by approximately 2.65 million, immigration accounted for 69% of the Canadian population growth. Fully 73% of these new immigrants were visible minorities, with origin countries of China, India, the Philippines, Hong Kong, Sri Lanka,

⁵⁴ David K. Foot with D. Stoffman, *Boom, Bust & Echo 2000: Profiting from the Demographic Shift in the New Millennium* (Toronto: MacFarlane Walter & Ross, 1998), 15.

⁵⁵ Alanna Mitchell, "Birth rate falls to record low," *Globe and Mail*, 20 April 2004, A1.

⁵⁶ Linda Duxbury, "Managing a Changing Workforce," Presentation to National Security Studies Course, Canadian Forces College, 6 April 2004.

⁵⁷ David K. Foot, *Boom, Bust & Echo 2000...*, 15. The **replacement rate** is calculated as 2.1 given that two children are needed to replace their parents plus 0.1 to compensate for women who don't have any children and for children who don't live into adulthood.

⁵⁸ Duxbury, "Managing a Changing Workforce"..., Slide 5.

⁵⁹ *Ibid*, Slide 6.

Pakistan and Taiwan accounting for over 40% of the new immigrants. Thus, it is not surprising that visible minorities accounted for 70% of labour market growth in the decade ending 2001 and that they "will become even more crucial in the evolving workplace."⁶⁰

Immigration has been the biggest contributor to the rapid growth of the visible minority population in Canada and is causing the visible minority population to grow at a much faster rate than the Canadian population overall. Between 1996 and 2001, the total Canadian population increased by 4% while the visible minority population rose by 25%. Given an ongoing immigration intake of approximately 230,000 immigrants per year⁶¹ the visible minority population in Canada is expected to grow from its current level of 13.4% to 19.7% by 2016.⁶² Further projections see the term 'visible minority population' taking on new meaning as those who are non-Caucasian in race or non-white in colour become the visible minority in Canada around 2050.⁶³

Of particular interest to the CF is that visible minorities will become an even faster growing segment of the traditional recruiting target age group of 17-24. Although the total visible minority population is expected to reach approximately 20% by 2016, visible minorities will account for 24% of all Canadians in the 17-24 age group. Further projections show this increasing to over 50% by as early as 2040.⁶⁴ Thus, it is not unreasonable to assume that by 2025, visible minorities will make up in excess of 30% of the 17-24 age group in Canada. This trend can be explained in that the visible minority population is younger than the remainder of the Canadian population. Census 2001 data shows that 24% of the visible minority population was in the age bracket of 0-14, with the remainder of the population equivalent being only 16%. Likewise, in the 15-24 age

⁶⁰ Valerie Marchand, "The New Face of Work," *Canadian Business Magazine*, (March 29, 2004), Magazine online; available from http://www.canadianbusiness.com/features/article.jsp?content=20040329_59148_59148; Internet; accessed 12 April 2004.

⁶¹ Citizenship and Immigration Canada, "Facts and Figures 2002: Immigration Overview," available from http://www.cic.gc.ca/english/pub/facts2002/immigration/immigration_1.html; Internet; accessed 18 April 2004.

⁶² Statistics Canada, *2001 Census - Canada's Ethnocultural Portrait...*, 11.

⁶³ T. Wait, "Youth in Canada, Population Projection to 2026," (Ottawa: DSHRC Research Note 2/01, Department of National Defence, 2001), 10.

⁶⁴ *Ibid*, 10.

group, the visible minority population stood at 16% and the remainder of the population at 11%. Almost 75% of the visible minority population was below the age of 44 in comparison to 53% of the rest of population.⁶⁵ The 17-24 age group is also shrinking. Currently around 11.5% of the population, it is projected to start falling off around 2013 to about 9% in 2026.⁶⁶

In 2001, the Regular Force component of the CF had a mean age of 35. In 1996, the largest cohort was in the 30-34 bracket, however, this changed by 2001 to the largest group of CF members being in the 35-39 age bracket. There were also increases in the older age groups thus having the overall effect of shifting the 'age pyramid' to the right.⁶⁷ By the year 2020, almost 60% of currently serving CF personnel will have reached the current retirement age of 55 with the most pronounced effect coming in the period 2015-2020 when 30% of the current effective strength reaches retirement age.⁶⁸

Visible Minorities and Education

The CF strategy for the future, *A Strategy for 2020*, speaks of building "professional teams of innovative and highly skilled men and women dedicated to accomplishing the mission."⁶⁹ As demonstrated above, increasing the potential applicant pool to include visible minorities, in the greatest degree possible, makes sense. It makes even more sense when trying to recruit the best and most qualified people for the job. Thus the challenge for the CF is to recruit an educated workforce in an increasingly

⁶⁵ Statistics Canada, "Visible Minority Population by Age," 2001 Census, Statistics Canada on-line; available from <http://www12.statcan.ca/english/census01/products/standard/themes/RetrieveProductTable.cfm?Temporal=2001&PID=65798&APATH=3&GID=431515&METH=1&PTYPE=55430&THEME=44&FOCUS=0&AID=0&PLACENAME=0&PROVINCE=0&SEARCH=0&GC=0&GK=0&VID=0&FL=0&RL=0&FREE=0>; Internet; accessed 22 March 2004.

⁶⁶ Maj Colin Mombourquette, "Internal Demands & Trends vs External Supply & Trends," Directorate of Strategic Human Resources, ADM (HR-Mil), Department of National Defence, Presentation to National Security Studies Course, Canadian Forces College, 01 April 2004, Slide 5.

⁶⁷ T. Wait, "Organizational, Social and Demographic Change in the Canadian Forces: 1976-2001," (Ottawa: DSHRC Research Note 3/02, Department of National Defence, 2002), 17. Given pending legislation to change the mandatory retirement age from 55 to 60 in the near future, this trend will become even more pronounced.

⁶⁸ Delta Partners, *Canadian Forces Recruiting Improvement Study*, Report prepared for ADM (HR-Mil), Department of National Defence, September 2000, 17.

⁶⁹ Department of National Defence, *Shaping the Future of the Canadian Forces: A Strategy for 2020...*, 10.

competitive labour market. The search is on to replace the highly skilled workers exiting the labour force and the ongoing rapid development in technologies and computer-based systems is placing a demand on those with the requisite specialized skills and education.

The 2001 census showed that in the group of Canadians over the age of 14, 60% of visible minorities had some form of post-secondary education as compared to 54% of those not self-identified as visible minorities. Perhaps most significantly, 24% of visible minorities possessed a university degree as compared to only 14% of the remainder of the Canadian population. Visible minorities represented 12.7 % of the Canadian population over 14 years of age at the time of the 2001 census, yet accounted for 19% of all baccalaureate degrees, 20% of masters' degrees and 23% of doctoral degrees.⁷⁰ Applicant surveys to the CF⁷¹ and the Federal Public Service⁷² show similar results. A report prepared for the Canadian Race Relations Foundation in 2000 on racial differences in education, employment and income, found that Chinese and Filipino Canadians were most likely to have a university degree and that Asians generally achieved a higher level of education than other groups in the Canadian population.⁷³

In 2001, 13% of CF personnel possessed a university degree, 18% of CF members had some type of post secondary education and 37% possessed a high school degree.⁷⁴ This will likely change as those entering the CF now possess, in general, a higher degree of education than those that have come before them. In a review of 4000 new enrollees into the CF Regular Force in 2001, 47% possessed a high school degree and 31% had a

⁷⁰ Statistics Canada, "Population age 15 years and older by visible minority status and highest level of education for Canada and the provinces, 2001," (Ottawa: Statistics Canada, 2001 Census).

⁷¹ Capt J.E.M. Ewins, "Canadian Forces Applicant Survey: An Analysis by Employment Equity Groups," (Ottawa: DSHRA Technical Note 1/98, Department of National Defence, 1998), 8-9. This is an applicant survey of 13,685 individuals who self-identified and filled out a Canadian Forces Applicant Survey between April 1995 and October 1996. The analysis of the survey found that visible minority men and women had the highest proportion of university graduates and as a group were far more likely to have completed a post-secondary education than the remainder of the Canadian population.

⁷² Rolina van Gaalen, "Visible Minority Recruitment Issues for the Federal Public Service: An Analysis of Survey Results," (Ottawa: Labour Market Analysis Unit, Research Directorate, Public Service Commission of Canada, March 2002), 5. In a new hires survey, 71% of visible minority respondents indicated having completed at least a Bachelor's degree, compared to 56% of the other survey participants.

⁷³ Jean Lock Kunz, Anne Milan, and Sylvaine Schetagne. *Unequal access - A Canadian profile of racial differences in education, employment and income*, Report prepared for Canadian Race Relations Foundation (Toronto: Canadian Race Relations Foundation 2000), 10.

post-secondary education ranging from College or Technical Institute diplomas to doctoral degrees.⁷⁵ Over 21% of these new enrollees had no high school diploma thus representing something less than a complete high school education!

Visible Minority Employment Orientation and Skills

The visible minority portion of the Canadian population provides a potential pool of highly educated applicants. As this section will indicate, the visible minority employment orientation is in keeping with the skill sets sought after by the CF; and in some cases they already possess skill sets that can be adapted for use in the CF. A review of the current recruiting situation will confirm that, although the recruiting goals are being met, there remain a number of key occupations that are not achieving their recruiting targets. Examples would include occupations specialising in electronics, communications and medical support. Members of visible minorities, beyond having a proclivity for business administration, favour scientific and technical occupations. A 1998 study of 22,000 employees working in the science and technology of the Federal Public Service, determined that 24% of all visible minorities in the public service worked in scientific and technical occupations as opposed to 10% of the remainder of public service employees.⁷⁶ Another survey conducted for the Public Service in 2000, focusing on students working for the government in cooperative and internship programmes, determined that the primary fields of study for visible minority students were in Business, Computer Science and Engineering and Applied Sciences.⁷⁷

Citizenship and Immigration Canada data for 2002 indicates in its 'Skilled Worker' immigration category that China (18 %), India (11%), Pakistan (6%), and the Philippines (5%) account for 40% of all skilled workers arriving in Canada.⁷⁸ Using the

⁷⁴ Mombourquette, "Internal Demands & Trends vs External Supply & Trends," Slide 11.

⁷⁵ Wait, "Organizational, Social and Demographic Change in the Canadian Forces: 1976-2001", 13.

⁷⁶ Treasury Board of Canada, *Embracing Change in the Federal Public Service...*, 24.

⁷⁷ van Gaalen, "Visible Minority Recruitment Issues for the Federal Public Service...", 5.

⁷⁸ Citizenship and Immigration Canada, "Facts and Figures 2002: Immigration Overview: Skilled Workers by Top Ten Source Countries," available from http://www.cic.gc.ca/english/pub/facts2002/workers/workers_6.html; Internet; accessed 18 April 2004.

*National Occupational Classification 2001*⁷⁹ system, the data indicates that over 53% of the immigrants arriving as skilled workers have the necessary credentials to work in occupations requiring, as a minimum, a college education or two years of apprenticeship training.⁸⁰ It is also evident that, within the landed immigrant cohort, the majority of professionals in the field of science and technology are of Asian or Chinese origin.⁸¹ Although it is recognized, that due to security restrictions that influence recruitment, these new immigrants are outside of the potential applicant pool; the continuing trend of skilled visible minorities immigrating to Canada should not be ignored in a long-term recruiting strategy. Certainly, the federally regulated service sector as well as the private sector has not missed this point. Recently, the Bank of Canada Governor David Dodge advocated doing away with the mandatory retirement age of 65 due to an imminent retirement of many highly skilled workers "Canada will face a severe skills shortage unless other solutions are found."⁸²

A military occupational analysis completed in March 2003 and appended to the EE Plan gives a useful insight into the occupational choices of the visible minorities within the CF. In terms of occupational choice in the Regular Force component, visible minority officers showed a preference for professional occupations represented by engineering, medical and dental military occupation classifications (MOCs). Naval operations also stood out as being preferred. The results were similar for the Reserve officers with the addition of Combat Arms as an occupation of choice. For Non-Commissioned Officers (NCM), the results indicated Regular and Reserve components showing a significant preference for the Military Police MOC. The Regular Force

⁷⁹ The *National Occupational Classification 2001* system provided a framework for standardizing work into a classification structure that includes 520 occupational unit groups and over 30,000 occupational titles. It is maintained by Human Resources Development Canada and is the authoritative source for determining occupational requirements and skill sets needed for the Canadian labour market. It is used by Citizenship and Immigration Canada in determining if immigrants to Canada can be admitted to Canada as 'skilled workers' - one of six classes of immigration applicants. More information on the NOC 2001 can be obtained at <http://www23.hrdc-drhc.gc.ca/2001/e/tutorial/contents.shtml>

⁸⁰ Citizenship and Immigration Canada, "Facts and Figures 2002: Immigration Overview: Immigration by Skill Level and Labour Market Intention," available from http://www.cic.gc.ca/english/pub/facts2002/immigration/immigration_8.html; Internet; accessed 18 April 2004.

⁸¹ Philippe Couton, "Highly skilled immigrants - Recent trends and issues," *Isuma Canadian Journal of Policy Research*, Vol. 3, No. 2 (Fall 2002):118.

component showed a slight preference for communications and electronics while the Reserve Force showed a preference for the medical occupations and a disproportionately large preference for naval maintenance.⁸³ The latter can likely be explained by the Naval Reserve responsibility for the manning and operation of the Maritime Coastal Defence Vessels (MCDV).

Military as a Reflection of Society

In demographic societies, especially those that value diversity, it is widely agreed that public institutions should meet the needs of the populations they serve. While all such institutions have their own needs and goals (and the CF certainly is not [the] exception), the pursuit of these goals in either ignorance or contravention of the needs of their supporting populations would render them a dysfunctional element in the overall social system.⁸⁴

Much has been written in literature advancing the notion that a military force should reflect the society it serves. As indicated above, this notion becomes even more important for societies that promote diversity through pluralism and multiculturalism. Accordingly, there is little debate in that the CF should reflect Canadian society to the extent that it is possible. Vice Admiral Jarvis, Associate Deputy Minister (Human Resources - Military) recently stated that the CF "needs as a military to be more reflective of the Canada we serve."⁸⁵ It is, however, important to understand why.

The CF, given its present recruiting rate of recruiting minorities, will in 2016 have less than 6% representation of visible minorities in its ranks.⁸⁶ Comparatively, visible minorities will comprise 20% of the Canadian population. A CF study issued in 2002 indicates through analysis that this gap will continue to widen to the point where by the turn of the century, the CF will have reached 20% representation while the Canadian

⁸² Heather Scoffield, "Rethink CPP's age-65 rule, central-bank chief urges," *Globe and Mail*, 21 April 2004, A8.

⁸³ Department of National Defence, *Employment Equity Plan: Building Teamwork in a Diverse Canadian Forces - Military Occupational Groups* (Ottawa: DMGIEE, 5320-28-15, 31 March 2003), Schedules 3 - 7.

⁸⁴ J.W. Berry, "A Conceptual Framework for Achieving Diversity and Equity in the Canadian Forces," (Kingston: Cross Cultural/Multicultural Associates Inc, 1997), 31.

⁸⁵ VAdm G. Jarvis, Presentation to National Security Studies Course, 05 April 2004.

⁸⁶ Calculated on the basis of using 2.1% representation as a baseline in 1996 and assuming that real representation in 2001 is somewhere between 2.2% and 3.7% - the mean being approximately 3% - thus, a 0.9% improvement over 5 years. Extrapolated to 2016 the CF visible minority representation, using a rate of growth of 0.9% for every 5 years, would be almost 6%.

population will be comprised of 70% of those who are currently labelled visible minorities.⁸⁷ In such a situation, it is highly likely that the CF will marginalize itself as an entity that will lose public and political support. In the words of David Chuter who has written extensively on the relationship between military and society, "if the military does not, at least, make some attempt to adjust to changing social patterns and increased tolerance, then it risks marginalizing itself, losing public and political support, and no longer attracting the best people."⁸⁸ While the CF today is not well understood by Canadians, it does enjoy the support of the majority of the voting public, which ultimately influences the political leadership to act in the interests of the CF. As well, visible minorities are more likely to join an organization that reflects themselves and thus would be unlikely to join a predominately white Caucasian institution that does not represent the society from which they come.

There also an argument that speaks to operational effectiveness. This argument is premised on the notion that a military that can accept cultural diversity in its ranks is more likely to be sensitive to that same diversity in the areas of operations in which it conducts its missions. Dr J. Berry of Queen's University refers to this operational sensitivity in terms of "human cultural variability".⁸⁹ He argues that particularly for humanitarian and peace enhancement type operations:

Such a resource is indispensable for sensitive and effective international action that engages others as equals. It can also be argued that, to the extent that the CF incorporates this same variability, it too will be effective in its operations; to the extent that the CF rejects such pluralism, it will be less effective internationally.⁹⁰

The experiences of police forces are relevant to this argument. The Toronto Police Force has in the past decade come under consider public pressure as it is perceived to be an organization that no longer represents nor relates to the community it serves. In a community where over one third of the population are visible minorities, the Toronto

⁸⁷ Wait, "Canadian Demographics and Social Values at a Glance...", 13.

⁸⁸ Chuter, David. "The Military and Society." Ministry of Defence, Sri Lanka, Center for Defence Studies, King's College London (02 April 2003): n.p.

⁸⁹ Berry, "A Conceptual Framework for Achieving Diversity...", 32.

⁹⁰ *Ibid*, 32.

Police Force has a visible minority representation of approximately 13%.⁹¹ Charges of racism based on the practice of racial profiling and an inability to solve an increasing number of cases of violent crime⁹² are attributed to an under-representative police force that has neither the confidence nor understanding of the community it serves.⁹³ Given the changing demographic in the large Canadian urban centres and the greater emphasis that is being given to community policing⁹⁴, the Royal Canadian Mounted Police (RCMP) has set out to attract visible minorities into its ranks. The RCMP is taking the approach that "in order for Canadians to have the feeling of being understood, we [the RCMP], as an organization, have to reflect the communities we serve."⁹⁵ Accordingly, they are increasing their recruiting efforts in attracting visible minorities in order to gain members that "visibly, culturally and linguistically represent Canada."⁹⁶

PART 4 - CHALLENGES IN RECRUITING VISIBLE MINORITIES

A key difficulty with which the armed services have to contend is that the gross category 'ethnic minority' takes no account of the different sociodemographic profiles, levels of social mobility, educational attainment, and cultural traditions of the very diverse groups that make up [the] minority ethnic population.⁹⁷

The challenge to increase visible minority representation in the CF, regardless of motivation, is considerable. There are many different aspects that need to be considered

⁹¹ Sarah Houghton, "More violence, more cops? Debunking ineffective policing habits" *The Strand* (Toronto: University of Toronto, 17 March 2004) Magazine on-line; available from <http://www.thestrand.ca/news/2004/03/17/Opinions>; Internet; accessed 26 May 2004.

⁹² Clayton Ruby, "Fix the racial disconnect", *Globe and Mail*, 10 March 2004, n.p. Clayton Ruby cites an unsolved murder rate of 1.5 per 100,000 in the RCMP's 2003 annual report.

⁹³ Clayton Ruby, "Fix the racial disconnect", *Globe and Mail*, 10 March 2004, n.p. Clayton Ruby cites an unsolved murder rate of 1.5 per 100,000 in the RCMP's 2003 annual report.

⁹⁴ Clayton Ruby, "Fix the racial disconnect", *Globe and Mail*, 10 March 2004, n.p. Clayton Ruby cites an unsolved murder rate of 1.5 per 100,000 in the RCMP's 2003 annual report.

⁹⁵ Clayton Ruby, "Fix the racial disconnect", *Globe and Mail*, 10 March 2004, n.p. Clayton Ruby cites an unsolved murder rate of 1.5 per 100,000 in the RCMP's 2003 annual report.

⁹⁶ Clayton Ruby, "Fix the racial disconnect", *Globe and Mail*, 10 March 2004, n.p. Clayton Ruby cites an unsolved murder rate of 1.5 per 100,000 in the RCMP's 2003 annual report.

⁹⁷ Clayton Ruby, "Fix the racial disconnect", *Globe and Mail*, 10 March 2004, n.p. Clayton Ruby cites an unsolved murder rate of 1.5 per 100,000 in the RCMP's 2003 annual report.

to bring together a comprehensive and effective recruiting strategy. This part of the paper will look at some of those aspects.

It is a mistake to think of visible minorities as one monolithic entity. Research, carried out primarily by the US military, indicates that there are "economic, educational, cultural and social factors that influence enlistment propensities among minority populations."⁹⁸ These factors shape the attitudes which members of different visible minority groups have towards the military and the concept of military service. A thorough understanding of the attitudes and factors is required to shape the recruiting efforts that would lead to the greatest success in the various visible minority groups.⁹⁹

The 2001 Canadian Census identifies Chinese, South Asians, Blacks, Filipinos, Arabs, West Asians, Latin Americans, Southeast Asians, Koreans and Japanese - in its visible minority data. Given that over 200 ethnic groups answered the census question on ethnic background, there are, undoubtedly, many other visible minority groups that make up the Canadian population.¹⁰⁰ While all minority groups should be considered as part of the potential CF applicant pool, it makes sense from a recruiting perspective to focus on the largest visible minority groups where the most gains might be made. The three largest visible minority groups in Canada, accounting for two thirds of the visible minority population, are the Chinese, South Asians and Blacks.

The Chinese are the largest visible minority group in Canada, exceeding one million people and accounting for 3.5% of the Canadian population. The Chinese account for 26% of the visible minority population. Most of the Chinese population in Canada has derived from immigration in the last 40 years due to the fact that the Canadian government discouraged immigration from China to Canada prior to that

⁹⁸ Angela Febbraro and Lt(N) D.T. Reeves, "A Literature Review of Ethnic Attitude Formation: Implications for Canadian Forces Recruitment," (Ottawa: CFPARU Working Paper 90-2, Canadian Forces Personnel Applied Research Unit, Department of National Defence, 1990), ii.

⁹⁹ *Ibid*, i.

¹⁰⁰ Statistics Canada, *2001 Census - Canada's Ethnocultural Portrait...*, 12.

time.¹⁰¹ Thus, they have little in the way of history with their new country and may not be as motivated by patriotic appeals to service as other groups.

The South Asians are the second largest visible minority group, accounting for 3.1% of the Canadian population. South Asians include members from the East Indian, Punjabi and Pakistani communities. The South Asians account for 23% of the visible minority population and are the fastest growing visible minority population in Canada having grown by 37% in the period 1996 to 2001.¹⁰² Like the Chinese community, the South Asian population has grown rapidly through immigration over the last several decades. Thus, it does not have a long association with Canada with the exception of a small portion of the Sikh community that has a long and distinguished record of service with the Canadian military.¹⁰³

The Black community forms the third largest visible minority group accounting for 2.2% of the Canadian population and 17% of the visible minority population.¹⁰⁴ The Black community has a long history with Canada with nearly half of its members born in Canada. Black immigrants are coming in an increasingly larger proportion from the African continent accounting for almost 50% of all immigrants in this visible minority group in the 1991 to 2001 period.¹⁰⁵

Of the visible minority population in the Regular Force component of the CF, based on the 2001 CF Self-Identification Census, Blacks were represented at 0.7%, followed by Chinese, Latin American, and South Asian at 0.2%. Adding the Reserve Component, these figures change to show representation for Blacks at 1%, Chinese and South Asians at 0.43% and Latin Americans at 0.32%.¹⁰⁶

¹⁰¹ *Ibid*, 11.

¹⁰² *Ibid*, 11.

¹⁰³ Rattan, Surj. "The (Slowly) Changing Face of Canada's Military," *MEHFIL Magazine*, August 2003: 26.

¹⁰⁴ Statistics Canada, *2001 Census - Canada's Ethnocultural Portrait...*, 11.

¹⁰⁵ Maureen Murray, "Education doesn't mean jobs for blacks," *Toronto Star*, 10 March 2004, A18.

Geographic

The geographic location of the visible minority population in Canada is relevant to recruiting efforts in that it indicates where the largest potential pool of applicants reside and thus where finite recruiting resources should be targeted. It is also relevant in the sense that it gives an interesting insight into the socio-economic orientation of the visible minority groups. Attracted to large urban centres because of jobs and established ethnic populations, 94% of all immigrants, who came to Canada in the period 1991 to 2001, reside in cities with populations over 100,000 inhabitants and 73% reside in the census metropolitan areas of Vancouver, Toronto and Montreal.¹⁰⁷ Thus, it is not surprising that the majority of the Canadian visible minority population lives in Toronto (43%), Vancouver (18%) and Montreal (12%).¹⁰⁸ The tendency of the visible minority population towards large urban centres is of particular relevance to recruiting efforts given that 51% of all CF applicants in 2000, came from communities with populations of less than 100,000 people.¹⁰⁹ The CF recruiting effort should place new emphasis on Toronto, Vancouver and Montreal as well as other large urban areas where visible minority groups are concentrated.

In Toronto and Vancouver, visible minorities make up 37% of the population. In Toronto, South Asians (28%), Chinese (24%) and Blacks (18%) make up the three largest groups in the visible minority population. In Vancouver, Chinese (47%) and South Asians (23%) make up the two largest groups in a visible minority population that is almost entirely Asian. In Montreal the two largest visible minority groups were Blacks (30%) and Arabs/West Asians (17%).¹¹⁰ In other cities there are occurrences where a particular visible minority group is concentrated far more so than other visible minority

¹⁰⁶ Nikki, J. Holden, "An Analysis of Visible Minority Types from the CF Self-Identification Census." (Ottawa: DMGIEE, Department of National Defence, 15 July 2003), Table III.

¹⁰⁷ Statistics Canada, *2001 Census - Canada's Ethnocultural Portrait...*, 7.

¹⁰⁸ Statistics Canada, "Visible Minority Population, Census Metropolitan Areas," (Ottawa: Statistics Canada, 2001 Census).

¹⁰⁹ Delta Partners, *Canadian Forces Recruiting Improvement Study*, 39.

¹¹⁰ The Statistics Canada Census 2001 data puts Arabs and West Asians into one category for its statistical data.

groups. For instance, in Halifax, Blacks account for 52% of the visible minority population while in Winnipeg, Filipinos account for 36% of visible minorities.¹¹¹

Propensity towards military service

In a CF-sponsored "Interest and Propensity Study" carried out in 2000, which included the three designated EE groups as well as non-designated Canadians, visible minorities led all respondents in terms of expressing a moderate interest in joining the CF.¹¹² While members of visible minority groups may express an interest in joining the CF in a survey environment, this does not necessarily translate into applicants as can be surmised from the current visible minority representation in the CF. A closer look at attitudes towards the military in the specific visible minority groups is therefore required.

There is little in the way of documented research indicating the attitudes of the Chinese residing in Canada, towards the military and military service. Experience with the local Chinese community in Vancouver on the part of the local Canadian Forces Recruiting Centre (CFRC), has yielded some interesting insights into the attitude that the Chinese community has towards military service. According to Captain Jonathan Diderich, the CFRC Diversity Officer, the military is the last option that members of the Chinese community would consider as a place of employment. This is because of negative association with the military in China and a desire to succeed in the capitalistic society of their new homeland. The Chinese orientation is towards making money and gaining stature through success in enterprise.¹¹³ Thus, their propensity is to pursue higher education and to leverage this education into occupations that yield substantial fiscal compensation.¹¹⁴

¹¹¹ Statistics Canada, *2001 Census - Canada's Ethnocultural Portrait...*, 21-37.

¹¹² Delta Partners, *Canadian Forces Recruiting Improvement Study*, 31. In terms of expressing some interest in joining the CF, 31% of visible minorities indicated an interest as opposed to 20% of the non-designated Canadians.

¹¹³ Capt Jonathan Diderich, Diversity Officer, CFRC Vancouver, conversation with author, 05 February 2004.

¹¹⁴ van Gaalen, "Visible Minority Recruitment Issues for the Federal Public Service...", 6.

A study focused on South Asians, commissioned by CFRC Vancouver in 2003, explored the attitudes of the South Asian community towards the military. The study revealed that the South Asians, despite the aforementioned Sikh participation in the major Canadian military engagements of the last century, knew very little about the CF. This notwithstanding, they believed that employment in the CF was a far better choice than service in the militaries of their countries of origin, which were described as being in constant conflict. The Indian military, in particular, was portrayed as "*uneducated, ill-equipped and poorly treated.*"¹¹⁵ In comparison, the CF offered the appeal of further education and experience that would assist in employment in the private sector after a period of service in the CF.¹¹⁶

A survey carried out about the attitudes towards military service of visible minorities of Pakistani Muslim descent in the United Kingdom (UK) highlighted "concerns about racism as the major issue accounting for their lack of interest."¹¹⁷ The Vancouver study also revealed that there was a belief that the CF, like Canadian society, would harbour a prejudice towards those of South Asian descent. Interestingly, the study revealed that increased representation and success of South Asians in the CF would "go a long way"¹¹⁸ towards mitigating this perception of prejudice.

The author was unable to locate much in the way of documented Canadian data on the attitudes of the Black community towards military service. Unlike the Chinese and the South Asians, the Black community has a long association with the military in Canadian history dating back as early as 1775 where they served in the British forces in return for their emancipation from slavery.¹¹⁹ Since that time, they have served in all major conflicts in which the Canadian military has fought including the two World Wars and Korea. Almost half of the members of this visible minority group have been born in

¹¹⁵ Jatinder Rai, *Focus Group Report - CF Recruiting - South Asian Youth and Adult Influencers*, Report prepared for Department of National Defence, (Vancouver: CFRC Vancouver, February 2003), n.p.

¹¹⁶ *Ibid*, n.p.

¹¹⁷ Dandeker, "Diversifying the Uniform...", 491.

¹¹⁸ Rai, *Focus Group Report...*, n.p.

¹¹⁹ Dennis McLaughlin and Leslie McLaughlin, *For My Country: Black Canadians on the Field of Honour*, Prepared for the Department of National Defence (Ottawa: DMGIEE, Department of National Defence, 2004), 4.

Canada and thus are not influenced by the negative experiences of militaries in other countries. For this group, it may be possible to draw a parallel to the indigenous black community in the United States (US) where recruiting data for the US military indicates that pay and travel opportunities are amongst the primary motivators for joining the military.¹²⁰ For those of the Black community not born in Canada, there are similar negative experiences with the military in their countries of origin as per the Chinese and the South Asians.

A study commissioned by the CF in 1991, on recruiting in the visible minority communities, included impressions of the military gathered from community leaders and from youth in the Chinese, South Asian and Black communities. Unfortunately, the data did not distinguish responses from the individual cultural groups and thus must be interpreted as an aggregate feedback from the three groups a whole. The study supports the findings outlined above listing: negative image of military in countries of origin; priority on financial success; perceived low status of military service; no role models in their cultural group; and expectations of encountering discrimination and racism in the military. The study also found that a lack of strong loyalties to Canada, the importance of parental approval of career choices and, difficulty in leaving families and cultural communities; all had a negative influence on the propensity of members of these communities to join the CF.¹²¹ With respect to discrimination and racism, although the CF has a policy of zero tolerance towards any sort of racism or discrimination, there remains the impression that there is an ‘attitude’ towards visible minorities, perhaps Blacks more so than others.¹²² These sorts of perceptions are not overcome by policy nor regulations. Instead, they must be addressed through positive action in making a concerted effort in recruiting visible minorities and indicating to visible minorities that the CF wants the best and the brightest, regardless of colour or background.

¹²⁰ Anita U. Hattiangadi, Gary Lee and Aline O. Quester, *Recruiting Hispanics: The Marine Corps Experience, Final Report* (Alexandria, Virginia: The CNA Corporation, 2004), 20.

¹²¹ Robert F. Goodell, Sara C. Crockett, and Nirmal Sidhu. *Canadian Armed Forces Visible Minority Study, Final Report*, Report prepared for Department of National Defence (Vancouver: Campbell Goodell Consultants Ltd., 15 February 1991), 1-5.

¹²² Kevin Junor, Co-Chair, DVMAG National Executive, conversation with author, 31 March 2004.

Canadianization

The issue of parental approval and the influence of the cultural communities on the decisions of those who might consider employment of the CF is an important one to consider. One might expect that new immigrants are still very much influenced by their experiences and knowledge of the military in their countries of origin. The perspectives and values of the immigrant parents would still heavily influence their children as first generation Canadians. By the next or second generation, what has been referred to as the "Canadianization process"¹²³ in terms of adapting to Canadian values and attitudes, will have taken effect. Gordon Darroch of York University writes, "Individual assimilation to dominant English-Canadian cultural and socio-economic patterns is the overwhelmingly common experience among immigrants, but especially among second and subsequent generations of those born in Canada."¹²⁴

Yet this is not necessarily true for the visible minority groups, particularly the Chinese, South Asians and new immigrant Blacks. A recent Statistics Canada study, using what is referred to as an "isolation index", identified a significant increase, in the period 1981 to 2001, in visible minority neighbourhoods or "enclaves" - areas where members of visible minority groups were least likely to meet those outside of their own groups. According to the study there were only six visible minority enclaves in 1981, these being situated in Vancouver, Toronto and Montreal. By 2001, this number had increased to 254, again all of them situated in Vancouver (111), Toronto (135) and Montreal (8). Significantly, all but one of them were either Chinese (157), South Asian (83) or Black (13).¹²⁵ This assimilation of a single visible minority group with the added exclusion of most outside influences can significantly impede the "Canadianization process". John Porter, author of *The Vertical Mosaic*, writes that this over time "can

¹²³ Major J.D. Preston, "Visible Minorities and the Canadian Forces: The 6.3% solution" (Toronto: Canadian Forces College Command and Staff Course New Horizons Paper, 1992), 10.

¹²⁴ Gordon A. Darroch, "Urban ethnicity in Canada: personal assimilation and political communities," *Canadian Review of Sociology and Anthropology* 18, no.1 (1981): 97.

¹²⁵ Nicholas Keung, "Ethnic mini-cities on the rise, StatsCan study finds," *Toronto Star*, 10 March 2004, A1.

either harden into a permanent class system, or can change in the direction of absorption, assimilation, integration, and acculturation."¹²⁶

From a recruiting perspective, this propensity of prospective applicants to remain in visible minority enclaves presents a considerable challenge. This challenge presents itself in many different dimensions including language, visible minority association and cultural influences. In the 2001 Census, 33% of those who identified themselves as Chinese indicated that they spoke Chinese at home. A report prepared for the Canadian Race Relations Foundation in 2000 on racial differences in education, employment and income, found that difficulty with Canada's two official languages may largely account for the occupational challenges that members of the Chinese community continue to experience despite their advanced educational status.¹²⁷ Discussions with the Diversity Officer of CFRC Vancouver confirmed this point. He indicated that the most significant aspect in getting through to the Chinese community was to speak their language.¹²⁸ While this should not be an issue with potential CF applicants, given the importance of the influence borne by parents and other key figures in the community, communication with the 'influencers' in their language is key.¹²⁹

In terms of recruiting, demonstrating some sort of association to the visible minority community is equally important. In the South Asian community, where speaking Punjabi is considered valuable to making inroads to the community, it is not as important as appearance is. For the South Asian community the sentiment to those seeking to make an association with the community is "if you want to reach out onto my community show me that you are part of my community". Likewise with respect to joining the CF, the sentiment is "if you want us to join you, show us that we already exist within you".¹³⁰ This presents a considerable challenge for CF recruiting which must be overcome as it is evident that progress in increasing representation would then facilitate

¹²⁶ John Porter, "Canada: dilemmas and contradictions of a multi-ethnic society," In *Sociology Canada: Readings*, edited by C. Beattie and S. Crysdale (Toronto: Butterworth, 1974), 6.

¹²⁷ Kunz, *Unequal access...*, 11.

¹²⁸ Diderich, conversation with author, 05 February 2004.

¹²⁹ Anita U. Hattiangadi, Gary Lee and Aline O. Quester, *Recruiting Hispanics: The Marine Corps Experience, Final Report* (Alexandria, Virginia: The CNA Corporation, 2004), 45.

further representation of members of the South Asian community in the CF. Without compromising operational effectiveness, making accommodations to respect cultural habits or symbols such as permitting Sikhs to wear turbans, assist in building credibility with the South Asian community.¹³¹

Socio-Economic Status

[Author] Modood¹³² argues that it is important not to underestimate the strength of what he calls ethnic minorities "drive for qualifications" which he attributes to a strong motivation for economic betterment in which education is seen to play a key part. He suggests that qualifications are seen as a means to circumvent persistent labour market discrimination.¹³³

In his 1965 analysis of Canadian socio-economic status, *The Vertical Mosaic*, John Porter describes a hierarchy in socio-economic status based on ethnicity and race. At the top of the hierarchy are the British and the French and at the bottom are the Aboriginal peoples and the visible minorities in the Canadian population.¹³⁴ There is much in the way of established literature that speaks to the socio-economic ambitions of the visible minority groups to increase their standing in this "hierarchy". Gordon Darroch in a study on urban ethnicity writes that "continued ethnic residential segregation, ethnically split labour markets and ethnic community business and politics are not excluded by strong aspirations for ... socio-economic assimilation."¹³⁵ Edward Herberg, writing on the socio-economic hierarchy in Canada, argues that the three arbiters of socio-economic status are education, occupation and income. Accordingly, there is an emphasis on the part of visibility minority groups to pursue enhanced academic credentials to secure "higher status" jobs in the hopes of gaining more income.¹³⁶ Thus, it is not surprising that the Chinese (27%) and South Asians (26%) have a much higher proportion of their populations that hold university degrees than the rest of the Canadian population (14%) not in visible minority groups. Blacks have a higher percentage (59%)

¹³⁰ Diderich, conversation with author, 05 February 2004

¹³¹ Rattan, "The (Slowly) Changing Face...", 26.

¹³² T. Modood, "Ethnic Minorities' Drive for Qualifications," in T. Modood and T. Ackland, *Race and Higher Education* (London: Policy Studies Institute, 1998), 32.

¹³³ Dandeker, "Diversifying the Uniform...", 490.

¹³⁴ John Porter, *The Vertical Mosaic* (Toronto: University of Toronto Press, 1965), 78.

¹³⁵ Darroch, "Urban ethnicity in Canada...", 97.

¹³⁶ Edward N. Herberg, "The ethno-racial socio-economic hierarchy in Canada: theory and analysis of the new vertical mosaic," *International Journal of Comparative Sociology* XXXI, 3-4, (1990): 216.

of members with a post secondary education than the Chinese (58%), South Asians (57%) and those not in the visible minority population (54%). Blacks do, however, trail these other groupings in attaining university degrees (13%).¹³⁷

The challenge for CF recruiting, with the Asian visibility minority groups in particular, is to get beyond the perception of military service being low status employment that comes with commensurately poor compensation. Christopher Dandeker, commenting on a study of visible minority¹³⁸ participation in the British Armed Forces, indicates that there was "a tendency to prioritize further and higher education over enlistment in what was often seen as a low-status occupation."¹³⁹ The exception is in the Black community where the experience of the US military has been that members from this visible minority group have joined the military in order to improve upon their socio-economic status.¹⁴⁰

The focus on competitive compensation is further highlighted in a 2002 Federal Public Service Study on visible minority recruitment issues. The study indicates that visible minority students, when asked to select three factors that they considered most important in selecting their future employment, chose "competitive wages" (58%) over "interesting work" (53%) and "work in field of study" (41%). Of interest is that only 36% of the visible minorities surveyed thought that "competitive" wages could be found in the Public Service.¹⁴¹ This impression might also apply to the CF although the CF does offer competitive compensation through signing bonuses of up to 40 thousand dollars for certain undermanned occupations¹⁴² and salaries that are very competitive with those in the private sector - for those entering the labour market.¹⁴³ Another fact that should work

¹³⁷ Statistics Canada, "Population age 15 years and older by visible minority status and highest level of education...", n.p.

¹³⁸ The British refer to their 'visible minorities' as 'ethnic minorities'.

¹³⁹ Dandeker, "Diversifying the Uniform...", 491.

¹⁴⁰ Febraro, "A Literature Review of Ethnic Attitude Formation...", 25.

¹⁴¹ van Gaalen, "Visible Minority Recruitment Issues for the Federal Public Service...", 6. Of interest is that amongst the students surveyed that were not visible minorities, the three factors that they considered most important in selecting their future employment were "*interesting work*" (64%) "*competitive wages*" (51%) and "*work in field of study*" (42%).

¹⁴² There is presently a \$250,000 signing bonus for medical doctors.

¹⁴³ LCdr R.J. Read, CFRG HQ, conversation with author, 08 April 2004. A new recruit for the enlisted ranks, coming in off the street will be paid just over \$2200 per month as a starting salary. This is very

to the benefit of the CF in recruiting visible minorities is that members of visible minority groups experience significant earning inequalities in the Canadian labour market.

Despite demonstrating higher educational attainment than the rest of the Canadian population, visible minority groups still experience some inequality in gaining access to positions and occupations that are commensurate with their academic credentials.¹⁴⁴ Thus, it is not surprising that visible minorities earn lower average annual incomes than those who are not visible minorities. A study carried out in 1998 on earning differentials and based on a wide variety of educational backgrounds, determined an earning gap of 8% between white males and visible minority males born in Canada. That gap grew to 16% when compared to those visible minority males that had immigrated to Canada.¹⁴⁵ A Canadian Race Relations Foundation report, referred to earlier in this paper, substantiates these findings. The report also finds, in terms of income, that there exist significant differences in the size of the earning differentials among the visible minority groups. The Chinese have one of the smallest wage differentials whereas Blacks have one of the largest earning differentials.¹⁴⁶

The drive for increased earning potential may also explain the desire of visible minorities, with the exception of those from the Black community, to choose the officer corps over the ranks of the non-commissioned members. The CF Recruiting Improvement Study in 2000 concluded from a five-year review of applicant data that 68% of visible minority applicants indicated that they wanted to be officers.¹⁴⁷ A review of the 2001 CF Self Identification census data indicates that 37% of Chinese members in the CF were officers. For the South Asian CF population, the officer representation was 40%, for the Black CF population 16%, and for the overall CF population the officer

competitive when it is considered that this is a training salary for someone with no experience. For those who can demonstrate that they have skills that can be directly applied in the military, these candidates may be hired in the starting rank of Acting Corporal at a starting salary of \$3700 per month.

¹⁴⁴ Herberg, "The ethno-racial socio-economic hierarchy...", 218.

¹⁴⁵ Krishna Pendakur and Ravi Pendakur. "The Colour of Money: Earning Differentials Among Ethnic Groups in Canada." *Canadian Journal of Economics* 31, no. 3 (August 1998): 520.

¹⁴⁶ Kunz, *Unequal access...*, 13.

¹⁴⁷ Delta Partners, *Canadian Forces Recruiting Improvement Study*, 32.

representation was 26%.¹⁴⁸ The lower officer representation for members of the Black community is likely due to the prevalence towards post secondary education other than university degrees.¹⁴⁹

In addition to earning differentials, visible minority members that have immigrated to Canada face the additional challenge of non-recognition of their foreign credentials. "There is increasing evidence that a substantial proportion of immigrants to Canada are unable to convert their foreign qualifications into jobs corresponding to their training."

most important reason for not wanting to join the CF, the predominant responses were that they "believed that they were too old" and "family and/or children".¹⁵⁴ The implications for CF recruiting effort are twofold. First, the CF effort must be focused on graduates of post-secondary institutions with the full expectation that these applicants will likely be older than the traditional 17-24 cohort that has been targeted in years past. Second, the message needs to be transmitted to visible minority groups that age is not a discriminator and that in fact, a solid academic background is considered a very valuable asset in the candidates that the CF wants as part of its organization.

Another implication of age is the outlook of the multiple generations and age groups within the potential recruiting pool. This applies as much to visible minority groups as it does to the rest of the Canadian population. Authors like David K. Foot and Linda Duxbury have written extensively over the perspectives and outlooks of the various generations. As well, the CF and the Public Service have commissioned numerous studies and surveys on differentiating feedback from various age groups with respect to potential employment.¹⁵⁵ This paper will not delve further into this aspect other than to state that differences between generations in the visible minority groups is heavily influenced by the extent that "Canadianization" has taken place within the particular minority group.

Women

The representation of women in the CF stands at 12.4% as of September 2003.¹⁵⁶ This is still well below the 28% target that has b

states "it is essential that strategies to recruit and retain women in the future not only address a diverse spectrum of Canadian women, but focus on the recruitment and retention of visible minority and Aboriginal women." ¹⁵⁸

Data for gender representation in the Reserve Force, including the Cadet Instructor Cadre, indicates that men outnumber women by a ratio of roughly three to one. When the data is refined to reflect only visible minorities, men outnumber women by a ratio of roughly five to one.¹⁵⁹ The reasons for this greater imbalance may include a greater cultural influence in terms of priority of family and that women are discouraged from seeking employment in the military as this is considered a traditionally male occupation.¹⁶⁰ These differences between men and women in visible minority populations with respect to propensity to seek employment in the CF require further study, the results of which need to be considered in a visible minority recruiting strategy.

CF Practices and Constraints

Challenges to recruiting visible minorities into the CF do not only come from the characteristics, outlooks and preferences of the visible minority populations. The challenges lie with CF practices and constraints that determine who can join and what is joined.

Security Considerations - Based on the 2001 Census data, only 30% of those who self-identified as visible minorities were born in Canada.¹⁶¹ Queens Regulations and Orders (QR&Os) state that in order to be eligible for employment in the CF, an applicant must be a Canadian citizen.¹⁶² According to Citizenship and Immigration Canada, the process of becoming a Canadian citizen begins with 'Landed Immigrant' status which, after being granted, must be held for a period of 1095 days before an application for

¹⁵⁷ Department of National Defence, *Employment Equity Plan...*, 20.

¹⁵⁸ Davis, "The Future of Women in the Canadian Forces...", 5.

¹⁵⁹ Department of National Defence, *Employment Equity Plan - Military Occupational Groups*, Schedule 4.

¹⁶⁰ Goodell, *Canadian Armed Forces Visible Minority Study*, 1-5.

¹⁶¹ Statistics Canada, *2001 Census - Canada's Ethnocultural Portrait...*, 10.

citizenship can be made. The service standard for processing an application for citizenship is anywhere between 8 and 12 months.¹⁶³ Thus, in theory, a new immigrant could become a Canadian citizen in four years after arrival in Canada. In the post 9/11-security environment, the CF tightened up considerably in its security screening of potential applicants. Although not officially sanctioned by the Canadian Forces Recruiting Group (CFRG) or National Defence Headquarters (NDHQ), there had been the practice of allowing Landed Immigrants to join the non-commissioned ranks of the Reserves. In 2003, CFRG issued a recruiting directive ending this practice and returning to citizenship requirement outlined in QR&Os.¹⁶⁴

Canadian citizenship is not the only barrier. The CF security screening process, referred to as the pre-security assessment, can take up to 18 months to complete and even longer if members of the primary family of the applicant still reside in a 'country of interest'. The effect from a CF recruiting perspective is that it screens out all potential visible minority applicants that have arrived in Canada in the last five years or longer. By the time they become Canadian citizens, they may well have secured employment in other sectors of the labour market. An interesting contrast is the American approach where non-citizens who have achieved permanent residency in the United States and thus hold a 'Green Card', may serve in the U.S. forces. Furthermore, through a presidential executive order, citizenship for non-citizens who have served in the military since the 9/11 terrorist attacks may be accelerated from the normal three year period required before becoming eligible to apply for U.S. citizenship.¹⁶⁵

¹⁶² Department of National Defence, *Queen's Regulations and Orders for the Canadian Forces* (Ottawa: Department of National Defence, ADM (Fin CS)), Chapter 1, Art 6.01.

¹⁶³ Debbie Howard, Citizenship and Immigration Canada, conversation with author, 16 April 2004.

¹⁶⁴ Maj S.G. Sarty, SSO Selection, CFRG HQ, E-Mail to author, 14 April 2004. The Commander of CFRG may grant a waiver to the citizenship requirement for all occupations but aircrew. This waiver can only be granted if the CF has a need for a unique set of skills held by the potential applicant that cannot be filled by a Canadian citizen and where the national interest would not be prejudiced.

¹⁶⁵ Hattiangadi, *Recruiting Hispanics...*, 16-17. A total of 37,000 foreign citizens currently serve in the U.S. military - making them 2.6 percent of the active-duty force. About 4% of all recruitment of enlisted ranks are non-citizens. Green Card holders are not eligible for some occupations that require security clearances.

Regular Force versus Reserve Force - In the 2001 CF Self-Identification census, 1.8% of the Regular Force and 2.8% of the Reserve Force self-identified as being a visible minority for a CF total of 2.2%. The Reserve Force figure included representation for the Primary Reserve, the Cadet Instructor Cadre, the Supplementary Reserve and the Canadian Rangers. When only the Primary Reserve was looked at, the visible minority representation stood at 3.6% or double the representation in the Regular Force.¹⁶⁶ This trend towards service in the Primary Reserve is confirmed in the CF Recruiting Improvement Study in 2000 which indicated in a review of five years of applicant surveys, 61% of visible minority group members selected the Primary Reserve as their preferred military component compared to the Regular Force (33%).¹⁶⁷ A separate 1998 CF applicant survey indicated that almost 75% of the visible minority applicants had a preference for the Primary Reserve.¹⁶⁸

It is not difficult to deduce why visible minorities prefer employment in the Reserve Force. Employment in the Reserves means 'part-time' employment that allows them to pursue their aspirations to enhance their academic credentials and find occupations, that they perceive, eventually pay as much or more than what be offered in the Regular Force. Being in the Reserves, they can choose to remain in their communities and with their families and thus not be subject to the exigencies of service that require Regular Force members to move where the CF needs them and to spend long periods of time away on operations. Given that the representation of visible minorities and all other designated groups is higher in the Reserves, it is not surprising that a 1997 CF Diversity survey found a greater acceptance of diversity and equity in the Reserves than in the Regular Force.¹⁶⁹ Ultimately, the visible minority population will go to where it feels accepted and welcome.

¹⁶⁶ Department of National Defence, *Employment Equity Plan: Building Teamwork in a Diverse Canadian Forces - Schedules - Representation by Distinct Environmental Uniform* (Ottawa: DMGIEE, Department of National Defence, 30 September 2003), Schedule - Rep by DEU - Primary Reserves.

¹⁶⁷ Delta Partners, *Canadian Forces Recruiting Improvement Study*, 32.

¹⁶⁸ Ewins, "Canadian Forces Applicant Survey...", 11.

¹⁶⁹ J.W. Berry, "Canadian Forces Diversity Project: Reserve Baseline Survey" (Kingston: Cross Cultural/Multicultural Associates Inc. 1997), 1. The survey included criteria including multicultural ideology, tolerance and equity attitudes.

There is another aspect of CF recruiting policy that may influence visible minorities to choose the Reserve Force over the Regular Force. This is the policy of having the CFRCs responsible for attracting only those who want to join the Regular Force while the attractions for the Reserve Force is left to the Reserve Units. Based on a recruiting directive issued in 1989¹⁷⁰ and further modified in 1997¹⁷¹, the CFRCs are responsible for the processing of all applicants but the responsibility for attractions is divided. There are 10 CFRCs and 30 CFRC sub-detachments or stations for a total of 40 recruiting points for the Regular Force in Canada. In comparison, there are hundreds of Reserve units spread across the country. Toronto alone has 20 Reserve units. It is not hard to imagine who has the greater ability to attract visible minorities, especially in the large urban centres of Toronto, Vancouver and Montreal. Given the appeal of the Reserves to visible minorities, the CF needs to consider facilitating the process of component transfer for those visible minorities in the Reserves that may consider full time employment in the Regular Force.

PART 5 - CONSIDERATIONS TOWARDS A RECRUITING STRATEGY

There can be no doubt that a comprehensive and targeted recruiting strategy is required to address the issue of increasing visible minority representation in the CF. This strategy needs to be fuelled by the strategic imperative to increase visible minority representation for the sake of representing Canadian society, and getting at the widest possible applicant pool in the Canadian labour market as well as striving to get the best and brightest to join the CF. *Military Human Resource Strategy 2020* incorporates a recruitment strategy aimed at the near and midterm horizons. The strategy devotes one line to increasing representation of designated groups including visible minorities. It reads "*Focus on a diverse applicant pool*".¹⁷² Presumably the CF EE Plan addresses this

¹⁷⁰ Col C.G. Lewis, *Recruiting Directive 12/89 - Integrated Recruiting Operations* (Ottawa: 5675-260/0 (DRS), 16 August 1989).

¹⁷¹ LGen D.N. Kinsman, *NDHQ Instruction ADM (Per) 3/97 - Implementation - Total Force Recruiting MOU* (Ottawa: 5675-260/0 (DRET 6-2), 4 July 1997).

¹⁷² Department of National Defence, *Military HR Strategy 2020* (Ottawa: ADM (HR-Mil), Department of National Defence, 2002), 22.

direction along with a document titled "Recruiting Diversity Management Plan 2003/04 for EE Commitment".¹⁷³

Recruiting efforts towards recruiting visible minorities into the CF continue to be driven by a need to satisfy legislation dealing with employment equity and multiculturalism. Should this somewhat muted approach continue, the results will be very significant for the CF in the medium and long-term defence strategy planning horizons that reach out 15 and 30 years respectively. For example, even if the CF reaches an overall 9% visible minority recruiting target as set out in the CF EE Plan, at an annual intake of approximately 10,000 new personnel¹⁷⁴ and an overall total force level of approximately 111,000 personnel¹⁷⁵ - it would take over eight years to achieve the EE representation target of 9%. At a 2.2% intake rate¹⁷⁶ it would take over 34 years to reach 9% representation! As demonstrated earlier in this paper, by 2038 just the 17 to 24 year old portion of the Canadian population will be composed of almost 50% visible minorities!

The author therefore suggests that representation of designated groups, and especially visible minorities, needs to be separated out in CF human resource strategic planning as a recruiting strategy that stands on its own. Only with a focused, comprehensive and well-resourced strategy will any real progress be made. As demonstrated in Part 4 of this paper, there are considerable challenges that need to be addressed in such a strategy. The author finds that personnel working in NDHQ, in CFRG and the CFRCs are considering most of these challenges yet they are doing so without an overall framework in place.

¹⁷³ Lt(N) Michèle Tremblay, *Recruiting Diversity Management Plan 2003/04 for EE Commitment*, (Ottawa: SO Diversity/EE CFRG HQ, Department of National Defence, 23 October 2003)

¹⁷⁴ LCdr R.J. Read, CFRG HQ, conversation with author, 08 April 2004. The Fiscal Year 2004/2005 Strategic Intake Plan for CF recruiting is targeting about 4610 'new pay checks' for the Regular Force and 5670 'new pay checks' for the Reserve Force for a total of approximately 10,280 new personnel. The FY 03/04 figure was around 10,030 new personnel - a target that was 98% achieved.

¹⁷⁵ Department of National Defence, *Employment Equity Plan: Building Teamwork in a Diverse Canadian Forces - Representation by Distinct Environmental Uniform*, Schedule - Rep by DEU - Total Canadian Forces. Includes Regular Force, Primary Reserve, Cadre Instructor Cadre, active Supplementary Reserve and Canadian Rangers for a total of 110,910 personnel.

¹⁷⁶ Assuming that the recruiting rate matches the current overall visible minority representation in the CF.

Employment Choice Model

The Ethnic Employment Choice Model that is illustrated at Figure 1 below presents a framework that may well work as a basis upon which to build a visible minority recruiting strategy. This model is the work of Angela Febraro and Lieutenant (N) D.T. Reeves of the now defunct Canadian Forces Personnel Applied Research Unit. In 1990, they developed the model based on work of Balu, Gustad, Gessor, Parnes and Wilcock (1956)¹⁷⁷ which outlined a framework balancing individual employment considerations against employer expectations. Febraro and Reeves revised this framework to reflect influences on ethnic employment choices including "perceptions and attitudes of ethnic groups" towards military service and the CF as a potential employer. As well, they replaced employer expectations with CF "policies and practices", postulating that these comprised "the two main determinants" in the employment choice decision of an ethnic group member. Equally important they found were "the perceptions and attitudes of ethnic groups toward these policies and practices, because these perceptions, in part, determine whether or not ethnic group members consider military service to be a viable employment option."¹⁷⁸

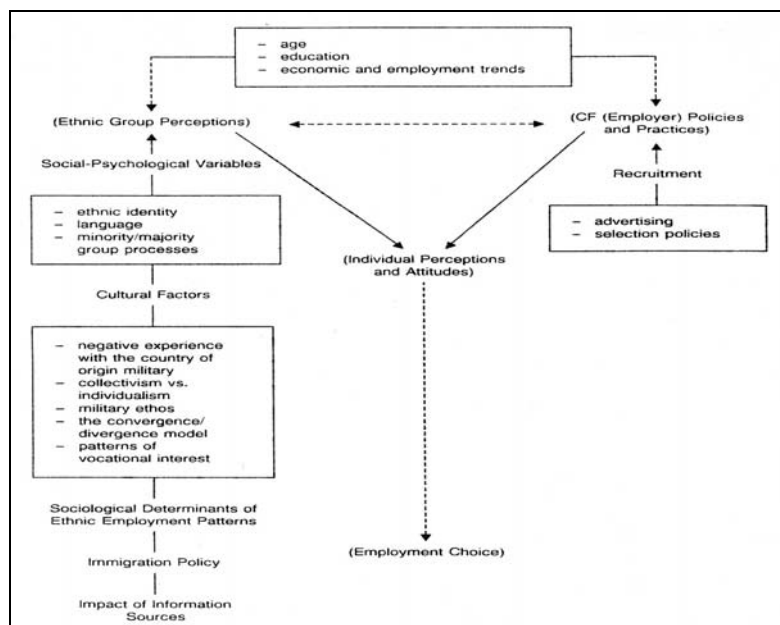


Figure 1 - Ethnic Employment Choice Model¹⁷⁹

¹⁷⁷ P. Blau, J.W. Gustad, R. Gessor, H.S. Parnes and R.C. Wilcock, "Occupational choice: A conceptual framework," *Individual and Labour Relations Review*, no 9 (1956): 533.

¹⁷⁸ Febraro, "A Literature Review of Ethnic Attitude Formation...", 19.

¹⁷⁹ *Ibid*, 22.

The issues of immigration, education, employment and skills orientation touched upon in Part 3 of this paper and the recruiting challenges outlined in Part 4 can all fit into the Ethnic Employment Choice Model. All the elements of the 'recruiting puzzle' fit into this model and thus it is proposed that it is used as a baseline for further study and as a framework of a comprehensive recruiting strategy that addresses all aspects of the model.

Recruiting

The author has touched upon recruiting considerations throughout Part 4 and thus it is not intended to repeat them here. There are, however, several other aspects that are worth mentioning. Achieving increased representation of visible minorities in the CF will take leadership from the highest levels in the CF. The Chief of Defence Staff is currently the 'champion' of the Defence Visible Minority Advisory Groups and their National Executive. In this role he needs to call upon ADM (HR-Mil) to develop and incorporate a specific visible minority recruiting strategy into the overall human resource strategy for 2025 and beyond; this being the *Military HR Strategy for 2025*.¹⁸⁰ Within this strategy the near, medium and long term planning horizons will require strategic goals and planning investments that are designed to recruit qualified members of visible minority groups into the CF.

An effective recruiting strategy requires specified goals and realistic objectives. More work is required in defining the future environment for the CF in terms of the changing Canadian demographic. More needs to be understood of the relative size and make-up of the Canadian visible minority populations 10, 20 and 30 years into the future. What will the CF population visible minority representation be if it continues on its present course of visible minority recruitment and what will be the size of the increasing gap with visible minority numbers present in the Canadian labour market? Based on this information, goals need to be defined to increase visible minorities in the CF and milestones need to be specified to attain these goals. The CF recruiting strategic intake plan (SIP), having a six-year planning horizon, might be an appropriate vehicle in which

¹⁸⁰ At the time of writing this document was not yet available to the author.

the goals and milestones are quantified in numerical targets. The SIP planning horizon would also need to be extended to map into the medium and long-term human resource planning horizons.

It should be noted that the author has been careful to speak in terms of 'goals' and 'targets'. Yet this paper would be incomplete if the topic of 'quotas' were not raised. Quotas are unpopular within the CF recruiting community because they bring perceptions of bias and a possible compromise of standards.¹⁸¹ Yet, quotas may well be necessary if the CF is going to take a serious stance in increasing visible minority representation to the point where it begins to match that in the Canadian society. Tracey Wait, in her work *Youth in Canada, Population Projection to 2026* uses demographic modelling data¹⁸² to illustrate the growing gap in visible minority representation between the CF and the Canadian population. Ms Wait shows three approaches of CF recruiting: the status quo; recruiting at a rate that reflects representation in Canadian society; and, at a rate that 'over-recruits' visible minorities for a period of 10 - 15 years before reverting to recruiting at a rate equal to representation in the Canadian population. Only the latter approach achieves its goal of equivalent representation by 2020.¹⁸³ Thus, the time for quotas may be at hand yet only after the questions posed in the previous paragraph are answered.

The best recruiting strategy will not work if the best people and sufficient resources do not support it. To be clear, DMGIEE, DVMAG, CFRG, the CFRCs, their stations and, the reserve un

either through one project team working with or within CFRG or through a much-improved communications and action framework over what currently exists.

The most effective recruiters in the visible minority communities are the visible minority members in the CF that come from these communities. They have credibility in that they wear the CF uniform and yet know the customs, culture and languages of their communities. Many of these CF members are Reservists that come and go on limited contracts for employment.¹⁸⁴ In Vancouver, Toronto and Montreal they make up portions of the staffs of the CFRCs and their stations.¹⁸⁵ These individuals need to be retained and supplemented by other CF visible minority members to the greatest degree possible. These are the individuals that need to get out into the visible minority communities and build contacts with the key influencers, media, cultural and educational institutions. The importance of this cannot be over-emphasized and thus, if the ability rests in the Reserves, the current policy that differentiates the responsibility for attractions between the Regular and Reserve Force must be consolidated to optimize the recruiting of visible minorities.

Advertising

A recruiting strategy that will significantly increase the visible minority population in the CF will likely not be inexpensive. The CFRG diversity budget in support of recruiting members of the designated groups including visible minorities is around 2.8 million dollars. Roughly half of that goes to the salaries of Reservists hired on contract. The remainder is allocated to travel expenses, training, attraction events and very limited advertising.¹⁸⁶ The bulk of the advertising budget is with the Director General Public Affairs (DGPA), which includes targeting of designated group members as part of its mandate. Unfortunately there is little expertise in DGPA as to tailoring

¹⁸⁴ Most Reservists are hired on Class B contracts that range from one year (usually a probationary period) to three years in length.

¹⁸⁵ Visiting the CFRC in Toronto, the author found that fully 35 of the 52 personnel employed at the CFRC were with the Reserve Force.

¹⁸⁶ Department of National Defence, *CFRG Budget Plan, FY 2004/2005* (Canadian Forces Base Borden: CFRG HQ, 2004).

advertising towards the specific cultural channels that will get through to the various visible minority groups in Canada. A review of the literature on advertising to visible minority groups indicates that the internet, television and newsprint are the three top vehicles in getting a message out on employment opportunities in the CF. The review also indicates that the message needs to be representative of the visible minority community being targeted and in the language and symbology that the community understands. Thus, half-measures with ads in print and television media targeted for the white Caucasian English and French speaking Canadian population, will not be effective with visible minorities.¹⁸⁷ An adequately resourced advertising budget needs to be set aside to effectively target the recruitment of visible minorities into the CF. Furthermore it needs to be in the hands of those who understand what is required and who are charged with the responsibility of achieving the strategic objectives and goals of the recruiting strategy.

Further research/collaboration

In building a recruiting strategy for visible minorities, it would be short-sighted not to build upon research, strategies, approaches and programs that may already be in existence either in Canada, in both private and public sectors, or in other countries. The challenges of Canadian police forces with respect to representation of visible minorities within their ranks and what they are doing to meet those challenges, is directly relevant to the CF. Programs designed to increase representation of other designated EE groups have direct relevance to the visible minority group. The Canadian Forces Aboriginal Entry Program (CFAEP) with its three-week Pre-Recruit Training Course (PRTC)¹⁸⁸

¹⁸⁷ Judy Waytiuk, "Discounter diversity: Wal-Mart marches well ahead of Zellers on the ethnic marketing front," *Marketing Magazine*, v.108 (19) (19 May 2003): n.p. This article does a comparison between the ethnic TV ad campaigns of the two discount chains. Wal-Mart produced TV ads using people of ethnic origin telling their own stories, in their own language and style, about their relationship with Wal-Mart. In comparison, Zellers simply dubbed their generic English ads into the various languages of the target ethnic market. Not surprisingly, Zellers lost market share in the ethnic communities while Wal-Mart made substantial gains.

¹⁸⁸ K. MacLaurin and K.D. Davis, "The Canadian Forces as a Career of Choice for Aboriginal Canadians: A Strategy for 2020" (Ottawa: DSHRC Research Note 04/02, Directorate of Strategic Human Resource Coordination, Department of National Defence, 2002), 11.

might be easily adapted to visible minority groups whose members want to determine what employment in the CF can offer them.

Canada is not the only country with a growing visible minority population. The United States (US) military leads the US private and public sector as an employer of visible minorities. African Americans are equitably represented in the military as they are in US society (13%) and Hispanics are quickly closing the gap between representation in society (13%) and in the military (11%).¹⁸⁹ Further afield, in New Zealand, Maori and Pacific Islander people represent over 22% of the personnel in the Defence Force (NZDF). The NZDF has made the determination that its future recruiting base consists of twice as many Maori and Pacific Islander youth as of those of European descent. In order to maintain its operational effectiveness, the NZDF is actively recruiting the Maori and Pacific Islander segment of the population.¹⁹⁰ In the Netherlands, ethnic minorities comprise over 8% of its armed forces personnel and over 10% of its high-ranking officers. This is approximately the same representation as in the Dutch population. Even so, the Dutch Ministry of Defence has recognized difficulties in the integration of these minorities into the military and the need to change the military culture to adapt to the changing demographic of its recruiting pool.¹⁹¹

In 1998, as part of its Strategic Defence Review (SDR), the British Government made the goal of increasing the participation of minority ethnic groups in the armed services an explicit feature of its policy.¹⁹² The British Armed Forces personnel strategy of 2003 has recognized that with an overall in-service representation of visible minorities at 2%, compared with 10% in the British population as a whole, that it is "not only morally and socially right that our Armed forces more closely reflect the society they

¹⁸⁹ Department of Defense, *Population Representation in the Military Services, Final Report, Fiscal Year 2001* (Washington, DC: US DoD, 2003), iv.

¹⁹⁰ Christine Silk, Rachele Boyle, Annie Bright, Merilyn Bassett, and Nicola Roach. *The Case for Cultural Diversity in Defence*. Report sponsored by Australian Defence Organization, October 2000, 28.

¹⁹¹ Karen Joachim and Dubravka Zarkov, "Changing the soldier or changing the military? The case of the Dutch armed forces," *Peace News* #2443, June to August 2001, available from <http://www.peacenews.info/issues/2443/Joachim.html>; Internet; accessed on 6 February 2004.

¹⁹² Ministry of Defence, *The Strategic Defence Review: Modern Forces for a Modern World* (London, United Kingdom: Cm 3999, Ministry of Defence UK, 1998), n.p.

serve - it will increasingly become a manning necessity that they do so." ¹⁹³ The North American Treaty Organization (NATO) has a working group on gender integration into the military. ¹⁹⁴ Given the importance of recruiting visible minorities to maintain future force structures and operational effectiveness, Canada might suggest creating a new NATO working group to deal with enhancing visible minority representation in the military.

PART 6 - CONCLUSION

The imperatives behind increasing visible minority representation in the CF can be termed as those in the interest of 'fairness and equity' and 'self-interest'. The CF has embraced the imperative of 'fairness and equity' in its human resource strategy and established an organization, plan and diversity budget to meet the intent of legislation supporting multiculturalism and employment equity. Despite these efforts, the CF remains well short its visible minority representation target of 9% and in fact, has made almost no progress in the last five years.

While the entire CF focus has been on increasing visible minority representation to meet a legislated target, little thought, borne out in action, has been given to the 'self-interest' imperative. This is **the real strategic imperative** due to the rapidly changing demographic in Canadian society. Visible minorities are the fastest growing segment of the Canadian population and will significantly alter the make-up of the Canadian labour force in the medium and long term planning horizons used in military human resource strategic planning. A large number of visible minorities will be higher educated than their counterparts in Canadian society and will, in many cases, have fields of study and skills that will be increasingly in demand in an environment where the ongoing rapid development in technologies and computer-based systems is the norm. The increasing gap in representation between visible minorities in the CF and that in Canadian society

¹⁹³ Ministry of Defence, *The Armed Forces Overarching Personnel Strategy* (London, United Kingdom: SP Pol, Ministry of Defence UK, 2002), 7.

¹⁹⁴ Brian McKee, Senior Defence Scientist, D Strat HR, conversation with author, 6 February 2004.

will progress to a point where the CF will marginalize itself, leading to a loss of public and political support.

There are a myriad of challenges that face the CF in the recruiting of visible minorities. Some challenges are based in cultural factors as well as socio-economic and demographic variables. Other challenges are generated through existing CF policies and practices. The complex, yet often interdependent, nature of these challenges dictates a more comprehensive and focused approach to bringing visible minorities into the CF. The *Ethnic Employment Choice Model* could be used as a framework for building an effective and targeted recruiting strategy. This particular strategy needs to be set apart as a separate strategic objective in the *Military HR Strategy for 2025*. Key elements of the recruiting strategy should include leadership, clearly defined goals, a dedicated organization, and the resources to effectively recruit from the visible minority population.

Further studies are required on the motivations and perceptions of visible minority groups that are predominant in Canadian society such as the Chinese, South Asians and Blacks. Collaborative efforts with other countries that face a similar situation may yield valuable information that could further improve upon the effectiveness of a recruiting strategy. This paper did not deal with the subject of retention and yet neglect of this most important aspect would quickly undo the most effective of recruiting strategies. Thus, further study and effort on the subject of retention of visible minorities in the CF; is highly recommended.

Ultimately members of visible minorities will come into the CF if they perceive that they are being recruited because they are the best and brightest. They will come into the CF when they believe that they have a chance to succeed in an organization that sees them for what they bring and not for what they look like. The CF will have to do everything that it can to make this happen. If not, the CF risks a serious deleterious impact on its future force structure, operational effectiveness and credibility with the Canadian public.

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