Comparative Analysis of Canadian and American Approaches to Military Diversity

A Monograph

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It is critical that the military within a democracy embodies the same values, beliefs, and cultures that it represents. It is equally important that its membership reflects the diversity found within the Canadian population to legitimize its activities. This monograph examines why the Canadian Armed Forces has consistently failed to meet its diversity recruitment targets over the last fifteen years. An analysis centering on a comparison of the Canadian and US approaches to this problem was performed focusing on three different aspects: Canadian and American diversity strategies; changes to diversity laws and policies over time; and changes to recruitment and retention policies. This monograph suggests that the diversity representation statistics of both countries are comparable, except for visible minority representation which is significantly higher in the United States for reasons discussed within this paper. This analysis also reveals that Canada's ten-year goal for the representation rates of diversity groups will prove challenging to achieve with existing Canadian recruitment and retention policies.

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Abstract

Comparative Analysis of Canadian and American Approaches to Military Diversity, by MAJ
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It is critical that the military within a democracy embodies the same values, beliefs, and cultures
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States for reasons discussed within this paper. This analysis also reveals that Canada's ten-year
goal for the representation rates of diversity groups will prove challenging to achieve with
existing Canadian recruitment and retention policies.

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Acronyms

CAF	Canadian Armed Forces
CCRF	Canadian Charter of Rights and Freedoms
CDS	Chief of Defence Staff
CFAO	Canadian Forces Administrative Order
CFEER	Canadian Forces Employment Equity Regulation
CFLRS	Canadian Forces Leadership and Recruit School
CF Mil Pers Instr	Canadian Forces Military Personnel Instruction
CHRA	Canadian Human Rights Act
DACOWITS	Defense Advisory Committee on Women in the Services
DAOD	Defence Administrative Order and Directive
DDWG	Defense Diversity Working Group
DMDC	Defense Manpower Data Center
DND	Department of National Defence
DODD	Department of Defense Directive
EE	Employment Equity
EEA	Employment Equity Act
ERA	External Review Authority
GBA+	Gender-Based Analysis Plus
LGBTQ	Lesbian, Gay, Bisexual, Transgender, Queer
LMA	Labor Market Availability
MLDC	Military Leadership Diversity Commission
MWG	Military Working Group
OAG	Office of the Auditor General
ODMEO	Office of Diversity Management and Equal Opportunity
OPI	Office of Primary Interest

PCO	Privy Council Office
ROTC	Reserve Officer Training Corps
SME	Subject Matter Expert
US	United States
WSC	Women's Service Corps

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Introduction

I wish I could say that racism and prejudice were only distant memories. We must dissent from the indifference. We must dissent from the apathy. We must dissent from the fear, the hatred and the mistrust... We must dissent because America can do better, because America has no choice but to do better.

Some years ago I said in an opinion that if this country is a melting pot, then either the Afro-Americans didn't get in the pot or he didn't get melted down.

A goal that is the basis of true democracy above the law: A child born to a Black mother in a state like Mississippi--born to the dumbest, poorest, sharecropper--by merely drawing its first breath in the democracy has exactly the same rights as a white baby born to the wealthiest person in the United States. It's not true, but I challenge anyone to say it is not a goal worth working for.

Thurgood Marshall, US Supreme Court Justice, July 4, 1992.

Background

For more than 500 years, in efforts to civilize the population, various Canadian governments have tried to make the people conform to the norms of the time. The government forcibly assimilated, incarcerated, expelled or executed those who refused. Since their arrival on Canadian soil, European settlers tried to change and control the religion, language, and culture of the native population already inhabiting the land. European settlers questioned whether the natives were even human; consequently, government officials often ignored the mistreatment and murder of the natives.[1]

Herodotus, a Greek historian of the fifth century BC, was the first to record visible differences between people. Traveling the known world, he assigned each race a set of characteristics presumed true of everyone in the group. Plato and Aristotle, both Greek philosophers, expanded upon Herodotus' ideas, they ranked different groups and placed themselves at the top, just under the gods. Fifteenth and sixteenth-century European explorers brought these ideas on diversity, well known in the Old World, to impose on the New World.[2]

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[1] Richard J. F. Day, *Multiculturalism and the History of Canadian Diversity* (Toronto: University of Toronto Press, 2002), 93.

[2] Ibid., 70.

The French displaced the natives when they arrived in the New World because of different languages, religions, and culture. The French subdued the natives and took their lands, causing the natives to become dependent upon them. The arrival of the British in the New World continued the deterioration of diversity in Canada; the British suppressed the natives and the French. While the British recognized the French as people, they viewed them as inferior because of a different language, religion, and culture. The British tolerated the French as long as they conformed to the British way of life.[3]

By the 1800s, the same problems that pervaded the Old World were now flooding the New World—history was repeating itself. As Richard J. F. Day put it,

> The British failure to solve the problem of Canadian diversity ensured that the discourse itself would live on, as an adaptive, self-reproducing, public problem-solution set, to Conquer new regions of space, time, and individual group identity. For, just as the French were brought inside and put under tutelage, so were the Indians, and so, with the passage of time, would be all who allowed themselves to be called Canadians.[4]

Canadian Confederation occurred in 1867, and despite its role in developing Canada's *Immigration Act of 1869*, barriers to equality remained based on race, desirability, and integration. The early 1900s saw a large influx of agricultural immigrants to the prairie provinces. At that time, the Canadian government preferred immigrants from the United States, Britain, and Northern Europe, and discouraged the immigration of black Americans on the grounds of their incompatibility with the Canadian climate.[5] The Canadian government passed an updated *Immigration Act of 1906* which restricted immigrant eligibility and required deportation in the case of insanity, infirmity, disease, and handicap, without any legal recourse.[6]

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[3] Day, *Multiculturalism and the History of Canadian Diversity*, 89.

[4] Ibid., 113-114.

[5] Canadian Council for Refugees, "A Hundred Years of Immigration to Canada 1900 - 1999," Canadian Council for Refugees, accessed October 01, 2017, http://ccrweb.ca/en/hundred-years-immigration-canada-1900-1999.

[6] Lindsay Van Dyk, "Canadian Museum of Immigration at Pier 21," Canadian Immigration Acts and Legislation, accessed October 01, 2017, http://www.pier21.ca/research/immigration-history/canadian-immigration-acts-and-legislation.

Despite the restrictions imposed at the time, immigrants continued to flock to Canada. Canada's demographic composition has further increased in diversity since Canadian Confederation. Every decade since the 1940s has seen a continual increase in immigration, which continues to enhance the fabric of Canadian diversity. Statistics Canada reports that in every decade since 1950, Canada's growth rate resulting from natural increases (births minus deaths) has decreased, while the growth rate resulting from migration (immigration minus emigration) has increased to the extent that Canada's population has slowly continued to increase.[7] Statistics Canada predicts that by 2036 the proportion of immigrants from European countries will decrease to between 15.4% and 17.8% while the proportion of immigrants from Asian countries will increase to between 55.7% and 57.9% and as a result, Canada will become even more diverse.[8]

Morris Janowitz, an American sociologist who specialized in the military's role in society, encouraged social consciousness among leaders, to recognize the local and global world and increase their understanding of societal needs. He described the adaptive military, which achieved greater ideological unity with society. Instead of serving merely as a traditional war-fighting machine, the adaptive military's scope broadened to include aid in conflict resolution. This new role needed "the development of additional specialized skills, not the least of which were the political and diplomatic skills of negotiation and interaction with multinational, multicultural, non-military parties."[9] Military purists rejected this idea and found distressing the social changes taking place during the 1960s and 1970s, which they referred to as the

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[7] Statistics Canada, "Population Growth: Migratory Increase Overtakes Natural Increase," Government of Canada, March 03, 2017, accessed September 30, 2017, http://www.statcan.gc.ca/pub/11-630-x/11-630-x2014001-eng.htm.

[8] Statistics Canada, "Study: A Look at Immigration, Ethnocultural Diversity and Languages in Canada up to 2036, 2011 to 2036," Government of Canada, February 01, 2017, accessed October 01, 2017, http://www.statcan.gc.ca/daily-quotidien/170125/dq170125b-eng.htm.

[9] Franklin C. Pinch, "Diversity: Conditions for an Adaptive, Inclusive Military," in Franklin C. Pinch, Allister T. Macintyre, Phyllis Browne, and Alan C. Okros, eds. 2006. *Challenge and Change in the Military: Gender and Diversity Issues* (Winnipeg: Canadian Forces Leadership Institute, Canadian Defence Academy, 2004), 174.

civilianization of the military in Canada and the United States. Janowitz argued that society should embrace change to ensure continuous civil-military integration.[10]

Samuel Huntington, in his book *The Soldier and the State,* examined the relationship between the military and society, focusing on the concept of civilian control. He described two distinct kinds of civilian control. The first, subjective civilian control, aims to maximize civilian power and "achieves its end by civilianizing the military, making them the mirror of the state."[11] This would result in the loss of autonomy for the military and the denial of any values that differ from society.[12] The second, objective civilian control, aims to maximize military professionalism and "achieves its end by militarizing the military, making them the tool of the state."[13] Huntington argued that objective civilian control involves the distribution of political power between military and civilian groups, increasing the emergence of professional attitudes and behavior amongst the military. This results in the recognition of an autonomous set of military values, independent from those of society.[14] However, the autonomy afforded to the military by objective civilian control often results in militaries failing to understand or proactively incorporate societal trends until recruitment crises or legal decisions force them to do so.[15]

David Segal, an American military sociologist, noted a tendency for military leaders to resist social change, including the integration of women and minority groups, on the basis that it would reduce operational readiness and unit cohesion. Such leaders often view deliberate efforts to increase diversity as a challenge to long-established norms, values, and beliefs. This pervasive tendency in Western militaries stems from research conducted during World War II that claimed

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[10] Pinch, "Diversity: Conditions for an Adaptive, Inclusive Military," 174-175.

[11] Samuel P. Huntington, *The Soldier and the State: The Theory and Politics of Civil-Military Relations* (Cambridge: The Belknap Press of Harvard University Press, 1972), 83.

[12] Ibid., 80-81.

[13] Ibid., 83.

[14] Ibid., 83-85.

[15] Pinch, "Diversity: Conditions for an Adaptive, Inclusive Military," 172.

to demonstrate the importance of social cohesion based on homogeneity for the military, even though the research did not prove that such homogeneity improved military performance.[16]

According to Franklin C. Pinch, Canadian Army leaders "are still captives of older ideas about how the military should deal with differences in ethno-cultural and social groups that reside in society, including women and aboriginal people."[17] Gwyn Harries-Jenkins, a Welsh philosopher, identified specific policies that contributed to a lack of gender diversity in Western militaries: policies of total exclusion, partial exclusion, partial inclusion, and total inclusion—all of which only affected women.[18] Canada removed the last barrier to complete inclusion of women in military occupations in 2001 when it permitted women to serve aboard submarines in accordance with a human rights tribunal decision.[19] All military occupations did not open to women in the US military until 2016.[20] Yet, despite this progress, males still hold a disproportionate amount of senior leadership positions in the Canadian military. Women are poorly represented as a result of what Pinch describes as "internal selection and development systems" that one can see in recruitment and retention statistics.[21]

A common feature of the military profession is the distinct organizational culture predominating its norms, values, and beliefs developed over time. The shared core values and beliefs found in the military ethos create a climate of trust, which results in cohesive units that

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[16] David R. Segal, "Current Developments and Trends in Social Research on the Military," in Giuseppe Caforio, ed., *Social Sciences and the Military: An Interdisciplinary Overview* (New York: Routledge, 2007), 57.

[17] Pinch, "Diversity: Conditions for an Adaptive, Inclusive Military," 171.

[18] Gwyn Harries-Jenkins, "Institution to Occupation to Diversity: Gender in the Military Today," in Franklin C. Pinch, Allister T. Macintyre, Phyllis Browne, and Alan C. Okros, eds. 2006. Challenge and Change in the Military: Gender and Diversity Issues (Winnipeg: Canadian Forces Leadership Institute, Canadian Defence Academy, 2004), 32.

[19] Jungwee Park, "A Profile of the Canadian Forces," Perspectives on Labour and Income: A Profile of the Canadian Forces, accessed September 30, 2017, http://www.statcan.gc.ca/pub/75-001-x/2008107/article/10657-eng.htm.

[20] Cheryl Pellerin, "Carter Opens All Military Occupations, Positions to Women," US Department of Defense, December 03, 2015, accessed September 30, 2017, https://www.defense.gov/News/Article/Article/632536/carter-opens-all-military-occupations-positions-to-women/.

[21] Pinch, "Diversity: Conditions for an Adaptive, Inclusive Military," 191.

accept unlimited liability in the service of their country and each other.[22] An intended result of this unit cohesion is that a soldier reacts selflessly and without hesitation. As historian John Keegan put it, "Soldiers, when committed to a task, can't compromise. It's unrelenting devotion to the standards of duty and courage, absolute loyalty to others, not letting the task go until it's been done."[23] An unintended result is the development of norms, values, and beliefs that are specific to subgroups and may lead those so indoctrinated to ostracize anyone who is different.[24]

In his 1981 paper entitled "Institution Versus Occupation: Contrasting Models of Military Organization," comparing military trends to societal trends, Charles Moskos wrote that the US military was moving from an institutional model to an occupational model. The two models consist of a series of variables (legitimacy, role commitments, compensation, residence, legal jurisdiction, spouse, societal regard, and reference groups). The variables associated with the institutional model reflect a values-based vocation, focused not on compensation, but on the soldier's awareness of a primary commitment to the organization and self-sacrifice as the source of esteem. In the occupational model, the variables revolve around economics and reward, the soldier has a partial commitment to the organization, and prestige is based on how much money they make.[25]

Harries-Jenkins argued that the new diversity model replaced the older models, including the institutional model and the variables composing it. The diversity model argues that in a society with an all-volunteer military, where diversity and fair representation are expected, that the acceptance of diversity is as important as combat effectiveness.[26] The challenge with the

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[22] Chief of Defence Staff, *Duty With Honour: The Profession of Arms in Canada* (Kingston, Ontario: Canadian Defence Academy, Canadian Forces Leadership Institute, 2003), 9.

[23] QuoteHD, "John Keegan Quotes," QuoteHD, accessed November 02, 2017, http://www.quotehd.com/Quotes/john-keegan-historian-quote-soldiers-when-committed-to-a-task-cant-compromise.

[24] Pinch, "Diversity: Conditions for an Adaptive, Inclusive Military," 4.

[25] Charles C. Moskos, *Institution Versus Occupation: Contrasting Models of Military Organization* (Evanston, IL: Northwestern University, Dept. of Sociology, 1981).

[26] Harries-Jenkins, "Institution to Occupation to Diversity: Gender in the Military Today," 47.

diversity model is that it opposes Karen Dunivin's "combat masculine warrior paradigm," which

is the framework through which many Western militaries see themselves, promoting exclusion

and homogeneity.[27] Consequently, proponents of the diversity model struggle to find an effective

approach to change the mindset and modus operandi of many Western militaries.

As the Canadian Armed Forces (CAF) grapples with the diversity model and tries to

make its military more inclusive and heterogeneous, it also faces the challenge of recruitment

amongst the diverse population of Canada. Despite trying to increase the diversity in its ranks, the

CAF has failed to meet its diversity recruitment targets over the last fifteen years. This

monograph seeks to determine why by comparing the efforts of Canada and the United States to

increase diversity in their respective militaries.

Canada's Diversity Strategy best describes the significance of this issue:

> As a critical public institution, the CAF must strive to represent the mosaic of people, history, and traditions that make up Canada. The Profession of Arms within a democracy must embody the same values, beliefs, and cultures that it strives to defend. Only through the integration of members that reflect the diversity found within the Canadian population will the citizenry accept the CAF as a legitimate defence institution.[28]

In both 2002 and 2016, the Auditor General of Canada reported that the CAF failed to meet its

diversity recruitment targets. The recently released CAF Defence Policy gives direction to reach

diversity recruitment targets.[29] Statistics Canada predicts that by the year 2030, Canada's

population growth will be entirely dependent on immigration. Thus, the CAF recruitment system

must reach its diversity recruitment targets or face the prospect of retirements and releases far

outweighing replacement intake.[30]

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[27] K.O. Dunivin, "Military Culture: A Paradigm Shift" (Research Paper, Maxwell Air Force Base, 1996).

[28] Canada, Department of National Defence, *Canadian Armed Forces Diversity Strategy* (Ottawa: Government of Canada, January 10, 2017).

[29] Canada, Department of National Defence, Canada's Defence Policy (Ottawa: Government of Canada, 2017).

[30] Statistics Canada, "Population Growth in Canada," Canadian Demographics at a Glance: Population Growth in Canada, accessed August 03, 2017, http://www.statcan.gc.ca/pub/91-003-x/2007001/4129907-eng.htm.

The CAF has failed to meet diversity recruitment targets because of a focus on compliance with the Employment Equity Act, rather than trying to determine why its recruiters cannot attract employment equity groups. The current military culture and the challenges associated with changing that culture also contribute to the CAFs' inability to meet diversity recruitment targets.

Methodology

To determine why the CAF has failed to meet diversity recruitment targets, the following analysis employs a methodology that compares the Canadian and US approaches to this problem. The analysis examines three different aspects: Canadian and American diversity strategies, changes to diversity laws and policies over time, and changes to recruitment and retention policies. By comparing the three different aspects, the analysis reveals differences and similarities between the respective approaches, enabling identification of factors that provide advantages to one country, which its neighbor can apply to improve military diversity in the future.

Comparison of Current Canadian and American Diversity Strategies

Both the Canadian and US militaries recognize the importance of building and sustaining diverse militaries. Both countries understand the importance of having demographic compositions in the military that reflect the societies they serve. The US National Military Strategy notes that "An all-volunteer force <u>must represent the country it defends</u>. We will strengthen our commitment to the values of diversity and inclusivity, and continue to treat each other with dignity and respect. We benefit immensely from the different perspectives and linguistic and cultural skills of all Americans."[31] Likewise, the CAF Diversity Strategy maintains "As a critical public institution, the CAF must strive to represent the mosaic of people, history, and traditions that make up Canada. The Profession of Arms within a democracy must embody the same values,

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[31] US Department of Defense, *Diversity and Inclusion Strategic Plan 2012-17* (Washington: Department of Defense, 2012), 4.

beliefs, and cultures that it strives to defend. Only through the integration of members that reflect the diversity found within the Canadian population will the citizenry accept the CAF as a legitimate defence institution."[32] Thus, both countries have developed strategies that they feel will enable them to capitalize on their nation's diverse talent pools. While there is a comparable underrepresentation of women and aboriginals for both the Canadian and US militaries when compared to the general population, there is a clear underrepresentation of visible minorities in the Canadian military and a distinct overrepresentation of visible minorities in the US military (see Table 1). Unlike the US military, the CAF must set long-term employment equity representation goals in accordance with the Employment Equity Act. The current 10-year goals are representation rates of 25.1 percent for women, 11.8 percent for visible minorities, and 3.5 percent for aboriginals.[33]

Robbins & Coulter describe organizational culture as "the shared values, beliefs, or perceptions held by employees within an organization or organizational unit."[34] These shared values and beliefs influence the attitudes and behaviors of employees. This is most notable in military subcultures where personnel from different services may "harbor unspoken prejudices against one another"[35] and the resulting attitudes and behaviors may negatively impact operational effectiveness. In his book, *Understanding Military Culture: A Canadian Perspective*, Alan D. English examined military culture from a theoretical and practical point of view. He asserted that while changing an organization's culture is possible, it proves challenging because culture is deeply embedded in our subconscious and the associated "behavioral norms are well

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[32] Canada, *Canadian Armed Forces Diversity Strategy*, 3.

[33] Canada, *Employment Equity Report 2015-16*, 5.

[34] Stephen P. Robbins and Mary Coulter, *Management: International Edition* (Upper Saddle River, NJ: Prentice Hall, 2005), 8.

[35] Karen Korabik, *Leadership and Diversity in the Canadian Forces: A Conceptual Model and Research Agenda* (Ft. Belvoir: Defense Technical Information Center, 2006), 15.

Table 1. Diversity Representation in Canada and the United States

	Women	Visible Minorities	Aboriginals
Canadian Military[36]	14.9%	8.0%	2.6%
Canadian Population	50.4%[37]	22.0%[38]	3.8%[39]
United States Military[40]	16.8%	29.3%	1.1%
United States Population[41]	50.8%	21.8%	1.3%

Source: 2015-16 CAF EE Report, 2015 US DOD Demographics Report, Statistics Canada, US Census Bureau.

learned; therefore, members must unlearn the old norms before they learn new ones."[42] To

change the values, beliefs and perceptions of the people that compose an organization, it must

first change their behaviors, while enabling cultural communication in which people do not just

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[36] Canada, Department of National Defence, *Employment Equity Report 2015-16* (Ottawa: Government of Canada, 2016), 5. In Canada, the legislated definition of "visible minority" does not include women, as they are included as a separate category. Therefore, for comparable statistics between the Canadian and United State Militaries, the percentage of visible minorities (originally 7.0%) in Canada was increased by 14.9% to account for women resulting in an approximately 8.0% visible minority representation, both male and female.

[37] Statistics Canada, "Table 1 Total Population, Canada, 1921 to 2061," Government of Canada, November 30, 2015, accessed October 19, 2017, https://www.statcan.gc.ca/pub/89-503-x/2010001/article/11475/tbl/tbl001-eng.htm. The percentage of women in Canada was taken from Table 1, where it was 50.4% from 2006 and estimated to remain at 50.4% until 2026.

[38] Statistics Canada, "Table 2 Visible Minority Population and Top Three Visible Minority Groups, Selected Census Metropolitan Areas, Canada, 2011," Government of Canada, April 13, 2016, accessed October 19, 2017, http://www12.statcan.gc.ca/nhs-enm/2011/as-sa/99-010-x/2011001/tbl/tbl2-eng.cfm. As 2016 data from the National Household Survey was not yet published, the difference in percentages (2.9%) of visible minorities in Canada in 2006 (16.2%) and 2011 (19.1%) was compared. As immigration policies were similar during those time periods, the increase of 2.9% between 2006 and 2011 was added to the 2011 percentage resulting in a 22.0% visible minority representation in Canada in 2015.

[39] Statistics Canada, "2006 Highlight Tables," Aboriginal Peoples - Data Table, Government of Canada, January 15, 2008, accessed October 19, 2017, http://www12.statcan.ca/census-recensement/2006/dp-pd/hlt/97-558/pages/page.cfm?Lang=E&Geo=PR&Code=01&Table=1&Data=Count&Sex=1&Age=1&StartRec=1&Sort=2&Display=Page.

[40] US Department of Defense, *2015 Demographics. Profile of the Military Community* (Washington: Department of Defense, 2015), 7. In the Canadian demographic numbers individuals are only counted under a single group, therefore a woman who was also a visible minority would be counted as a "woman" and not a "visible minority". Because the US counts individuals as both women and visible minorities, to determine the US "visible minority" value the total percentage of visible minorities was multiplied by the percentage of men in the US military to provide a percentage that was more comparable to how the Canadian percentage was determined. Between 2000 and 2015, the representation of women increased from 15.4% to 16.8% in the US military.

[41] US Census Bureau, "QuickFacts," US Department of Commerce, accessed October 19, 2017, https://www.census.gov/quickfacts/fact/table/US/PST045216.

[42] Allan D. English, *Understanding Military Culture: a Canadian Perspective* (Montreal: McGill-Queens University Press, 2014), 23.

talk about new values, but live them. The recruiting and selection process offers an opportunity to change an organization's culture through the development of selection strategies that target individuals who are reflective of the desired cultural end state, while encouraging those who refuse to change to leave.[43] Alan Murray, in *The Wall Street Journal Guide to Management*, highlighted the disparity between changing organizational policy and changing organizational culture. He emphasized that while management has the authority to change an organization's policies with the stroke of a pen the true challenge lies in winning the hearts and minds of the people one works with, which is a more lengthy, complicated process.[44]

The CAF Diversity Strategy

The CAF released their *Diversity Strategy* in 2016 to compliment the *CAF Employment Equity Plan 2015-2020*. The purpose of the *Diversity Strategy* is to enable the CAF to attract and retain personnel with a wide range of experience, skills, and viewpoints. Increased diversity leads to improved CAF operational success, both domestically and overseas. The responsibility and expectation for overseeing the implementation and monitoring of the *Diversity Strategy* resides with senior leaders who set the standard for the diversity climate within their units.[45]

The foundation of the *Diversity Strategy* is a series of goals with nested objectives. The four goals are: understanding diversity culture, inculcating a culture of diversity, modernizing policies to support diversity, and generating a CAF that reflects Canada's diversity. The first goal, understanding diversity culture, seeks to expand the CAF's understanding and knowledge of diversity, organizational culture, and demographic trends by identifying emerging trends, best practices, and lessons learned. Cultural competence is viewed as critical to the *Diversity Strategy*

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[43] English, *Understanding Military Culture: a Canadian Perspective*, 23.

[44] Alan Murray, "How to Change Your Organizations Culture," *The Wall Street Journal*, accessed October 19, 2017, http://guides.wsj.com/management/innovation/how-to-change-your-organizations-culture.

[45] Canada, *Canadian Armed Forces Diversity Strategy*, 14.

at both the individual and organizational levels.[46] Meyer, Writer, and Brim have posited that "Military families, with their own unique military cultural identity, have been identified as a population with increased risks associated with deployment" and that "limited outcomes in the treatment of posttraumatic stress disorder and depression in the military may be related to limited familiarity with the military."[47] This is indicative of a more problematic trend, whereby there appears to be a low military cultural competence not only in the military but also amongst professionals in society. If the CAF does not understand itself, and civilian professionals have limited familiarity with the CAF, one wonders how everyday civilians can hope to understand the military culture.

The next goal of inculcating a culture of diversity centers around cultural awareness education. A key part of this education is the promulgation of the CAF *Code of Values and Ethics* to audiences at Recruitment Centers and Recruit Schools early in their military careers. Over time, this should change the military's culture to demonstrates to Canadian society that the CAF truly values and embraces diversity.[48] Equally important is understanding the culture of diversity groups within the CAF. In *Cultural Awareness in the Military*, Albro and Ivey identify one of the challenges to increasing cultural awareness as the military's tendency to have "culture generalist experts," subject matter experts (SMEs) who do not recognize the "important disciplinary differences and regional specializations" that exist in different cultures.[49] The result is cultural education that institutionalizes a generic cultural knowledge of an increasing proportion of Canada's military.

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[46] Canada, *Canadian Armed Forces Diversity Strategy*, 7.

[47] E. G. Meyer, B. W. Writer, and W. Brim, "The Importance of Military Cultural Competence," Current Psychiatry Reports., March 2016, accessed October 19, 2017, https://www.ncbi.nlm.nih.gov/pubmed/26830884.

[48] Canada, *Canadian Armed Forces Diversity Strategy*, 8.

[49] Robert Albro and Bill J. Ivey, *Cultural Awareness in the Military: Developments and Implications for Future Humanitarian Cooperation* (Houndmills, Basingstoke, Hampshire: Palgrave Macmillan, 2014), 10.

The third goal of modernizing policies to support diversity seeks to incorporate employment equity and diversity values in policies, programs and services relating to career progression, health care, spirituality, and family support.[50] This concept builds on R. L. Hills' 1998 paper "The Military in a Changing Society: The Impact of Demographics on the Canadian Forces." In his paper he argued that for the CAF to become more responsive and reflective of diversity in Canada, a comprehensive strategy is required. This strategy involves changes to recruiting and personnel policies, increased education to include harassment training and on-the-job experiences, conduct of public education with minority community leaders, and a military review of existing policies to ensure they were not culturally biased.[51] The Government of Canada ensures standardization and consideration to diversity through the application of Gender-Based Analysis Plus (GBA+), "an analytical tool used to assess the potential impacts of policies, programs, services, legislation and other initiatives on diverse groups of women, men and gender diverse people."[52]

The last goal of generating a CAF that reflects Canada's diversity re-emphasizes the importance of the CAF representing the population it serves. As Dr. Alan Okros, an expert on diversity in the Canadian military noted, "This idea that people with different views, different experiences, different skill sets are going to make the military stronger has been kind of coalescing and coming together for about a year and a half. This isn't a luxury, this isn't social engineering, this isn't political maneuvering or political correctness. This is now an operational requirement."[53] Within this goal is the nested objective of improving the attraction and

[50] Canada, *Canadian Armed Forces Diversity Strategy*, 10.

[51] R.L. Hills, "The Military in a Changing Society: The Impact of Demographics on the Canadian Forces," Canadian Forces College (Toronto, Canada: 1998).

[52] Status of Women Canada, Communications and Public Affairs Directorate, "What is GBA?" Government of Canada, May 25, 2017, accessed October 19, 2017, http://www.swc-cfc.gc.ca/gba-acs/index-en.html.

[53] Canadian Press, "Our Population Doesn't Look Like All White Guys: Canada's Military Tries to Rebrand as Ultra-Inclusive," *National Post*, June 25, 2017, accessed November 02, 2017, http://nationalpost.com/news/canada/with-wider-search-for-soldiers-canadas-military-broadens-horizons.

recruitment of Canadians, that is intended to directly influence recruiting policy as it relates to increasing diversity in the CAF. The aim is to ensure the responsiveness of the recruiting system to the changing demographics of Canadian society. The long-term employment equity representation goals identified here are developed in conjunction with the CAF Recruiting Strategy to ensure that the CAF reflects Canada's diversity.[54]

Diversity and inclusion programs in organizations have become more visible in recent years. They are important because they reflect the "types of ideas, thoughts, innovation, work, and engagement that occur within particular industries and workforces."[55] Organizational leaders need to fully invest in diversity and inclusion programs to be successful. Valerie Martinelli, founder of Innovate 50/50, a gender equality initiative based on mentorship for women and advocacy for equal rights, finds that human resource management plays a significant role in diversity and inclusion efforts. Human resource management supports any challenges to recruitment, improves employee satisfaction and retention, provides better client service, increases community engagement, fosters innovation and problem-solving skills, and better promotes organizational values.[56] Canada implements the *Diversity Strategy* through the *CAF Diversity Strategy Action Plan* that contains the detailed activities of each goal and nested objectives, outputs, performance measurements, tasks, resources, and required office of primary interest (OPI). Annual monitoring of the *Action Plan* ensures complete integration of diversity and the encouragement of innovation and development of diversity initiatives. A performance measurement framework used for reporting purposes assesses the efficiency of the *Action Plan* implementation.[57]

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[54] Canada, *Canadian Armed Forces Diversity Strategy*, 12.

[55] Valerie Martinelli, "Diversity in the Workplace: Challenges, Advantages & Value," *Careers in Government*, July 09, 2016, accessed November 02, 2017, https://www.careersingovernment.com/tools/gov-talk/about-gov/education/diversity-workplace-challenges-advantages-value/.

[56] Ibid.

[57] Canada, *Canadian Armed Forces Diversity Strategy*, 7.

The American Diversity Strategy

President Barrack Obama issued Executive Order 13583 "Establishing a Coordinated Government-wide Initiative to Promote Diversity and Inclusion in the Federal Workforce" that directed executive departments to update their human resource strategies to reflect a more all-inclusive, integrated, and deliberate focus on diversity and inclusion. This resulted in the development of the *US Department of Defense Diversity and Inclusion Plan 2012-2017.* The purpose of the *Defense Diversity and Inclusion Plan* was to provide direction, foster leadership commitment, and create a framework for the Department of Defense (DOD) to approach diversity and inclusion activities in a coordinated manner with quantifiable metrics to measure progress. The *Defense Diversity and Inclusion Plan* assigned responsibility for implementation and monitoring to the Secretary of Defense. The plan required the commitment of leadership from all services and DOD agencies working together to succeed.[58]

The *Defense Diversity and Inclusion Plan* is based on three goals and a series of nested objectives with corresponding strategic actions and associated initiatives. The three goals are: ensuring leadership commitment to an accountable and sustained diversity effort; employing an aligned strategic outreach effort; and development, mentoring, and retention of top talent from across the total force. The first goal of ensuring leadership commitment to an accountable and sustained diversity effort is meant to provide DOD ownership at all levels for the plan by defining diversity program priorities, establishing progress-monitoring capabilities, and implementing an objective assessment process for progress on initiatives.[59] Claire McCarty Killian of the American Psychological Association observed that even as promising as the election of Barack Obama and the nomination of Sonia Sotomayor to the Supreme Court were, that there were still

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[58] US Department of Defense, *Diversity and Inclusion Strategic Plan 2012-17*, 14.

[59] US Department of Defense, *Diversity and Inclusion Strategic Plan 2012-17*, 5.

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barriers to the advancement of minority leaders. While diversity in the lower ranks of organizations has improved, it has not translated over time into equal representation at the top.[60]

The second goal of employing an aligned strategic outreach effort is the identification and recruitment of diversity groups. Its nested objectives and strategic actions focus on ensuring recruitment practices effectively reach all segments of society, the synchronization of outreach and recruiting activities, the establishment of strategic relationships with stakeholders at colleges and universities, and continual assessment of implementation policies that support strategic diversity outreach and recruitment practices.[61] To support this goal, RAND Corporation has conducted a number of studies that will be referenced later in this monograph.

The third goal of mentoring and retention of top talent from across the total force aims to position the services and DOD agencies as the employers of choice to retain their employees and to cultivate them as future leaders.[62] Key to this is understanding barriers to diversity. Research by Catalyst, a leading nonprofit organization dedicated to creating workplaces for employees representing every dimension of diversity, categorized barriers to the advancement of diversity groups in society into several areas. These areas were: a lack of mentors and role models, exclusion from informal networks of communication, stereotyping and preconceptions of roles and abilities, lack of significant line experience, visible and/or challenging assignments, and commitment to personal and family responsibilities.[63]

The implementation of the *Defense Diversity and Inclusion Plan* was guided by an accompanying *Defense Diversity and Inclusion Plan Implementation Plan* that included an action implementation framework, which outlined the detailed implementation steps for supporting

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[60] Claire McCarty Killian, "Corporate Leadership: Building Diversity into the Pipeline," American Psychological Association, accessed November 02, 2017, http://www.apa.org/pi/oema/resources/communique/2009/08/diversity.aspx.

[61] US Department of Defense, *Diversity and Inclusion Strategic Plan 2012-17*, 7.

[62] Ibid., 9.

[63] McCarty Killian, "Corporate Leadership: Building Diversity into the Pipeline."

initiatives and further detailed the timelines with execution priorities.[64] To ensure compliance of the *Defense Diversity and Inclusion Plan* by each service, the Office of Diversity Management and Equal Opportunity (ODMEO) requested that each service develop their own strategic diversity and inclusion plan. All four services developed and promulgated their plans.[65] The DOD uses a reporting and analytics framework developed by the Defense Diversity Working Group (DDWG) to measure diversity progress. The framework compares the DOD workforce to the United States population and monitors future trends by assessing developmental results in areas such as recruitment, career development and retention, and examines the results of climate assessments to determine the influence of leaders on the promotion of an inclusive culture.[66]

Canadian and American Diversity Strategies Compared

Canada and the United States define diversity similarly. Canada describes diversity as a "respect for and appreciation of differences in ethnicity, language, gender, age, national origin, disabilities, sexual orientation, education, and religion. It is about understanding each other and moving beyond simple tolerance to embracing, celebrating, and integrating the rich dimensions of diversity within each individual."[67] The United States describes diversity as "all the different characteristics and attributes of the DOD's Total Force, which are consistent with our core values, integral to overall readiness and mission accomplishment, and reflective of the nation we serve."[68] Both countries agree that diversity must be more than just a trend, but a way of life to allow national armed forces to grow and succeed in the twenty-first century.

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[64] Nelson Lim, Abigail Haddad, and Lindsay Daugherty, *Implementation of the DOD Diversity and Inclusion Strategic Plan: A Framework for Change Through Accountability* (Santa Monica: RAND Corporation, 2013).

[65] US Department of Defense, *Diversity and Inclusion Summary Report 2013* (Washington: Department of Defense, 2013).

[66] Ibid.

[67] Canada, *Canadian Armed Forces Diversity Strategy*, 5.

[68] US Department of Defense, *Diversity and Inclusion Strategic Plan 2012-17*, 3.

The integration of diversity as a core value of the military is the responsibility of senior leaders. Leaders are accountable to ensure the employment, observation, and support of diversity measures. Leadership alone cannot ensure adherence to these policies; all members must have a personal stake in diversity. Both countries share a common goal of increased recruitment of minority groups and acknowledge that future operational success depends upon it.

Although both countries emphasize diversity, they differ in terms of goals, responsibility, and culture. The United States focuses more on recruitment of diversity groups, retention of existing members, and metrics to analyze the success of the program and areas for improvement. The *Canadian Diversity Strategy* is even more ambitious and includes not only the same focus areas as the United States, but seeks to improve culture and inclusion, and ensure the achievement of representation to meet the requirements of employment equity legislation.

The United States holds the Secretary of Defense responsible for the success of military diversity; Canada accepts a degree of risk by identifying this as everyone's responsibility. While it makes sense that embracing diversity is everyone's responsibility, neglecting to pinpoint one individual as ultimately responsible for achieving it means nobody is assigned ownership at the highest levels of the organization. Assigning individual ownership of a goal as challenging as implementation of a diversity strategy in a large organization represents a critical step in achieving that goal.

The *Canadian Diversity Strategy* focuses on culture and cultural change; these themes permeate throughout the goals and objectives of the strategy. Changing culture is a significant part of increasing diversity, but cultural change is difficult. Changing an organization's culture is one of the most trying leadership problems because the organization's attitudes and values have developed over the history of the organization, creating an inherent resistance to change. Unlike the *Canadian Diversity Strategy,* the *U.S. Defense Diversity and Inclusion Plan* does not reference culture within its goals and objectives.

RAND Corporation gave the US DOD a report that outlined factors DOD needed to consider as it implemented its plan and provided the framework that DOD used to organize its strategic initiatives.[69] This report outlined expectations of the services, which in turn each provided their unique diversity and inclusion strategic plan including reporting analytics, measures, and metrics to the Office of Diversity Management and Equal Opportunity (ODMEO). The *Canadian Diversity Strategy* was implemented in accordance with the *Diversity Strategy Action Plan* containing the goals, objectives, outputs, performance measurements, tasks, resources, and responsibilities, but which lacked the coordinating details found within the US implementation plan.

Changes to Diversity Laws and Policies Over Time

Governments, as elected officials representing all segments of society, need to be committed to equal opportunity, diversity, and inclusion. Nowhere is this truer than in the military. To achieve this collaboration, armies need strategies and best practices to transition from a homogeneous force to a heterogeneous force that reflects the society they serve. Inevitably, this transition requires revision of existing laws and policies, which in turn creates resistance to change. Thorstein Veblen, an American sociologist in the late nineteenth century, studied this resistance and surmised that "human beings are prone to custom and tradition over progress and social change."[70]

Thomas Malone, a professor of management and an expert in organizational group intelligence, found that collective intelligence of a group was not based on the average intelligence of the group but more so on the variety of individuals in the groups and their

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[69] Lim, Haddad, and Daugherty, *Implementation of the DOD Diversity and Inclusion Strategic Plan: A Framework for Change Through Accountability*, iii.

[70] John T. Jost, "Resistance to Change: A Social Psychological Perspective," *Social Research*, 82, No. 3 (Fall 2015): 607.

identities, backgrounds, skills and perspectives.[71] While variety is important, left untethered it becomes divisive; therefore, it is also imperative to have a sense of unity based on similarities in order to develop an inclusive culture. The military achieves this culture through shared ethos and values, experiences, training, and service to one's country. A culture of diversity and inclusion improves the military's ability to serve and protect people who may have different experiences or backgrounds while enhancing its ability to be amenable to different traditions and ideas. A culture of diversity and inclusion is expected in a democratic country.[72] As Pierre Trudeau, Canadian Minister of Justice put it, "There's no place for the state in the bedrooms of the nation."

Canadian Changes to Diversity Laws and Policies Over Time

The *2016 Canadian Diversity Strategy* was influenced by legislative frameworks and policies that were developed and implemented in the preceding forty years. It began with the *1977 Canadian Human Rights Act (CHRA)* that provided the foundation for CAF policies and directives. These ensured the fair treatment of people and adherence to anti-discrimination policies. In 1980, the liberal government of Pierre Trudeau began the process of patriating Canada's Constitution from the authority of British Parliament to Canada's provincial and federal legislatures. Two years later, the Constitution was patriated, updated, and had a *Charter of Rights* added.[73] The *Charter of Rights,* known as the *Canadian Charter of Rights and Freedoms (CCRF)*, guaranteed certain political rights to Canadian citizens from all levels of government.

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[71] Mark Williams and Tim Lagan, "Federal Diversity Goals Are About High Performance, Not Compliance," *Government Executive*, October 07, 2015, accessed October 29, 2017, http://www.govexec.com/excellence/promising-practices/2015/10/federal-diversity-goals-are-about-high-performance-not-compliance/122597/.

[72] US Office of Personnel Management, "Frequently Asked Questions Diversity and Inclusion," US Office of Personnel Management, accessed October 29, 2017, https://www.opm.gov/faqs/QA.aspx?fid=72bcd219-0b9f-4de8-b366-4817028fbc6e&pid=d947c762-d62e-421a-ae22-1e495606e730.

[73] Robert Sheppard, "Patriation of the Constitution," *The Canadian Encyclopedia*, accessed November 02, 2017, http://www.thecanadianencyclopedia.ca/en/article/patriation-of-the-constitution/.

The two most prominent rights related to diversity in the military were the fundamental freedom

of religion and guarantee of equality rights to both men and women.[74]

Until 1992, Canadian Forces Administrative Order (CFAO) 19-20 banned homosexuality

as a sexual abnormality. The Special Investigation Unit conducted investigations of cases of

soldiers in violation of CFAO 19-20 and referred them for psychiatric evaluation. Homosexuality

was grouped into the same category as incest, bestiality, and buggery.[75] Soldiers challenged the

contentious CFAO 19-20 as being in violation of the *CHRA* and *CCRF*. In the case of *Haig and*

Birch v. Canada (1992), the Supreme Court of Canada ruled the ban unconstitutional, resulting in

the lifting of the ban that barred homosexuals from joining the CAF. Because of this case, the

government added sexual orientation to the *Canadian Human Rights Act* in 1996.[76] Despite many

claims to the contrary, the CAF oversaw a smooth transition to the integration of homosexuals

into the military. To ease the transition, Chief of Defence Staff General de Chastelain

implemented a command-driven process. This included updating regulations to eliminate any

distinction between heterosexual and homosexual soldiers, taking ownership of the policy change

and demonstrating that it had the full support of the leadership, and explaining the new standards

of behavior to soldiers. These standards required soldiers to change their behavior (no

discrimination, unequal treatment, or harassment of someone because they were gay), but their

beliefs remained their own. This eased the transition because service members routinely follow

military rules and regulations, regardless of their beliefs. It was critical that soldiers understood

the distinction between beliefs and behaviors—while the military respected individual soldiers'

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[74] Justice Laws Canada, "Consolidated Federal Laws of Canada, Access to Information Act," Government of Canada, October 10, 2017, accessed October 19, 2017, http://laws-lois.justice.gc.ca/eng/Const/page-15.html.

[75] CTV News Montreal, "CFAO 19-20 Banned Homosexuality in the Canadian Military," Montreal, August 01, 2016, accessed October 19, 2017, http://montreal.ctvnews.ca/view-the-document-cfao-19-20-banned-homosexuality-in-the-canadian-military-1.3010604.

[76] Canadian Human Rights Commission, "Sexual Orientation and the Canadian Human Rights Act," Canadian Human Rights Commission / Commission Canadienne des Droits de la Personne, accessed October 19, 2017, http://www.chrc-ccdp.gc.ca/historical-perspective/en/timePortals/milestones/131mile.asp.

personal opinions and attitudes, leaders made it clear that they expected soldiers to put personal

feelings aside to complete the mission and uphold the law.[77]

The roots of employment equity in the Canadian government originated in 1983 when

Lloyd Axworthy, the Minister of Employment and Immigration in the liberal government of

Pierre Trudeau, set up the Royal Commission on Equality in Employment to address barriers to

employment faced by women, persons with disabilities, visible minorities, and aboriginal

people.[78] In 2002 the Canadian government subjected the CAF to the *Employment Equity Act*

(EEA), imposing requirements included in the *Canadian Forces Employment Equity Regulations*

(CFEER). The *EEA* stipulates a legal requirement to ensure appropriate representation for

designated groups, with the intent of increasing diversity in organizations subject to it, like the

CAF. Because the CAF is the largest government organization bound by the *EEA*, it must work

diligently to ensure recruitment, development, and retention of Employment Equity Groups

(aboriginal, visible minorities, women) and the lesbian, gay, bisexual, and transgender (LGBT)

community.[79] One concern the Military Leadership Diversity Commission identified in the

implementation of the EEA centered on the notion of relying on traditional metrics to measure

goal attainment. This method suggested that the CAF, in order to meet diversity targets, must

reach a quota in each identified diversity group. The CAF experienced greater success with

respect to metrics geared toward the creation of an inclusive environment focused on working

with different people toward a common goal.[80]

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[77] Suzanne B. Goldberg, "Open Service and Our Allies: A Report on the Inclusion of Openly Gay and Lesbian Servicemembers in U.S. Allies' Armed Forces," William & Mary Journal of Women and the Law, accessed November 02, 2017, http://scholarship.law.wm.edu/wmjowl/vol17/iss3/3/.

[78] Rosalie Abella, "Report of the Commission on Equality in Employment: Canada," Internet Archive, January 01, 1984, accessed November 02, 2017, https://archive.org/details/reportofcommissi00cana.

[79] Canada, Department of National Defence, *Canadian Armed Forces Employment Equity Plan 2015-2020* (Ottawa: Government of Canada, 2015).

[80] Military Leadership Diversity Commission, *From Representation to Inclusion: Diversity Leadership for the 21st-Century Military: Final Report* (Arlington, VA: Military Leadership Diversity Commission, 2011), 104.

A study from the Williams Institute on Sexual Orientation and Gender Identity Law and

Public Policy at the UCLA School of Law, published in *Maclean's* magazine, found that "experts

say there is a higher proportion of transgender people in the military than the general population."

These experts speculated that this resulted from the theory of meritocracy, whereby the CAF

emphasized the "idea of not being discriminatory and respecting the dignity of all people. There's

a reputation that says the only thing that matters in the military is whether or not you can do the

job,"[81] according to Dr. Alan Okros. The CAF solidified their transgender position with the

promulgation of Canadian Forces Military Personnel Instruction (CF Mil Pers Instr) 01/11 in

2012. The policy outlined the CAF's position on transsexual members within the department and

provided guidance to Commanding Officers to enable them to understand their obligations and

responsibilities with respect to gender identity.[82]

The Department of National Defence (DND) issued Defence Administrative Order and

Directive (DAOD) 5516-0 *Human Rights* in 2013, superseding CFA0 19-40 *Human Rights –

Discrimination*. DAOD 5516-0 requires that the CAF adhere to the principles of the CHRA to

ensure equality and promote anti-discriminatory behaviors. Concurrently, DND created DAOD

5516-1 *Human Rights Complaints* to provide a mechanism to deal with reported cases of

discrimination under the *CHRA*. DAOD 5516-1 delineates the expected standards of behavior and

describes the complaint process.[83]

In 2014, following an investigation by *l'Actualité* and *Maclean's* magazines reporting

widespread sexual misconduct in the CAF, the Government of Canada announced the initiation of

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[81] Zoe McKnight, "Being Transgender in the Canadian Military," Macleans.ca, August 25, 2017, accessed November 02, 2017, http://www.macleans.ca/news/canada/being-transgender-in-the-canadian-military.

[82] Canada, Department of National Defence, *CF Mil Pers Instr 01/11 – Management of CF Transsexual Members* (Ottawa: Government of Canada, 2012).

[83] Canada, Department of National Defence, "DAOD 5516-0, Human Rights," Government of Canada, National Defence, June 27, 2017, accessed October 19, 2017, http://www.forces.gc.ca/en/about-policies-standards-defence-admin-orders-directives-5000/5516-0.page.

an external review of the suspected crisis.[84] Retired Supreme Court justice Marie Deschamps,

appointed to lead the review, reported findings contrary to reports indicating the CAF culture

accepted diverse cultures.[85] The External Review Authority (ERA) found that the CAF fostered

an underlying sexualized culture hostile toward women and LGBTQ members, which increased

the risk of more serious incidents of sexual misconduct. The ERA found that CAF members, both

men and women, became desensitized to the sexualized culture over time and tended to

marginalize inappropriate conduct based on the reasoning that the CAF is merely a reflection of

Canadian society. Reporting mechanisms failed due to an overarching feeling of a lack of

confidentiality. This resulted in a corresponding fear of career implications, retaliation by

coworkers, or being diagnosed as unfit for duty.[86]

Despite the existing policies, a perceived culture in which lower-ranking personnel

believed that the chain of command overlooked inappropriate behaviors, dissuaded victims from

reporting incidents of sexual misconduct. This lack of reporting and data collection obscured the

true severity of the problem. Conclusions of the report emphasized the importance of cultural

change, for without cultural reform, policy changes would not succeed. DND identified the key to

cultural reform as strong leadership that acknowledged the problems and conveyed zero tolerance

for sexual misconduct.[87] In response to the Deschamps report, the Chief of Defence Staff (CDS)

released Operation Honour in August 2015. The mission of Operation Honour was "to eliminate

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[84] Adrian Wylde, "Q&A: Why Marie Deschamps was Asked to Examine Sexual Assault and Harassment in Canada's Military," *National Post*, May 01, 2015, accessed October 19, 2017, http://nationalpost.com/news/canada/q-and-a-why-marie-deschamps-was-asked-to-examine-sexual-assault-and-harassment-in-canadas-military.

[85] Canada, Department of National Defence, *Unity in Diversity - Identifying the Current State and Emerging Issues Impacting Human Rights and Anti-Discrimination Policies in the Canadian Armed Forces* (Ottawa: Government of Canada, April 2017), 7.

[86] Canada, Department of National Defence, *External Review into Sexual Misconduct and Sexual Harassment in the Canadian Armed Forces* (Ottawa: Government of Canada, March 27, 2015).

[87] Canada, *External Review into Sexual Misconduct and Sexual Harassment in the Canadian Armed Forces.*

harmful and inappropriate sexual behavior within the CAF."[88] Because of the negative public perception of the CAF due to the Deschamps report, the CAF's response had to be deliberate, responsive, and transparent. Thus, the CAF made Operation Honour, all progress reports, and policies and directives available to the Canadian public.

American Changes to Diversity Laws and Policies Over Time

In the United States, the Department of Defense's current policies and plans governing diversity originate from congressional and administrative actions between 2008 and 2011. Creation of the Military Leadership Diversity Commission (MLDC) in 2009 proved pivotal in the implementation of these actions. The MLDC established the department's definition of diversity and ensured its consistency with the core values and vision of the future military. In 2011, the commission released its summary report, that preceded the release of President Obama's Executive Order 13583 later that year.[89] The MLDC was the third such organization established by an external authority to determine how to improve the inclusiveness of the US military. President Harry S. Truman established the Fahy Committee in 1949, and President John F. Kennedy created the Gesell Committee in 1962.

President Truman established the Fahy Committee to swiftly end the prevalent racial and ethnic discrimination in the armed forces. Although the Committee had no administrative power, the President stood firmly behind it. Truman's determined support of the Fahy Committee ensured that it achieved long-lasting changes to desegregation in the US military. It discredited earlier assumptions that inclusive policies benefiting blacks would lead to the downfall of others. The Fahy Committee's most important finding demonstrated the benefits of embracing the talents and skills of all members to create a more successful army. The drive to desegregate continued

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[88] Canada, Department of National Defence, *CDS Op Order – Op HONOUR* (Ottawa: Government of Canada, August 2015), 3.

[89] Kristy N. Kamarck, *Diversity, Inclusion, and Equal Opportunity in the Armed Services: Background and Issues for Congress* (Washington, DC: Congressional Research Service, Library of Congress, 2016), 6.

through the Korean War and was finally complete by 1954 when the racial divide in the military

officially ended. Despite this success, the momentum up until that time began to decline after the

Korean War.[90]

Almost eight years passed before President John F. Kennedy formed a new commission,

the President's Committee on Equality of Opportunity in the Armed Forces, more commonly

known as the Gesell Committee, in 1962. The goal of the new body was to revive the past

research done creating new opportunities for racial and ethnic minorities in the military. The

committee focused on the position of blacks in the military and ways to help advance their

prospects. Their findings in 1964 resulted in giving all leaders responsibility for the success of the

equality process and ensuring that promotions depended upon how well leaders handled racial

issues. The Gesell Committee reported its findings to the Secretary of Defense, Robert

McNamara, instead of the President as in the case of the Fahy Committee. Regrettably,

McNamara did not implement all the Committee's findings. McNamara released DOD Directive

(DODD) 5120.36, Equal Opportunity in the Armed Forces that addressed the issue of ongoing

racial segregation in many organizations in the United States despite the military having officially

ended it years before. If McNamara had applied the recommendations of the Gesell Committee, it

might have been possible to avoid future racial tensions in the military. Making matters worse,

McNamara did not implement a monitoring and evaluating process to promote equality and

accountability among the races. Due to his lack of action injustices continued, especially in

leadership roles; this ultimately resulted in underrepresentation of minorities in the officer

corps.[91]

The US military first prohibited homosexuality after World War I. The 1917 Articles of

War outlawed sodomy. Alan Bérubé, in his book *Coming Out Under Fire: The History of Gay*

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[90] Military Leadership Diversity Commission, *From Representation to Inclusion: Diversity Leadership for the 21st-Century Military: Final Report*, 4-5.

[91] Military Leadership Diversity Commission, *From Representation to Inclusion: Diversity Leadership for the 21st-Century Military: Final Report*, 5-6.

Men and Women in World War II, wrote that during World War II "With so many men available, the armed forces decided to exclude certain groups of Americans, including women, blacks in the Marines and Army Air Corps, and—following the advice of psychiatrists—homosexuals."[92] Military leaders defended these disqualifications by arguing that these groups of Americans made poor soldiers, that their presence degraded morale and discipline, and that their inclusion would serve as a social experiment rather than contributing to an effective fighting force.[93]

That position remained unchanged until 1981, when the US military codified the position that homosexuality is incompatible with military service. As times changed and recruitment and retention became strained, despite their previous intolerance of gays and lesbians, the US military has retained homosexuals when the country is at war to only release them afterwards. In fact, during the 1991 Persian Gulf War the Pentagon issued a directive ceasing all discharges associated with homosexuality until completion of the war.[94] Inadvertently, in their efforts to rid themselves of gays and lesbians, the US military focused attention on homosexuality within its ranks, causing an increase in the number of gay and lesbian serving members.[95]

During the 1993 presidential campaign, candidate Bill Clinton endorsed the idea of allowing gay people to openly serve in the US military. Upon taking office, President Clinton fulfilled his campaign promise and ordered the Department of Defense to find the best approach to modify the existing policy. The Military Working Group (MWG) and RAND Corporation's National Defense Research Institute both completed studies. The MWG study recommended maintaining the status quo while the RAND study showed that sexual orientation was not germane to determining who should serve in the military. The notion of gays openly serving in

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[92] Allan Bérubé, *Coming Out Under Fire: The History of Gay Men and Women in World War II* (Chapel Hill: University of North Carolina Press, 1990), 2.

[93] Ibid., 2.

[94] Geoffrey W. Bateman, "Military Culture: United States," Archives of the GLBTQ Encyclopedia Project, accessed October 28, 2017, http://www.glbtqarchive.com/sshindex.html.

[95] Ibid.

the military generated extreme controversy amongst the military, the public, and even many members of Congress. Thus, on July 19, 1993, President Bill Clinton decided to instead implement a compromise policy of "don't ask, don't tell, don't pursue" (better known as the "don't ask, don't tell" or DADT law).[96]

During his 2010 State of the Union address, President Barrack Obama indicated his desire to repeal DADT. Government officials formed a high-level working group to review the associated issues. The working group found that most service members did not object to gays and lesbians serving openly in uniform, repeal of DADT posed minimal risk to operational readiness, and existing policies and regulations addressed most administrative concerns. Thus, President Obama signed the repeal of DADT into law on December 22, 2010.[97]

Women began serving in the US military during the Revolutionary War. Since then, policies and laws have evolved from being prohibitive and restrictive to accepting women as equals to their male counterparts in all aspects of military service. During World War I, women served as nurses in both the Army Nurse Corps and the Navy Nurse Corps in many environments including field hospitals, mobile units, convalescent hospitals, troop trains and troop transports.[98] Before World War II various women's groups pushed for abolishment of the US "war machine." This led Secretary of War Newton D. Baker to establish the Women's Program directorate, appointing Anita Phipps as its head. Phipps liaised between the Army and Women's Groups to convince them that the US military was not a threat to world peace and security. The Secretary of War hired Anita Phipps as a public relations gimmick and gave her no clear goal, but she had an idea for a Women's Service Corps (WSC) that would oversee the mobilization of 170,000 women in the event of war. However, when she presented this idea to the War Department in 1926 senior

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[96] Kamarck, *Diversity, Inclusion, and Equal Opportunity in the Armed Services*, 32.

[97] Ibid., 34.

[98] Women in Military Service for America Memorial Foundation, Inc, "Women in the US Military - US Military Nurses in World War I," accessed October 28, 2017, http://chnm.gmu.edu/courses/rr/s01/cw/students/leeann/historyandcollections/history/ lrnmrewwinurses.html.

officials rejected it. In 1931, the US Army Chief of Staff, General Douglas MacArthur, reviewed the WSC plan and eventually abolished it, arguing that it had no military importance.[99]

In 1948 Congress passed the Women's Armed Services Integration Act, making women a permanent part of the military. However, it excluded them from combat ships and aircraft, and restricted the proportion of women in both the enlisted and officer ranks. In 1951, Secretary of Defense George C. Marshall created the Defense Advisory Committee on Women in the Services (DACOWITS) to advise the department on matters relating to the treatment, employment, integration, and well-being of women serving in the US military. The equal rights movement and transition to an all-volunteer force in 1973 increased the number of women serving in the military. Despite this, government policy still excluded women from direct combat roles. In 1972, Congress passed the Equal Rights Amendment, which stated "equal rights under the law shall not be abridged by the United States or by any State on account of sex."[100] However, the US Congress never ratified the amendment because it provided a means for the conscription of women into the military, including into combat roles.[101]

In the 1990s, the US Congress removed restrictions on the number of military occupations open to women. Moving forward, extensive studies on issues ranging from unit cohesion and international experiences with women in combat to women's health and inclination to serve continued to knock down the remaining barriers to equality for women in the US military. On December 3, 2015, based on the results of these studies, Secretary of Defense Ashton Carter ordered the military to open all combat jobs to women without exception.[102]

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[99] William B. Breuer, "War and American Women: Heroism, Deeds, and Controversy," accessed October 28, 2017, http://publisher.abc-clio.com/9780313003592/21.

[100] Kamarck, *Diversity, Inclusion, and Equal Opportunity in the Armed Services*, 24.

[101] Ibid., 24.

[102] US Government Accountability Office, "Military Personnel: DOD Is Expanding Combat Service Opportunities for Women, but Should Monitor Long-Term Integration Progress," US Government Accountability Office, July 20, 2015, accessed October 28, 2017, https://www.gao.gov/products/GAO-15-589.

Until June 30, 2016, DOD banned openly transgender individuals from military service. As Kristy Kamarck defined the term, "Transgender individuals do not identify or conform to their physical gender at birth and this may include…those who self-identify as transgender, transsexual, gender-queer, gender nonconforming, or cross-gender."[103] Secretary of Defense Ashton Carter ordered a review of DOD's transgender policies on July 13, 2015. Carter sought two key outcomes: determining the impact of allowing transgender individuals to serve openly; and appointing the Under Secretary of Defense for Personnel and Readiness to oversee any administrative discharges for transgender. RAND Corporation also investigated transgender health-care needs, health-care use, and cost, the readiness of the military to allow transgender to serve openly, and foreign military experience. RAND's findings were positive, and they endorsed policy changes allowing transgender personnel to serve openly in the US military. These results led Carter to declare in 2016 that "transgender Americans may serve openly and that they can no longer be discharged or otherwise separated from the military just for being transgender."[104]

DOD continued to further transgender rights by issuing DODI 1300.28, a policy allowing transgender personnel to change gender while serving and receive medical benefits to do so. DOD also published a handbook to train members to understand transgender needs and rights. Currently, there are no dependable statistics on transgender numbers in the military or the civilian population. In 2016, RAND estimated that transgender individuals make up less than 0.2 percent of the total force.[105]

Changes to Diversity Laws and Policies Compared

While both Canada and the United States have undergone significant changes relating to inclusion of diversity groups in their militaries, they have arrived at their current positions having followed two different paths. In Canada, the CCRF served as the impetus for change in the CAF.

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[103] Kamarck, *Diversity, Inclusion, and Equal Opportunity in the Armed Services*, 35-36.

[104] Ibid., 36.

[105] Kamarck, *Diversity, Inclusion, and Equal Opportunity in the Armed Services*, 37.

Initially, issues of discrimination and harassment in contravention of the CCRF where resolved through the legal system in many cases eventually rising to the Supreme Court of Canada where the country's highest court directed that the federal government and its departments would act in a certain way. This resulted in the directed overhaul of diversity policies in Canada prior to most other countries including the United States. In the United States, political administrations acknowledged racial and ethnic discrimination since the middle of the twentieth century and implemented committees and adjusted directives that partially addressed the discrimination through acceptance by suppression as opposed to embracing diversity.[106] In both countries, the experiences of embracing diversity show there are no negative impacts on morale, no ill effects on operations or unit cohesion, and no threats to national security—all of which were given as reasons in opposition to increasing diversity.[107]

Another difference in the approach between Canadian and American militaries is the extensive use of RAND Corporation to conduct research in the United States. The research provided by RAND Corporation has proven instrumental in the furtherance of diversity efforts in the United States. RAND has a centrist political orientation, but their contributions to improving diversity in the US military are more in line with a liberal orientation.[108] Research in Canada has been conducted by research organizations that while thorough, have published conflicting findings relating to the progress of diversity efforts within the Canadian military.[109]

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[106] Military Leadership Diversity Commission, *From Representation to Inclusion: Diversity Leadership for the 21st-Century Military: Final Report*, xix.

[107] William & Mary Journal of Women and the Law, "Open Service and Our Allies: A Report on the Inclusion of Openly Gay and Lesbian Servicemembers in U.S. Allies' Armed Forces."

[108] Danielle Kurtzleben, "Think Tank Employees Tend to Support Democrats," *US News & World Report*, March 03, 2011, accessed November 02, 2017, https://www.usnews.com/news/articles/2011/03/03/think-tank-employees-tend-to-support-democrats.

[109] Canada, Department of National Defence, Unity in Diversity - Identifying the Current State and Emerging Issues Impacting Human Rights and Anti-Discrimination Policies in the Canadian Armed Forces (Ottawa: Government of Canada, April 2017), 17.

Changes to Recruitment and Retention Policies

Diversity and inclusion initiatives support the enhancement of recruitment and retention efforts. Successful organizations in the job market compete for finite resources, ensuring they encourage diversity and inclusion in all aspects of their operation. Studies show that environments that are nondiscriminatory and free of harassment allow employees to feel a valued part of the organization thereby improving recruitment and retention within that organization.[110]

Canadian Changes to Recruitment and Retention Policies

The CAF's goal is to reflect Canada's cultural, ethnic, and demographic composition. Specific efforts relating to the recruitment and retention of employment equity (EE) groups are key. They begin with understanding Canada's diverse population and their motivations and perceptions toward the CAF. To that end, surveys of specific visible minority groups in Canada determined factors affecting their decisions to join the CAF. In 2011, Ipsos Reid studied the Chinese-Canadian population to determine the factors that affected Chinese-Canadian youths' decisions to join the military. The study found that while most Chinese-Canadians viewed the military as a respectable career choice, "a common view was that if a person did not have the grades needed to get into a university and did not otherwise have good job prospects, the military might seem like an attractive option worth the physical labour and risks involved."[111] Disadvantages included the potential dangers, the requirement to move away from their supportive social networks and having less freedom and flexibility. As a result, over three quarters over Chinese-Canadian parents would not recommend a military career to their children.[112]

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[110] US Office of Personnel Management, "Frequently Asked Questions Diversity and Inclusion," US Office of Personnel Management, accessed October 30, 2017, https://www.opm.gov/faqs/ QA.aspx?fid=72bcd219-0b9f-4de8-b366-4817028fbc6e&pid=f2ef3151-b4f2-4f47-a319-acad8175b0b7.

[111] Canada, *Unity in Diversity - Identifying the Current State and Emerging Issues Impacting Human Rights and Anti-Discrimination Policies in the Canadian Armed Forces*, 21.

[112] Ibid., 21.

In 2012, Ipsos Reid conducted a public opinion research poll with Asian- and Arab-Canadians to determine the factors that affected their youths' decisions to join the CAF. Results indicated that Asian- and Arab-Canadian communities were less likely than the public to recommend a military career to youth; but they did not view the military as a last resort. However, there existed an inclination to believe that the CAF would not make the best use of their talents, would limit their job opportunities, and would not be seen as a respected job. The perceived disadvantages included the requirement to carry out orders, separation from home and family, and the restriction of freedoms. The report stated that the hesitation of Asian- and Arab-Canadians to join the military partially resulted from the influence of their parents or community recommending professions in the healthcare field as more suitable career choices.[113]

In 2014, Ipsos Reid surveyed black-, Filipino-, and Latin-American-Canadian youth and community members to determine factors that affected their youths' decisions to join the CAF. Findings indicated an overall lack of familiarity with the CAF and associated way of life that translated to a lack of interest in joining the military. There was also a perception that they should avoid a career in the CAF as "joining the CAF is something people do when they have no other options."[114] This perception outweighs the allure of important benefits associated with joining the CAF such as good benefits, pay, and job stability. These communities also viewed the CAF as a stepping stone to attain experience in the healthcare field and training in the engineering or information technology fields.[115]

In 2012 Fonséca and Dunn conducted a series of focus groups on attracting and recruiting aboriginal peoples into the CAF. Research indicated that social influencers such as family and community members were the main reason for hesitation in joining the CAF. Reasons such as not

[113] Canada, *Unity in Diversity - Identifying the Current State and Emerging Issues Impacting Human Rights and Anti-Discrimination Policies in the Canadian Armed Forces*, 23.

[114] Canada, *Unity in Diversity - Identifying the Current State and Emerging Issues Impacting Human Rights and Anti-Discrimination Policies in the Canadian Armed Forces*, 25.

[115] Ibid., 25.

wanting to move away from their communities, the anticipated cultural change, and historical

perceptions concerning the treatment of aboriginal peoples in Canada influenced the decisions of

youth not to join the CAF. The most significant finding was that most aboriginal peoples view

their families' and communities' wishes as paramount and would not go against them.[116]

Audits by the Office of the Auditor General (OAG) of Canada in 2002 and 2006

identified problems with the recruitment and retention practices of the CAF. Recurrent themes

appeared each year including "recruiting targets did not match the needs of the Royal Canadian

Navy, of the Royal Canadian Air Force, and there was no comprehensive plan to attract more

applicants, particularly women, aboriginal peoples, and visible minorities" and "ongoing,

systemic recruiting challenges for the Regular Force in its efforts to counter higher rates of

attrition and fill certain chronically understaffed occupations."[117]

One of the challenges faced by the Canadian Forces Recruiting Group is that despite

expectations of reaching diversity targets and recruitment levels, they experienced a 23 percent

reduction in staffing and closed 33 percent of recruiting locations across Canada since 2008 due

to budget cuts. The CAF's ability to recruit is directly impacted by their limited presence in

twenty-six locations across Canada. These locales also have the responsibility of conducting

advertising campaigns, participating in diversity events, and staffing school job fairs within their

geographic areas.[118]

The OAG reports served as the impetus for change in a previously stagnant and

struggling recruitment system. The established size of the Regular Force in Canada is 68,000

members. An audit by the OAG in 2016 indicated that it was unlikely the Regular Force could

recruit, train, or retain, sufficient personnel to meet its target of 68,000 members by the 2018-19

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[116] Ibid., 26.

[117] Canada, Parliament of Canada, House of Commons. *Canadian Armed Forces Recruitment and Retention* (Ottawa, ON: Government of Canada, June 2017), 2.

[118] Canada, *Report 5: Canadian Armed Forces Recruitment and Retention*, 11.

fiscal year.[119] Additionally, the CAF identified goals for representation of EE groups by 2025 of

25.1 percent for women, 3.5 percent for aboriginal peoples, and 11.8 percent for visible

minorities.[120] In response to the Regular Force's recruiting and retention shortfall and the

ambitious representation goals for EE groups, DND created a detailed action plan that addressed

the 2016 OAG Report recommendations and incorporated special EE measures.

The framework to meet EE diversity goals includes "initiatives such as priority

processing, advertising and marketing, re-opening of closed or inactive files, and the stand-up of

the Recruiting and Diversity Task Force."[121] Also, current recruitment and retention processes

will conduct GBA+ to ensure diversity throughout the CAF.[122] The newly created Recruiting and

Diversity Task Force's goal is the development, planning, and execution of activities aimed at

increasing diversity in the CAF.[123] To better understand the strengths and weaknesses of the

current recruiting system and to identify methods to increase EE representation within the CAF,

the Privy Council Office (PCO) Innovation Hub is in the process of completing an independent

review of the CAF recruitment system.[124] In anticipation of increased future recruitment success,

the CAF is also increasing the capacity of the Canadian Forces Leadership and Recruit School

(CFLRS) to accommodate the anticipated processing requirement.[125]

The 2016 OAG report indicated that the "Regular Force experienced high levels of

attrition in some occupations. Although it knew the causes of attrition, the Regular Force had not

implemented its most recent overall retention strategy, nor had it developed specific strategies to

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[119] Canada, *Report 5: Canadian Armed Forces Recruitment and Retention*, 3.

[120] Canada, Department of National Defence, *Employment Equity Report 2015-16* (Ottawa: Government of Canada, 2016), 5.

[121] Canada, Department of National Defence, *Detailed Action Plan for OAG Report Recommendations* (Ottawa: Government of Canada, November 2016), 5.

[122] Ibid., 6.

[123] Ibid., 2.

[124] Canada, Department of National Defence, *Detailed Action Plan for OAG Report Recommendations* (Ottawa: Government of Canada, November 2016), 1.

[125] Ibid., 7.

respond to the challenges of each occupation."[126] Since the audit identified the CAF's retention strategy failure, DND's detailed action plan also included the requirement for a 2017-2018 fiscal year retention strategy. The action plan includes predetermined milestones to ensure accountability and delivery of a strategy that balances "an environment conducive to easy movement within and between components and organizational requirements to facilitate the retention of skilled, able members."[127]

American Changes to Recruitment and Retention Policies

The US military has no recruitment goals for racial or ethnic groups. Instead, it fosters a spirit of maintaining a force that is representative of the nation's diversity, thereby recognizing the belief that American citizens have an equal obligation to provide for the defense of the United States. The US military's emergence of minority groups began in 1776 when Congress passed legislation allowing black men to enlist in the Armed Services.[128] Representation of minority groups continued to grow over the next 200 years. With the transition to an All-Volunteer Force in 1973, social representation improved as the military was recognized for its "training, steady employment, competitive pay and benefits, and leadership opportunities that were not readily available in the private sector."[129]

Aside from whites, the two largest racial and ethnic groups in the US military are blacks and Hispanics. Today, the representation of blacks in the US total military is 17.0 percent, higher than their representation of 13.3 percent in US society.[130] DOD surveys indicate that blacks view the military as an institution that offers them unique training, education, and leadership

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[126] Canada, *Canadian Armed Forces Recruitment and Retention*, 5.

[127] Canada, *Detailed Action Plan for OAG Report Recommendations*, 11.

[128] US Department of Defense, *Blacks in the U.S. Army: Then and Now* (Washington: Department of Defense, 2012), 1.

[129] US Department of Defense, *Blacks in the U.S. Army: Then and Now* (Washington: Department of Defense, 2012), 1.

[130] US Census Bureau, "QuickFacts," US Department of Commerce, accessed October 31, 2017, https://www.census.gov/quickfacts/fact/table/US/PST045216; US Department of Defense, *2015 Demographics. Profile of the Military Community* (Washington: Department of Defense, 2015), 7.

experience. Public misperception is that most new recruits serving in the military come from low income families and disadvantaged homes. Instead, a study by the Heritage Foundation found that "most are from middle and upper-class families and are more highly educated than their peers."[131]

Hispanics are the largest ethnic minority in the United States numbering more than 57 million. Despite comprising 17.8 percent of the US population, they are underrepresented in the military and only comprise 11.8 percent of the total force.[132] Hispanic representation in the Air Force, Army, Navy and Marine Corps service branches continues to rise, and is particularly prominent in the Marine Corps. Research shows that there is a widespread support for military service within the Hispanic community.[133] Since many Latinos in the military are either immigrants or children of immigrants, there exists a sense of appreciation toward the United States and the opportunities it provides to them in the form of money, job training, educational benefits, and the chance to start a new life.[134] The Marine Corps' success in recruiting Hispanic youth is largely attributed to their recruiting campaign targeting Latino youth through ads placed in Spanish-language media such as magazines, radio, and television.[135]

Given the challenges associated with attracting diversity groups to the military and the overall limited number of eligible youth available for military service, outreach and recruiting programs are key to attracting candidates to underrepresented demographic groups. A 2011

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[131] US Department of Defense, *Blacks in the U.S. Army: Then and Now* (Washington: Department of Defense, 2012), 10-11.

[132] US Census Bureau, "QuickFacts," US Department of Commerce, accessed October 31, 2017, https://www.census.gov/quickfacts/fact/table/US/PST045216; US Department of Defense, *2015 Demographics. Profile of the Military Community* (Washington: Department of Defense, 2015), 8.

[133] Mady Wechsler Segal and David R. Segal, "Latinos Claim Larger Share of U.S. Military Personnel," accessed October 31, 2017, http://www.prb.org/Publications/Articles/2007 /HispanicsUSMilitary.aspx.

[134] Lizette Alvarez, "Army Effort to Enlist Hispanics Draws Recruits, and Criticism," *The New York Times*, February 09, 2006, accessed October 31, 2017, http://www.nytimes.com/2006/02/09/us/army-effort-to-enlist-hispanics-draws-recruits-and-criticism.html.

[135] Wechsler Segal, and Segal, "Latinos Claim Larger Share of U.S. Military Personnel."

MLDC study found that improving recruitment required new strategies with outreach as the focal point. One observation mentioned that many universities do not have Reserve Officers Training Corps (ROTC) detachments, yet have large numbers of minority college students. Communication and messaging was also key—instead of focusing on how the military used to be, new emphasis is required regarding the importance of diversity and how their differences actually benefit them instead of acting as a barrier to advancement.[136] In order to promote awareness, it is important that "recruiting practices are reaching all segments of society, synchronizing outreach and recruitment across DOD, and expanding relationships with stakeholders from institutions including diverse colleges and universities, trade schools, apprentice programs, Science, Technology, Engineering, and Mathematics initiative programs and affinity organizations."[137] As seen in Figure 1, DOD is already closely monitoring regions with the highest populations of non-white racial and ethnic groups in order to determine ROTC detachment locations.

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[136] Lim, Haddad, and Daugherty, *Implementation of the DOD Diversity and Inclusion Strategic Plan: A Framework for Change Through Accountability*, 33.
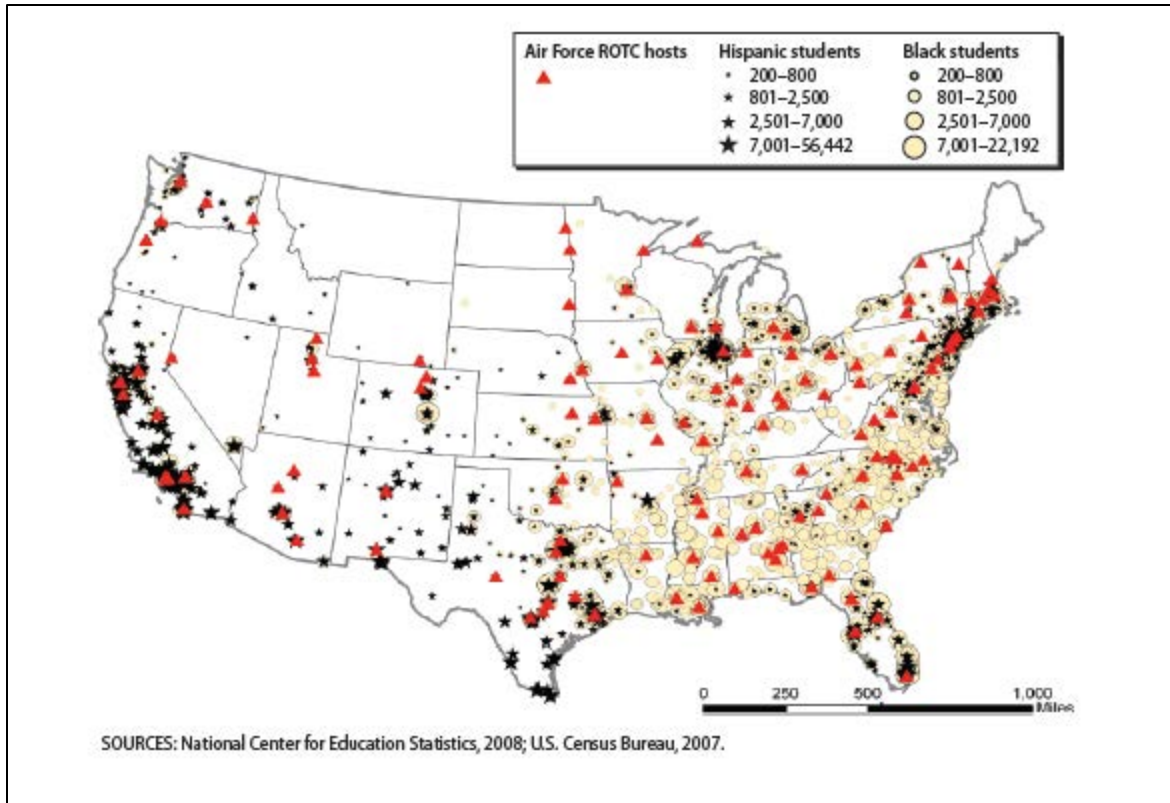
[137] Ibid., 57.

Figure 1. Comparison of Air Force ROTC Host Locations and Student Body Demographics, Military Leadership Diversity Commision, *From Representation to Inclusion: Diversity Leadership for the 21st-Century Military: Final Report* (Arlington, VA: Military Leadership Diversity Commission, 2011), 58.

In recent years, DOD reduced the funding for military recruiting programs. With ongoing pressures related to government budgets and unfavorable public opinion about defense spending, it is likely that funding levels will not increase in the near term.[138] Fortunately, the structure of recruiting organizations in the United States lends itself to meeting future contingencies. The dispersed footprint of the military recruiting offices across the United States gives the military a presence in most communities, even in times of funding reductions. Currently, the US Army has more than 1,400 recruiting offices, while the US Marine Corps has more than 1,500 recruiting

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[138] Bruce R. Orvis, Steven Garber, Philip Hall-Partyka, Christopher Maerzluft and Tiffany Tsai. *Recruiting Strategies to Support the Army's All-Volunteer Force* (Santa Monica: RAND Corporation, 2016), 1.

offices in the United States and overseas.[139] A 2017 RAND Study on "Recruiting Policies and Practices for Women in the Military" reaffirmed that to increase representation of women in the military, it is important to have female recruiters at recruitment offices across the country and ensure that female recruiters are visible at outreach events. Furthermore, the study identified the importance of mentorship and programs to give female recruits access to a female mentor who can speak of their experience in the military.[140] These findings are equally applicable to other minority groups including blacks and Hispanics and are the reason why the Marine Corps has had great success in using Hispanic recruiters in Hispanic areas.[141]

Because of the effort needed to recruit and train service members, it is important to understand the reasons why service members choose to leave the military. This is particularly important as it relates to demographics and determining what factors influence retention rates. Using records from the Defense Manpower Data Center (DMDC), the MLDC determined that the retention rate difference between minorities when compared to whites was small. However, there was a significant difference in retention rates between men and women. The commission then assessed gender differences relating to "military life, organizational commitment, and retention intentions."[142] The results showed that both men and women left active duty for similar reasons including: "dissatisfaction with their job, low pay, and lack of promotion or advancement opportunities."[143] Females also cited the high frequency of deployments, wanting to stay in a

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[139] United States Army Recruiting Command (USAREC), accessed October 31, 2017, http://www.usarec.army.mil/aboutus.html.

[140] Douglas Yeung, Christina Steiner, Chaitra Hardison, Lawrence M. Hanser and Kristy N. Kamarck, *Recruiting Policies and Practices for Women in the Military: Views from the Field* (Santa Monica: RAND Corporation, 2017), 54.

[141] Wechsler Segal, and Segal, "Latinos Claim Larger Share of U.S. Military Personnel."

[142] Military Leadership Diversity Commission, *From Representation to Inclusion: Diversity Leadership for the 21st-Century Military: Final Report*, 84-86.

[143] Ibid., 86-87.

particular location, involuntary separation, and ineligibility to re-enlist as reasons for leaving the military. [144]

Changes to Recruitment and Retention Policies Comparison

While both Canada and the United States have committed significant resources to the recruitment and retention efforts, the United States has been more successful. This is in large part due to their increased scale of recruiting efforts and the amount of time invested in incorporating diversity groups into the US military. While Canada only has twenty-six recruiting locations across the country, the United States has thousands. Because of the limited number of recruiting locations in Canada, there is more of a "come find us" approach to recruiting, where in the United States there is more of a "we'll find you" approach. Not only are there recruiting offices found in nearly every city, the recruiters are systematically assigned to locations based on demographics and ethnicity of the recruiter whenever possible. The United States Congress passed legislation in 1776 allowing blacks to serve in the military. [145] In addition, Hispanic immigration to the US first began in 1846, and steadily increased because of the Mexican Revolution in 1910 and the start of the Bracero Program in 1942. [146] Until 1965, in Canada, Europe was the primary source of immigration. It was not until the reforms to immigration policy in the 1960s, 70s, and 80s that visible minorities became the primary source of immigrants to Canada. [147]

Conclusion

Over the past fifteen years, the CAF has exerted significant effort to reach the diversity recruitment targets as outlined in the EEA. It is critical that the military within a democracy

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[144] Military Leadership Diversity Commission, *From Representation to Inclusion: Diversity Leadership for the 21st-Century Military: Final Report*, 86-87.

[145] US Department of Defense, *Blacks in the U.S. Army: Then and Now*, 1.

[146] David G. Gutiérrez, "An Historic Overview of Latino Immigration and the Demographic Transformation of the United States," National Parks Service, accessed November 02, 2017, https://www.nps.gov/heritageinitiatives/latino/latinothemestudy/immigration.htm.

[147] Jay Makarenko, "Immigration Policy in Canada: History, Administration and Debates," accessed November 02, 2017, http://www.mapleleafweb.com/features/immigration-policy-canada-history-administration-and-debates.html#history.

embodies the same values, beliefs, and cultures that it represents. It is equally important that its membership reflects the diversity found within the Canadian population to legitimize its activities.

While representation of diversity groups has improved since 2002, the CAF continues to fall short of its diversity recruitment targets and will continue to do so when measured against the EEA standards. When comparing Canadian diversity representation statistics to their labor market availability (LMA) numbers, a gap appears; however, when compared to the United States diversity representation statistics, the Canadian statistics are either comparable or have easily explainable differences.

As a public institution, self-awareness is vital to the CAF. The Deschamps' report challenged the widely held belief that the CAF culture was accepting of diverse cultures. This report served as the impetus for the creation of the current *Canadian Diversity Strategy* and the CAF's ongoing efforts to eliminate harmful and inappropriate sexual behavior.

Despite the CAF's desire for culture change and eagerness to demonstrate to Canadian society that they are an organization that embraces diversity, change takes time. Our American neighbors have achieved an exceptional representation rate of visible minorities in their military rooted in the integration of minority groups into their military for over 200 years. Whereas Canada's immigration policies have only promoted the integration of visible minorities in the past fifty years. The CAF needs to set achievable EEA goals, as the Canadian public will scrutinize their efforts. As an example, Canada's current ten-year goal for representation of women increased from 14.9 percent to 25.1 percent. By comparison, despite efforts by ODMEO and robust funding levels, the US DOD was only able to increase their representation of women from 15.4 percent to 16.8 percent between 2000 and 2015. If the CAF is unable to achieve their future goal of 25.1 percent representation of women, the public focus will not be on the success they have achieved, but instead the fact that they failed to achieve the goals they set for themselves.

A significant contributor to the success of US military recruitment efforts lies with the vastness of their recruitment locations and their deliberate efforts to target visible minorities with recruiters from like-employment equity backgrounds. Despite efforts aimed at increasing diversity recruitment within the CAF, there is inconsistent messaging as reduction of recruiting centers and recruiting positions does not support the narrative. As a result, it is critical that the CAF make the most of every opportunity by ensuring military members at recruiting centers are representative of employment equity groups and are top performers within their professions.

A recommended area for future research extends beyond employment equity groups in the Canadian and US militaries. Other allied countries with robust immigration policies such as Australia and the United Kingdom may provide relevant analysis and conclusions. Also, statistics indicate that both Eritrean and South African women represent more than 25 percent of their uniformed services, and if substantiated, consideration of the factors that support those increased levels of representation could be incorporated into recruitment efforts for those countries struggling to meet diversity recruitment targets.[148]

In the future, as immigration becomes the main contributor to Canadian population growth, the military's diversity representation will increase. That increase will be as a result of either the CAF successfully achieving its EEA representation goals, or because of a decrease in the non-employment equity groups that the population simply cannot sustain. For the continued success of the CAF, the former option is the only viable one, as Canadians expect the CAF to represent the people, history, and traditions that make up their country.

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[148] DefenceWeb, "Fact File: SANDF Regular Force Levels by Race & Gender: April 30, 2011," DefenceWeb, June 29, 2011, accessed January 25, 2018, http://www.defenceweb.co.za/index.php?option=com_content&view=article&id=16708%3Afact-file-sandf-regular-force-levels-by-race-a-gender-april-30-2011-&catid=79%3Afact-files&Itemid=159.

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