



A Gap Analysis of Employment Equity and Diversity Research in the Canadian Forces

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Abstract

The goal of this report is to provide a gap analysis of the research that has been conducted with regards to employment equity (EE) and diversity in the Canadian Forces (CF). For the purpose of discussion, the research was separated into five main categories, namely EE/diversity in general and then each of the four designated groups under the EE Act (Aboriginal peoples, Visible Minorities, Persons with Disabilities (PWDs), and Women). Using a conceptual model created for this study, several key gaps were identified in the existing research and a guide for future research was developed. Most notably, it was determined that the largest gaps in the research are in the areas of Aboriginal peoples, Visible Minorities and PWDs, but suggestions for future research are made for all five categories.

Résumé

Le rapport a pour but de fournir une analyse des lacunes recensées dans la recherche qui a été effectuée au sujet de l'équité en emploi (EE) et de la diversité dans les Forces canadiennes (FC). Aux fins de la discussion, la recherche a été divisée en cinq grandes catégories, c'est-à-dire EE/diversité en général, puis chacun des quatre groupes désignés en vertu de la *Loi sur l'équité en matière d'emploi* (Autochtones, minorités visibles, personnes handicapées et femmes). À l'aide du modèle théorique créé pour la présente étude, on a déterminé plusieurs lacunes clés dans la recherche existante et on a élaboré un guide pour les recherches futures. En particulier, on a déterminé que les lacunes les plus importantes de la recherche étaient liées aux Autochtones, aux minorités visibles et aux personnes handicapées, mais des suggestions de recherches futures sont faites pour les cinq catégories.

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Executive summary

A Gap Analysis of Employment Equity and Diversity Research in the Canadian Forces:

Julie Coulthard; Leesa Tanner; DGMPRA TM 2009-009; Defence R&D Canada – DGMPRA; July 2009.

The goal of this report is to provide a gap analysis of the research that has been conducted over the past ten years with regards to employment equity (EE) and diversity in the Canadian Forces (CF). For the purpose of discussion, the research was separated into five main categories, namely EE/diversity in general and then each of the four designated groups according to the EE Act (Aboriginal peoples, Visible Minorities, Persons with Disabilities (PWDs) and Women).

This paper first presents a conceptual model that was created in order to provide a framework for EE and diversity within the CF. The primary components of this model are: 1) External Factors, such as Legislation and Designated Group Member (DGM) Culture; 2) Perceptions of the CF; and 3) Internal Factors, such as CF Policies and Programs and CF Culture. The framework is intended to be used as a guide toward categorizing the key features of the discussion and to assist in the subsequent identification of the research and knowledge that is currently available in each element.

Existing gaps in research and knowledge were identified and analyzed through a comprehensive and thorough review of the research conducted on EE and diversity within the purview of the CF. The objective of the gap analysis was to identify the areas that are significantly lacking research, and to generate a strategic plan that will assist in guiding the future development of research and analysis. Throughout the paper, specific suggestions are made for EE/diversity and each of the four designated groups, with a general research agenda for the way ahead presented at the end of this paper. This analysis should assist in providing direction for future research in the area of EE and diversity in the CF.

Sommaire

A Gap Analysis of Employment Equity and Diversity Research in the Canadian Forces:

Julie Coulthard; Leesa Tanner; DGMPRA TM 2009-009; R & D pour la défense Canada – DRASPM; Juillet 2009.

Le rapport a pour but de fournir une analyse des lacunes recensées dans la recherche qui a été effectuée au cours des dix dernières années au sujet de l'équité en emploi (EE) et de la diversité dans les Forces canadiennes (FC). Aux fins de la discussion, la recherche a été divisée en cinq grandes catégories, c'est-à-dire EE/diversité en général, puis chacun des quatre groupes désignés en vertu de la *Loi sur l'équité en matière d'emploi* (Autochtones, minorités visibles, personnes handicapées et femmes).

Le document présente d'abord le modèle théorique qui a été créé pour servir de cadre à l'EE et à la diversité au sein des FC. Les éléments principaux du modèle sont les suivants : 1) facteurs externes, tels que la législation et la culture des membres des groupes désignés; 2) perceptions des FC; 3) facteurs internes, tels que les politiques et programmes des FC et la culture des FC. Le cadre a pour but d'orienter le classement des caractéristiques principales aux fins de discussion et de faciliter l'identification des recherches et des connaissances disponibles pour chaque élément.

Les lacunes existantes au niveau de la recherche et des connaissances sont spécifiées et analysées au titre d'un examen global et approfondi de la recherche effectuée sur l'EE et la diversité au sein des FC. L'analyse des lacunes avait pour but de déterminer les secteurs où l'insuffisance des recherches est considérable et d'établir un plan stratégique pour aider à orienter l'élaboration future de projets de recherche et d'analyses. Tout au long du document, on a fait des suggestions particulières relatives à l'EE/la diversité et à chacun des quatre groupes désignés. À la fin du document, on propose un programme général de recherche à l'avenir. L'analyse devrait aider à orienter la recherche future dans le domaine de l'EE et de la diversité dans les FC.

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1 Introduction

1.1 Background

The goal of this report is to provide a gap analysis of the research that has been conducted with regards to employment equity (EE) and diversity in the Canadian Forces (CF). For the purpose of discussion, the research was separated into five main categories, namely EE/diversity in general and then each of the four designated groups according to the EE Act (Aboriginal peoples, Visible Minorities, Persons with Disabilities (PWDs) and Women).

1.2 Aim

This investigation aims to:

- a. Create a conceptual model that provides a framework for EE and diversity in the CF;
- b. Review the existing research conducted within the purview of the CF over the past ten years;
- c. Identify the existing gaps in research and knowledge pertaining to EE/diversity and each of the four designated groups; and
- d. Provide guidance on the way ahead for future research on EE/diversity issues affecting the CF.

2 Conceptual Model

2.1 Overview

A conceptual model has been created that provides a framework for EE and diversity within the CF (See Figure 1). Based on a review of the literature, the overarching key concepts were identified, along with the subthemes within each of these concepts, thereby enabling the development of the conceptual model. This framework is intended to categorize the key components in the discussion of this paper, and assist in the identification of the current gaps in research and knowledge. As such, it is considered to be a descriptive framework.

2.2 Effects to be Achieved

The ultimate end goal of the framework is aligned with the Mission of the Department of National Defence (DND) and the CF, namely to protect Canadians and defend the sovereignty of the nation, defend North America (in conjunction with the United States (U.S.), Canada's closest ally), and contribute to international peace and security through operations around the world. In order to achieve this mission, the DND/CF needs to provide "a workplace that values diversity and inclusiveness" (CF Employment Equity Plan, 2006). This in turn is affected by a number of external and internal factors, as described below.

2.3 Description of the Conceptual Model

On the left of the framework are the features that are external to the CF and outside its purview (including Legislation and Designated Group Member (DGM) Culture); in the middle of the framework is the feature that encompasses both external and internal aspects of the CF (including Perceptions of the CF); to the right of the framework are the features that are internal to the organization and directly within its domain/scope (including CF Policies and Programs, and CF Culture). At the bottom middle are the desired effects to be achieved.

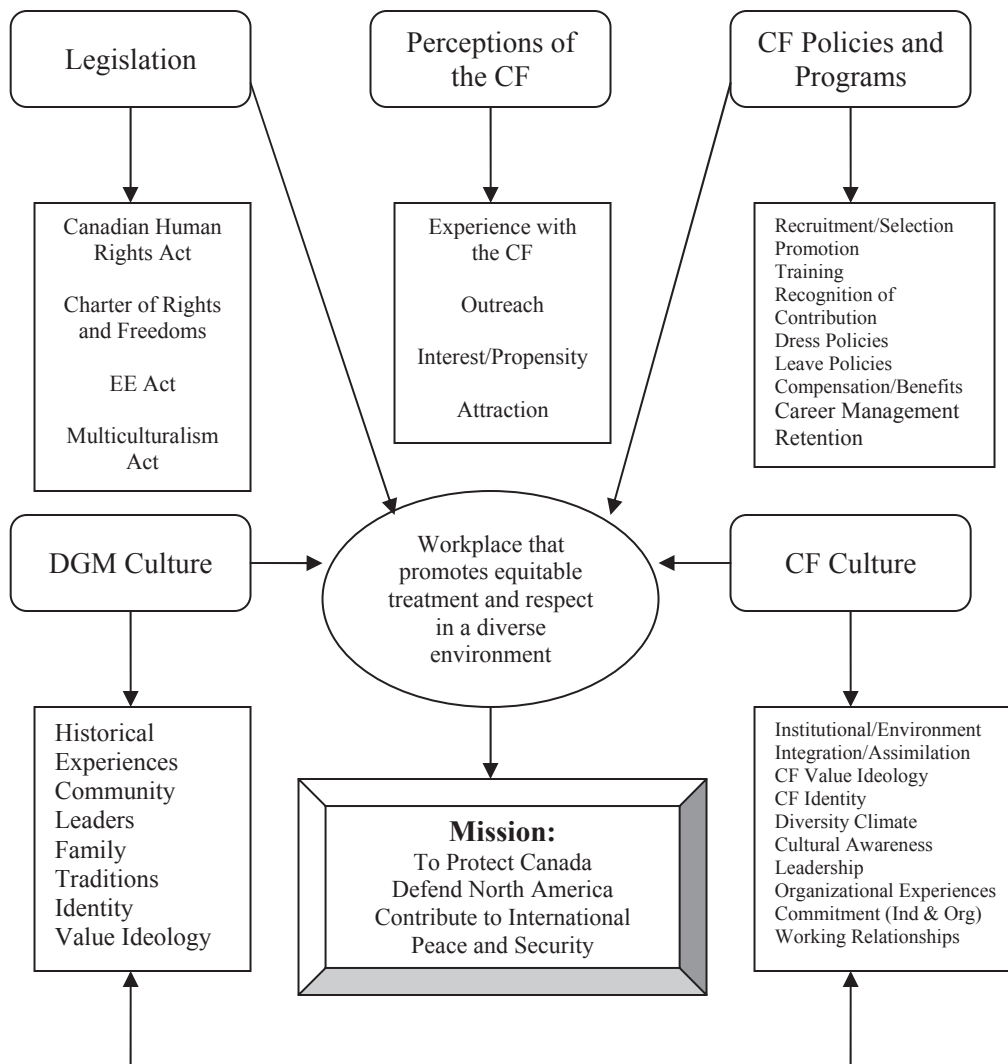


Figure 1: Conceptual Model for Employment Equity and Diversity

2.3.1 External Factors

2.3.1.1 Legislation¹

Located in the top left corner of the conceptual model in Figure 1 is the component **Legislation**, which refers to the current legislation in Canada that governs the responsibilities and obligations of the CF with respect to EE and DGMs. Listed under this component are four specific pieces of legislation that guide the organization:

¹ The material for this section has been collected from the Directorate of Human Rights and Diversity (DHRD) website and Dewing and Leman (2006).

- a. *The Canadian Human Rights Act*, which was enacted in 1978, applies to all federal departments, and agencies, and the federally regulated portion of the private sector. This piece of legislation gives effect in law to the principle of equal opportunity and prohibits discrimination with respect to employment, public communications, and the provision of goods and services. There are eleven prohibited grounds of discrimination specified by the Act, including: race, national or ethnic origin, colour, religion, age, sex, marital status, family status, disability, pardoned conviction and sexual orientation.
- b. *The Canadian Charter of Rights and Freedoms*, which was enacted in 1982, is embedded in the Canadian Constitution and applies to all levels of government, including federal, provincial, municipal, and territorial. As such, the Charter forms an integral part of the fundamental law of the land and establishes certain basic rights and freedoms for all Canadian citizens that are essential to Canada being a free and democratic society within a country that is united.
- c. *The Employment Equity Act* was enacted in 1986 and subsequently amended in 1996 to include the Federal Public Service, the Royal Canadian Mounted Police, the Canadian Security and Intelligence Service, and the CF. The EE Act has designated four specific groups that have historically encountered difficulty in achieving equitable treatment within the workplace, identified earlier as DGMs. This legislation requires more from an organization than just similar treatment for all groups as it also encompasses a requirement for special measures and the accommodation of differences. Organizations subject to the Act are mandated to generate an EE plan, and annually submit an analysis of their workforce data.
- d. *The Multiculturalism Act* came into effect in 1988 when adopted by Parliament. Canada was the first country in the world to implement national multiculturalism legislation. There are two fundamental principles embedded in the Multiculturalism Act, including: 1) all citizens are equal and have the freedom to preserve, enhance, and share their cultural heritage; and 2) multiculturalism promotes the full and equitable participation of individuals and communities of all origins in all aspects of Canadian society. This legislation embraces a wider scope, encouraging the participation of all ethnocultural groups in Canada in the social, cultural, economic, and political aspects of the country.

2.3.1.2 DGM Culture

Culture figures prominently in the conceptual framework, with the concept separated into external and internal groupings. To the bottom left of the framework in Figure 1 is the external component of **DGM Culture**, consisting of the following sub-components:

- a. **Historical Experiences of the DGM Community**, which refers to the nature of the experiences that DGM communities have had with Canada;
- b. **Community Leaders**, which refers to the role of those individuals who influence and guide the people in their respective communities;
- c. **Family**, which refers to the nature and influence of kin relationships;

- d. **Traditions**, which refers to the continuing practices and beliefs of a community;
- e. **Identity**, which refers to the particular and distinct role or perception about oneself that an individual may possess; and
- f. **Value Ideology**, which refers to the ideals and customs of a community that the community members have embraced.

2.3.2 Perceptions of the CF

Located in the middle of Figure 1, at the top of the framework, are **Perceptions of the CF**. This is a two-pronged component taking into account both how DGMs and their communities regard the CF, and how the CF, in turn, regards DGMs and their communities. Falling under this component are four additional sub-components that provide a more specific examination:

- a. **Experience with the CF**, which refers to the positive and/or negative experiences of DGMs in the organization, thereby providing insight into how DGMs have been received by the CF and whether they have been subject to any challenges or barriers in the workplace;
- b. **Outreach**, which refers to the initiatives on behalf of the CF to build relationships with DGM communities and their leaders and to develop positive connections.
- c. **Interest/Propensity**, which refers to the inclination, or disinclination, of DGMs outside of the organization to join the CF, thereby providing insight into any potential hurdles or obstacles regarding the recruitment and enrolment of these individuals;
- d. **Attraction of DGMs**, which refers to the efforts of the CF to appeal to these groups of individuals and entice them into considering the CF as a viable career option; and

2.3.3 Internal Factors

2.3.3.1 CF Policies and Programs

Located in the top right corner of the framework in Figure 1 are **CF Policies and Programs**, which are general rules and regulations that may impact EE and diversity in the CF. There are nine specific sub-components, including:

- a. **Recruitment/Selection**, the ability and efforts of the CF to attract and enrol applicants into the organization;
- b. **Promotion**, the ability and extent to which CF members advance in rank and position;
- c. **Training**, the education and instruction of CF personnel;
- d. **Recognition of Contribution**, the acknowledgement of achievement and merit;

- e. **Dress Policies**, the CF policies regarding dress for CF personnel;
- f. **Leave Policies**, CF policies regarding various types of leave offered by the organization;
- g. **Compensation and Benefits**, the existing packages that CF personnel are provided during and after their service;
- h. **Career Management**, the experiences, satisfaction, and other relevant matters pertaining to the career of a CF member; and
- i. **Retention**, the degree to which the CF retains its personnel and the levels of attrition.

2.3.3.2 CF Culture

To the bottom left of the framework in Figure 1 is the internal component of **CF Culture**, consisting of the following sub-components:

- a. **Institutional/Environmental**, which refers to the placement of CF members into particular military occupational categories and their experiences related to the workplace;
- b. **Integration/Assimilation Forces**, which refers to the pressure and/or desire to identify oneself as part of a larger national family and acquire the social and psychological characteristics of that group;
- c. **CF Value Ideology**, which refers to the acquiring of the ideals, customs and beliefs of the organization;
- d. **CF Identity**, which refers to the internalization and adoption of a set of personal and behavioural characteristics that identifies an individual as a part of the CF;
- e. **Diversity Climate**, which refers to the attitudes of CF personnel toward EE and diversity;
- f. **Cultural Awareness**, which refers to the extent to which CF personnel are provided with opportunities and training about designated groups;
- g. **Leadership**, which refers to the relationship and interactions between subordinates and leaders;
- h. **Organizational Experiences**, which refers to the specific encounters that an individual has had in the CF and the conditions of service;
- i. **Commitment** (both on an individual and an organizational level), which refers to the level of involvement and engagement that one has with the CF; and

- j. **Working Relationships**, which refers to the relationships that individuals have in the workplace, including colleagues, peers, subordinates, and leaders.

2.4 Summary

With this descriptive framework in mind, the next chapters will examine the research that has been conducted, regarding EE/diversity in general and then each of the four designated groups in order to identify critical gaps in knowledge and to propose a strategic plan for research that should be conducted.

3 Employment Equity/Diversity

3.1 Review of CF Research

In addition to the research that focuses specifically on matters pertaining to each of the four designated groups in the EE Act, namely Aboriginal peoples (Chapter 4), Visible Minorities (Chapter 5), PWDs (Chapter 6), and Women (Chapter 7), research has been conducted from the perspective of EE/diversity in general, thereby offering a more comprehensive overview of EE/diversity in the organization. This research has examined a number of issues, including: EE Act requirements, interest and propensity to join the CF, the diversity climate of the CF, attrition of DGMs, and conceptual developments in the literature.

3.1.1 EE Act Requirements

3.1.1.1 Self-Identification Census

In order to satisfy the legislative requirements of the EE Act, the CF is required to collect information about its members in order to determine the extent to which the four DGMs are under-represented by occupational group. Therefore, in order to be in compliance with the mandate, a Self-Administered Census is made available to all CF personnel, providing each individual with the opportunity to self-identify as a member of a designated group (Holden, 2003).

3.1.1.1.1 1995 CF Census

Ewins (1997) analyzed the data obtained from the 1995 census that was conducted by the CF in order to ascertain the representation of Aboriginal peoples and visible minorities in the CF. Two types of comparisons were made: first, representation levels of designated groups in the CF were compared to the representation levels in the Canadian population; and second, the rank levels of Aboriginal peoples and visible minorities were compared to the rank levels of the CF as a whole. It was determined that the representation of Aboriginal peoples in the CF was lower than their representation in the national population, with even lower representation at the Officer rank level. The pattern of lower representation in the CF as compared to the Canadian representation was repeated for visible minorities, however, the representation level of visible minorities in the Officer Corps was comparable to the CF population.

3.1.1.1.2 1997 Personnel Survey

A Personnel Survey was also administered to CF members in both the Regular and Reserve Force in 1997. In addition to many other components of the survey, demographic variables were included that allowed for the identification of designated group membership. The primary purpose of the report by Lybanon (1998) was to document the representation of DGMs in the Regular Force of the CF and to provide the results of the demographic variables for these members. Overall, analysis of the results determined that all three of the designated groups under review (Aboriginal peoples, visible minorities and women) were under-represented in

the variables used in the study, including rank, years of service, environment, unit, and command, especially when compared to the overall population.

3.1.1.1.3 CF Self-Identification Census

In accordance with the EE legislation, a Self-Identification Census was administered to CF members in the fall of 2001, providing every individual with the opportunity to self-identify as a member of a designated group. Holden (2003) detailed the methodology of the 2001 Self-Identification Census and included preliminary representation rates of DGMs in the CF. The 2001 CF Self-Identification Census was administered to approximately 100,000 CF members, including the Regular Force, Primary Reserve, Supplementary Reserve, Cadet Instructor Cadre, and the Canadian Rangers. As of September 2002, the overall response rate was 73%, with 87% of respondents completing the voluntary self-identification sections. A preliminary analysis of the data indicated that Aboriginal peoples represented 3.4%, visible minorities represented 4.2%, PWDs represented 3.1%, and women represented 16% of the CF.

3.1.1.2 Workforce Analysis

The workforce analysis is a key component of the EE Act. The goal of the CF workforce analysis is to determine whether there is under-representation of DGMs in any military occupational group through comparison with the data of a relevant external labour market.

3.1.1.2.1 Workforce Analysis Methodology

For a number of years there has been an ongoing debate regarding the question of how to estimate the workforce availability of DGMs for the CF. Currently, a two-pronged methodology is used to determine external availability estimates – one for military occupations thought to have related civilian comparators, and one for military occupations that do not have a related civilian comparator. The primary concern with the use of this approach is that it does not take into consideration a main component of any military occupation, namely the Military Factor, which is intended to account for aspects of military service, such as working conditions, postings, deployments, and inherent danger of the job are not appropriately accounted for with the use of civilian comparator occupations. A preliminary attempt at addressing this issue was conducted by Holden (2004), with methodological refinements for the estimated workforce availability developed by Goldenberg (2005). This approach is still under review.

3.1.1.2.2 CF Workforce Analysis

The workforce analysis by Holden (2004a) allowed for the identification of potential problem areas and provided an indication as to whether there may be existing barriers in the employment systems, policies, and practices of the CF. It was also determined that the preliminary results using the two-pronged methodology were reasonable and realistic.

Under the EE Act, the Canadian Human Rights Commission (CHRC) also has the mandate to audit the compliance of the CF with its legislative requirements. As part of this compliance audit, the CF is required to analyze workforce data in order to establish the representation of DGMs in

each military occupation, including an analysis of enrolments, promotions, releases, and analysis by rank in order to identify the clustering of DGMs. Part of the audit process was the paper by Goldenberg (2006a) on the employment flow analysis of the CF workforce that detailed the results of the data and analyses. Overall, women were determined to be under-represented in relation to external workforce availability, with adverse impact indicated only for the non-commissioned member (NCM) occupations. Aboriginal people were determined to be under-represented in the Regular Force, with under-representation greater for Aboriginal Officers than for Aboriginal NCMs. However, adverse impact was indicated for both groups. With respect to visible minorities, they were also under-represented in the Regular Force, with greater under-representation found for visible minority NCMs than for visible minority Officers. Adverse impact was observed to be severe in both segments.

3.1.1.3 Employment Systems Review

In accordance with the EE Act, the CF is required to conduct an Employment Systems Review (ESR), which is an examination of the impact of HR policies and practices on DGMs. However, the workforce analysis should first be conducted in relevant recruitment areas in order to determine where under-representation exists prior to the commencement of an ESR. The workforce analysis by Holden (2004b) offered such a focus for the ESR conducted on the CF, which commenced in 2003.

The CF ESR examined formal and informal policies, procedures and practices in an effort to identify potential employment barriers against DGMs. MacKey (2004) subsequently identified opportunities for the implementation of special measures or positive policies and practices that may work towards improving accommodation and effecting full workplace participation of DGMs. The policy reviews and consultation conducted in this study generated information regarding the following CF employment systems: recruitment, selection and enrolment; training and development; career management and promotions; re-engagement and release; reasonable accommodation; and other working conditions.

For women, despite the significant progress made in their representation, they generally remain under-represented across many parts of the CF. The key area of concern pertaining to women identified by the ESR was related to achieving work-life balance through changes to CF policies and practices and through greater flexibility in terms of service and component transfer. All of these aspects were contended to promote the recruitment and retention of women in the CF. For Aboriginal peoples, the ESR determined that they were under-represented across all elements, MOGs, and ranks in both the Regular and Reserve Force, with the exception of the Canadian Rangers. Evidence of the existence of a 'glass ceiling' for this group was indicated, specifically at the Major/Captain ranks for Officers and at the Sergeant/Master Corporal ranks for NCMs. In addition, there was an indication that Aboriginal peoples leave the CF in disproportionate numbers. Visible minorities were severely under-represented in the CF, with evidence of a 'glass ceiling' also indicated for these members for promotion above the rank of Major. Additional areas of concern in the report were perceptions of the CF, lack of sensitivity to diverse communities, language, Canadian citizenship and related security clearance issues, potential for career advancement, flexibility related to cultural and religious accommodation, and separation from community and family. For PWDs, the findings relative to these members were focused on learning disabilities at the recruitment stage, the rigid application of physical fitness tests, and the medical accommodation policies and practices of the CF. Of particular interest was the finding

during the review regarding the perceived cloak of secrecy about injuries and disabilities at the individual level, along with the reluctance of CF members to openly discuss these issues during the ESR process.

3.1.2 Interest and Propensity to Join the CF

Much attention has been placed on assessing the level of interest of Aboriginal peoples, visible minorities and women in joining the CF. A series of public opinion studies have been conducted with the objective of determining the extent to which there is interest amongst the members of these groups. In addition, prospect and applicant studies have been conducted, based on data collected from individuals visiting CF Recruiting Centres (CFRC).

3.1.2.1 Public Opinion Surveys

A comprehensive study was conducted by Environics Research Group Limited (1997) that examined the level of interest of Aboriginal peoples, visible minorities, and women in joining the CF, with a sample of non-designated individuals included for comparative purposes. There were five specific objectives of the study, including: 1) determine the perceptions and attitudes of the specific groups toward the CF; 2) determine the level of knowledge of the CF within each specific group; 3) determine the level of interest and propensity of each group in joining the CF; 4) determine the proximity of these groups to CF sites; and 5) determine the relationship between perceptions, attitudes and knowledge, and proximity to CF sites and the interest and propensity of DGMs to join the CF. It was determined that the views of visible minorities and Aboriginal peoples were quite similar to the views of the national population as a whole; specifically, that the likelihood that these individuals would be interested in joining the CF was consistent with other members of the Canadian population. The most significant differences that could be identified were traced to gender and, to a lesser extent, region.

A modified version of the 1997 survey was designed and administered in 2000, allowing for better collection of data with respect to the interest and propensity of the designated groups to join specific operational occupations in the CF. This study by Tanner and Holden (2002) provided a comparison of the two public opinion surveys and included a profile of those individuals interested and likely to enlist in the CF. It was found that there was increased familiarity with the CF across all designated groups, with PWDs the most familiar and visible minorities the least familiar. Approximately one in five people who were surveyed indicated being at least somewhat interested in joining the CF; similar to the findings observed in 1997. Of all the designated groups, Aboriginal peoples and visible minorities were the most interested, with women the least interested in joining. The desire to serve one's country was the most frequently cited reason for joining the CF by survey respondents.

Goldenberg, Sharpe and Neuman (2007) conducted a follow-up public opinion study to the previous administration of the interest and propensity survey conducted in 2000. The goal of this research was to determine the familiarity of DGMs toward the CF, assess the level of interest and propensity of DGMs to join the CF overall and specific components within the CF (i.e., Regular versus Reserve Force), and to provide a comparative analysis of the 2000 and 2007 results. Overall, it was determined that familiarity with the CF had continued to increase across all designated groups, with over half of Canadians surveyed reporting being very or somewhat

familiar with the CF. Men were more likely to be at least somewhat familiar with the CF than women; whites were most familiar with the CF, followed by Aboriginal peoples; visible minorities reported the least familiarity. The percentage of Canadians who were at least somewhat interested in joining the CF dropped slightly from the number in 2000: from 22% in 2000 down to 19% in 2006. Despite this overall trend, interest among Aboriginal peoples and visible minorities increased from the 2000 survey and the gender gap also narrowed, with males becoming slightly less interested and females becoming marginally more interested since 2000.

3.1.2.2 CF Prospect Survey

The CF Prospect Survey is administered to individuals who visit a CFRC to inquire about employment opportunities, and is used to collect information about those who express interest in the CF. Goldenberg (2007a) reported on data collected from prospects between January 2003 and October 2006 to describe their designated group membership. Comparisons were then made with non-DGMs with respect to their demographic characteristics, the sources of information about the CF to which they were exposed and which they found to be the most influential, the type of CF employment they were interested in pursuing, and the reasons for their interest in joining the CF. Of significance was the finding that the proportions of visible minority and Aboriginal peoples prospects were much greater than the proportions of visible minorities and Aboriginal peoples that actually enrolled in the CF, thereby indicating that these individuals were actually less likely to make the decision to enrol after visiting a recruiting centre as compared to their white counterparts.

3.1.2.3 CF Applicants

Dorosh and Mrochuk (1997) addressed the question of whether there was a relationship between General Classification (GC) scores, enrolment disposition, and enrolment status and the designated group status of applicants, such that the former could be used to predict the latter, while controlling for other factors such as age, academic status, education, employment status and first language. Analyses determined that applicants belonging to a designated group were over-represented in the groups of applicants who were rejected on the basis of perceived unsuitability for their requested occupation and/or on the basis of their GC score. As such, DGM applicants were found to be less likely to be enrolled than non-DGM applicants and more likely to obtain a below-median score on the GC.

Also focusing on CF applicants, Ewins (1998a) analyzed data obtained on EE group membership between April 1995 and October 1996 from the CF Applicant Survey and compared five groups of applicants (Caucasian women, Aboriginal peoples and visible minority men and women) with Caucasian men. Comparisons were made based on demographic characteristics, sources of information on the CF and reasons for applying. It was determined that, while there were differences, applicants demonstrated similarities with respect to their demographic characteristics, sources of information regarding the CF, and reasons for applying. Of note was the finding that individuals from the designated groups were applying to join the CF in proportion to their level of representation in the national population.

3.1.3 Diversity Climate

A significant amount of research has been conducted on the attitudes and perceptions of CF members toward EE and diversity and on the diversity climate of the CF workplace. This research has been based on studies conducted on both Regular and Reserve Force members.

3.1.3.1 Attitudes Toward Diversity

A series of three papers by Cross-Cultural/Multicultural Associates Inc. (1997a, 1997b, 1997c) assessed the attitudes of CF members, both Regular and Reserve Force, toward EE and diversity, ethnic groups, morale, and their perceptions of the diversity climate in the CF. The first study, (1997a), reported the findings from the survey administered to the Regular Force. The analysis indicated that, while approximately one-fifth of respondents had recently experienced discrimination, the attitudes toward diversity and equity were generally positive. The position taken in the paper was that the findings of this report should serve a dual purpose – provide for the identification of key aspects in need of change, and ascertain the main factors associated with a lack of tolerance for diversity and equity. The second study (1997b) reported on the survey that was administered to Reserve Force members. To a large extent, the main findings of the Regular Force report were replicated in the Reserve Force study with only a few variations. The general differences between the two samples were of two types. First, the Reserve Force members were slightly more tolerant of diversity than the Regular Force members, and second, that dividing the Reserve sample into Anglophone and Francophone sub-samples displayed greater differences. Contributing to the latter point was likely the greater degree of segregation by language in the Reserve units. A conceptual framework that detailed directions and goals for change was outlined in the final companion report in the series (1997c) (see Section 3.1.5 for more detail).

A similar study, administered to Regular and Reserve Force members in the CF, was also conducted by Berry and Kalin (1997). A survey was utilized, assessing the attitudes toward diversity and equity, tolerance, work morale, and perceptions of institutional climate. Overall, the analysis of the data indicated that CF members were generally accepting of diversity and equity, experienced high morale, and perceived the climate for equity to be fairly positive. It was noted, however, that there were some variations observed in these views by gender and ethnic orientation (English/French), similar to what had been observed in the previous studies.

The Diversity Climate Survey (DCS) was administered in 1999 to see if there had been any changes in the attitudes of personnel since the DCS was first administered in 1996 and to identify problematic areas requiring improvement. There were three scales in the survey, including: the Multicultural Attitude Scale (MAS), the Military Equal Opportunity Climate Survey (MEOCS), and the Mixed Gender Opinion Questionnaire (MGOQ). Promising evidence was observed by Pike, MacLennan and Perron (2000) that supported the effectiveness of CF policies and initiatives in encouraging cultural diversity. A marked improvement in the behaviours and attitudes of CF members regarding cultural diversity since 1996 was noted, along with an improvement in the support of diversity programs and policies in the CF.

Gagnon and Dunn (2001) further analyzed the qualitative comments from the 1999 DCS, to identify particular areas of concern that CF members have with respect to diversity and EE and to determine whether there were additional areas of concern that may have been overlooked by the DCS and which could be of interest in future research. The concerns of the respondents were

primarily directed towards four areas: combat readiness, retention of the best candidates for the position, one standard applied equally to all, and fairness. Respondents generally accepted diversity and EE, provided that it did not obstruct operational effectiveness or combat readiness. Of note was the position that individuals should be retained and promoted based upon their individual skills and abilities and not as part of an effort to meet a quota or to address political concerns.

The Your Say Survey (YSS) is regularly administered to CF members to gather information regarding their attitudes on a wide spectrum of HR issues. The focus section of the 2005 Spring administration of the YSS concentrated on matters pertaining to EE and diversity in the CF. Goldenberg (2006b) detailed the data gathered on the attitudes and perceptions of CF members toward EE-related practices and policies, and examined differences between the attitudes and experiences of DGMs and non-DGMs. Overall, CF members generally hold mild to moderately positive attitudes toward cultural diversity. Room for improvement was noted, along with the continued need for education and training geared toward the acceptance and appreciation of cultural diversity. Also noted was the need for the CF to better disseminate information regarding the reasons behind the goals and efforts of the CF in recruiting DGMs.

In 2005, another DCS was re-administered to CF members. Urban and Goldenberg (2006) presented the results of the third distribution, offered recommendations, and discussed the implications of the findings. Overall, it was determined that Reserve Forces respondents exhibit somewhat more positive attitudes toward gender integration and display fewer subtle sexist and racist attitudes than those observed for the Regular Force respondents. The study provided support for the contention that there is a need for an increase in education and training on all topics relating to cultural diversity and EE.

Goldenberg's (2007b) more in-depth investigation of the third administration of the DCS aimed to assess the following: CF members' attitudes toward women and gender integration in the CF; attitudes toward cultural and ethnic diversity; knowledge of and attitudes towards EE programs and policies; and perceptions of the current CF climate with respect to cultural diversity, EE and gender integration. Overall, analysis of the data indicated that the attitudes of CF members toward women, gender integration in the CF, and policies related to gender integration in the CF were somewhat positive. However, it was noted that there is room for improvement in these attitudes and a continued need for training and education that would positively impact the attitudes of CF members toward gender integration in the Canadian military.

3.1.3.2 Impact of Diversity Training on Knowledge and Attitudes

Goldenberg (2007c) conducted an analysis of the changes in knowledge and attitudes following the delivery of EE, diversity and human rights modules to Basic Military Qualification (BMQ) and Basic Officer Training Period (BOTP) courses. These 40-minute lesson plans were delivered to all new recruits and officer candidates with the intent of increasing knowledge and improving attitudes toward diversity and EE in the CF. To assess whether the training modules were successful in meeting their objectives, questionnaires were administered prior to the training (pre-tests) and after the training (post-tests). The questionnaires evaluated the knowledge and attitudes of the recruits toward diversity and EE. Analysis of the data indicated that while changes in knowledge were achieved as a consequence of the training modules, there was a minimal change measured in the attitudes of the recruits toward EE and diversity.

3.1.3.3 Cross-National Comparisons

A comparison of Canadian and American data on diversity climate was conducted by Ewins (1998b). This study was based on the results from the 1996 CF Diversity Baseline Survey, along with American data from the 1991 National Survey on Multicultural Attitudes and the MEOCS. The primary objective was to compare American and Canadian results using attitudinal and behavioural indicators in order to obtain a global overview of the diversity climate of the CF. Differences at the national level were observed, with CF members displaying less support for Multicultural Ideology and Tolerance, and Francophones generally exhibiting less support than Anglophones. The results of the U.S. and Canadian surveys were similar, with the Canadian sample displaying higher levels of commitment, and similar levels of effectiveness and satisfaction.

3.1.4 Attrition of DGMs from the CF

Brennan (1998) conducted a study with two objectives – the first was to examine the theory and history of EE in both Canada and in the CF, while the second goal was to examine why personnel, especially DGMs, make the decision to leave the Canadian military. The rationale behind determining whether there were significant differences in the reasons for leaving the CF between the majority male members and DGMs was that it would provide insight into whether systemic barriers could be a contributing factor. The study was conducted by comparing data for all those who had left the military between January 1994 and December 1996. Data was obtained through the Military Personnel Information System (MPIS) and through the CF Attrition Information Questionnaire (CFAIQ), which is administered to members for completion on a voluntary basis, along with data from the self-identification survey that was conducted by the CF in March 1995. It was determined that, while the reasons for leaving were reasonably homogeneous between men and women, they were less consistent for Aboriginal peoples and for visible minorities who reported higher levels of career dissatisfaction.

3.1.5 Conceptual Developments

Although the majority of the work that has been conducted on EE and diversity in the CF has been based on clearly defined, applied research, there have been some conceptual developments put forth that provide for a more strategic and broader understanding of diversity issues in the organization.

3.1.5.1 Diversity Frameworks

As part of the CF Diversity Project in 1997 (see Section 3.1.3.1), Cross-Cultural/Multicultural Associates Inc. (1997c) completed a conceptual paper, which examined some of the general ideas regarding diversity and EE in plural societies and linked them to issues relevant to diversity in the CF. A number of concepts were critically examined – ethnocentrism, authoritarianism, acculturation, assimilation, mutual accommodation, and institutional culture – in both a societal and military context. This discussion led to the proposal of a conceptual framework in which to frame diversity activities, thereby extending it toward an active change programme.

Situated in a comparative and international context, Scoppio (2007) detailed the findings from a research project on diversity in military and police organizations, providing a diversity framework for the CF and benchmarking between Canada, Australia, the United Kingdom, and the United States and select police forces. The impetus for the research was the need to formulate a conceptual framework for diversity based on values and in accordance with the CF values-based leadership model. The methodological approach was qualitative and included a multidisciplinary review of policy documents and the literature on diversity, along with visits to the Departments of Defence in each of the selected countries as well as to the Headquarters (HQ) of the New South Wales Police. The author contended that there is a need for a philosophical shift, whereby the CF needs to move beyond the 'compliance model' (doing things right, by legislation) and the 'business model' (doing things right for good business). Rather, Scoppio maintained that the CF should adopt a 'values-based model' (doing the right thing). In order to accomplish this goal, the author contended that there are three key elements of the organization in which the CF must incorporate diversity, including: its mission, its values and professional development.

3.1.5.2 Approaches to Managing Diversity

A report by Mirchandani (1997) contended that the CF needs to address the issue of developing policies that operate to integrate and manage a diverse workforce, along with working towards becoming an organization that serves as an example to other public and private sector organizations. The report reviewed the current CF documents and literature on gender integration, engaged in an investigation into how the knowledge from other Canadian organizations may assist the CF in its approach, and provided suggestions for possible future directions. While the organizations profiled in this report have very different approaches to, and attitudes of, EE and diversity, it is maintained by the author that a comparison of these organizations to DND is beneficial in identifying and developing the future direction of its EE policies. Recommendations were made for further research to examine both the organizational culture and the military culture, as well as research that identifies successful approaches to integration, thereby helping to enable the CF to better fulfill its mandate.

Hills (1998) posited that the CF needs to become more representative of Canadian society as a whole, thus requiring a broadening of the recruiting base. The influence of multiculturalism was discussed along with the impact of the demographic and societal transformations occurring in Canadian society generally and in the CF specifically. Several changes to the recruiting and personnel policies were proposed as part of a strategy to assist the CF in becoming more responsive and reflective of diversity in Canada: increase education of CF members to avoid misunderstandings and confusion, including harassment training as well as on-the-job experiences; conduct public education with minority community leaders; encourage Public Affairs staff to be more actively engaged in publicizing military successes; engage in other forms of increasing public awareness; and review existing policies to ensure that they do not contain cultural or racial bias.

Pinch, MacIntyre, Browne and Okros (2004) explored the concepts and theory of 'diversity management' as they pertain to policy changes in the CF and contribute to the growing knowledge and understanding of diversity in the military and the challenges posed. Gender and diversity were the two themes evident throughout each of the chapters, and while the main concentration was primarily directed toward gender integration, the discussions were situated within a broad approach to diversity in general. Overall, the findings demonstrated the need for

an inclusive model of military participation, one that requires an effective diversity-management approach, as a necessity for the military institutions in liberal democracies. The underlying message was that transformational concepts and policy should be reflective of social realities existing both within and outside the military. In addition, the need for an assessment and alteration of the hyper-masculine cultural environment of the operational segments of the military, most notably the combat arms/infantry, was advocated.

Situated in a comparative perspective, Scoppio (2004) detailed the results of an initial investigation into the changes occurring within and outside military organizations, focusing on the CF. The discussion was framed within the context of paradigms identified by Thomas and Ely in which it is argued that there are three different approaches toward managing diversity that may be taken in an organization. The first is concerned with compliance with legislation, equal opportunity, and recruitment. The second paradigm is access-legitimacy, which focuses on matching internal demographics to the external marketplace. The third paradigm is learning-effectiveness, which incorporates diversity into the core of the mission and culture of the organization. If an organization is to remain effective and successful, the author maintained that there is a need to shift to the third paradigm and incorporate diversity into its vision, work and culture. Key to this movement into the third paradigm is diversity education and training, which can be used as a way to change attitudes and build off of the strength and creativity offered by a diverse work environment.

Korabik (2006) also presented a conceptual model of diversity dynamics in organizations, using it as a framework for a review of the research on diversity issues related to leadership in the CF. A research agenda was also proposed in relation to leadership and diversity issues as they pertain to the CF. A number of concepts were critically examined – tokenism, jobholder schemas, occupational segregation, prejudice and discrimination, organizational cultures and cultural adaptation, ingroup/outgroup dynamics, and stressors and the negative outcomes that result from them. The author contended that subgroup populations must be increased to a minimum of 15% in order to effectively make CF cultures more hospitable to minorities as it would result in making group membership less salient, generate a reduction in feelings of isolation, and work towards creating change. A recommendation was made to increase subgroup numbers gradually in order to reduce the backlash that may result from a rapid influx of an under-represented group. In addition, it was argued that there is a need for CF leaders and members to provide support and legitimization for minorities in the organization. The author presented a list of the best practises in diversity management, including: ensuring top-level sponsorship and commitment; measuring and documenting change; ensuring fairness; obtaining wide input and participation; strong communication at all levels; developing and implementing concrete action plans; reinforcing behavioural change; and ensuring accountability.

3.2 Gap Analysis

Although it is evident that a significant amount of research has been conducted across the conceptual framework shown in Figure 1, particularly for the Legislation component where the CF is required to conduct self-identification census, workforce analyses and ESRs, there are some gaps in the present knowledge and which future research could address. Specifically, research is needed to examine the impact of diversity on operational effectiveness and its benefits and challenges, evaluate pre-deployment training that prepares the troops for cultural issues and

diversity, and analyze the required changes in the perceptions and culture that would assist in improving the recruitment and retention of DGMs. Further research is needed to address the influences and impact of assimilation and integration, and to measure diversity and awareness training and its effectiveness.

4 Aboriginal Peoples

4.1 Current Demographic Profile

Based on the data obtained from the 2006 Census, the Aboriginal population of 1,172,790 represents almost 4% of the total population in Canada. Analysis of previous censuses by Statistics Canada indicates that the Aboriginal population is growing significantly faster than the total population, a trend expected to continue over the next ten years. Looking specifically at the Canadian military, the representation of Aboriginal peoples in the CF is currently 1.7%²; the long-term goal of the CF is to bring this rate up to 2.8%.³

4.2 Review of CF Research

Much of the research on Aboriginal peoples has concentrated on matters pertaining to their recruitment or enlistment into the CF. The influences on the interest and propensity of Aboriginal peoples in joining the CF have been explored through both their historical relationship with the CF and, more directly, through the value ideology of Aboriginal peoples. Research has also been conducted on attraction initiatives and the potential biases in the selection process. Strategic planning has been aimed at supporting relationships with Aboriginal communities, as well as improving Aboriginal recruitment and retention.

4.2.1 Historical Perspectives

Moses (2000) stated that the Canadian status quo relative to the treatment of Aboriginal peoples in the country has been challenged by Canadian Aboriginal political, cultural and social activists and leaders, many of whom are veterans. It is argued that these challenges have directly contributed to developments and refinements within the legal system. Moses (2000) illustrated the range of attitudes exhibited by status Indian communities and individual Aboriginal persons in Canada in response to perceived challenges and opportunities arising from the nation's involvement in both WWI and WWII. The historical participation and relationship with Aboriginal communities was reviewed and placed in a contemporary context. Of significance is the observation that when homage is paid to surviving veterans and to the fallen, the emphasis within Aboriginal communities today is not placed on their overseas service and sacrifice, but rather, upon their contributions within their own communities.

Shewell (2006) reviewed specific occurrences and grievances that have created a wedge in the relationship between Aboriginal peoples and the Canadian government, and may contribute to a reluctance of these members to enlist in the CF. There were two key points that the author drew from the discussion of Aboriginal service in the Canadian military. First, he contends that Aboriginal peoples consider themselves to be unique peoples distinct from Canadians, and have

² Current figure based on data provided by the Directorate of Human Rights and Diversity (DHRD).

³ All CF data is based upon the DND/CF Employment Equity Plan, "Advancing on a Wide Front." December 2006.

served and fought in battle for Canada and the Crown, in part, for themselves and for the honour of their people. Second, at least from a historical standpoint, he maintains that there was a clear and present danger that contributed to the willingness of Aboriginal peoples to defend the country and the Crown. Recommendations from this study include: approaching Aboriginal members differently than other designated minorities, appealing to their tradition of loyalty to the Crown and to their relationship with the Canadian people, as well as drawing on their honour and propensity to serve and fight for their own lands and people.

4.2.2 Value Ideologies

Examining the historical conditions from a broader perspective, MacLaurin (2002) identified and evaluated the values that are mutually shared and promoted by the CF and various Aboriginal communities, while recognizing the military/CF values that may potentially be inconsistent with the value ideology of Aboriginal peoples. The results of this report indicate the need for the CF to conduct further research and to engage in consultation with Aboriginal members in order to fully address the issues of Aboriginal under-representation and value orientations in the CF. This knowledge would enable the CF to identify potential strategies and to address the policies and practices that contribute to a greater consequence of value differences.

In a study by Belanger and Wadsworth (2007), interviews were conducted with members of the Kainai First Nation of southern Alberta. The objective of this study was to acquire knowledge on the interests, preferences and factors that affect whether these individuals would be either willing or reluctant to join the CF. The tension between the Kainai people and Canada was evident as participants expressed the perspective that Canada is an oppressive regime, one that rejects Kainai political beliefs and objectives. To these individuals, enlisting in the CF is understood as another means of assimilating into Canadian society. The strong presence of a warrior ethic was a key finding in the study; an ideology that leads to the reluctance to join the CF, as it requires leaving one's family and homeland vulnerable to possible Canadian encroachment or even outright invasion. The author posited that some of the misconceptions about the CF and the lack of knowledge about the opportunities available to members of the armed forces by the Kainai people indicate the need for the establishment of improved relations. Specific recommendations were made regarding this perceived disconnect and toward improving potential recruitment.

4.2.3 Recruitment and Selection

4.2.3.1 Attraction Initiatives

Edwards (2002) contended that sending messages to Aboriginal peoples encouraging their involvement and advancement in the CF would work towards eliminating barriers to equity and inclusion while also building links to potential youth recruits. A number of recommendations were put forth for the CF, including: increasing awareness within the organization with respect to Aboriginal issues, such as through sensitivity training; promoting the connection between building job skills through CF programs and employment in the Regular Force to combat high unemployment rates in Aboriginal communities; developing mechanisms and incentives that will encourage the retention of Aboriginal members, along with advancing their education and helping them find employment upon retirement or release; and enhancing the work environment for these members.

4.2.3.2 Possible Selection Bias

The CF Aptitude Test (CFAT) is a standardized test used in selecting and classifying applicants for the CF. Although prior research indicated that the CFAT was not biased against designated minorities, there was concern that the CFAT may be biased against Aboriginal peoples (Vanderpool, 2003). In order to further assess this possibility, three reports were produced that examined whether Aboriginal members are in fact placed at a disadvantage with respect to the CFAT.

In the first report by Vanderpool (2003a), an item bias analysis of the CFAT was conducted in an effort to assess whether there were any items that would bias an individual on the basis of Aboriginal membership. The CFAT was administered to Aboriginal peoples residing in areas requiring special access and in remote communities, and compared to the results of archived CFAT results for recruits in basic training. Group differences observed on the performance on the CFAT suggest that, while not necessarily biased against Aboriginal peoples, it may in fact be an unfair tool for this group and is not an accurate reflection of differences in the cognitive abilities of the overall population. The author concluded that the differences were likely a reflection of variation in language and education.

A second report (Vanderpool, 2003b) provided support for this assessment. The goal in this report was to examine whether the CFAT has an adverse impact on Aboriginal peoples with respect to selection into the CF. The findings indicated that, while the CFAT may not be biased against Aboriginal peoples, it may still be an unfair test for these individuals. The author recommended that the selection of Aboriginal peoples into the CF be based on the performance of nonverbal measures of cognitive ability, in conjunction with English or French language training, as an alternative approach geared toward increasing the number of qualified Aboriginal peoples accepted into the CF.

A third report (Vanderpool, 2003c) examined whether alternate measures could be used in selecting Aboriginal peoples, as the ability of these individuals is found to be underestimated by verbal measures of cognitive ability. It was recommended that a more appropriate method would be to administer a nonverbal selection measure for Aboriginal peoples.

4.2.4 Strategic Approaches to Recruitment and Retention

A key report by MacLaurin and Davis (2002) addressed the current CF activities that support Aboriginal communities through the strengthening of their relationship with the CF and through the training and employment of Aboriginal members. This document also contained a summary of best practices that are employed by both public and private organizations across Canada, and concluded with a discussion of a potential strategic HR framework to improve the recruitment and retention of Aboriginal peoples. Recommendations were made to implement an integrated approach that links policies, programs and practices to strategic and measurable performance objectives. This approach would better enable the CF to reach its strategic goal of establishing itself as a 'career of choice' for Aboriginal peoples in Canada, and subsequently increase the representation rates for this population in the organization. Finally, it was recommended that similar evaluations be conducted for other DGMs, namely visible minorities and persons with disabilities.

4.3 Gap Analysis

In employing the conceptual model presented in Chapter 2, it becomes apparent that there is not a significant amount of research and information presently available on Aboriginal peoples. Clearly, there is a need for further research to be conducted in a variety of areas.

Specifically, in terms of the External Factors component, and particularly the DGM Culture component of the conceptual framework, some research has been conducted on the historical experiences of Aboriginal peoples in Canada and their value ideology. However, research is lacking with respect to the role of community leaders and elders in Aboriginal communities, family traditions, ethnic culture and the ethnic identity of Aboriginal peoples. Much of this research could be extracted from academic research conducted on Aboriginal peoples in Canada.

In terms of the Perceptions of the CF component, there is some accumulated knowledge regarding Aboriginal experiences with the CF and the interest and propensity to join, however information is lacking with respect to matters surrounding the attraction and outreach to Aboriginal communities. Research in these areas is crucial as such knowledge and insight will better enable the building of improved relationships and the development of stronger ties between the CF and the various Aboriginal communities across Canada, subsequently working towards encouraging greater interest and proclivity to join the organization. More research should also be conducted on the perceptions of Aboriginal communities regarding the CF through the use of public opinion surveys. Such analysis will provide greater understanding into how the organization is perceived by this population and help to identify what the challenges and barriers are to improved relations and potential for recruitment, thereby enabling the CF to better target and address the needs and values of these individuals.

With respect to the Internal Factors, in examining the CF Policies and Programs component, there is some knowledge regarding the recruitment and selection of Aboriginal peoples, as well as their enlistment, promotion and attrition rates through workforce analyses, but that there is insufficient knowledge regarding the impact of training, recognition of contribution, dress policies, leave policies, and compensation and benefits. In order to further identify how the CF can better position itself to be able to address the challenges relating to the recruitment and retention of Aboriginal peoples and to develop strategic approaches that will be effective, more research is needed in these areas.

In examining the CF Culture component, some research has been conducted on the institutional environment of the CF, relationship of the CF value ideology as compared to that of the Aboriginal value ideology, CF identity, diversity climate, cultural awareness, and organizational experiences. Further research can be conducted in areas lacking sufficient knowledge on Aboriginal peoples in the CF, including the impact and influence of integration/assimilation forces, on commitment (on both an individual and organizational level), leadership, and on the working relationships of Aboriginal personnel and the CF. The two latter points should include: considerations of the potential cultural interactions between the organization and the values and ideology of Aboriginal people, differences in interpersonal style and approach, and perceptions of effectiveness.

Finally, there is also a need for a detailed evaluation to be conducted on all current CF programs for Aboriginal peoples, as sufficient empirical information is currently lacking with regard to the effectiveness and success of such programs. Obtaining this information will serve to enhance the ability of the CF to better design and implement these programs, thereby ensuring that they will more successfully accomplish the established targets and objectives. Further, if deemed feasible, longitudinal research on the experiences and challenges of Aboriginal peoples in the CF should be conducted as it would be a methodological approach that would most likely generate effective and revealing data that could then be analyzed and applied to existing policies and strategies of the CF.

It should also be noted that in conducting any of the research on the above issues, a more specific breakdown of the Aboriginal groups in Canada, namely the Métis, Inuit and First Nations, should be taken into consideration as they are each unique communities with many differences among them.

5 Visible Minorities

5.1 Current Demographic Profile

Based on the results of the 2006 Census, 16.2% of the national population identify themselves as belonging to a visible minority group as defined in the EE Act. Analysis of previous censuses by Statistics Canada has indicated that the visible minority population is growing significantly faster than the total population (at a rate of approximately five times faster)⁴, a trend expected to continue over the next ten years. Looking specifically at the Canadian military, the representation of visible minorities in the CF is 3.4%⁵, significantly below the national representation rate. The long-term goal of the CF is to bring this rate up to 9.1%.⁶

5.2 Review of CF Research

The research conducted on visible minorities in the CF has primarily concentrated on issues pertaining to the recruitment and enlistment of these individuals. Despite the changes in legislation and the efforts by the CF to recruit visible minorities, this population is still very much under-represented in the military. A common thread is the emphasis placed on the need for targeted recruiting strategies to be developed and implemented, and the importance of building relationships and establishing a presence in visible minority communities.

5.2.1 Under-representation of Visible Minorities

In accounting for the under-representation of visible minorities in the CF, Gardam (1997) suggested that it may, in part, be a result of the communal isolation experienced by some ethnic groups from the rest of Canadian society. Another reason offered by the author for a seeming reluctance of visible minorities to enlist may be cultural factors, which a CF career has the potential to challenge, such as one's ethnic identity or the strong role of one's family, as observed in many ethnic groups. Some of these factors may contribute to the reluctance of visible minorities to enlist in the CF, however, it was noted in the study that more specific and focused research is needed before any explanation can conclusively be presented.

⁴ Statistics Canada. The Daily. "2006 Census: Ethnic origin, visible minorities, place of work and mode of transportation." Wednesday, April 2, 2008.

⁵ Current figure based on data provided by DHRD.

⁶ All CF data is based upon the DND/CF Employment Equity Plan, "Advancing on a Wide Front." December 2006.

5.2.2 Discrepancy Between Interest and Enlistment

Theiner (2006) contended in his study that the under-representation of visible minorities in the CF is not due to a lack of interest on behalf of this population. Indeed, the research has clearly shown that the propensity of visible minorities to enlist in the CF is equivalent to, or greater than, that of the general Canadian population. Thus, the author concluded that there were other factors contributing to the discrepancy between interest and enlistment, such as issues surrounding the difficulty of group members in meeting the required security screening. The recommendation was made to develop recruitment strategies that target visible minorities specifically and to engage in expanding personal contacts with the visible minority communities; all in an effort to increase the total number of visible minority applicants and hence, the total number of members enlisting.

5.2.3 Value Ideologies

Based on an overview of the external literature and data available on visible minorities in Canada, O'Connor (2006) examined the value orientations of these groups and their attitudes toward Canadian institutions, and presented the implications for enlistment and recruiting. Numerous recommendations were made for improving the recruitment of visible minorities, including the need to better target the value ideologies of these groups, emphasizing the professional opportunities in the CF, investigating the knowledge and attitudes toward the CF by visible minority communities, and working towards strengthening the modes of communication and relationships with visible minority groups in order to better promote the organization.

5.2.4 Differences in Visible Minority Communities

Generally, the research that has been conducted on visible minorities has been focused on a broader overview of the entire population, without concentrating on one specific group. However, one study was commissioned by the CFRC in Vancouver with the objective of better understanding the target audience of Canadians of South Asian descent, thereby assisting in the development of improved recruiting strategies. Results of the study by Response Advertising Inc. (2003) indicated that awareness of the CF amongst the South Asian community was lower than that of mainstream target audiences, and there was a negative perception of the CF amongst the youth in this community. Thus, the recommendation was made to design and implement separate and distinct recruitment strategies for the South Asian community.

An examination of the Chinese community in Toronto was also conducted, discussing the possible implications such knowledge provides for recruitment strategies in the CF. Of note were three key observations that Fong (2006) contended must be recognized and responded to accordingly by the CF. First is the strong role that community leaders and parents have on the career choices of the children. Second is the need for awareness as to the diversity of the Chinese community, both in terms of geographical location and socio-economic status. Lastly, is the value of ethnic media as a potential tool for the CF in establishing a presence and connecting with this community.

5.2.5 Strategic Imperatives

The argument was made by Rueben (2004) that the true strategic imperative for a diverse CF is the 'self-interest' imperative, due to the rate at which the demographics in Canadian society are changing. Visible minorities are the fastest growing segment of the population, with a large number better educated than their counterparts in Canadian society and a high likelihood that they will possess the background and skills that will increasingly be in demand. However, the focus of the CF has been on increasing the representation rate of visible minorities in order to meet a legislated target, with the imperative of 'fairness and equity' driving its HR strategy. The author contended that if the gap between the representation of visible minorities in the CF as compared to Canadian society is not addressed through the development of an effective and targeted recruiting strategy, the CF will eventually marginalize itself, thereby suffering a decline in public and political support. Earlier, Farmer (1997) had also posited that, not only can the CF support the social integration of visible minorities, thereby contributing to greater national cohesion, but there is also a need for the CF to become responsive to the growing population of visible minorities and acknowledge their rising influence and presence in the Canadian landscape.

5.3 Gap Analysis

In considering the conceptual model shown in Figure 1, it becomes apparent that there is a significant lack of research and knowledge regarding the visible minority population in the CF. As such, there is a need for further research to be conducted in various avenues.

In regards to the External Factors, specifically the DGM Culture component, it is clear that, while there is some insight provided into specific visible minority communities, such as the Chinese community in Toronto and the South Asian community in Vancouver, significant research is lacking on the majority of visible minority communities in Canada. Much of this research is available through the academic research conducted outside the purview of the CF. By obtaining a better understanding as to the nature and dynamics of specific ethnic groups, the CF would be in a more informed position, subsequently resulting in a recruitment strategy that is more likely to be more effective and successful.

With respect to the Perceptions of the CF component, there is some information regarding the experiences with the CF and the interest and propensity of visible minorities to join the organization, however knowledge is lacking regarding issues pertaining to the attraction and outreach to visible minority groups. Additional research should also be conducted on the perceptions that various members of visible minority communities have toward the CF.

With regards to the Internal Factors, in reviewing the CF Policies and Programs component, there is also some knowledge regarding the recruitment, promotion, retention and career management of visible minorities, through workforce analyses but research is lacking on the recognition of contribution, dress policies, leave policies, and compensation and benefits. As a targeted recruitment strategy for visible minorities is likely the most effective approach to addressing the pressing issue of their under-representation in the CF, additional research needs to be conducted that examines matters pertaining to recruitment and retention.

In examining the CF Culture component of the conceptual model, it is evident that there has been some research conducted on the institutional/environment of the CF and diversity climate as discussed in Chapter 3. However, further research needs to be conducted on the relationship of the CF's value ideology as compared to that of visible minority communities' value ideologies, CF identity, cultural awareness, organizational experiences, the impact and influence of integration/assimilation forces on commitment (on both an individual and organizational level), leadership, and on the working relationships of visible minorities personnel and the CF.

Generally, with few exceptions, the research on visible minorities has been broadly based and not focussed on a specific community. However, given the extent of differences and uniqueness of the various visible minority communities across Canada, it is imperative that more research be done that takes these differences into account as it will provide greater insight into the variation of the experiences and perspectives of each group.

6 Persons with Disabilities

6.1 Current Demographic Profile

Based on data obtained from Statistics Canada, 3.6 million Canadians living in households reported having activity limitations in 2001, representing a disability rate of approximately 12.4%. The most widespread disability reported within the working-age population were activity limitations related to pain or discomfort; this type of disability affects three out of every four persons with disabilities in this group. Specifically, this was reported by nearly 1.5 million persons aged 15 to 64, approximately 7.5% of the Canadian population.⁷ Looking specifically at the Canadian military, the representation of persons who self-identified as being a person with a disability in the CF was 1.2%⁸ as of October 2004.⁹ It should be noted that, due to the nature of the work and the operational requirements of military service, the CF does not recruit PWDs.

6.2 Review of CF Research

Very little research has been conducted on PWDs in the CF, with only three key documents of note. This research has identified disabled members by examining their representation rates in the CF, explored the experiences of PWDs in the CF, and evaluated whether the DND and Veterans Affairs Canada (VAC) Centre for the Support of Injured and Retired Members and their Families (known as The Centre) is operating effectively.

6.2.1 Representation Rates

Recognizing that PWDs are not a homogenous group but rather one that includes individuals with various forms of disability, Goldenberg (2004) provided a descriptive analysis of the rates of different types of disabilities reported by CF members who self-identified as having a disability. Representation rates were provided by disability types for sex, age, component, Designated Environment Uniform (DEU), Military Occupational Group (MOG), and rank. The report states that as of 2004 October, 1.4 percent of CF members had self-identified as being a PWD. Of this group, seven percent reported having difficulties with coordination or dexterity, 17 percent reported mobility problems, three percent reported having speech impediments, ten percent reported being blind or having a visual impairment, 19 percent reported being deaf or hard of hearing, 36 percent reported having some other form of disability and eight percent of

⁷ Statistics Canada. The Daily. "Participation and Activity Limitation Survey." Monday, December 3, 2007.

⁸ Current figure based on data provided by DHRD.

⁹ CF data is based upon a report by Goldenberg, I. Director Military Gender Integration and Employment Equity and Director Strategic Human Resources. "Persons with Disabilities in the Canadian Forces: An Analysis by Disability Type." December 2004.

respondents who self-identified did not indicate the nature of their disability. Goldenberg (2004) posited that it is necessary to understand the requirements of PWDs in order to appropriately meet their needs, and that it is reasonable to conclude that the type of disability experienced impacts upon those requirements. In addition, it is contended that by monitoring and chronicling the types of disabilities reported by PWDs in the CF, it will be possible to track the changes in these rates over time.

6.2.2 Attitudes and Perceptions

The YSS is regularly administered to CF members in order to gather information regarding their attitudes on a wide spectrum of HR issues; the focus section of the 2005 Spring administration concentrated on matters pertaining to EE and diversity in the CF. A key component of this section concentrated on PWDs. Goldenberg (2007) analyzed the experiences of PWDs in the CF (including accommodation, discrimination, and perceptions of fair treatment) to assess their attitudes and perceptions and the organization's policies regarding PWDs; and quantitatively cross-validated some of the qualitative feedback reported in the CF ESR as previously discussed in Chapter 3. While a number of concerns were noted, the results of the study suggested that, overall, there were many positive aspects concerning the policies regarding PWDs in the CF and in the perceptions and treatment towards PWDs.

6.2.3 Evaluation of the Centre

The operation of the Centre for the Support of Injured and Retired Members and Their Families was evaluated in a report conducted by DND in 2002. There were six specific issues considered throughout the evaluation, including: 1) clarification of the Centre's mission; 2) review and assessment of the Centre's management framework including governance, organizational structure and accountability; 3) review of the Centre's internal management and support systems to identify potential overlap or duplication with existing DND/VAC programs, the Centre's communication strategy, confidentiality and personal security issues, and management and administration processes; 4) assessment of HR management issues impacting the delivery of the Centre's service, such as the appropriateness of staff skills and training, workload and resource levels; 5) assessment of the Centre's impact on the client population; and 6) assessment of the ongoing evolution of the Centre. The majority of recommendations were directed primarily toward matters of adjustment and fine-tuning. Overall, the evaluation of the Centre deemed it a success, and highlighted the importance for the Centre to maintain its flexibility and relative autonomy in its operations. The report acknowledged the value of the Centre and provided support for its continuing evolution in accordance with the recommendations provided by the evaluation.

6.3 Gap Analysis

In reference to the conceptual model contained in Figure 1, it becomes apparent that there is a substantial lack of research that has been conducted on PWDs in the CF. Aside from some knowledge regarding the experiences of PWDs, essentially no other research has been conducted on this population in the organization. As such, there is a need for research to be conducted in almost every component of the framework. Specifically, suggestions for future research include:

consideration regarding the role and responsibility of the CF to PWDs; perceptions and attitudes of both PWDs and CF members; issues pertaining to voluntary attrition; consideration of learning disabilities; and attitudes toward post-traumatic stress disorder (PTSD) and how they relate to existing policies in the CF.

7 Women

7.1 Current Demographic Profile

Slightly more than half of all people living in Canada are women or female children. In 2004, there were a total of 16.1 million females reported, representing 50.4% of the overall population, according to Statistics Canada. Looking specifically at the Canadian military, the representation of women in the CF is 15.2%¹⁰; the long-term goal of the CF is to bring this rate up to 19.5%.¹¹

7.2 Review of CF Research

Of all the DGMs, women in the Canadian military have received the greatest interest and attention, with a broad range of issues and topics examined over the past ten years. Much of the research within the CF has focused on issues pertaining to gender integration, on matters specifically related to women in the Navy and the combat arms, family and work-life balance, and leadership.

7.2.1 Gender Integration

A significant amount of research has concentrated on issues relating to gender integration in the CF. The research has covered a broad range of topics, including: the definition of gender integration; organizational strategies; attitudes towards gender integration; female enrolment, participation and attrition; component transfers; an internal audit of gender integration in the CF; and possible gender bias in questionnaires.

7.2.1.1 Definition of Gender Integration

Winslow and Dunn (2002) defined the integration of women in the military in two parts. The first was a legal standard whereby men and women were incorporated into the military as equals, according to Canadian law that stipulates that all individuals must be given equal access to all occupations within the CF and that there be no discrimination based on gender. The second was from a social perspective, namely that integration was defined as the full acceptance of women into the CF as equals; a broader issue than just the legal requirement. The position was taken in the article that the combat arms are highly separated from the civilian world and, as such, emphasize the values and attitudes of the traditionally male-oriented military institution and specifically that of the masculine warrior models, thereby being resistant to the integration of women. Approximately 20 informal interviews were conducted with CF members, ranging in rank from Major to Major General, including both male and female members. These interviews provided insight into some of the challenges that women experience throughout the integration process. The study concluded that women were still facing several barriers that were rooted in

¹⁰ Current figure based on data provided by DHRD.

¹¹ All CF data is based upon the DND/CF Employment Equity Plan, “Advancing on a Wide Front.” December 2006.

the negative attitudes of their male counterparts who continue to hold the belief that the combat arms are solely a male domain. The contention was made that it is necessary for the CF leadership to strive towards creating an environment of tolerance and acceptance for women, particularly if the organization intends to take advantage of the trend of women entering the paid workforce and engaging in long-term careers, thereby helping to satisfy its recruitment goals.

7.2.1.2 Organizational Strategies

A series of seven papers were contracted out to Park (1997) by DND/CF. Two of these papers are of particular relevance, namely the sixth and seventh paper. In the sixth report, the rationale and key components for suggesting that the CF should assume an overall organizational strategy for gender integration were outlined by Park (1997a), followed by a model of unit effectiveness, and a discussion of the conceptual rationale for adopting such a strategy. Recommendations were made regarding the applicability of a conceptual explanation/problem-solving approach in analyzing the gender integration efforts of the CF. In the seventh and final paper in the series, Park (1997b) detailed the information gained from the problem-definition analysis performed in the six previous contract reports in the series. Specifically, the knowledge that the CF now has regarding the who, where, what, why, and when of gender integration was discussed, as well as the length, type, extent, and depth of change that is required. The criteria for the evaluation of potential solutions that can be employed in successful unit gender integration plans were discussed, along with a review of the best practices of Canadian organizations. The paper highlighted the need for broader CF initiatives to be incorporated and action plans developed regarding gender integration.

Armstrong (1998) argued that the useful life of affirmative action programs, while once essential to the advancement of women in non-traditional and combat roles in the CF, has been expended. Rather, the author argued that the emphasis should move toward policies and practices that work towards the development of equality. The study maintained that it is not the goal to offer women special rights and that it is possible to achieve equal rights of women and men without the use of affirmative action programs in the CF.

Davis (2001) examined the progress that has been made in integrating women, exploring the potential for future participation of women in the CF. The focus was on the relationship between the values of Canadian women and the potential values of a strategic CF HR framework, particularly with respect to recruitment and retention. The contention was made that it is the capacity of the CF to recruit and retain a diverse representation of women that will dictate the future of women in the organization. As such, the author argued that the CF is required to enhance its organizational awareness in these matters, with particular attention paid to Aboriginal peoples and visible minority women. Davis (2001) maintained that effort must be taken to examine not only barriers on the decision to join the CF but also to consider what may draw women from various cultural communities to join. According to the author, a strategic demographic analysis determining CF membership in 2020 would benefit the organization in this endeavour.

The recruiting base for the CF has traditionally been drawn from the majority population, namely that of white, anglophone males. Since this demographic is decreasing in the overall population, Vigneau (2006) took the position that the future survival and success of the CF is dependent, in part, upon full gender integration in the organization. However, the author contended this is not

just about numbers but rather, requires a strong commitment and approach that is not always evident in either the formal or informal policies and practices in the CF. The changes required must be good for all CF members, not just for female members, and should benefit the organization as a whole. This paper discusses the three key areas argued to be the realm in which these changes should be focused, including: recruitment, employment, and culture.

7.2.1.3 Attitudes Towards Gender Integration

The report by Vivian (1998) reviewed the efforts of the CF in complying with the 1989 Canadian Human Rights Tribunal (CHRT) decision that all employment barriers for women be removed and effort be taken towards integrating women fully into the organization. In addition to providing background information on the integration efforts dating back to 1970, this report offered a status report with respect to the distribution, numbers, and employment of women, providing recommendations on how to proceed beyond the ten-year deadline that was commanded by the CHRT. The report determined that significant progress had been made over the past ten years in CF policy and practice and with the removal of restrictions limiting employment. However, it was maintained that the necessary cultural and attitudinal adjustments that enable women to achieve their full potential has not yet completely occurred in the CF. That said, it was acknowledged that more time will be required for such changes to occur within the organization, along with ongoing education and training.

Davis (1998c) analyzed the 1997 MGOQ which had been administered to a CF Regular Force sample, including all environments. The responses suggested that, overall, CF personnel supported the employment of women in all environments and roles and were supportive of the policies and training that had been implemented to promote the integration of women. Differences were noted in sub-group analyses between male and female respondents and within commands. That same year, the MGOQ was also administered to a CF Reserve Force sample, including all environments. Analysis of these survey responses by Perron and Ewins (1999) indicated that Reserve Force personnel were generally supportive of employment initiatives for women, with a majority of participants in general agreement with gender integration in the CF. Support for the employment of women in all roles was observed, and the environment was perceived to be one that is fair and equitable for both men and women.

The focus section of the 2005 Spring administration of the YSS concentrated on matters pertaining to diversity, EE, and gender integration in the CF. The report by Goldenberg (2006) focused on issues pertaining to gender integration, examining the attitudes and perceptions of CF members toward gender integration and assessing the differences between the attitudes of men and women. Overall, the study determined that, while there were still areas of perceived unfairness and cause for concern, overall women were as satisfied as men with the CF employment systems.

7.2.1.4 Female Enrolment, Participation, and Attrition

An overview of the trends on women in the CF was provided in three key areas, including: recruitment, participation, and attrition. In order to analyze the historical trends in each of these three areas for the Regular Force, data was extracted from the Military Personnel Information System (MPIS), the main personnel database for the CF. As part of a more comprehensive

gender analysis of the recruitment system in the CF, Tanner (1997a) first provided an overview of the trends in Regular Force enrolment since the CHRT decision which ordered all restrictions on the employment of women to be withdrawn by the CF. Data was gathered for the period of time following the 1989 Tribunal decision, thereby offering a historical perspective. At the time of publication, the CF had experienced significant downsizing in the organization. As such, enrolment was well below the 1989 levels. Although the female share in the officer component continued to increase, there was a greater reduction in the number of women who were enrolled as NCMs as compared to men, thereby leading to the female share of NCMs falling below the 1989 levels. Recommendation was made to continue to monitor the trends in the enrolment data on a regular basis and to work towards increasing recruitment efforts for women.

During this same time period, Tanner's (1997b) analysis of the participation of women in the military showed limited change. It was likely that the downsizing efforts in the early 1990's contributed, as the overall participation rates of both men and women rested below the levels recorded in 1989 at the time of publication for this report. However, it was noted that the proportional reduction was generally greater for men than for women; a trend observed for both officers and NCMs. Looking specifically at military occupation groups (MOGs), it was determined that female participation was the highest in the more traditional types of MOGs and lowest in the operational type MOGs.

Tanner (1997c) also outlined the trends in Regular Force attrition, with the analysis developed as part of a broader gender analysis of attrition from the CF, examining the impact upon efforts to attain total integration of women into the organization. The overview of the historical trends in Regular Force attrition included both voluntary and involuntary attrition. It was determined that female attrition rates were generally higher than those observed for their male counterparts, particularly in the traditional MOGs for women. Recommendation was made for further research to be conducted that analyzed the differences in the attrition rates for men and women, with a particular focus on the non-traditional MOGs where the differences were most pronounced.

In the period following the 1989 CHRT decision, the CF was forced to downsize the number of Regular Force members in the organization, thereby limiting the progress in the representation rates of women. In order to fully understand the changes in female participation that occurred in the CF since 1989, Tanner (1999) examined a number of factors, including: enrolment, training, occupational distributions, career progression, attrition, attitudes toward gender integration, and harassment. This report offered a quantitative and a qualitative analysis of the factors noted above that impacted upon gender integration in the CF. It was determined that, despite the efforts made by the CF to successfully integrate women into the organization, problems still exist. Based on the quantitative data, preliminary results determined that female applicants were not enrolled at the same rate as their male counterparts; that equality had not been achieved in the promotions rates for senior ranks between men and women; and that women had higher attrition rates than men. In terms of the qualitative data, less positive attitudes toward gender integration were expressed by men and issues of harassment remained.

The Canadian Forces Attrition Information Questionnaire (CFAIQ) is an exit questionnaire that is used to collect information from CF members who have chosen to leave the organization. The analysis of the data enables for greater understanding as to why military personnel were seeking voluntary release and can also assist in predicting future attrition trends. The changes that occurred across three time periods were examined by Lucas (2001): early nineties (1992-1993),

mid-nineties (1994-1995), and late nineties (1996-1999), and by three demographic categories: element, gender, and first official language. The greatest gender differences that were found involved the type of reasons selected as the most important for leaving. Specifically, more women indicated family related issues and going back to school, while more men selected reasons pertaining to taking advantage of their pension and potential civilian salary.

Davis and McKee (2002) addressed many of the myths that have been raised regarding the participation of women in the military and responded to these issues by providing examples of relevant and empirical analyses. The discussion was placed in the context of the experiences of Western nations in expanding the roles and participation of women in their militaries. In the past two decades, a number of barriers to the complete integration of women into various military roles have been identified. Seen by the authors as a continuous challenge to the total participation of women in the military were social and cultural issues characterizing a warrior framework, whereby warrior attributes that are expressed through the use of terms such as warrior ethos, warrior culture, and warrior spirit continued to dominate the development of military policy and doctrine.

7.2.1.5 Component Transfers

There were two stated objectives in the exploratory study on component transfers by Davis (1998b): the first was to examine the factors that influence Reserve Force members' decision making with respect to component transfer to the Regular Force combat arms and, more specifically, the second goal was to assess whether perceptions regarding the equitable treatment of women in the Regular Force influenced the decision of female Reservists in component transfer. A series of focus groups and interviews were conducted with both men and women in the CF with the objective of exploring issues that impact upon the career development of female members of the Reserve Force combat arms occupations, along with the perceptions of men and women in reference to Regular Force combat arms employment. Primary deterrents to component transfer uncovered in the study for both men and women included: perceptions regarding the impact on family stability; employment of spouse; satisfaction with civilian career; and the different demands of full-time versus part-time 'soldiering'.

7.2.1.6 Internal Audit

A report was conducted by Chief Review Services (1998) that focused on the framework in place to address gender integration and on the commitment of leadership in the CF to this initiative. Approximately 50 interviews were conducted and included a cross-section of participants, such as serving female members (both Officers and NCMs), Command Personnel Staff, ADM HR (Mil), CF Recruiting, Education and Training Systems, and Royal Military College staff. In addition, five focus groups with serving men and women were conducted. The report also included an extensive literature review and performed some benchmarking with other NATO military organizations and with Canadian public and private sector organizations. The report determined that the CF made significant progress in the period following the CHRT decision with the removal of specific restrictions on the employment of women in the CF. Despite the substantial progress contended to have been made, the report acknowledged that the total representation of women in the CF remained modest, although not entirely out of line to that of other NATO military organizations. Recommendation is made to define the longer-term vision of gender

integration and to develop and co-ordinate comprehensive plans that will enable the CF to achieve these objectives.

7.2.1.7 Gender Bias in Questionnaires

7.2.1.7.1 CF Biographical Questionnaire

Carswell (1998) evaluated the CF Biographical Questionnaire (CFBQ) for gender bias. Included in the assessment was an examination into whether the CFBQ has the presence or absence of gender bias, along with the provision of recommendations on several strategies for resolving or reducing bias in sections of the questionnaire where there is the potential for bias. The review determined that there was no gender bias in the language or forms of expression used throughout and, further, that no evidence was uncovered that human rights legislation relating to direct discrimination on the basis of sex exists in the items comprising the questionnaire.

7.2.1.7.2 Canadian Work Preference Inventory

The objective of the study by Woychesin (1998) was to determine the psychometric adequacy of the Canadian Work Preference Inventory (CWPI) and to assess how gender differences in vocational interests impact upon the use of vocational information employed in CF recruiting. The data was collected from first-year university students in psychology. In examining the raw scores of the females, it was found that they were significantly lower on the Objective factor, (comprised of items that indicated a preference for types of activities that are more ‘hands on’), and significantly higher on the Social factor (comprised of items indicating a preference for working with and helping others). In rating the attractiveness of a sample of NCM occupations, it was found that males rated most general military occupations higher than females, while the females rated occupations such as Administrative Clerk, Steward and Postal Clerk higher than males. Overall, the author determined that there were clear gender differences in the rating of occupations in the CF and a discussion of the possible implications for CF recruitment strategies was detailed.

7.2.2 Women in the Navy

Since the 1989 Tribunal decision, women have become a full part of the Navy, and have been provided with opportunities to serve in naval positions in all classes of surface vessels. Particular attention has been paid to the issues that pertain specifically to that of gender integration in the Navy, with research directly addressing these concerns. This research has focused on three specific areas of interest – first, on the employment of women in the Navy; second, assessing the need and/or justification for continuing the exclusion of women engaging in submarine service; and third, attrition in the Navy.

7.2.2.1 Employment of Women

In the 1998 CF Personnel Survey, the MGOQ was also administered to a sample of Navy personnel. This survey was designed to assess opinions in four key areas, namely: 1) the role of women in the Navy; 2) the Navy's equity environment; 3) training and career opportunities in the Navy; and 4) the Navy's family/flexible work policy. Overall, analyses of the data by Pfrimmer and Ewins (2000) indicated that Navy personnel were in agreement with the employment of women in all environments and roles, and were supportive of policies and programs that promote the integration of women. Further analysis by sub-group suggested that there were some differences between male and female participants regarding gender integration and the perceived fairness in the Navy.

7.2.2.2 Service in Submarines

Adams-Roy (1999) conducted a survey that was administered to a sample of men and women serving in the Navy, including both submarine and non-submarine positions, to determine attitudes toward females on submarines and to assess the viability of having a volunteer-only policy for submarine service. The data gathered from the survey was compared across three groups – males who were submarine qualified; males in hard sea occupations that were not submarine qualified; and women in hard sea occupations. Of note was the finding that, generally, what differentiates attitudes toward volunteering for submarine service and toward mixed gender crews is not determined by the gender of the respondent but rather, a reflection of whether one is submarine qualified.

Along similar lines, a comprehensive and in-depth study was conducted by Bradley (1999) who examined the feasibility of combining male and female service members on VICTORIA class submarines and determined the potential implementation factors requiring consideration. The methodology employed included a variety of approaches: a review of archival data, literature review, site visitations, participant observation, and consultation with experts. The author conducted a thorough review of the factors considered relevant in the exclusion of women from OBERON service, including: the 1989 Canadian Human Rights Tribunal Decision; other naval practices; matters pertaining to privacy, hygiene, and medical care; comparison of OBERON and VICTORIA class habitability; lessons learned from the integration of women on surface vessels; potential factors affecting mixed gender crewing; and potential issues of implementation. In conclusion, it was determined that there is not sufficient reason to continue to preclude women from service on submarines. However, the author emphasized that caution is recommended during the transition period as it is necessary for numerous factors to be considered throughout the process.

7.2.2.3 Attrition Issues

Concern was expressed by the Maritime Command (MARCOM) authorities regarding a disproportionate number of women in the Navy who were leaving hard sea occupations. In response, Thomas (1997) addressed this concern through the examination of two main research questions analyzed from data obtained from the CF Attrition Information Questionnaire (CFAIQ). First, whether female members in the hard sea occupations were taking voluntary releases at a

higher rate than their male peers; and second, whether female members in the hard sea occupations were taking voluntary releases for different reasons than their male peers. It was confirmed that the voluntary attrition rates of women from the high sea occupations were significantly higher than that of their male counterparts. In addition, it was also determined that a number of differences existed in the reasons for leaving provided by males and females. Specifically, women indicated a greater interest in returning to school, more frequently cited conflict with the career of a spouse and identified discrimination as reasons for leaving. As the CFAIQ was acknowledged to be a tool that limits the ability of the researcher to obtain a more nuanced perspective on the differences of voluntary attrition between men and women, the recommendation was made to subsequently interview a sample of respondents regarding their decision to leave.

Hinton and White (2000) researched the reasons why male and female personnel in hard sea occupations were choosing voluntary release by conducting detailed telephone interviews with 30 former Navy members that explored their reasons for leaving the Navy. Based on responses from female participants, it would appear that their acceptance at the time in the previously restricted hard sea occupations was far from complete as the women in this sample still appeared to be struggling with major gender barriers.

7.2.3 Women in the Combat Arms

Research pertaining to women in the combat arms encompassed the following: barriers to gender integration and the impact of gender integration on operational effectiveness.

7.2.3.1 Barriers to Gender Integration

Davis (1997a) provided a review of the research on gender integration conducted between January and September 1997. The following research questions that provided a framework for much of the research conducted were discussed, including: the real or perceived barriers inhibiting the recruitment and transfer of women into the Army, in particular the combat arms; why women leave recruit school and combat arms training; why women leave the Army after completing combat arms training; why the proportions of women represented in the militia double the representation in the CF Regular Force; and why only a handful of women applied to transfer from the militia to Regular Force combat arms occupations while over five hundred men have applied in the past year. The most predominant issue identified included the challenges that women experience with respect to the physical strength and stamina necessary and the way in which the physical standards mask all other gender issues in the combat arms. In other words, the contention was made by the author that as long as women do not have the same strength as men, it will not matter whether the women are able to meet the standards. In conclusion, the need for women to experience a positive environment with effective leadership that motivates and trains them in order to achieve the standards was highlighted, along with concern expressed that women will continue to leave the combat arms at a higher rate than their male counterparts if the majority of men do not actively contribute to creating a successful mixed-gender environment.

Davis (1997b) analyzed the data obtained from a series of focus groups that were conducted with men and women in the combat arms training and employment environment and in the combat service support employment environment. Based on their own personal experiences, participants

were asked to discuss the challenges and successes of the processes in mixed gender units. Although women reported experiencing greater acceptance within the combat support environment than within the combat arms, perceptions of favouritism and double standards were prevalent in both environments. Within the combat arms, there was a widespread perception that women were not motivated or physically strong enough to withstand the rigours of training and employment in the combat arms. Harassment was experienced by women in both environments, while men reported the fear that they would experience harassment accusations if they motivated and disciplined women in a similar manner to the approach taken toward the men when encouraging the achievement of standards. Recommendations made included the provision of relevant training to leaders and instructors, the creation of training and employment standards that support both men and women, and the introduction of improved policies and procedures that facilitate successful gender integration. The emphasis in the paper was placed on working toward the identification of solutions and in providing recommendations for addressing the matters that emerged from the participants, and which will enable the development of more equitable training and employment environments for women and men in the CF.

A study by Davis and Thomas (1998a) qualitatively explored the experiences of 31 women previously employed in combat arms occupations in the Regular Force component of the CF between 1989 and 1997. The barriers faced by women in the combat arms were complex, with women reporting numerous social and psychological barriers that impacted their ability to satisfy the physical standards; and barriers that prevailed over whether or not they would be regarded as 'suitable' for the combat arms, notwithstanding their ability to meet the physical requirements. Recommendations were made for future research and improvements to the selection processes in the combat arms.

Utilizing civilization theory, Dunn (1999) explored the integration of women in the combat arms as a result of federal human rights legislation. Issues discussed included: a history of women in combat; arguments used against the participation of women in combat environments; the masculine nature of the military; training; and the training standards and physical requirements within the CF. The author posited that successful integration of women has not yet occurred but that the full integration of women into the combat arms is a fully justifiable and necessary aim.

7.2.3.2 Impact on Operational Effectiveness

Ryan (2005) undertook a critical analysis of the process of integrating women into combat arms in the CF, focusing on the relationship between gender integration and combat effectiveness. An analysis of the history of gender integration and the challenges that emerged is outlined, as well as an examination of the ongoing political and social debates about what constitutes an 'appropriate' role for women in the Armed Forces. The study was based on the results of a survey administered to 113 CF members and 10 interviews drawn from the group of survey participants. The sample included individuals currently serving and former members of men and women in the combat arms. The study determined that the resistance toward the idea of women serving in the combat arms has reached a plateau, with the data indicating that negative attitudes have gradually evolved to a greater acceptance. However, the overall concern regarding women in the combat arms remains, with maintaining the interest of sustaining operational effectiveness the primary concern of respondents as a perceived general drop in the standards is thought to be potentially compromising such effectiveness.

7.2.4 Family and Work-Life Balance

The under-representation of women in the CF has been a consequence, in part, of higher female attrition rates than their male counterparts. In response, some attention has been given to exploring the work-life balance of women in the military, along with its possible correlation to attrition. Donald (1999) contended that the inflexibility of the CF toward assisting women departing for family-related reasons was a major factor that was related to the retention of women in the CF. As such, the paper took the position that changes to the personnel employment system, in which all service members would be allowed the opportunity to serve on either a full-time and/or part-time basis in both the Regular or Reserve components as personal and service requirements dictate, would help to address the challenges related to the recruitment and retention of women in the CF.

Ganderton (2002) also maintained that many CF members leave the organization due to an increased need for family stability, with women more likely than men to leave the CF due to the struggle in balancing work and family responsibilities. As such, the position was taken that there are compelling arguments for the necessity of increased flexibility in the HR management framework. First, the author maintained that there is a moral or social imperative to look after the interests of the people in the organization and to develop and nurture personnel in uniform if their effectiveness is to be optimized. Secondly, the author contended that there is a strong business case for transformational change in how CF members are managed and supported and that action should be taken now to improve the quality of life of personnel, thereby improving the well-being and sustainability of the organization.

Focusing more specifically on matters pertaining to women and pregnancy in the CF, Hunter (1997) explored the evolution of maternity benefits in the organization from the 1960's to the present, and discussed the problems encountered by both the recipients and the administration of the Maternity Allowance within the CF. The author suggested the implementation of a new approach in supporting CF members on maternity leave be implemented that regards them as being on sick leave for maternity purposes; an approach considered to simplify the administration of the benefit and remove the sources of frustrations for CF members.

7.2.5 Leadership

There has been a great deal of interest regarding the relationship between gender integration and leadership in the CF. The research has examined a variety of matters, including: conceptualizations of leadership; how leadership style and gender impact upon the perceptions of a leader and the interaction between leaders and their subordinates; the training of women for positions of leadership in the CF; and the perceptions of effective leadership by women in the combat arms.

7.2.5.1 Conceptualization of Leadership

Zugec and Korabik (2004) outlined a review of the literature on effective leadership in a military environment, examining contributing factors. An inclusive conceptualization of leadership was presented which involves a review of the task-oriented, person-oriented and transformational leadership aspects. Key concepts relating to personal characteristics were discussed, including:

conceptualizations of leadership (task-oriented versus person-oriented), transformational leadership behaviour, multiple intelligences (practical, emotional, and social), behavioural flexibility, adaptability, and androgyny. This paper provided an overview of the literature review conducted for each of these concepts and discussed issues pertaining to women in the CF. Recommendations were made for future research to examine how different leadership attributes inter-relate to men and women in different organizational environments, with a particular focus on military settings.

7.2.5.2 Perceptions of Female Leaders

Contemporary perspectives of leadership have been centred around the traits or behaviours required for a leader to function effectively in this role. However, recent theories of leadership have recognized that it is a dynamic process that involves both a leader and a follower, and have engaged in an information-processing approach to the study of leadership focusing on the perspective of the subordinate.

Loughlin and Arnold (2002) explored how the interaction of leadership style and gender influences subordinates' perceptions of a leader and shapes their motivations to follow him/her. Traditional models of leadership were explored with a concentration on the interaction of gender differences in leadership styles. Three key questions were investigated in this report, namely: 1) the effectiveness of transformational leadership in a military setting; 2) whether women who exhibit transformational leadership are perceived to be equally effective to men exhibiting this style in a military setting; and 3) what further research is required to test the effectiveness of this leadership style within a military context, particularly with respect to women in leadership roles. In answering the first research question, the position taken by the authors was that it is an accepted form of leadership that is effective in the military context, more positively associated with a willingness of subordinates to exert additional effort, which leads to experiencing greater satisfaction and positive perceptions of leadership effectiveness in the military environment. A conclusive answer to the second question was determined to be more difficult to ascertain and, given the complexity of the issues, it was recommended that further research be conducted that identifies the most important variables. In assessing the third and final question, suggestions were provided for future research directions that will enable sufficient assessments of transformational leadership within the CF, particularly with respect to women in roles of leadership.

Based on literature on the encoding process, stereotyping, and gender and leadership integrated with the information-processing approach to leadership, Scott (2003) examined some key theoretical perspectives and proposed a research design that would measure the perceptions of military leadership from the point of view of a subordinate. The discussion included an analysis of how these perceptions may differ for male and female leaders and subordinates. There were two aims in this paper: the first was to understand the traits deemed necessary for effective leadership by subordinates and the second was to develop a prototype specific to military leadership. Placing an emphasis on gender was contended to offer an avenue for addressing some of the issues surrounding gender integration in the CF as it would better enable female leaders to understand the expectations of their subordinates.

7.2.5.3 Leadership Development for Women

Loughlin and Arnold (2003) examined the training of women for positions of leadership in the CF, and provided an integrative overview of the research identifying the key concepts and principles relevant in developing policies and/or programs to this end. The paper first examined the environment in which the CF is currently operating, the challenges posed for leaders in this new environment, and assessed how leadership is, or should be, currently defined in the CF. The key implications for new definitions of leadership were discussed, followed by a review into where women and other DGMs presently stand with respect to their representation in leadership positions and a look at the barriers precluding them from achieving these roles. The most effective approach in selecting, promoting and training women for positions of leadership in the CF was evaluated. Of particular importance was the attention given to the role of transformational leadership as a potential model to be utilized for the advancement of women into leadership positions. It was argued that in order for training programs to succeed in training women for positions of leadership, it is necessary that the CF foster a culture and environment that is open and supportive of women in such roles. Implementing formal mentoring programs and unbiased performance appraisal systems is key in promoting the development of leadership abilities in women. Family friendly policies and flexibility in the career track of women were also advocated as approaches that will assist the CF in increasing the retention of qualified women in the organization. In addition, it was argued that there would be great benefits to giving women access to some of the more challenging field assignments available.

In preparing CF members for senior staff appointments and command positions, a one-year course, the CF Command and Staff Course (CFCSC), is offered through the Canadian Defence Academy (CDA). Each year approximately 100 individuals are selected to attend, with approximately 60% of the CFCSC positions designated specifically for those serving in operational occupations. As such, women have historically been less likely to satisfy the prerequisites for attendance to CFCSC because women who enrolled prior to 1989 were excluded from serving in operational occupations. In order to address the systemic barriers impeding the career development of female officers, a special measures program for selecting additional women to attend the course was implemented in 1997. Through this program, five additional seats were reserved for the most deserving female candidates that would not otherwise have been selected. The investigation by Goldenberg and AuCoin (2006) examined three key points. First, to assess if men and women have different utilization rates of CFCSC by comparing their rates of eligibility and rates of attendance. Second, to explore if differences in utilization rates may stem from differences on key variables of interest between the men and women who were eligible, as well as between men and women who were selected. Lastly, to compare the rates at which men and women who were selected a) attended CFCSC; b) had their attendance deferred for operational reasons; or c) refused to attend. The special measures selection program was originally intended to be in effect for approximately three years and the overall objective of this study was to assess whether there was still a requirement for this program. Overall, analysis of the data indicated that the attendance of women at CFCSC has not been moving in a positive direction during recent years. Indeed, the number of women actually attending the program has not been increasing at the same of rate as women becoming eligible to attend, and female utilization rates for attendance have consistently been below male utilization rates during the past three years prior to the publication of this paper. As such, the conclusion of the study was that the special measures program should be continued.

7.2.5.4 Female Leaders in the Combat Arms

Febbraro (2003) examined the perceptions of women in the combat arms toward effective leadership by employing semi-structured qualitative interviews in conjunction with Berry's (1989) acculturation framework (assimilation, integration, separation, marginalization). The study examined whether women in the combat arms felt that female leaders need to assimilate masculine concepts of leadership or whether true gender integration is reflected whereby feminine and masculine leadership attributes were both valued. The findings indicated that both integration and assimilation were in operation, however, the current situation with respect to women, leadership, and gender integration in the combat arms is complex and often contradictory.

7.3 Gap Analysis

From the material presented above, it is apparent that there has been significant interest and attention paid to issues relating to gender in the CF. A substantial amount of research has been conducted on this population and a wide variety of matters have been explored in detail. A review of each of the individual features on the conceptual framework determines that several areas have been covered for women to some extent. However, additional research could examine the issues of operational employment on pregnancy and/or parental leave, attraction, outreach, recognition of contribution, and occupational assignment/selection bias.

8 The Way Ahead

This paper has identified several key gaps in the existing research on EE and diversity in the CF. As the gap analysis identified a great deal of research that needs to be conducted in a wide variety of areas for each of the DGMs, it is important for a critical analysis to be conducted that identifies the research priorities and directs the way ahead for future research.

Recommendations for future research are as follows:

EE/Diversity –

- a. **Impact of Diversity on Operational Deployment/Effectiveness:** Research needs to be conducted that examines the benefits and/or challenges of diversity on operational effectiveness and identifies potential strategies that will enable the CF to maximize the positive impact of diversity.
- b. **Evaluation of Pre-Deployment Cultural/Diversity Training:** Research needs to be conducted on the effectiveness of pre-deployment training that prepares troops for cultural diversity.

Aboriginal Peoples –

- a. **Evaluation of Aboriginal Programs:** Research needs to be conducted that examines the goals of each program targeted for Aboriginal peoples and evaluates the effectiveness and success in meeting these objectives.
- b. **Recruitment:** Aboriginal peoples are under-represented in the CF. As a targeted recruitment strategy for Aboriginal peoples is likely the most effective approach to addressing the issue of under-representation in the organization, research needs to be conducted that identifies the barriers and challenges to the recruitment of Aboriginal peoples and addresses the opportunity and feasibility of engaging in targeted outreach to the various Aboriginal communities in Canada.
- c. **Perception of the CF in Aboriginal Communities:** Research needs to be conducted that identifies the relationship and connectedness of Aboriginal communities across Canada to both the Canadian nation generally, and to the CF specifically. This knowledge will assist in obtaining greater insight into the experiences and attitudes of this population and enable for improved understanding of the needs of Aboriginal personnel.
- d. **Promotion and Leadership:** Research needs to be conducted that examines whether there are systemic barriers impeding the career development of Aboriginal personnel. In addition, research needs to be conducted that assesses the viability and potential benefit/consequence of implementing a Special Selection Program for Aboriginal Member Selection to CF Command and Staff College.

- e. **Value Ideology vs. CF Ideology:** Research on each of the Aboriginal communities and their cultural and ethnic values and beliefs is needed to be integrated into the CF's understanding and approach to the dynamic between the value ideology of an individual, coupled with the specific ethnic value ideology, and that of the CF ideology and military environment.

Visible Minorities –

- a. **Recruitment:** Visible minorities are under-represented in the CF. As a targeted recruitment strategy for this population is likely the most effective approach to addressing the issue of under-representation in the organization, research needs to be conducted that identifies the barriers and challenges to the recruitment of visible minorities and addresses the opportunity and feasibility of engaging in targeted outreach to the various visible minority communities in Canada.
- b. **Promotion and Leadership:** Research needs to be conducted that examines whether there are systemic barriers impeding the career development of visible minority personnel. In addition, research needs to be conducted that assesses the viability and potential benefit/consequence of implementing a Special Selection Program for Visible Minority Member Selection to CF Command and Staff College.
- c. **Value Ideology vs. CF Ideology:** Research on each of the visible minority communities and their cultural and ethnic values and beliefs is needed to be integrated into the CF's understanding and approach to the dynamic between the value ideology of an individual, coupled with the specific ethnic value ideology, and that of the CF ideology and military environment.

Persons with Disabilities –

- a. **Types of Disabilities and the Role/Responsibility of the CF:** Greater data is needed on the specific types of disabilities of CF personnel. In addition, consideration is needed to be given regarding the role and responsibility of the CF in addressing and responding to the needs of these individuals.
- b. **Barriers for PWDs serving in the CF:** An examination into the potential and existing barriers for PWDs is needed, including issues related to access and infrastructure.
- c. **Post-Traumatic Stress Disorder (PTSD):** Research is needed to examine the extent to which CF personnel suffer from PTSD or other forms of mental illness and the extent to which it may impact the CF. In addition, potential and existing strategies and policies of the CF in assisting CF members who may suffer from PTSD need to be assessed.

Women –

- a. **Occupational Assignment/Selection Bias:** Research is needed to examine the processes of both selection and occupational assignment for female CF personnel in order to assess whether there are any barriers or challenges for female applicants.
- b. **Leave Policies:** Research needs to be conducted that assesses the impact of operational employment on pregnancy/parental leave and evaluates the existing CF policies and approach to parental leave for CF personnel.

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The goal of this report is to provide a gap analysis of the research that has been conducted with regards to employment equity (EE) and diversity in the Canadian Forces (CF). For the purpose of discussion, the research was separated into five main categories, namely EE/diversity in general and then each of the four designated groups under the EE Act (Aboriginal peoples, Visible Minorities, Persons with Disabilities (PWDs), and Women). Using a conceptual model created for this study, several key gaps were identified in the existing research and a guide for future research was developed. Most notably, it was determined that the largest gaps in the research are in the areas of Aboriginal peoples, Visible Minorities and PWDs, but suggestions for future research are made for all five categories.

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