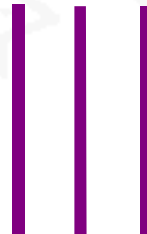


Chief Review Services

EVALUATION  
GENDER INTEGRATION IN THE CF

June 1998 (Revised November 1998)  
5000-1 (CRS)



**EVALUATION  
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## SYNOPSIS

*In 1989, the CF was directed by a Canadian Human Rights Tribunal to remove gender-based employment barriers and to achieve the complete integration of women into all occupations and employment areas within ten years. In response to this direction, a wide range of initiatives has been undertaken at both the Corporate and Command levels. Last year, the Assistant Deputy Minister (Human Resources-Military) ADM(HR-Mil) requested that Chief Review Services complete an independent evaluation of the progress that had been made towards gender integration, in light of the impending 1999 Tribunal deadline.*

*We focused our evaluation on the framework in place to address gender integration and the commitment of CF leadership to this initiative. Our research included approximately 50 interviews with a cross-section of individuals including serving female members (Officers and Non-Commissioned Members), Command Personnel staff, ADM(HR-Mil), CF Recruiting, Education and Training Systems, and Royal Military College staff as well as another five focus groups, with serving men and women. We also employed an extensive literature review and performed some benchmarking with other NATO military organizations and with Canadian public and private sector organizations.*

*Leadership in the area of gender integration has been a challenge during the time period covered by the Tribunal decision. Gender integration has required a shift in institutional culture during a period of restraint, increased focus on accountability, public scrutiny and negative exposure. Despite these challenges, we have concluded that the CF has made marked progress over the ten-year period since the Tribunal decision, and has removed the specific restrictions on women's employment as required by the Tribunal Order. There have been important initiatives over the period since 1989 and in specific areas there has been substantial progress. However, the total increase in the representation of women in the military since 1989 remains modest.*

*We found that there is now a need to define the longer-term vision of full gender integration for the CF and to co-ordinate comprehensive plans in order to achieve these objectives. Our report includes recommendations relative to plans and objectives for gender integration, and some of the leadership strategies and actions that we see as necessary to achieve these goals.*

*The Chief of the Defence Staff has indicated full support for the recommendations put forth in this report and the ADM(HR-Mil) has agreed with the assessment and the recommendations. Responses from each of the Commands also indicate general support and have noted many activities currently underway that address a number of the report recommendations.*

## OVERVIEW

Even before the 1989 Canadian Human Rights (CHR) Tribunal, the CF had investigated the impact of employing women in a wider range of roles, including “hard sea” trades and combat arms. Successful gender integration (GI) is critical to the CF, not only because of the Tribunal but because of demographic data forecasts, which indicate the traditional CF recruiting base is shrinking. There is also the often cited political imperative for the CF to reflect the society that it represents. These and other reasons supporting the case for the successful integration of women have not, however, been adequately addressed and communicated.

In terms of the five components of the CHR Tribunal Order (as presented at Annex A), an argument can certainly be made that the CF has achieved full integration under the narrowest interpretation of this Order. As required by the Tribunal, the Combat-Related Employment of Women (CREW) trials were discontinued and a 1990 Action Directive required the implementation of Land Forces Command (LFC), Maritime Command (MARCOM) and Canadian Forces Europe (CFE) plans to integrate women into their units. The Chief Commissioner of the Canadian Human Rights Commission (CHRC) approved the draft plan, also as specified in the Tribunal Order. Restrictions on the enrolment of women have been removed to ensure that the best candidate — whether man or woman — is recruited. In addition, the required internal and external monitoring was initiated from the onset, and some significant policy changes have occurred.

### Definition of Full Integration

Against a broader interpretation of the Tribunal Order than that discussed above, however, the integration of women in the Regular Force component of the CF has been less successful to this point in time. It has to do with how the concept of “full integration” and “complete integration”, which are referred to in the Tribunal, are defined — something that has never been effectively done by either the Department or the CHRC.

*We recommend that the CF be proactive in providing a definition of full integration — not just in terms of representation numbers but also as a vision of the role women will play in the future CF organization.*

We recommend that the CF be proactive in providing a definition of full integration — not just in terms of representation numbers but also as a vision of the role women will play in the future CF organization. The 1999 deadline is almost here and we would expect departmental representatives to return to the CHRC and describe the activities that have taken place as well as the results to date. A strategy and plan for moving beyond the deadline established by the Tribunal Order and towards a broader interpretation of GI needs to be developed and presented to the CHRC. This plan will need to address the supervisory and

leadership issues that will become much more critical as representation objectives are achieved.

Despite the fact that overall objectives have been unclear to date, there have been GI plans, actions and monitoring along with substantial progress. In fact, it became fairly obvious soon after the start of our evaluation that most, if not all, significant issues have already been identified internally as well as the strategies necessary for resolving these issues. This will make the coordination of plans to address the corporate-level objectives and goals developed for GI easier because the required solutions are likely known and documented.

### **Representation Levels**

The overall increase in the representation of women in the military has not been encouraging. While the level of representation is by no means the only measurement of success in the area of GI, it is certainly a useful barometer. However, we must consider that female representation levels in the CF are not out of line with other NATO military organizations. In fact, when one considers the combination of policy changes (i.e., women in combat roles) and the representational numbers achieved, Canada is clearly in the forefront of NATO countries. For example, the U.S. has approximately 14 per cent female representation versus Canada's 11 per cent, but the U.S. has not opened direct ground combat roles to women. Canada was the first NATO country to open all occupations to women, although other countries such as Norway, Denmark and Belgium have since followed.

In some specific areas there has been substantial progress over the ten years since the Tribunal decision, despite the deterrents of financial and personnel reductions. For example, 28 per cent of cadets entering first year at RMC in 1997 were women and in the Navy, women now represent approximately 8 per cent of the hard-sea operator occupations and ten per cent of Maritime Surface and Sub-surface (MARS) officers. Nonetheless, based on total Regular Force strength, since 1989 there has been less than a one per cent increase in the overall representation of women. The proportion of female non-commissioned members (NCMs) has only increased from 10 to 10.5 per cent since the Tribunal Order took effect, while the increase has been 2.5 per cent in the Officer category. Specifically, in the combat-related military occupation categories (MOCs) that the CHRC has been monitoring, the representation of women NCMs has increased from .8 per cent to 2.3 per cent, and the number of women Officers has increased from 1.6 per cent to 5.1 per cent. Much of the CF attrition associated with the 1992-96 downsizing programs actually improved the representation of women in a number of areas, because a proportionately larger number of men left the CF. However, there was little flexibility to increase the representation of women in general, and especially in the more senior ranks, during this period of downsizing because of limited recruiting and promotions.

### **Change in Culture**

The key steps that must be taken to achieve the type of cultural and attitudinal change that are required to integrate women into a traditionally male organization are no different than any other organizational change. They are:

- plan for the change and consider employee input;
- constantly communicate the reasons why the change is necessary;
- provide training in new leadership approaches and reinforce values (in this case, those related to the respect for individuals);
- monitor how the organization and the individual men and women within it are responding to the change;
- reward or acknowledge those who progress the change; and
- adjust plans when monitoring reveals a requirement to do so.

In general, over the past nine years, the CF has moved well along the path towards the required culture change. However, there will be groups and individuals that continue to deny or resist the integration of women, especially into combat roles. It is mainly these attitudes that are holding back progress and that need to be addressed. Appropriate training and constant, open, two-way communication are critical to change behaviours and, over the longer term, attitudes. Actively engaging an external advisory board on difficult issues will provide additional expertise and will allow the Department to be transparent in the process. In addition, to support the culture change with respect to women in combat specifically, there is need for a healthy Canadian discussion of the issues based on professional knowledge and facts. Until very recently, however, there has been little public attention to women in CF combat roles. The current attention may generate greater awareness of CF progress and the issues surrounding GI in the Canadian context. To date, much of the public exposure to these issues has been based solely on the well-documented debate on this subject in the U.S.

### **Recent Progress**

The most recent activities and commitments made by ADM(HR-Mil) and the Commands have been very encouraging. In this year's annual report, CHRC acknowledged these recent efforts as "positive" and "welcome", although numbers remain "troubling" and suggest there is "still a distance to go". What the Department needs to do is to define the "distance" and ensure that existing and future plans will help to achieve the required goals. In summary, we believe the timing is ripe for the Department to continue its forward momentum by successfully launching a GI initiative from 1999 forward.

### **Management Response**

CDS has indicated full support for the recommendations put forth in this report. ADM(HR-Mil) agreed with the report's description of the problems and shortcomings affecting the gender integration process and found the recommendations to be appropriate. Responses from each of the Environments have also indicated general support for the report recommendations as well as describing certain of the activities currently underway that will address some of the observations.

ADM(HR-Mil) reported that the reorganization of the Human Resources (HR) Group has resulted in the creation of the Directorate of Equal Opportunity Policies and Plans (DEOPP). This organization will focus on the corporate responsibility to implement the requirements of the various federal statutes, of which gender integration forms a part. It is hoped that, in itself, the formation of this new organization will address a number of the report recommendations by being the single point of contact for GI: coordinating the various plans generated to meet the established goals, providing guidance and direction to help generate these plans and performing an evaluation function. This office will also be responsible for producing an annual report, which will incorporate the plans, measure progress, outline concerns and detail actions taken.

DEOPP will be preparing the CF-wide plan for gender integration beyond 1999, including overarching goals and performance measures. At an expanded February 1999 Defence Diversity Council meeting, this central plan and individual Command plans will be discussed to ensure all the objectives of gender integration are being appropriately addressed. Individual Chiefs of Staff and the CDS will then be briefed on the outcome of these sessions.

The Chief of the Maritime Staff (CMS) made the point that changing the culture of the CF and the attitudes of personnel throughout the rank structure is a process that could not reasonably be expected to be complete within ten years. CMS generally agreed with the recommendations related to a GI framework and the need for a corporate vision and objectives, but did express concern about the potential impact of corporate guidance on the detailed plans that the Navy currently has in place. Earlier this year, the Chief Maritime Staff published a comprehensive plan aimed at the broader issues of gender integration entitled "VISION 2010 – The Integrated Navy". This plan has been disseminated widely within and outside CMS and includes over twenty-five research projects aimed at identifying and addressing issues related to the integration of women. With respect to the recommendations under the leadership section of the report, there was a mixed response from CMS — agreement with the need to identify and address GI issues and provide training but cautioning that women have voiced concern about being unduly centred out in the workplace.

Land Staff indicated agreement with all report recommendations but, like ADM(HR-Mil), noted the importance of consultation with Commands in the development of GI guidance. The Chief of the Land Staff (CLS) reiterated the commitment of senior Army leadership to GI while recognizing the need to communicate this better throughout the chain of command. The CLS also commented, as discussed briefly in this report, that behaviour and attitude changes are being addressed primarily through an in-depth training program which is being introduced across the Army over the next six months. Along with this, particular measures have been put in place to monitor changes in attitudes/behaviours as specific performance indicators.

Air Staff is currently developing a framework to address Employment Equity, with a particular focus on gender integration, in accordance with the recommendations of the report. In support of the gender integration and diversity initiatives, a senior officer position was recently established having responsibility for monitoring and reporting on the implementation of all initiatives. The Air Staff response also detailed several initiatives that have been undertaken, or are ongoing, to

monitor change, improve communications and establish baselines. As part of this, a number of research initiatives in support of GI are either currently being conducted by the Air Staff or will be undertaken by the Personnel Research Team during the next fiscal year.

As a final note, a significant development has been the recent appointment of a nine-member Advisory Board on Employment Equity and Gender Integration. The board was appointed by, and will report directly to, the Minister of National Defence.



## GENDER INTEGRATION EVALUATION REPORT

### Introduction

1. In response to a request from the Assistant Deputy Minister Human Resources-Military (ADM(HR-Mil)), Chief Review Services (CRS) has completed an assessment of progress made towards gender integration (GI). Included as part of this evaluation are recommendations for future action.

### Background

2. In 1989, the CF was directed by a Canadian Human Rights Tribunal (HRT) to remove gender-based employment barriers and to achieve the complete integration of women into all occupations and employment areas within 10 years. A summary of the Tribunal decision is provided at Annex A. In response to this direction, which has the status of a Federal Court Order, a wide range of initiatives has been undertaken both centrally and at the Command level.

### Review Methodology

3. The basic approach to our evaluation was to measure the extent to which the specific objectives for GI have been accomplished. Following are the four sub-objectives for our review, which we proposed could together be used to measure GI in the CF. These were reviewed internally by ADM(HR-Mil) staff and externally by the Canadian Human Rights Commission (CHRC).

- a. Is there an appropriate *framework* in place to address the objectives of GI?
- b. Is there a visible commitment by *CF leadership* to GI?
- c. Are women provided equitable *opportunities* and, as such, are they adequately represented in all facets of the CF?
- d. Does a supportive work *environment* exist for women in the CF?

4. We also discussed with ADM(HR-Mil) staff and the CHRC the criteria by which we would measure the achievement of these sub-objectives. These criteria are listed at Annex B. Because we have used these objectives and criteria as a focus for our evaluation, the major discussion of this report will be presented under the headings of *framework*, *leadership*, *opportunities* and *environment*. It should be noted that our study has been separated into two phases in order to provide early results. This report (Phase 1) deals with framework and leadership issues, with the potential for a second phase to report on opportunities and environment issues. However, some of the recurring themes related to these latter two areas are discussed at the end of this report.

*We expect that there are some positive lessons to be learned from the employment of women in Reserve units.*

5. The Reserves and Cadets organizations were not included in the scope of our evaluation; however, the Tribunal does make specific reference to the Reserves. We therefore propose to include these organizations in any second phase that may be undertaken. We expect that there are some positive lessons to be learned from the employment of women in Reserve units since one indicator of successful integration — female representation levels — is relatively high (approximately 18 per cent in the Reserves and 37 per cent for the Cadet organization).

## Framework

6. Accountability for GI has been fragmented. In 1991, responsibility was devolved to the Commands for both the implementation and the monitoring of the implementation of the HRT Order. Initially, activities were primarily limited to the Army and the Navy, with a focus on the relatively narrow scope of activities identified in the Combat-Related Employment of Women (CREW) plan rather than the broader issues of GI. The Air Force elected to open all military occupation classifications (MOCs) to women prior to the HRT decision and, as a result, did not recognize a significant imperative to give the issue more focused attention. Simply devolving GI to the Commands — without clearly specifying the overall objective, Command responsibilities and guiding strategies — has led to an uneven approach to the issue as well as a lack of priority attention.

## Objectives

7. We could not find clearly stated goals and objectives for the overall program and, as a result, we spent some time clarifying the objectives in order to begin conducting our review. It is of note that neither the CHRC or the CF has ever defined “full gender integration”.

8. There have been attempts to document the objectives of this program, but these initiatives were not followed through to fruition. In January 1997, the Defence Diversity Council (DDC) did produce a Statement of Commitment regarding GI in the CF. This Statement specifies that “...we are committed to the creation of a discrimination free, operationally effective Canadian Forces where women and men can enter and progress on a fair and equitable basis and be treated with fairness and respect.” In order to achieve this, the following objectives and strategies were proposed for endorsement by the DDC:

- a. We will create a Supportive Work Environment through:
  - (1) programs and measures;
  - (2) behaviour and attitude; and
  - (3) consultation and collaboration.
- b. We will Increase Representation through:
  - (1) recruitment;
  - (2) promotion; and
  - (3) reduced attrition.
- c. We will demonstrate Commitment and Leadership through:
  - (1) communication strategies;
  - (2) rewards and incentives; and
  - (3) assessment of management performance.

9. Also included in the Statement are numerous examples of possible initiatives that might be undertaken to achieve each of the stated objectives. This was one of the first attempts at defining a vision and action plan to implement strategic direction for GI; however, it was produced only two years before the Tribunal deadline.

10. As noted in the minutes of the February 1997 DDC meeting, a decision was made to change this Statement to a Statement of Commitment to Achieve Diversity (versus GI) in the CF and DND, and to only endorse the actual Statement (mainly the text reproduced above) as it relates to diversity in general. Unfortunately, this decision diluted the GI message at the very stage in the development of GI when there is a clear requirement to give focus to the initiative.

11. In 1994, a Nine-Point Plan (OP MINERVA) was developed and approved corporately. It was aimed at specifically increasing the overall participation of women in the CF. In one of the few meetings of a gender integration working group (GIWG), which was studying the implementation of OP MINERVA, a facilitated visioning exercise was completed. The working-level participants (primarily Major rank and below) produced a vision, mission and strategy for GI in DND. An excerpt is included at Annex C. With the creation of the DDC, the GIWG disbanded and their initiatives were not followed through. Any subsequent efforts to define the future objectives and strategies for GI should consider the proposed DDC Statement of Commitment regarding GI in the CF, the Annex C results of the GIWG visioning exercise and the Employment Equity (EE) framework (outlined at Annex D), which also provides sub-objectives and a list of related strategies.

*“The lack of an overall plan is especially evident ... [one] that includes a goal, definition, criteria and standards, a supporting overall evaluation plan, and systematic collection of appropriate, defensible information.”*

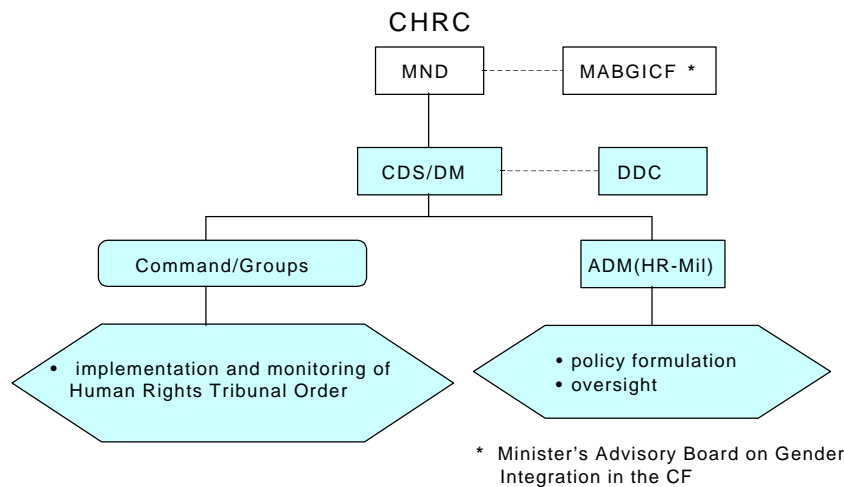
12. Without a clearly stated vision of where the CF was heading vis-à-vis GI, the plans, implementation activities and monitoring that have taken place over the past nine years have been uncoordinated and they appear to be piecemeal. This makes it difficult for the CF to catalogue the various initiatives to provide a coherent picture of the actions that have been taken to integrate women, and to clearly articulate the way ahead. Rosemary Park, who was commissioned to document the history of corporate GI activities in the CF noted that, “The lack of an overall plan is especially evident in the absence of a conceptual model of GI as it applies to the CF that includes a goal, definition, criteria and standards, a supporting overall evaluation plan, and systematic collection of appropriate, defensible information.”

### **Structure**

13. The organizational structure in place for GI is shown below. Externally, the CHRC has provided guidance via the 1989 CHR Tribunal Order and the *Employment Equity Act*. CHRC also produces an annual report, which documents CF progress based on information provided by the Department on monitored MOCs. Internally, the Minister implements the Defence policy provided in the 1994 Defence White Paper, which states that “the commitment to making military careers more attractive to women will be reinforced.” The Defence Planning Guidance (DPG) issued annually by the Chief of the Defence Staff (CDS) links the roles identified in the

White Paper to resources required for the coming fiscal year. Not until DPG 98 was gender specifically referred to in this planning document; in reference to EE initiatives, it is noted that “particular attention must be paid to gender integration issues”. ADM(HR-Mil) is given responsibility for “formulation of policy and for overseeing, from the corporate level, the employment equity program in DND and the CF”. In addition, capability components (CCs) are responsible for “incorporating EE throughout their organizations and ... for reporting progress made.” No more specific direction is given with respect to GI.

**GENDER INTEGRATION ORGANIZATION  
FRAMEWORK**



14. ADM(HR-Mil) jointly chairs the DDC with the Assistant Deputy Minister (Finance and Corporate Services). The DDC was established in 1996 to oversee employment equity issues (including gender) in DND. Originally, representation was meant to be from all Commands and Group Principals at the Brigadier-General or equivalent level; however, actual representation tends to be at the Colonel and equivalent level or below.

15. For the most part, the major responsibility for GI policy and oversight has fallen on the shoulders of a policy section within ADM(HR-Mil) currently known as the Directorate of Personnel Policy 5 (D Pers Pol 5) section. The efforts of and issues identified by this organization have not been given sufficient visibility in recent years, perhaps because of the relatively low reporting level of this section. In our opinion, the organization tasked with providing policy support, coordination and oversight for such a high-level initiative needs to have more direct access to the leaders of the Groups and Commands, the CDS, and the MND.

**Plans**

16. As best we could determine, following the HRT Order, the development of the GI framework proceeded along the timeline as shown in Annex E. Looking at this timeline, there is an obvious decrease in activity in the mid-range of the 10-year period following the Tribunal decision. There is, however, a lot of activity immediately following the ruling, which is focused on opening non-traditional MOCs to women. In addition, a renewed interest is evident more recently on a broader range of issues. In the years between, the Navy and Army carried through

with their CREW plans, which included mixed gender leadership training as well as the designation of mixed gender units. Women in support trades were posted to these units or ships so that there would be representation of women in leadership roles. In addition, all Commands were faced with the issues that arose with increasing numbers of women, especially in non-traditional occupations.

17. According to the Tribunal decision, the CF and the CHRC were to devise a mutually acceptable implementation plan so that the integration of women would proceed steadily, regularly and consistently towards the goal of complete integration of women within the 10-year period. The CREW plan was developed and approved by CHRC. It is the most detailed plan available, although it is limited to combat and operational units in the Army and the Navy. There is no follow-on plan to implement full integration in all Commands over the remaining years of the tribunal period.

18. As mentioned previously, in 1994 a Nine-Point Plan (OP MINERVA) was approved by CDS aimed at specifically increasing the overall participation of women in the CF. OP MINERVA differs in that it does not relate directly to the requirements of the Tribunal Order, but rather it addresses more of the “cultural” barriers within the CF. This approach should prove more successful in ensuring the maintenance of current efforts after the 10-year period has elapsed. Unfortunately, OP MINERVA, although briefed to Armed Forces Council (AFC), was not developed in consultation with the Commands. In addition, only ADM(HR-Mil) directorates were tasked with its implementation and, as a result, there has been limited action related to this plan, and any actions taken are very recent.

*In the last year, individual Commands have looked at developing broader-based action plans for GI. The Chief of Land Staff has led the way with a comprehensive plan called Leadership in a Diverse Army.*

19. In the last year, individual Commands have looked at developing broader-based action plans for GI. The Chief of Land Staff (CLS) has led the way with a comprehensive plan called Leadership in a Diverse Army (LDA), which primarily addresses attitudinal barriers in the combat arms occupations. Implementation of this initiative has commenced, and funds of \$400K have been committed by CLS for this and the next two years (in addition to a Corporate fund commitment of approximately \$2.6M). Chief of Maritime Staff (CMS) has developed a plan entitled Vision 2010 – The Integrated Navy, which focuses more on opportunity/career barriers to GI. Chief of Air Staff (CAS) was never considered part of the original CREW plan, and has only recently seen the need to address GI specifically. Because of this, CAS is in the beginning stages of developing a GI plan, and is currently identifying their research requirements.

20. For the first time, short-term numerical targets are being set by Commands. The Army is looking to recruit 25 per cent of its recruiting target in women; the Navy is aiming at 40 per cent of intake to be women (with a long-term goal of 25 per cent overall representation); and the Air Force has set a recruiting target for this year of 29 per cent. Therefore, the need is more crucial than ever for a full elaboration of the plans that address the cultural and attitudinal changes necessary to ensure that these women are effectively integrated into the CF.

21. To develop effective plans, clear future objectives, strategies and criteria for success are required. Once this is done, ADM(HR-Mil) and the Commands should consider the recommendations of the Diversity Management Needs Analysis Project (DMNAP) and the Minister's Advisory Board as possible tactical solutions to strategies that are not being addressed by their current GI plans. The DMNAP was initiated when the CF became subject to the revised *EE Act* and had to identify gaps between the actual and optimal behaviours of Defence Team personnel and to propose possible non-training and training solutions for narrowing these gaps.

22. In the very short-term, further data collection to gain an understanding of the current situation — the baseline in terms of both demographics and attitudes — is required so that the GI plans address all gaps that exist between the current and desired situation. For example, the results of the current survey of “Attitudes Toward Gender Integration”, which was administered by the Personnel Research Team (PRT) (formerly the CF Personnel Analysis Research Unit) as part of the Omnibus Regular Force Personnel Survey, should provide some useful data. In addition to insight into the overall climate of the CF with respect to GI, the data collected, if broken down by Command, should provide individual Commands with information that will be key to the development of their own GI plans. CLS also did a significant amount of data collection before developing the LDA. This was done mainly through a series of approximately 40 focus groups completed by the PRT. CMS has also recognized the need for policy decisions based on “what is actually known, as opposed to what we think we know.” Their plan includes having the PRT review available CF Attrition Information Questionnaire data and then interview those who have left or transferred out of hard sea occupations to determine potential institutional barriers to women.

23. As the Commands take more active roles in the integration of women, increased communication between the Operational Environments will be useful when developing strategies for dealing with similar issues. While some communication does occur informally, there is a need for a more structured opportunity for best practices and lessons learned to be shared, and for common issues (e.g., pregnancy policy) to be brought forward and discussed.

### ***Monitoring***

24. The Tribunal called for both internal and external monitoring, “with appropriate modifications being made immediately.” We found that many players have undertaken monitoring, but that the efforts have not been coordinated or visible. Once again, because of the lack of certain objectives for GI, it was not clear to us whether all indicators pertinent to GI objectives were being monitored. In addition, no one was given the specific responsibility to track either the recommendations or the actions taken to address the recommendations made internally or externally.

25. Internal monitoring has been carried out primarily by the D Pers Pol organization, and has been supported by research completed by the PRT. External monitoring was carried out by the Minister's Advisory Board on Gender Integration in the CF (MABGICF). The mandate of the MABGICF was to externally monitor the progress of GI in the CF during the 10-year transitional phase allowed by the HRT, and to advise and make recommendations to the Minister. Their observations were based primarily on site visits and interviews with CF members, both men and women. The MABGICF became inactive pending a review in 1995 of its continued requirement; it operated only minimally thereafter and eventually it ceased all operations in the fall of 1996.

26. Groups and Commands have not held been held accountable for responding to internal or external recommendations. For example, in April 1995, when the MABGICF published its fifth report, a table of the approximately 90 recommendations from their annual reports to that time was included; most of these recommendations were outstanding.

27. Making more effective use of an external advisory panel would provide openness and transparency to the process of integrating women into the CF, not to mention the increased expertise it would allow the CF to draw upon. We noted that the mandate for the MABGICF was not particularly clear. As a result, the Board underwent organizational changes and had its activities interrupted on two occasions, making it difficult for it to fully establish itself. The Board ended up playing somewhat of a policing role and, in the early years after the Tribunal Order, raised the visibility of many of the "coal-face" problems, such as those related to equipment and training. At this point in time, we recommend that an external panel that serves more of an advisory role would likely be most beneficial. It would allow the CF, and individual Commands, to draw upon external expertise and consult with other players on the subject of GI. However, face-to-face communication to determine issues of concern to the ordinary soldier is still essential and ADM(HR-Mil) and the Environmental Chiefs should ensure that a framework is in place to this end.

28. Internal monitoring rested with the Directorate of Combat-Related Employment of Women (D CREW) until it was disbanded in 1991. At that point, the Director General Personnel Policy (DGPP) provided administrative support to the MABGICF, and the Commands were tasked with performing internal monitoring, although they received little direction on what was to be monitored. In 1994, the Ad Hoc Committee on Increased Participation of Women (AHCIPW) was tasked with identifying for senior leaders issues affecting the participation of women in the CF and recommending areas for research and analysis — the end result being OP MINERVA. Finally the D Pers Pol 5 section took over the responsibilities of the AHCIPW; however, it was not given the same visibility or access to senior leaders.

29. One important proposal included in OP MINERVA was for trend analyses to be conducted concerning women. Specific analyses were recommended on the following topics:



- systemic barriers,
- release,
- enrolment,
- indefinite period of service (IPS) offers,
- performance evaluation report (PER) rating comparisons,
- rank progression comparison, and
- award nominations.

*Once an overall plan for GI in the CF is arrived at — one that includes performance indicators — the link to these monitoring efforts should be more evident.*

D Pers Pol and PRT monitoring efforts have provided some very insightful quantitative data on representation levels, recruiting, attrition rates and promotions; but until perhaps very recently, we did not see any evidence that this information was being effectively used or linked to plans for the integration of women. Once an overall plan for GI in the CF is arrived at — one that includes performance indicators — the link to these monitoring efforts should be more evident. A number of the more recent PRT research related to GI is directly in response to Command requests for information as they develop more comprehensive GI plans.

## Conclusion

30. While an appropriate organizational structure is in place to support the program, accountabilities and resources to implement GI have not been articulated. The main reason appears to be that the vision and related objectives and strategies for GI have not been developed and communicated. As a result, a coordinated plan to achieve “full gender integration”, as specified by the HRT, does not exist. In addition, improvements are needed to the monitoring framework to ensure that existing plans are implemented and that they have the desired results.

## Recommendations

31. We recommend that:
- a. Sponsored by the Directorate of Strategic Human Resource Analysis (DSHRA), the CDS, VCDS, Operational Environment Chiefs and Group Principals jointly develop CF-wide objectives with respect to GI, and come to agreement on the primary strategies for achieving these overall goals, giving consideration to the Tribunal decision and the requirements of the *Employment Equity Act*.
  - b. ADM(HR-Mil) develop more specific guidance to help Groups and Commands plan to achieve the newly defined objectives for GI, and the CDS issue this guidance to Commands so that their existing plans can be compared to the guidance and adjustments can be made, if necessary. Commands should be advised to review the recommendations of the MABGICF and the DMNAP for possible solutions.

- c. After staffing revised plans through ADM(HR-Mil), all Commands (including the CF Recruiting, Education and Training Schools (CFRETS) present GI plans to the AFC. Plans should include short- and long-term goals, a timeline, resource requirements (to be reflected in business plans), performance indicators, and a monitoring framework that identifies areas where central monitoring/support/research and analysis/feedback would be appropriate (e.g., attitude surveys and demographic data). We also recommend that Commands report back through the AFC in one year on progress made.
- d. ADM(HR-Mil)/D Pers Pol 5 prepare a comprehensive document, identifying objectives, consolidated plans and the monitoring framework for achieving full GI, clearly outlining accountabilities and responsibilities. This should be provided to CHRC at the end of the Tribunal period (1999) and should also include a history of GI activities to that time. In addition, we recommend that ADM(HR-Mil)/D Pers Pol prepare an annual report on GI progress for distribution both within the CF and externally to CHRC. In the very near future, this annual report will roll into the report already required under the provisions of the *Employment Equity Act*.
- e. ADM(HR-Mil) be proactive in performing strategic planning and developing policy with respect to GI. In addition, Commands need to refer their areas of policy concern and recommendations for change to ADM(HR-Mil) (i.e., regarding pregnancy leave, transfer to Reserves, etc.). We also recommend that D Pers Pol continue to support Commands by providing consolidated information in response to their queries.
- f. Director General Military Personnel (DGMP) chair ad hoc working group sessions to address and coordinate actions regarding common GI Command-level issues.
- g. ADM(HR-Mil)/D Pers Pol report issues of policy concern or monitoring results to the DDC so as to raise the visibility of GI issues and priorities. In addition, consideration should be given to changing the reporting relationship for the GI Cell (currently D Pers Pol 5) to increase visibility and provide greater access to senior leaders.
- h. ADM(HR-Mil) review the mechanism for external monitoring with CHRC and determine future requirements, considering lessons learned from the operation of the MABGICF as well as the benefits of engaging external expertise.
- i. GI be provided a special focus within the EE framework for the immediate future. Although in the short-term the CF will be accountable for addressing the broader application of EE requirements, providing greater attention to GI within the EE context now, will result in lessons learned that also apply to these other diversity dimensions. In addition, the other EE groups should benefit directly from any changed systems and practices that come about from the GI focus.

## Leadership

32. The importance of buy-in and demonstrated commitment of senior management is critical to the success of the integration of women into the CF. This message came across not only from our internal interviews, but also from the best practices of other organizations facing similar challenges with respect to increasing the representation of women in the ranks. (From our research we developed a list of best practices, which has been included at Annex F.) A common impression of female non-commissioned members (NCMs) and Officers that we met with was that the “right things are being said” with respect to GI and that no obvious obstacles are in the way of GI. Nonetheless, there was great uncertainty as to whether GI was fully supported and whether the real issues were reaching those in leadership positions.

*Downsizing, few or no promotions, and severely limited recruiting have made the need for a GI focus even greater.*

33. Leadership in the area of GI has been a challenge during the time period covered by the Tribunal decision. GI has required a shift in institutional culture during a period of restraint, increased focus on accountability, public scrutiny and negative exposure. It is not surprising that GI has been somewhat on the back burner until very recently. Senior leaders we spoke to recognized the importance of GI, but noted that it had been deemed less pressing during the past number of years when the focus has been on the more immediate problems (the Program Reviews, budget cuts, etc.). Unfortunately, however, downsizing, including unit and base closures, reduction in the ranks, few or no promotions, and severely limited recruiting have made the need for a GI focus even greater — just to ensure ground was not lost in this area.

### ***Priority Attention***

34. CHRC reported in their 1996 annual report that the integration of women is not receiving the attention it needs. Their assessment appears to be based on the representation levels in the combat arms areas as well as media reports. The report concluded, “the CF can hardly claim to be taking the Tribunal order seriously if integration of women is not given a much higher priority, along with corresponding resources and more active involvement of senior management”. Some of those who we expected would be familiar with the results of the CHRC report were not, indicating that the annual report was not used effectively as a management tool by DND to stimulate action.

35. Despite the less than ideal leadership attention given to GI, there have been some important initiatives over the period since 1989 that demonstrate support for the progress of GI. In addition to the recent initiatives taken by Commands to develop GI plans and to set recruiting goals, some additional initiatives include the following:

- Policy changes have been made to address some of the issues that have arisen with the integration of women. There have been new policies on personal relationships and harassment as well as changes to the maternity leave and parental care policies. Another important change is that any leave-without-pay taken for maternity or paternal leave is now considered full-time paid service for the purpose of computing eligible time for the Canada Declaration (CD).
- A 1997 initiative to address concerns of the lack of women on the CF Command and Staff College (CFCSC) course resulted in a limited number of training billets being added for women who were disadvantaged by previous discriminatory policies and who therefore might never have qualified for this important milestone in the Officer career path.
- \$1.2M was committed for targeted recruiting efforts aimed at attracting more women into combat arms. This included television, radio and print advertising as well as some public relations activities — with a combat team focus — held in five major Canadian cities.
- A significant amount of collateral activity has taken place that will address issues common to the integration of women, including the implementation of the Defence Ethics Program, family support initiatives, the Standard for Harassment and Racism Prevention (SHARP) training, Family Friendly Policy initiatives and the implementation of the newly appointed Ombudsman's office.
- And, finally, women have been participating in the CF in ways that were not possible ten years ago. During the Persian Gulf War, Canada deployed over 3,500 regular and reserve force personnel, 240 (seven per cent) of which were women. According to a 1994 DGPP document, women were “fully integrated in the Canadian contingent and did not demand, require, or receive any special consideration.” In addition, military women have participated in the peacekeeping forces/missions conducted in Cyprus, the Golan, the Sinai, Namibia, Honduras, Pakistan, Western Sahara, Cambodia, Somalia, the former Yugoslavia and Haiti.

### *Case for Change*

*Our general impression is that most members believe the sole reason for integrating women is the 1999 Tribunal deadline.*

36. Our examination of best practices led us to the conclusion that the need for further change must be clearly articulated by senior management. Leaders need to be proactive in communicating that they want more women in the ranks (including the senior ranks, and including, but certainly not limited to, combat arms) and the reasons why. Our general impression is that most members believe the sole reason for integrating women is the 1999 Tribunal deadline (i.e., the only reason women are being integrated into the CF is because of the CHRC). Senior leaders need to discuss and communicate why greater representation of women is of benefit to the CF. Of course, ending

discrimination in itself is a very good reason. In addition, the CF, as a public institution, can best reflect the diversity and values of the society it serves by reflecting that diversity within its human resources.

37. Social justice, however, does not have to drive this initiative. Self-interest should also motivate the CF to welcome women into all occupations. The CF wants to attract and retain the best talent; since women make up roughly one-half of the population, excluding them from the recruiting pool severely limits the talent pool and the hiring choices available to the CF. The Air Force, for example, given the current shortage of pilots, should be interested in tapping into this recruiting market, even if it initially involves a greater attraction effort.

38. Hiring women allows new skills to be brought into the organization. Experts seem to agree that women, in general, have somewhat different management styles that are especially effective in team-based approaches to work. We spoke with RCMP personnel and they noted that women's negotiating and social skills are of great benefit to them since a large percentage of their work involve interaction and communication with the public. While we cannot presume to know how these skills fit within specific occupations, such as the combat arms, it is not unrealistic that women's collaboration and consensus-building abilities could be of value on current peacekeeping missions, or, from another angle, that any "perceived shortcomings" may lose their relevance or indeed be recognized as strengths for the business of war in the Information Age. In addition, a collateral benefit of integration noted by the RCMP was that a learning element has been introduced into their organization, providing for a flexibility and adaptability that is lacking in a purely homogenous environment.

### *Communications*

39. One concern expressed to us was that, while Commanders and senior leaders may be sending positive messages and have the best of intentions to integrate women, they are simply not aware of many of the problems, because they are rarely communicated above the Colonel level. The DMNAP also identified that some Army women, including those who have participated in UN Duty, feel betrayed by leaders who are unaware of problems that are so obvious to them; they feel that the leaders are condoning negative behaviors when they do nothing and that leaders act surprised when women raise the issue of discrimination. These comments indicate a significant lack of communication and proactive involvement.

*For gender integration to work there is a need to address the perception gap that exists between men and women regarding the barriers to GI.*

40. Many women commented that they do not believe they have been given any special treatment but that some men certainly believe that they have. For GI to work there is a need to address the perception gap that exists between men and women regarding the barriers to GI. There are many unproven “facts” circulating about women in combat arms. For example, women negatively impact military units from a cohesion, morale and effectiveness standpoint; (as a point of interest, a major finding of a recent U.S. study disputes this perceived negative impact) that a quota system is in place and that the merit principle has been or will be eroded; and that there is a double standard.

41. The involvement of leaders in the process of change is critical; leaders at all levels must be encouraged to open a dialogue within their units. Greater awareness of the issues that concern both men and women will occur when these issues are openly debated. One private sector organization that has taken significant strides in integrating women noted that even backlash from men must be treated as an opportunity to discuss and explore issues. Only then can necessary actions be taken, which may involve (for the CF) educating individuals on the purpose of the EXPRES test; ensuring defensible standards for the physical combat MOCS; investigating claims of double standards, with resulting education for individual leaders if necessary; providing remedial fitness training for those unable to meet the legitimate standards; or determining a need for better leadership training for specific individuals or groups of individuals.

42. In addition to communications within a unit, fora where leaders at the same level can share their perceptions will allow for peer re-inforcement of new attitudes with respect to GI. The CLS held such a session as part of the initial implementation of their new training program. General Officers and Colonels met for a two-day session to discuss the issues related to leadership in a diverse army. Such fora would also be useful for discussing current incidents and their broader implications, and developing strategies to address these situations. For issues of a systemic nature, an external advisory panel could be consulted for guidance.

### ***Leadership/Gender Awareness Training***

*Unfortunately, progress in CF leadership training with respect to gender issues and more general gender awareness training has been slow.*

43. Discrimination, when it occurs, is often due to insensitivity and the lack of knowledge about another’s needs. Appropriate training, therefore, is key to eliminating discriminatory behaviour. Unfortunately, progress in CF leadership training with respect to gender issues and more general gender awareness training has been slow. The slow progress may be due in part to many seeing this training as unnecessary because they have been effectively working with women for years. While the type of training for those individuals who, because of their occupations, have had limited opportunity to work alongside or lead a female during their CF career will need to have a different focus, best practices indicate that cross-gender awareness

training for everyone in the organization is important. We envision this as “adjustment” training, which will build and reinforce CF values (in this case, those related to the respect for individuals) into training, especially as part of the leadership package.

44. To date, the requirements with respect to gender awareness/leadership training have not been well defined. The OPIs for most professional development courses (whether delivered by CFRETS or the Commands) are able to identify some portion of their course that deals with gender-related issues. However, the type of training provided is usually one of two kinds: add-on SHARP training that deals with all types of harassment issues, including gender-based harassment, or overviews by the headquarters staff officers responsible for gender or diversity issues. While harassment prevention training and an understanding of what GI and diversity mean to the CF are both important, these should not be considered the main type of “adjustment” training required. Instead, the training should include education on cross-gender communications, special leadership issues (with practical examples) and common stereotypes.

45. One of the recommendations in the DMNAP was for CFRETS to incorporate the following topics into courses such as the Basic Officer Training Course (BOTC), the Junior Leaders’ Course (JLC), Senior Leaders’ Course (SLC), the Chief Warrant Officers’ (CWO) course, and the two courses under development for Colonels and Generals:

- leadership/management styles for managing diversity;
- how leadership can initiate and reinforce gender integration;
- how to create an aware/sensitive workplace; and
- communication skills for managing a diverse workplace.

We agree with this DMNAP recommendation, and emphasize the need for a particular focus on women at this time. We also recommend that similar sessions, tailored to the needs of the group’s responsibilities be included in some, or all, of the other leadership training fora (e.g., the General Officers Symposium, Base Commanders Forum, Canadian Forces Command Staff College, the Middle Management Course). This training is best accomplished when included as part of other leadership training and not as stand-alone additions to the course curriculum.

46. It should be noted that progress is underway. The revised Officer General Standards (OGS) and NCM General Standards (NCMGS) are expected to reflect diversity/GI knowledge requirements. Professional development course curriculums will be reviewed and adjusted to ensure they directly reflect the revised requirements and standards by developmental period (DP). The OGS review has been completed and the NCMGS review will be taking place shortly. There are already plans for CFRETS to change the focus of the SHARP training included in the JLC to concentrate more on leadership responsibilities. This portion of the JLC will be controlled by CFRETS, although the course is actually taught by three Commands in nine schools. In addition, the Army is reworking the LDA training package that they plan to deliver to instructors early in the fall. One proposal is that this training involve a one-day session for those in leadership positions, and a half day for others, on the topics of leading mixed gender units, gender awareness and cross-gender communications.

47. The instructors themselves are critical components to effective education. We noted even recently an incident where instructors have made comments questioning the decision for women to be in combat arms. Instructors must be carefully chosen — they should be properly trained themselves, support the CF's vision with respect to GI and, in turn, have group credibility.

### ***Reinforcement of Expectations***

48. There is an adage that “what gets rewarded gets done” and, in that respect, the fundamental rewards given to CF personnel are promotion, postings, courses, terms of service and recognition. Since the main influencing factor of these rewards (especially promotions) is the annual performance evaluation, this was examined to determine if gender issues or diversity management were given sufficient weight to significantly influence the attitudes and behaviour of individuals towards GI.

49. A paper by D Pers Pol dated 30 July 1997 on the new CF Personnel Assessment System (CFPAS) examined this issue in detail. The challenge articulated is one of developing a CFPAS that values diversity. The conclusion was that the new CFPAS does not strongly reward or recognize people who promote diversity and, in some ways, that it has a structure that may not prevent employment barriers or discrimination. Many improvement opportunities are suggested in the paper, in particular, in reference to the most obvious performance factor (PF) relating to diversity — teambuilding — there is no mention of the diversity dimension. We understand that the Army intends to focus this PF more closely, promoting diversity in accordance with their LDA initiative.

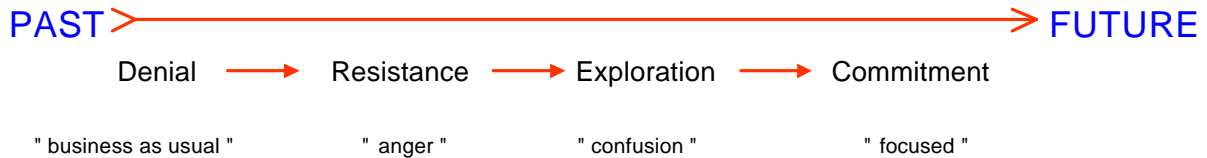
50. Simply communicating areas of GI success also provides the opportunity to publicly recognize those who are effectively promoting the CF vision — be they individuals or entire units. There have been several recent articles in internal newsletters where this has been done effectively, including the Defence 2000 News and the new internal Maple Leaf newsletter.

### **Conclusion**

51. Like most organizational change, the transition towards the culture change that must occur for GI to be successful is characterized by the stages presented in the following diagram: denial, resistance, exploration and, finally, the goal of commitment. It is important to monitor the change process, (e.g., employee surveys to determine which phase the general group is in as well as the current situation for individuals or pockets of individuals). It is our observation that, in general, the organization has moved into the “exploration” stage, which is characterized by a lot of energy and new ideas, but a lack of focus. Further articulating and refining the objectives and strategies as well as the overall framework for GI will help to focus the change and to move the CF into the “commitment” phase.



## PHASES OF TRANSITION TO GENDER INTEGRATION IN THE CF



52. Notwithstanding the general comments above, there is no doubt that there are pockets of the organization that are in the first two phases: denial (“women are still just on trial” or “this too shall pass”) and resistance. Recent media reports regarding alleged harassment and occurrences of sexual misconduct, and the apparent reluctance of the women involved to report these situations through the Chain of Command, bring the magnitude of some of the attitude and behaviour shifts that are required sharply into the light.

*Those who deny the need for change must be made to realize that change is inevitable and why. Those who are resisting the change need to be given the opportunity to express their feelings openly and without fear of reprisal.*

53. Specific strategies need to be employed to try to move the individuals and groups of individuals in the denial and resistance phases along the change continuum. For example, those who deny the need for change must be made to realize that change is inevitable and why. They need to be educated on what to expect and how to adjust to the change. Those who are resisting the change need to be given the opportunity to express their feelings openly and without fear of reprisal. Encouraging open communication will allow leaders to understand how individuals or groups are feeling so that appropriate responses can be developed.

## **Recommendations**

54. We recommend that:
- a. When CDS guidance to Commands and Group Principals is disseminated as recommended at Para. 31(b), that the opportunity be taken to clearly state the vision and objectives with respect to GI as well as the high priority this issue is being given. The reasons why the change is so necessary also needs to be developed by the CDS, Commanders and Group Principals, and should be communicated at the same time. Further, Operational Environments should then follow-up by articulating the same messages from the “top down”.
  - b. Commands instruct all COs to encourage dialogue within units on the subject of GI, to get both men and women to discuss their concerns and to provide support and education. Further, Commands should develop some means of capturing this information so that common concerns may be addressed from a Command perspective if it is appropriate to do so.
  - c. Commands ensure the proposed revision of the OGS and NCMGS specifically address diversity, and possibly gender, as knowledge requirements at an appropriate level for each DP under review. D Pers Pol should assist in providing the NCMGS Board with a list of the knowledge requirements related to GI in the CF.
  - d. As previously recommended in the DMNAP, CFRETS incorporate gender leadership/awareness training into the key professional development courses for Officers and NCMs and, as necessary, into technical training. We recommend that this training be provided as part of the normal process rather than as stand-alone courses.
  - e. Operational Environments and CFRETS address gender issues in their own existing professional development and technical courses as soon as possible, based on the revised draft OGS and NCMGS qualification requirements for each DP. In addition, this training should be incorporated into the specific training that is being provided (e.g., technical staff training, ensuring that designers consider gender-specific requirements when designing equipment). Further, we recommend that topics related to GI be considered for platoon/troop commander hours and for professional development day sessions.
  - f. CFRETS and Commands consider greater use of case studies and role playing specific to the rank/responsibilities of course attendants when providing education on gender-specific topics. While general overviews of policies and departmental initiatives are useful, this training is not likely to be as effective in changing attitudes and behaviours.

- g. Mechanisms for evaluating the promotion of GI or diversity in general is built into the new performance evaluation (i.e., the CFPAS). For example, “ability to lead a diversified team” should be included as an additional attribute for the PF on “team building”.
- h. CDS and Commanders continue to publicly communicate and recognize areas of GI success (e.g., a particular CO or a unit that can be highlighted for the CF’s own “best practices”, individual women who can be acknowledged for their accomplishments without being inappropriately singled out and given unwelcome or counter productive attention).

## Opportunities and Environment

55. Although this evaluation concentrated on leadership and framework issues, we noted a number of recurring themes related to the opportunities and the type of environment that exists for women in the CF. These have been summarized at Annex G, and a few of these points will be discussed briefly here.

56. D Pers Pol 5 studies support the view held by some women that, in general, women are not promoted as fast as men. The EE framework at Annex D calls for a “Background Analysis”, including a review of employment systems. Such a review has already been completed for the CF recruiting system; the promotion system is one of the next being considered for review.

57. Women themselves need to hold a greater number of instructor, career manager and recruiting positions to further integrate with men and provide role models for other women. We do acknowledge that in the short-term, because there are relatively few women qualified for many of these positions, this may disadvantage some women who could perhaps benefit from the experience of other postings. Related to the concern raised in the previous paragraph about promotions, greater representation of women on merit boards is also desirable, although we again understand the practical difficulties involved.

58. The development and acceptance of appropriate and fair fitness standards in the CF (and in other Allied nations) has been very controversial and has been the source of significant gender-based dissatisfaction. We did complete further review into this area, including a benchmarking exercise, and we have written a discussion paper recommending that consideration be given to developing defensible standards for the physical strength and endurance requirements of the more physical combat MOCs.

## Recommendations

59. We recommend that:
- a. Consideration be given to be the benefits of CRS conducting the second phase of this evaluation to determine whether women are provided a supportive work environment and are adequately represented. We recommend that any such follow-on review commence in one to two years in order to allow time for the recommendations from this report to be implemented.
  - b. The next employment system review as required by the *EE Act* be an externally led review of the CF promotion system to determine if any gender biases exist.
  - c. The CRS paper on Physical Fitness Standards, prepared in conjunction with this evaluation, be staffed to Commands, through ADM(HR-Mil), for their consideration.

- d. To facilitate the ongoing data gathering on issues to be addressed, that exit interviews be standardized and improved for all CF members and that these be conducted by the unit or Command Personnel Selection (PSEL) Officer outside of the chain of command.

## **1989 CANADIAN HUMAN RIGHTS TRIBUNAL DECISION**

1. CF CREW trials to continue as preparation for full integration.
2. Full integration to take place with all due speed.
3. Remove all restrictions from both operational and personnel considerations.
4. Internal and external monitoring of policy with appropriate and immediate modifications.
5. CF and CHRC devise a mutually acceptable implementation plan so that integration proceeds steadily, regularly and consistently towards the goal of complete integration of women within next 10 years.

## REVIEW CRITERIA

### *PHASE I*

#### ***Objective #1 - Framework: Is there an appropriate framework in place to address the objectives of gender integration?***

We will consider that this objective is being met if:

- The objectives in terms of a desired end state have been articulated and policies are in place.
- An appropriate organizational structure exists to support the program.
- A reasonable action plan has been developed to meet objectives and implement policy.
- Accountability and responsibilities have been defined for all levels of management.
- Monitoring is completed on a regular basis and corrective action is taken in response to reported results.
- Progress and action plans are communicated effectively within the organization.

#### ***Objective #2 - Leadership: Is there visible commitment by CF leadership to gender integration?***

We will consider that this objective is being met if:

- Senior management is actively endorsing, and supporting and implementing, GI in the CF.
- Managers take responsibility for GI at all levels and expectations are clearly articulated to subordinates.
- Appropriate gender awareness training is provided for all levels of personnel, especially to individuals who hold/will hold supervisory or management positions.
- Management actions are effective in dealing with GI issues.

***Objective #3 - Opportunities: Are women provided equitable opportunities and, as such, are they adequately represented in all facets of the CF?***

We will consider that this objective has been met if:

- The representation of women in non-traditional occupations is consistent with comparative representation in the private sector, if available.
- Representation of women in all occupations is increasing and is not clustered in low-level support groups.
- Rank distribution for women is, or is moving towards being, consistent with their representation.
- Recruiting efforts are focused on attracting women into areas with a lower-than-desired representation of women.
- Appropriate special measures have been introduced, when required, as part of a plan to increase the representation of women.
- Women are promoted at the same rate as their male peers.
- Women have the same training opportunities and similar success rates as their male peers.
- Policies have been reviewed to ensure they are gender-neutral when areas of under-representation have been identified.
- Any identified/unjustifiable barriers to women have been/or are planned to be addressed within a reasonable period of time.
- Physical fitness requirements are based on bona fide occupational requirements.

***Objective #4 - Environment: Does a supportive work environment exist for women in the CF?***

We will consider that this objective has been met if:

- Women are not leaving because of experiences with discrimination or harassment.
- Harassment cases dealing with gender issues are properly addressed.
- The overall culture/attitude is positive and encouraging for women in the CF.



ANNEX B

- Career and family can be successfully combined for CF women.
- CF men are aware of, and are sensitive to, GI issues.
- Attrition rates for women are comparable to those for men.

**EXCERPT FROM RESULTS OF “VISIONING” EXERCISE  
AS COMPLETED BY GENDER INTEGRATION WORKING GROUP**

**VISION**

**Our 10-year vision ensures an increased participation of women where both men and women respect their differences and are comfortable in their individual contribution to operational effectiveness in the Canadian Forces. By the year 2006, we will...**

1. Adhere to a code of ethics that includes respect for both men and women.
2. Have an effective, confident and accountable leadership that recognizes, applies and promotes the value of individual and group differences, including gender perspectives.
3. Value, recognize and reward individuals fairly, regardless of gender, for their job performance and for their individual contributions to the CF.
4. Have an organization that rewards behaviours and develops attitudes that contribute to the elimination of violence and discrimination.
5. Provide the equipment, supplies and facilities that accommodate the full range of physical differences for women and men as related to job performance.
6. Ensure that individual and collective training, education and professional development addresses the need for continuous learning and respects gender and individual differences.
7. Remove barriers and restrictions to balancing career, family and personal goals, thus contributing to a healthy productive work environment and overall quality of life.
8. Achieve a significant increase in representation of women at all levels throughout the CF.
9. Have pride in our truly gender-integrated Defence team and in our public image, and exhibit respect for one another.

## MISSION

We as proud Canadians are committed to the creation of discrimination free, operationally effective Canadian Forces where women and men can enter and progress on a fair and equitable basis and be treated with respect.

## GOALS

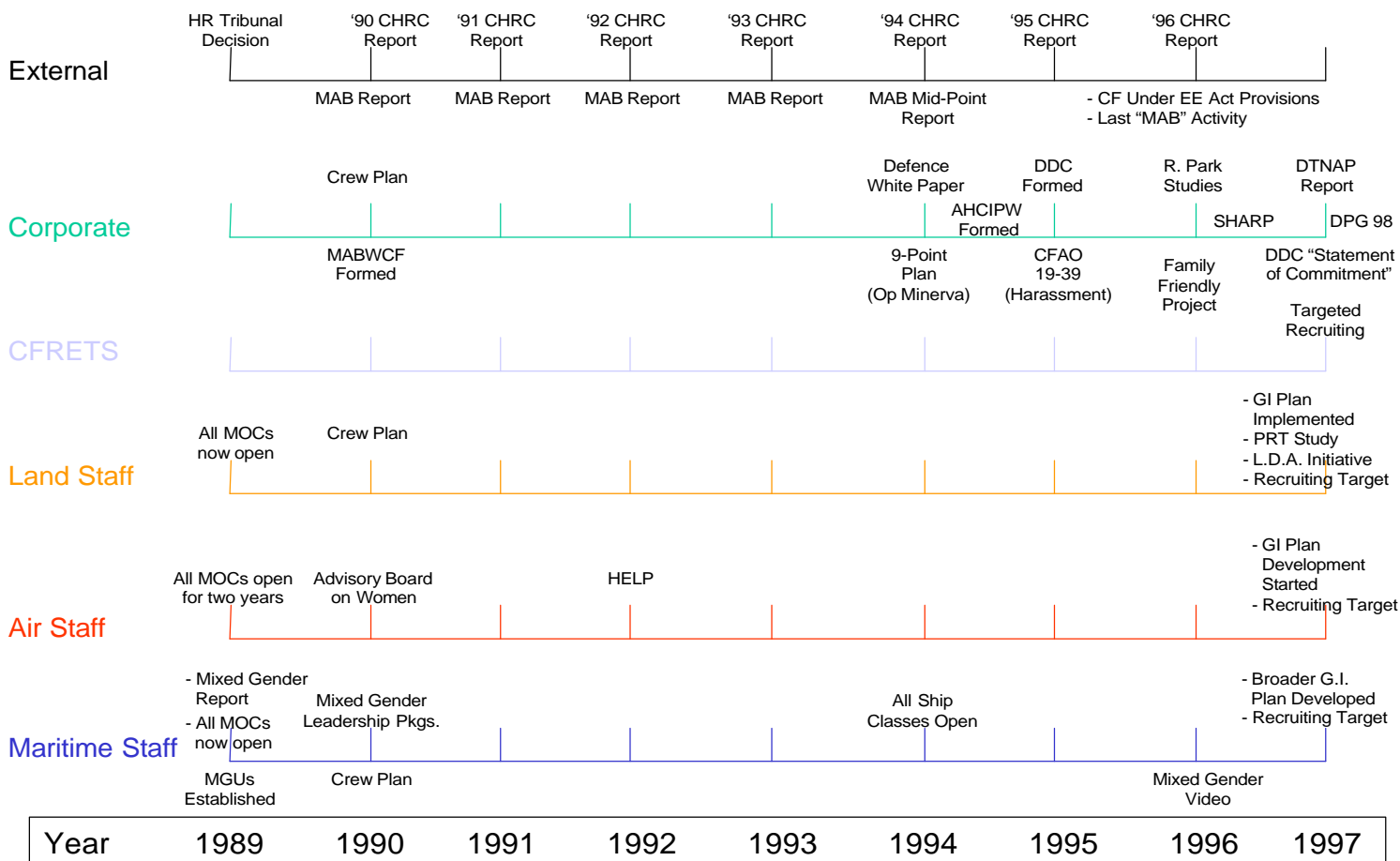
**To achieve our vision, our goals are...**

1. To effectively communicate the code of ethics to all levels of the CF, in particular as it relates to GI.
2. To reward behaviours that demonstrate a respect for men and women and to take appropriate measures regarding behaviours that are contrary to the code of ethics.
3. To incorporate within the CF leadership and accountability assessment systems (PERs, course reports, merit boards, etc.) measures that assess a leader's effectiveness at applying and promoting the value of individual accountability and group differences, including gender perspectives.
4. To ensure appraisal systems are evaluated for gender bias and are inclusive for gender differences.
5. To increase awareness of what contributes to violence and discrimination in the organization and to recommend appropriate remedies.
6. To provide a safe environment for victims to report.
7. To continuously review the equipment, facilities and services that impede peoples' participation, performance and operational effectiveness, and to ensure they are managed quickly and efficiently.
8. To ensure all gender-related factors are taken into account for future materiel acquisitions.
9. To assess and modify current education, professional development and training environments, syllabuses and competencies for gender bias.

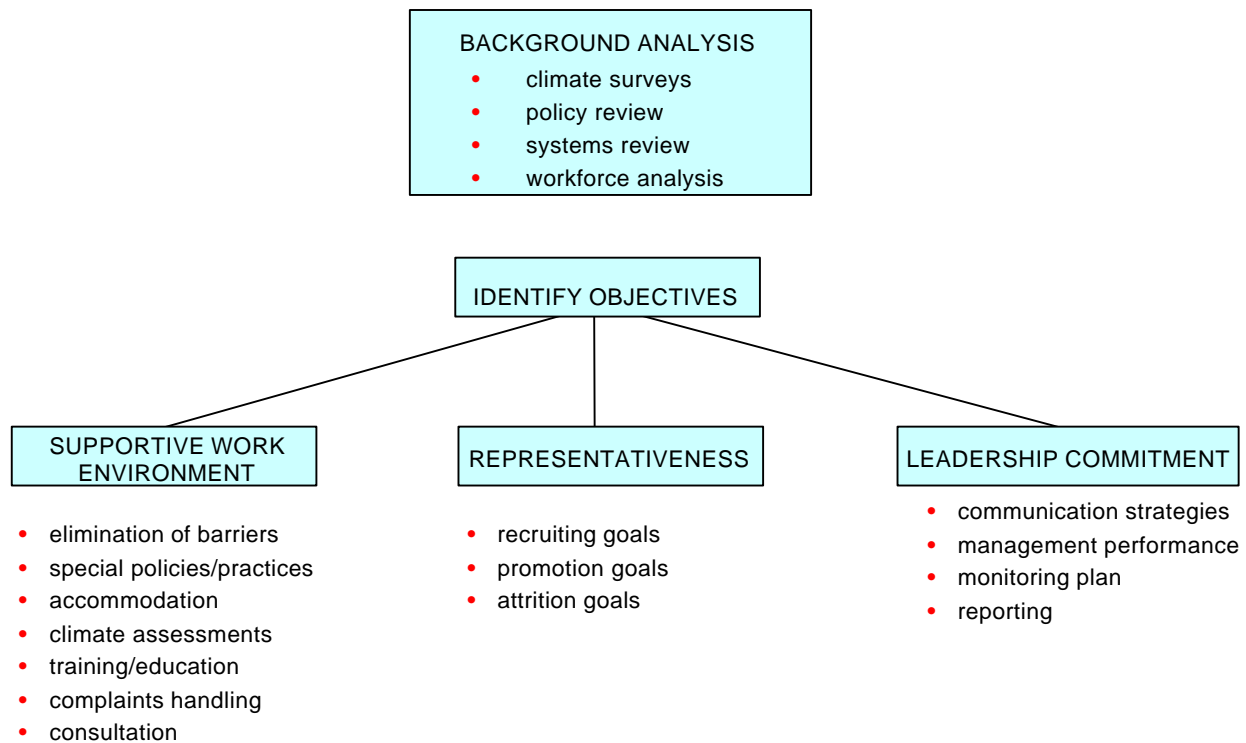
ANNEX C

10. To institute training that develops skills that promote the value of individual and group differences, including gender perspectives.
11. To create and/or use established systems to perform ongoing monitoring and to ensure future courses are developed without bias.
12. To identify and remove barriers and restrictions to effectively balance career and family in the CF.
13. To implement change via existing or developed means and to monitor the effectiveness of the implemented changes.
14. To identify and remove both direct and indirect barriers and restrictions to women in order to achieve greater recruitment and retention of women in the CF.
15. To actively recruit women for non-traditional occupations.
16. To achieve an image amongst ourselves and in the public that DND is a fair, enlightened and equitable employer of both women and men.
17. To implement a comprehensive communication plan that celebrates GI accomplishments to both internal and external audiences.

## GENDER INTEGRATION TIMELINE



## EMPLOYMENT EQUITY FRAMEWORK



## SAMPLE OF BEST PRACTICES

- Identify the business imperative for the change
- Have a highly visible and audible advocate
- Show commitment through corporate values
- Collect data, analyze it, identify goals, plan to achieve, measure results
- *Communicate, communicate, communicate*
- Identify and develop high-potential people, being fair to women
- Provide workplace flexibility to mitigate career and family conflict
- Recognize those who promote gender equality
- Identify gender-related management competencies
- Have well-defined and communicated harassment policies/processes
- Provide cross-gender awareness training

## RECURRING THEMES RELATED TO “OPPORTUNITIES” AND “ENVIRONMENT”

### Opportunities

- ❖ Women are generally not promoted as fast as men
- ❖ Lack of role models
- ❖ Women don't want special treatment, including quotas
- ❖ Need to have a better understanding of why women leave

### Environment

- ❖ Suspicion of more harassment than actually reported
- ❖ Women are often treated differently; use of double standards
- ❖ Physical fitness standards inconsistently applied and misunderstood
- ❖ Belief that quota system is currently in place
- ❖ Pregnancies and “family friendly” policies pose significant challenges