

Allophone Training Failures in the Canadian Armed Forces*

By Manon Mireille LeBlanc, Michelle Straver, Justin Wright,
Francesca Ruscito & Fraser Moffat

An aging population and a falling birth rate have left Canada increasingly reliant on immigration to grow its workforce (Canadian Chamber of Commerce, 2009). Between 2001 and 2006, for example, immigration was responsible for more than two-thirds (69.3%) of Canada's population growth (Statistics Canada, 2007). Of the 1.1 million immigrants who settled in Canada during this time period, four out of five were allophones (Statistics Canada, 2009), i.e. individuals whose first language is not one of Canada's two official languages (i.e., English, French). In Canada's most recent census, 20.6% of respondents (or 6.8 million individuals) reported a first language other than English or French (Statistics Canada, 2011a). Of the nearly 200 immigrant languages reported as a first language, Punjabi, Chinese, Cantonese, Spanish, Tagalog, Arabic, Mandarin, Italian, Urdu, and German were the ten most commonly spoken at home (Statistics Canada, 2012).

The Canadian Armed Forces (CAF) has made concerted efforts to recruit applicants who reflect the ethnic makeup of Canada (Browne, 2011). In 2002, the CAF came under the *Employment Equity (EE) Act* (1995), which stipulates that organizations must have a representation of visible minorities, Aboriginal peoples, persons with disabilities, and women in the workplace that is proportionate with their representation in the Canadian labour force (e.g., Browne, 2011). Given that 66% of visible minorities in Canada are allophones (Statistics Canada, 2011c), it is not surprising that the CAF has seen a modest increase in allophone members in the past several years (LeBlanc, Straver, Ruscito, & Moffat, 2013). However, recent anecdotal evidence suggests that some allophone CAF members have been unable to complete basic military qualification (BMQ), basic military officer qualification (BMOQ), or occupation training because of deficits in language proficiency (Howe, 2011). To ensure that the CAF maintains its current strength and its legislated EE obligations, it is imperative that newly enrolled allophone members successfully complete training.

In response to concerns about allophone training failures, scientists at Director General Military Personnel Research and Analysis (DGMPPRA) were asked to conduct a two-phase study. The goal of Phase I was to determine how many allophones who enrolled in the Regular Force (Reg F) between April 2006 and December 2011 failed to complete

* This article is based on an internal report that was submitted to Canada's Department of National Defence. The research for it was carried out on behalf of Her Majesty the Queen in right of Canada, and as such the copyright in the present work belongs to the Crown. *Res Militaris* has been provided with the non-exclusive license to publish it.

training because of difficulties communicating in their first official language (FOL; English or French). The goal of Phase II was to estimate how many allophones will enrol in the CAF between fiscal years (FYs) 2012-2013 and 2019-2020.

Literature Review

CAF Recruitment

The CAF strives to recruit applicants who reflect the makeup of the Canadian population, a commitment that is institutionally entrenched through policy, doctrine, and professional ideology. Although not a direct reaction to the need to embrace diversity, CAF publications such as *Duty with Honour* hold that it is imperative that the Canadian military reflects Canadian society, reflects Canadian values and norms, and upholds and protects fundamental Canadian values enshrined in law, such as the *EE Act*.

Under the *EE Act*, public sector employers of more than one hundred members must have a representation of designated groups in the workplace that is proportionate with designated group representation in the Canadian labour force.¹ As previously mentioned, the designated groups are : visible minorities, Aboriginal peoples, persons with disabilities, and women.

The CAF came under the *EE Act* in principle when it was first passed into law in 1995. In recognition of the unique nature of military service, however, the CAF was not deemed governed by the *EE Act* in practice until separate *CAF EE Regulations* were promulgated.² An Order in Council was subsequently given in November 2002, stating that the CAF was fully governed by the *EE Act*.³

The first CAF EE Plan was written in 2006 and included a representation goal for visible minorities of 9.1% (CF EE Plan, 2006). The current representation goal for visible minorities is 11.8% (CF EE Plan, 2010), which reflects aggregated estimates of labour market availability for all officer and non-commissioned member (NCM) occupations in the Reg F and Primary Reserves combined. As a minimum, the CAF is compelled by the *EE Act* to set goals for designated groups that match availability in the Canadian Labour Market. Currently, visible minorities account for 5.3% of the CAF workforce.

The CAF is committed to improving its designated group representation, in accordance with the spirit and intent of the *EE Act*. In FY 2012-2013, the Canadian Forces Recruitment Group (CFRG) identified diversity as its main recruitment theme (CF EE Report, 2013). Recent recruitment activities have included enhanced promotional campaigns within communities, including advertisement on ethnic television and radio stations; on community websites and in magazines; specific online job posting sites; and on public transportation. These promotional campaigns are designed to present the CAF as an employer of choice for all Canadians, including visible minorities.

¹ Heneman, Judge, Smith & Summers, 2007.

² Canadian Forces Employment Equity Regulations, SOR/2002-421.

³ Order in Council P.C. 2002-1956 of November 21, 2002.

Although the CAF is committed to achieving its EE representation goals, successful employment into the CAF is constrained in that all CAF members, regardless of EE group membership, must be proficient in one of Canada's two official languages (English or French). This criterion may be a potential barrier for allophones. In the following sections, the CAF selection and training processes are discussed.

CAF Selection Process⁴

Between April 2006 and December 2011, there were a number of criteria that applicants had to meet before being found eligible and suitable for enrolment in the CAF. First, applicants had to meet the basic eligibility requirements: They had to be Canadian citizens, be a minimum of 17 years of age, and meet the education requirements for an entry plan or occupation. Second, they had to undergo both medical and security screenings. Third, applicants had to pass the Canadian Forces Aptitude Test (CFAT), a cognitive ability test offered in both French and English. Fourth, applicants had to pass a selection interview conducted by a military career counsellor (MCC; the CFAT and the selection interview are discussed in more detail in the following sections.). Some applicants (e.g., those interested in becoming pilots) were required to undergo further assessment if required by their chosen occupations. Applicants who met these criteria were merit-listed and eligible to be enrolled, depending on the requirements of the CAF and the strategic intake targets.

During the selection process, all applicants, including allophones, were asked to select a FOL (i.e., English or French). If accepted into the CAF, applicants would complete their training in the language thus chosen. The CAF did not gather information on allophone status (i.e., applicants were not asked what their first language was) during the selection process.

Canadian Forces Aptitude Test (CFAT)

Both officer and NCM applicants were required to write the CFAT as part of the selection process. The CFAT, which was implemented in 1997, is an important predictor of training success (Girard, 2004a, 2004b; Scholtz, 2004; Woycheshin, 1999a, 1999b). It consists of 60 multiple-choice items divided into three subscales: problem solving ability (PS: 30 items), spatial ability (SA: 15 items), and verbal skills (VS: 15 items). Applicants write the test in either English or French. The raw test scores are transformed into percentile ranks to make the results more readily interpretable and to allow direct comparison of the English and French versions of the test.

The purpose of the verbal skills subscale is to assess the ability to understand words (sample question: "SAD people are (a) honest, (b) clever, (c) unhappy, (d) joyful"). Thus, it is not a test of language proficiency and could not be used to screen out allophones on the basis of either their English or French language skills.⁵

⁴ This section discusses the selection process as it existed during the time period of the study (i.e., April 2006 to December 2011). The selection process has undergone changes since 2011.

⁵ A. Ebel-Lam, personal communication, April 19, 2011.

To be selected, officer applicants had to achieve a minimum cut-off score at or above the 25th percentile for officers. Officer applicants who did not achieve the cut-off score on the CFAT were granted a waiver if they had a university degree (Howe, 2011). To be selected, NCM applicants had to score at or above the tenth percentile for NCM applicants.

Selection Interview and Military Potential (MP) Score

Both officer and NCM applicants underwent a semi-structured interview conducted by an MCC. The interview was designed to assess work-related personality attributes and person-environment fit. Six of the 10 questions assessed work-related personality attributes i.e., work ethic, organizational citizenship, openness to novel experiences, dependability, achievement striving, and stress management. The remaining four questions assessed person-environment fit, i.e., occupation-related skills, knowledge of targeted occupation, interest congruency, and realistic expectations.

After reviewing all application material, the MCC provided a rating of the applicant's overall potential to succeed in the CAF and in the occupation for which he or she was being considered. The rating, which is referred to as the Military Potential (MP) Score, was calculated on a 90-point scale. MCCs assigned applicants four scores. The first score was out of 15 and was for academic achievement (based on an applicant's highest level of education attained and grades), the second score was out of 15 and was for cognitive ability (based on an applicant's CFAT scores), the third score was out of 30 and was for responses to the six questions that assessed work-related personality attributes, and the fourth and final score was out of 30 and was for responses to the four questions that assessed person-environment. The cut-off for most NCM occupations was 35, while the cut-off for officer occupations was 40.

If an applicant was unable to function in either of Canada's two official languages (i.e., English, French) during the interview process, he or she was evaluated as temporarily unsuitable for enrolment in the CAF (Canadian Armed Forces Recruiting Handbook). Under these circumstances, MCCs would advise applicants that they could return for re-evaluation after improving their language skills.

CAF Training Process

Once accepted into the CAF, all new recruits are required to complete basic training at the Canadian Forces Leadership and Recruit School (CFLRS). NCMs complete the BMQ course, while officer cadets complete the BMOQ course. These courses teach the necessary knowledge and skills to succeed in a military environment, including weapons handling, first aid, and ethical values. Fitness training is also a large part of the basic training courses.

After completing basic training, recruits undertake additional training, consisting of one or more courses specific to their chosen occupation, at a training school. For some occupations, this is followed by an on-the-job training phase. The length of occupation

training varies widely, from several months (e.g., for infantrymen) to several years (e.g., for pilots). In general, the length of occupation training for officer occupations is longer than the length for NCM occupations.

Personnel who complete their occupation training are considered to have achieved the Operational Functional Point (OFP). Throughout the training process, personnel may leave the system at any time, whether due to a training failure or for other reasons (e.g. medical). Personnel who fail to complete BMQ or BMOQ will be released from the CAF. Those who fail to complete occupation training may be released or they may transfer to a different CAF occupation. In the latter case, they would undergo additional training in the new occupation.

The Current Study

Anecdotal evidence from the training schools suggested that some allophone recruits were having trouble completing training due to deficits in language proficiency. As a result, scientists at DGMFRA were asked to conduct a two-phase study. The aim of Phase I was to determine how many allophones who enrolled in the Reg F between April 2006 and December 2011 failed to complete BMQ, BMOQ, or occupation training due to difficulties communicating in their first FOL (English or French). The aim of Phase II was to estimate how many allophones will enrol in the CAF between FYs 2012-2013 and 2019-2020.

Phase I

The Sample

The sample for this study (N = 33,713) was restricted to recruits who enrolled in the Reg F between April 2006 and December 2011.

Since the CAF does not gather information on allophone status, country of birth was used as a proxy for allophone status. In total, recruits in our sample listed 165 countries as their place of birth. An online search was conducted to determine the official language(s) for each of the countries. English is the only official language listed by 23 countries, French by 15 countries, and both English and French by two countries. Recruits who listed any of these 40 countries as their place of birth were classified as *non-allophones*. The remaining 125 countries listed at least one official language that was neither English nor French. Although some of these countries also listed English and/or French as an official language, it is impossible to know the first language of recruits from these countries. Thus, recruits who listed one of these countries as their birth country were classified as *allophones*.⁶

In total, 30,313 recruits (89.9%) were categorized as non-allophones, 2,463 (7.3%) were categorized as allophones, and the birth country for 937 recruits was unknown (2.8%). Table 1 summarizes the total number of recruits, enrolments, and occupation starts per enrolment year. Because some individuals enrolled in the Reg F more than once during

⁶ It is possible that some of the individuals categorized as allophones were not, since some of the countries listed English and/or French as an official language.

the time period of interest, the total number of enrolments (N = 34,025) is greater than the total number of recruits (N = 33,713). Because some individuals joined more than one occupation during the time period of interest (i.e., they either transferred occupations or re-enrolled in a different occupation), the total number of occupation starts (N = 35,854) is greater than the total number of recruits (N = 33,713).

Table 1: Number of Recruits, Enrolments, and Occupation Starts per Enrolment Year

Enrolment Year	Non-allophones	Allophones	Unknowns	Total Recruits	Total Enrolments	Total Occupation Starts
2006-2007	5,895	418	81	6,394	6,398	6,394
2007-2008	6,038	389	85	6,512	6,549	6,623
2008-2009	6,039	463	202	6,704	6,828	6,707
2009-2010	6,096	592	272	6,960	7,105	7,814
2010-2011	3,777	352	183	4,312	4,312	4,996
2011-2012	2,468	249	114	2,831	2,833	3,320
Total	30,313	2,463	937	33,713	34,025	35,854

The demographic characteristics for the non-allophone and allophone recruits are presented in Table 2 :

Non-Allophone Recruits (n = 30,313)		
Rank	Frequency	Percentage
NCM	25,057	82.7%
Officer	5,256	17.3%
Gender		
Male	25,857	85.3%
Female	4,456	14.7%
FOL		
English	22,621	74.6%
French	7,692	25.4%
Allophone Recruits (n = 2,463)		
Rank	Frequency	Percentage
NCM	1,569	63.7%
Officer	894	36.3%
Gender		
Male	2,144	87.0%
Female	319	13.0%
FOL		
English	2,079	84.4%
French	384	15.6%

Table 2 : Demographic Characteristics

Occupations Examined

Allophone training failures were examined in 21 NCM occupations and 16 officer occupations. These occupations were chosen because they contained a significant number

of allophone trainees and because anecdotal evidence suggested that allophone trainees in these occupations were experiencing difficulties in their FOL.

Identification and Categorization of Training Outcomes

The training outcomes of both non-allophone and allophone recruits were established so that the success rates of both groups could be compared.⁷ For each instance of joining one of the occupations for the first time, the outcome of an individual’s training was established by investigating the individual’s training data. Each case was categorized as one of the following:

- *OFP*: The individual reached the OFP and was considered trained ;
- *Transfer Out*: The individual transferred to another occupation prior to completing training ;
- *Release*: The individual was released from the Reg F prior to completing training ; and
- *Undetermined*: The individual was still undergoing training at the time the study was completed, so the training outcome could not yet be determined.

Table 3 shows the training outcomes for each occupation start (i.e., each time an individual joined an occupation) in the occupations examined. OFP (*Worst Case Scenario*) and OFP (*Best Case Scenario*) provide an indication of the possible range of training success numbers and rates among non-allophones and allophones, depending on the final outcomes of those in the *Undetermined* category.

Table 3 : Training Outcomes for NCMs and Officers in Occupations Examined

Non-Allophones	NCM		Officer	
	Frequency	Percentage	Frequency	Percentage
OFP	12,820	62.0%	1,018	21.4%
Transfer Out	708	3.4%	496	10.4%
Release	4,467	21.6%	791	16.6%
Undetermined	2,698	13.0%	2,448	51.5%
TOTAL	20,693	100.0%	4,753	99.9%
OFP (<i>Worst Case Scenario</i>)	12,820	62.0%	1018	21.4%
OFP (<i>Best Case Scenario</i>)	15,518	75.0%	3466	72.9%
Allophones	NCM		Officer	
	Frequency	Percentage	Frequency	Percentage
OFP	760	58.0%	166	19.9%
Transfer Out	56	4.3%	76	9.1%
Release	244	18.6%	187	22.4%
Undetermined	251	19.1%	405	48.6%
TOTAL	1,311	100.0%	834	100.0%
OFP (<i>Worst Case Scenario</i>)	760	58.0%	166	19.9%
OFP (<i>Best Case Scenario</i>)	1,011	77.1%	571	68.5%

OFP (*Worst Case Scenario*) provides the success numbers and rates that will result if none of the individuals in the *Undetermined* category successfully complete their training

⁷ The methodology was adapted from Straver (2012).

(and therefore do not reach the OFP). Conversely, OFP (*Best Case Scenario*) provides the success numbers and rates that will result if all of the individuals in the *Undetermined* category reach the OFP. Of course, the actual result will be in between these two extremes. As can be seen in Table 3, there appear to be differences between non-allophones and allophones in success rates.⁸

Allophone Training Files: Transfer Out and Release Categories

The next step was to determine how many of the training failures could be attributed to FOL difficulties. The analysis focused on allophones in the *Transfer Out*⁹ and *Release* categories. Each individual who is undergoing training in the CAF has a training file, which tracks his or her progress in the training system. The training files of allophones were reviewed to determine if language difficulties may have contributed to the transfers out or releases. When FOL language difficulties were not mentioned in an allophone’s file, the individual was grouped into the *No FOL Difficulties* category. When an allophone’s file mentioned language difficulties, the allophone was grouped into the *FOL Difficulties* category.^{10 11} When there was insufficient information to determine whether an allophone had difficulties in his or her FOL (e.g., an allophone’s training file could not be located), the individual was grouped into the *Insufficient Data* category.

Table 4 : Frequency and Percentage of FOL Difficulties among Allophone Transfers out and Releases in Occupations Examined

Transfers Out	NCM		Officer	
	Frequency	Percentage	Frequency	Percentage
No FOL Difficulties	43	76.8%	35	46.1%
FOL Difficulties	2	3.6%	6	7.9%
Insufficient Data	11	19.6%	35	46.1%
Total	56	100%	76	100.1%
Releases	NCM		Officer	
	Frequency	Percentage	Frequency	Percentage
No FOL Difficulties	209	85.7%	108	57.8%
FOL Difficulties: Basic Trg	5	2.0%	14	7.5%
FOL Difficulties: Occ Trg	1	.4%	5	2.7%
Insufficient Data	29	11.9%	60	32.1%
Total	244	98%	187	100.1%

Table 4 displays the results for allophone transfers out and releases. As can be seen, when FOL difficulties were identified, they were more likely to be among allophones in

⁸ Note : because the cases were not independent of one another, the *chi*-square test could not be conducted.

⁹ It is possible that some allophones who were struggling in occupation training because of language difficulties may have chosen to transfer to another occupation that did not require as strong language skills rather than release from the CAF.

¹⁰ It was not always clear from the training files to what extent the FOL difficulties contributed to the transfer outs or releases.

¹¹ Allophones identified as having *FOL Difficulties* in basic training were grouped into the *FOL Difficulties : Basic Trg* category ; allophones identified as having *FOL Difficulties* in occupation training were grouped into the *FOL Difficulties : Occ Trg* category.

officer occupations than among allophones in NCM occupations. However, because of the small number of individuals with FOL difficulties and the large number of cases in the *Insufficient data* category, no firm conclusions can be made.

Phase II

The aim of the second phase of the study was to estimate the number of allophones who could be expected to enrol in the Reg F between FYs 2012-2013 and 2019-2020. In this phase, three steps were conducted. First, the future intake of Reg F recruits was estimated. Second, the changes in the sizes of the Anglophone, Francophone, and non-official language populations in Canada were estimated up to year 2020. Third, the number of allophones who will enrol in the Reg F between FYs 2012-2013 and 2019-2020 was estimated.

Estimated Future Intake into the Reg F

The first step was to estimate the number of recruits for FYs 2012-2013 to 2019-2020. External intake targets from the Department of National Defence's (DND's) Strategic Intake Plan (SIP) were used for FYs 2012-2013 to 2016-2017. Beyond FY 2016-2017, a population forecasting methodology (Fang & Okazawa, 2009) was employed to determine the number of external recruits required to maintain a constant size of the Reg F population. Estimated intake numbers for NCMs ranged from a minimum of 3,139 in FY 2014-2015 to a maximum of 3,523 in FY 2012-2013. For officers, the estimated intake numbers ranged from 901 in FYs 2015-2016 and 2016-2017 to 946 in FY 2017-2018. On average, an estimated 3,314 NCMs and 930 officers will enrol in the Reg F for each FY from 2012-2013 to 2019-2020. See Table 5 for the estimated future intake of Reg F recruits per enrolment year.

Table 5 : Estimated Future Intake of Reg F Recruits per Enrolment Year

Enrolment Year	Total Target NCMs	Total Target Officers
2012-2013	3,523	945
2013-2014	3,297	934
2014-2015	3,139	945
2015-2016	3,327	901
2016-2017	3,331	901
2017-2018	3,385	946
2018-2019	3,260	944
2019-2020	3,250	920
Total	26,512	7,436
Average	3,314	930

Expected Changes in the Canadian Population

In the second step, the sizes of the Anglophone, Francophone, and non-official language populations in Canada were charted from 1951-2020. Canadian Census data were used for the years 1951 to 2011 (Statistics Canada, 2011b), and Environics Analytics Demographic Estimates and Projections (DEP) data were used for estimating the years beyond 2011 to 2020.¹²

Results of the analysis are presented in Figure 1. The chart shows that the proportion of the population with English as a first language has remained relatively stable through to 2011. However, the proportion of the population with French as a first language has decreased since the 1980s, with a concomitant increase in the proportion of speakers of a non-official language. In 2011, the proportion of the non-official language population¹³ (20.6%) came closer to converging with the Francophone proportion (21.7%) of the population.

The non-official language population is projected to increase from 20.6% in 2011 to 22% in 2020, an increase of 1.4%. During this time period, the non-official language population is projected to slightly exceed the Francophone population, and the Anglophone population is projected to decrease slightly in proportion, while still retaining its majority status.

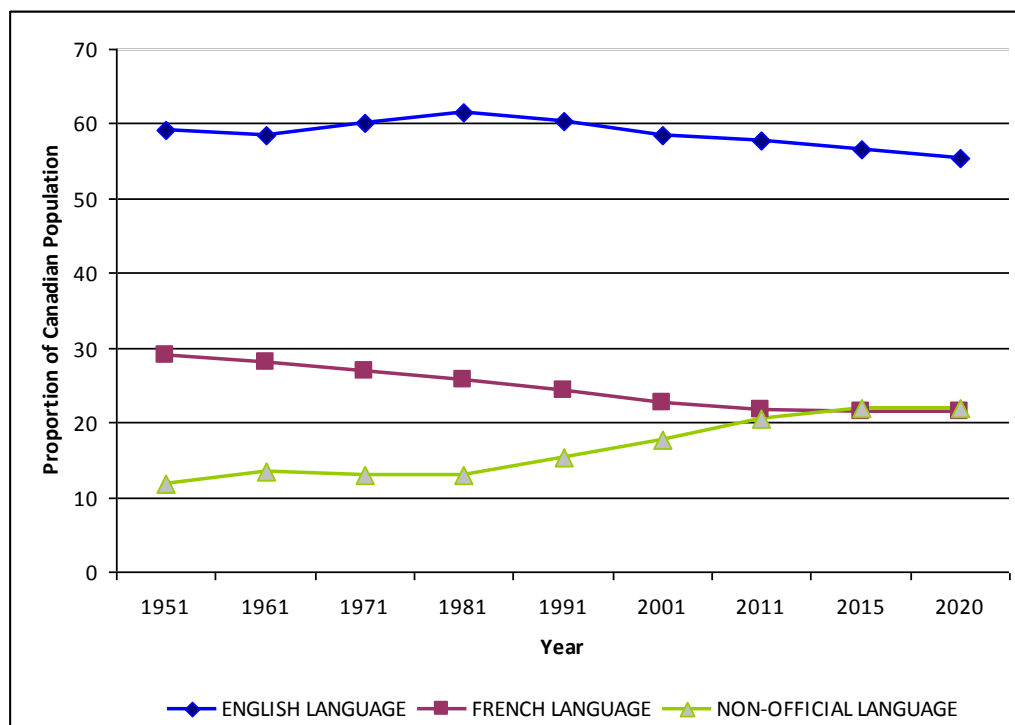


Figure 1 : Canadian Population by First Language (1951-2020)

¹² Environics Analytics, 2012.

¹³ Of the 6.5 million individuals in the non-official language population, 25,000 are users of sign language (Statistics Canada, 2011b).

Although not shown in Figure 1, there are significant regional differences in the data. Two provinces in Canada – British Columbia and Ontario – are estimated to see the greatest growth in the proportion of the non-official language population between 2011 and 2020. There are no significant changes outside of these two provinces with respect to proportional increases in non-official language populations.

Estimated Future Allophone Intake into the Reg F

In conducting the third step, we assumed that the change in the proportion of allophone recruits in the Reg F is related to the change in the proportion of allophones in Canadian society.¹⁴ Based on the projections made in Step 2, the allophone population will not increase significantly by 2020. If our assumption is correct and the change in the proportion of allophone recruits to the Reg F is related to the change in the proportion of allophones in Canadian society, then the proportion of allophone recruits to the CAF should remain fairly constant up to and including FY 2019-2020. Thus, the proportion of allophone recruits in FY 2011-2012 was used to estimate the proportion of allophone recruits for FYs 2012-2013 to 2019-2020. In FY 2011-2012, 6.9% of NCM recruits and 15.7% of officer recruits were allophones. As shown in Table 6, for each FY from 2012-2013 to 2019-2020, it is estimated that an average of 229 NCMs and 146 officers will be allophone recruits :

Enrolment Year	Total Target NCMs	Estimated Allophone NCMs	Total Target Officers	Estimated Allophone Officers
2012-2013	3,523	243	945	148
2013-2014	3,297	227	934	147
2014-2015	3,139	217	945	148
2015-2016	3,327	230	901	141
2016-2017	3,331	230	901	141
2017-2018	3,385	234	946	149
2018-2019	3,260	225	944	148
2019-2020	3,250	224	920	144
Total	26,512	1,829	7,436	1,167
Average	3,314	229	930	146

Table 6 : Estimated Future Intake of Allophone Reg F Recruits per Enrolment Year

Discussion

The aim of the first phase of the current study was to determine how many allophones who enrolled in the Reg F between April 2006 and December 2011 failed to complete BMQ, BMOQ, or occupation training due to difficulties communicating in their FOL. We compared allophones and non-allophones in the *OFFP*, *Transfer Out*, *Release*, and *Undetermined* categories for 21 NCM and 16 officer occupations. The data showed some differences between allophones and non-allophones in success rates, suggesting that

¹⁴ To prove or refute this assumption would require additional data and analysis that is beyond the scope of this article.

allophones may be less likely than non-allophones to reach OFP,¹⁵ especially in officer occupations. Researchers then reviewed the training files of allophones who either transferred occupations or were released from the Reg F to determine if FOL difficulties contributed to the transfers out or releases. Among transfers out and releases, 33 allophones (NCMs = 8; officers = 25) were identified as having FOL difficulties. These results suggested that when FOL difficulties were identified, they were more likely to be among allophones in officer occupations than among allophones in NCM occupations. The latter finding may not be surprising given that officers, due to the nature of the role (e.g., provide verbal direction) and the difficulty of officer training materials, may require stronger language skills than NCMs. The results also showed that allophones identified as having FOL difficulties were more likely to be released during basic training than during occupation training. Thus, the results of Phase I suggested that there are allophones in the Reg F who have difficulties in their FOL. Practically speaking, however, the number of allophones identified as having FOL difficulties is small.

The results of Phase II suggested that the proportion of allophone recruits to the CAF should remain fairly constant up to and including FY 2019-2020. If we were to assume a comparable proportion of allophones with FOL difficulties as that observed in this study, then for each year until 2020 we would expect roughly 8 NCMs and 19 officers to have FOL difficulties.¹⁶

Not considered in our calculation are many factors that could potentially influence the number of allophones who apply to and are found suitable for enrolment in the Reg F. For example, CAF targeted recruiting in minority populations could affect the proportion of future allophone recruits. Additionally, the recent change to Canada's immigration policy (Canadian Immigrant, 2012), which requires citizenship applicants to provide objective evidence of their language ability (e.g., proof of completion of secondary or post-secondary education in English or French) at the time they apply, could impact the proportion of future allophone recruits, as well as reduce the proportion of allophone recruits who have difficulties communicating in their FOL. The CAF has recently rescinded the CFAT waiver policy because research suggested that granting waivers for low CFAT test scores was masking language difficulties.¹⁷ This change in policy could also reduce the number of allophone recruits who have difficulties communicating in their FOL.

Limitations and Recommendations

First, some individuals may have been wrongly categorized as either allophones or non-allophones. For example, recruits who were born in Germany because their parents were posted to Canadian Forces Base (CFB) Lahr would have been categorized as allophones even if their first language was English or French. Second, for a significant

¹⁵ Please note that tests of statistical significance were not conducted.

¹⁶ These estimates are based on the percentage of allophones identified in this study as having FOL difficulties in the *Transfer Out* and *Release* categories.

¹⁷ Howe, 2011 ; LeBlanc, Straver & Ruscito, 2013a ; LeBlanc, Straver & Ruscito, 2013b.

number of cases, the training outcomes could not be determined and, as a result, the cases were categorized as *Undetermined*. The percentage of cases classified as *Undetermined* was particularly high among officer occupations, which is likely because reaching OFP in officer occupations can take longer than in NCM occupations. Third, it is possible that some allophones had difficulties in their FOL but the difficulties were not captured in their training files. Fourth, it was not always clear from reading the training files to what extent FOL difficulties contributed to the transfers out or releases. Fifth, allophones who reached OFP despite experiencing difficulties in their FOL would not have been identified in this study. Sixth, for a significant number of allophones, there was insufficient information to determine whether they had or did not have difficulties in their FOL.

This article has shown that while training failures among allophone CAF members due to language difficulties are neither a statistically acute problem nor a threatening prospect for the future, it is worth noting that the incomplete data available lead to fairly imprecise findings. Based on the results of the current study, the following recommendations are offered :

- The CAF should consider options to strengthen information gathering on allophone status (possibly during the recruitment process) because categorizing individuals as either allophones or non-allophones based on birth country may not always be valid;
- The CAF should consider strengthening its ability to track the reasons for training failures, including a category for FOL issues, to ensure that allophone FOL difficulties are not underestimated; and
- The CAF should continue to monitor allophone recruits to ensure that the number of allophones identified with difficulties in their FOL does not significantly increase.

References

BROWNE, P.P., “Visible Minorities and Canadian Forces Recruitment : Goals and Challenges”, Director General Military Personnel Research and Analysis Technical Memorandum 2011-021, Ottawa, Ontario, Canada, 2011.

CANADIAN ARMED FORCES (CAF), “Canadian Armed Forces Recruiting Handbook”. Retrieved February 23, 2015 from <http://borden.mil.ca/33/11.aspx>

CANADIAN CHAMBER OF COMMERCE, “Immigration : The Changing Face of Canada”, *Policy Brief, Economic Policy Series*, 2009.

CANADIAN IMMIGRANT, “Minister Kenney announces new language rules for citizenship applicants”, 2012. Retrieved February 11, 2014 from <http://canadianimmigrant.ca/news-and-views/minister-kenney-announces-new-language-rules-for-citizenship-applicants>.

DEPARTMENT OF JUSTICE, “Employment Equity Act (c. 44)”, 1995. Retrieved November 19, 2014 from <http://laws-lois.justice.gc.ca/eng/acts/e-5.401/page-1.html>.

DEPARTMENT OF JUSTICE, “Order in Council P.C. 2002-1956 of November 21, 2002” Retrieved November 19, 2014 from <http://laws-lois.justice.gc.ca/eng/regulations/SOR-2002-421/page-1.html>

DEPARTMENT OF NATIONAL DEFENCE, “Canadian Forces Employment Equity Plan : Advancing on a Wide Front”, 2006.

DEPARTMENT OF NATIONAL DEFENCE, “Canadian Forces Employment Equity Regulations”, SOR/2002-421.

DEPARTMENT OF NATIONAL DEFENCE, “Canadian Forces Employment Equity Plan, Revision 1”, 2010. Retrieved November 19, 2014 from <http://cmp-cpm.forces.mil.ca/dgmp-dgpm/dhrd-ddpd/ee-eme/eep-pdme-01-eng.asp>.

DEPARTMENT OF NATIONAL DEFENCE, “Canadian Forces Employment Equity Report 2012-2013.” Retrieved November 19, 2014 from <http://cmp-cpm.forces.mil.ca/dgmp-dgpm/dhrd-ddpd/dlkdp/ee-reme-eng.asp>.

ENVIRONICS ANALYTICS, “Demographic Estimates and Projections”, 2012. Retrieved October 1, 2012 from <http://www.environicsanalytics.ca>.

FANG, M. & S. OKAZAWA, “Forecasting Attrition Volume : A Methodological Development”, Director General Military Personnel Research and Analysis Technical Memorandum 2009-025, Ottawa, Ontario, Canada, 2009.

GIRARD, M.L., “Validation of the CFAT for Vehicle Technician Selection”, Director Human Resources Research and Evaluation Technical Note 2004-02, Ottawa, Ontario, Canada, 2004a.

GIRARD, M.L., “Cognitive Ability, Military Experience and Education as Predictors of QL3 Resource Management Services Clerk Performance”, Director of Human Resources Research and Evaluation Technical Note, 2004-04, Ottawa, Ontario, Canada, 2004b.

HENEMAN, H.G., III, T.A. JUDGE, V. SMITH & R. SUMMERS, *Staffing Organizations : Canadian Edition*, Toronto, McGraw-Hill Ryerson, 2007.

HOWE, D., “Allophone Status on CF Recruitment”, Director Personnel Generation Research Briefing Note 2011, Ottawa, Ontario, Canada, 2011.

LEBLANC, M., M. STRAVER & F. RUSCITO, “Training Failures among Allophone Construction Engineers”, Director General Military Personnel Research and Analysis Letter Report (DTN 6454), Ottawa, Ontario, Canada, 2013a.

LEBLANC, M., M. STRAVER & F. RUSCITO, “Training Failures among Allophone Electrical and Mechanical Engineers”, Director General Military Personnel Research and Analysis Letter Report (DTN 6451), Ottawa, Ontario, Canada, 2013b.

LEBLANC, M., M. STRAVER, F. RUSCITO & F. MOFFAT, “Allophone Training Failures in the Canadian Armed Forces”, Director General Military Personnel Research and Analysis Technical Memorandum 2013-019, Ottawa, Ontario, Canada, 2013.

SCHOLTZ, D., “Validation of the CFAT and Establishment of Cut-off Scores for Steward Selection”, Director of Human Resources Research and Evaluation Technical Note 2004-01, Ottawa, Ontario, Canada, 2004.

STATISTICS CANADA, “2011 Census of Population : Linguistic Characteristics of Canadians”, *Statistics Canada Catalogue n°11-001-X*, 2012, Ottawa, Ontario, Canada.

STATISTICS CANADA, “Immigration in Canada : A Portrait of the Foreign-Born Population, 2006 Census”, *Statistics Canada Catalogue n°97-557-XIE*, 2007, Ottawa, Ontario, Canada.

STATISTICS CANADA, “Languages”, *Statistics Canada Catalogue n°11-402-X*, Chapter 22, 2009, Ottawa, Ontario, Canada.

STATISTICS CANADA, “Linguistic Characteristics of Canadians: Language, 2011 Census of Population”, *Statistics Canada Catalogue n° 98-314-X2011001*, 2011a, Ottawa, Ontario, Canada.

STATISTICS CANADA, “Linguistic Characteristics of Canadians: Language, 2011 Census of Population”, *Statistics Canada Catalogue n°98-314-X2011003*, 2011b, Ottawa, Ontario, Canada.

STATISTICS CANADA, “Visible Minority (15), Age Groups (10), Sex (3) and Selected Demographic, Cultural, Labour Force, Educational and Income Characteristics (315) for the Population in Private Households of Canada, Provinces, Territories, Census Metropolitan Areas and Census Agglomerations,

2011 National Household Survey : Data tables”. *Statistics Canada Catalogue n° 99-010-X2011038*, 2011c, Ottawa, Ontario, Canada.

STRAVER, M.C., “Personnel Generation Performance Measurement in the Canadian Forces”, *Journal of Teaching & Education*, vol.1, n°6, 2012, pp.405-413.

WOYCHESHIN, D.E., “Validation of the Canadian Forces Aptitude Test against QL3 Course Performance”, Director Human Resources Research and Evaluation Technical Note 99-11, Ottawa, Ontario, Canada, 1999a.

WOYCHESHIN, D.E., “Validation of the Canadian Forces Aptitude Test with CFSEME QL3 Results”, Director Human Resources Research and Evaluation Technical Note 99-12, Ottawa, Ontario, Canada, 1999b.