

# Appendix P

## Chapter 9: International Trends and Lessons Learned: A Review of Practices in Comparable Militaries

---

### Examples of promising initiatives by other international militaries

A number of promising practices and programs across comparable international defence forces have been identified and these are detailed below according to five overarching principles.

#### **Principle 1: Strong leadership drives reform**

##### **1. *Links to international imperatives***

In broad terms, NATO has made clear the benefits to the mission both of involving female personnel and of developing a greater understanding of gender issues at the operational level.<sup>314</sup> Accordingly, the Committee for Women In NATO Forces (CWINF) recommends, amongst other things, that member states establish an institution or committee responsible for issues regarding military and civilian women create a gender advisor for gender issues within the force and ensure high level recognition of significant contributions to the promotion of gender equality.<sup>315</sup>

The vast majority of NATO member states have developed National Action Plans (NAP) for the implementation of UN Resolution 1325. Norway stands out as one of the few nations to include the increase in representation of women in their national forces in their NAP.<sup>316</sup>

##### **2. *Commitment to diversity built into public mechanisms***

Following a period of public debate and trials of women in combat roles, in 1989 the Canadian Human Rights Tribunal ordered that all roles in the Canadian Forces (CF) be open to women with a phased implementation period of ten years. Following that, what has come to be known as the Ministerial Board on Gender Integration and Employment Equity was established to oversee gender integration policy, with regular reporting conducted and targets set by the Human Rights Commission.<sup>317</sup> This means that an external imperative was built into the public mechanisms that surround the CF.

This compliance approach could perhaps be viewed as the ‘stick’ forcing Services to reform. The ‘carrot’, however, is the commitment from within defence to equity and inclusion as *operational* imperatives. This includes the Defence Ethics Program at the Canadian Forces Leadership Institute, referred to in all relevant CF policy and guidelines, which emphasises that the values of the CF include what are described as fundamentally Canadian values, including respect for the Charter of Rights and Freedoms, and refers to the ‘societal trust’ in the CF that must not be disappointed.<sup>318</sup>

Meanwhile the Doctrine Manuals of the CF leadership, specifically the doctrine *Duty with Honour – the Profession of Arms in Canada*, identifies military values as core Canadian values, stressing that these include diversity, equality and human rights.<sup>319</sup> Further, the CF’s *Canada First* strategy notes that the CF is fostering a culture that will ‘place a renewed emphasis on recognition, fairness, consideration and respect for members and their families’.<sup>320</sup>

It is important to note that numerous commentators suggest that, while the commitment is clearly there in the CF leadership, there is a gap between this and the perception of what has actually been achieved.<sup>321</sup> Nevertheless, as observed at various stages throughout this paper, the CF is regarded as a model for other defence Services, with particular reference made to its compulsory training of all personnel in issues of diversity and equality.<sup>322</sup>

##### **3. *Civilian and Defence Collaboration***

Canada, of course, is not the only environment examined by the Review that has an overt commitment to the increased participation and promotion of women. The Netherlands, in particular, has taken significant steps to emphasise the operational value of women’s participation, releasing joint departmental and Service policies that outline the benefits to the mission.

Specifically, the Netherlands Gender Action Plan 2004 and Department of Defence project *Gender Force*, represent a combined commitment to improving the contribution of women to the Netherlands defence mission, the latter putting particular emphasis on the concept of 'Gender Mainstreaming'.<sup>323</sup>

Similarly, Swedish defence organisations have partnered with the Swedish Police, the Swedish Rescue Services Agency, the Association of Military Officers in Sweden (a form of trade union) and civilian bodies to develop their own *Genderforce* project. Its mission is 'to establish gender equality in Sweden's international...missions' with an emphasis on gender mainstreaming across all policies.<sup>324</sup>

Further, consistent with the combined approach noted above, the UK Ministry of Defence Senior Officer and Civil Servants Diversity and Equity Awareness program for general/flag officers and senior executives emphasises the value of a united approach to diversity across the defence environment.<sup>325</sup> Similarly, a joint video presentation from military and civilian leadership in the US Air Force signals to personnel a united front on the 'value of the unique qualities of each individual in the total Air Force'.<sup>326</sup>

#### **4. Inspiration from and for leaders**

Both *Genderforce* projects have sought to harness the power of leadership. In the Netherlands the specific identification of Gender Champions – high ranking generals that champion gender and diversity issues across the Services – indicate to personnel that issues of gender integration are viewed as an imperative by military leadership, as well as by the civilian agencies that support it.<sup>327</sup> The Review's observations from its discussions with US defence representatives confirmed that a specific champion (such as the US Vice Chief of Naval Operations, for example) is an essential ingredient in an initiative's success.<sup>328</sup>

Meanwhile, Swedish defence Services have implemented a program of Gender Coaching under which specialists in gender issues – with backgrounds ranging from equal opportunity bodies, business, academia, to defence environments – are appointed as a kind of personal trainer for a dozen senior officers across the Swedish Armed Forces, the Police and Association of Military Officers.<sup>329</sup> Though at an early stage, this program acknowledges that the pragmatics of diversity are not always immediately apparent and that leaders need to maximise their limited time. The ongoing coaching relationship of regular monthly meetings allows rapport to develop, so that frank and effective discussion occurs.

#### **5. Accessible language, contextualising diversity**

In the same way, best practice requires that formal commitment at the leadership level is communicated effectively to personnel. The UK *Chief of General Staff's Equality & Diversity Directive* employs accessible language, explaining that '[Diversity] values the inherent qualities in every individual, respects their differences, and enables them to make the selfless commitment that the Army demands in the knowledge that they will be treated fairly'.<sup>330</sup>

Meanwhile, publications such as the *Equality & Diversity Newsletter for Armed Forces* disseminate practical information and case studies<sup>331</sup> and the booklet, *Basically Fair – Respect for Others in the British Army* – notes Army values as including the courage to 'do the right thing, not the easy thing'.<sup>332</sup> Further, a Service wide website, *Proud2Serve*, promotes issues affecting gay and lesbian personnel and was recently recognised in the inaugural European Diversity Awards.<sup>333</sup>

#### **6. Rendering difference unremarkable**

Of particular note to the Review, the Netherlands *Gender Force* project, mentioned above, stands out for its commitment to mainstreaming the concept of 'gender' across the whole of the defence Service – embedding discussions of gender, diversity, equity and integrity into all aspects of defence training, rather than leaving it as an annual, obligatory venture.

Its sub-project, *Gender in training*, enables all defence personnel to be introduced to gender issues and understand how important the subject is in terms of military operations. In addition, the Dutch Services have commenced a 'Train the Trainer' course for core instructors who then serve as points of

contact on gender issues and train new instructors – cementing the imperative in operational, as well as strategic, leadership.<sup>334</sup>

## **7. Leading cultural change**

Despite Congressional impetus, US Service branches have been slightly later to make overt commitments to the value of diversity as an operational imperative. Nevertheless, all have now mapped out a blueprint for working towards greater diversity, the Army's Diversity Roadmap being perhaps the most recent, released in December 2010. Committing the Army to becoming an Employer of Choice, the Roadmap notes that 'the diversity of our people is a source of strength' and that the Army is 'already viewed in awe by many nations that see our committed men and women from different backgrounds supporting our global efforts in defense of democracy....'<sup>335</sup>

Along similar lines, the *US Air Force Diversity Roadmap* sets out the responsibilities of all personnel, and builds in clear mechanisms for evaluation, training, mentoring and professional development – emphasising the need for cultural change. The Roadmap explains that: '*Diversity is a military necessity. Air Force decision-making and operational capabilities are enhanced by diversity...helping make the Air Force more agile, innovative and effective. It opens the door to creative solutions to complex problems and provides... a competitive edge...*'<sup>336</sup>

Similarly emphasising cultural change, and discussed later in this paper, was the former US Navy's Chief of Naval Operations announcement in 2003 that he was determined to create a 'mentoring culture' across the naval Service and assign a mentor for every Service member.<sup>337</sup>

Meanwhile, the US Air Force, Navy and Coast Guard were all recognised in the Top 20 of US Government Employers in the *Workforce Diversity Awards*, suggesting that they are well on their way to their identified goal of becoming employers of choice.<sup>338</sup>

## **Principle 2: Diversity of leadership increases capability**

### **1. Addressing historical inequity**

The CF has been recognised for creating five special positions for women on its Joint Command & Staff course to acknowledge women's historical absence from combat positions and the time necessary for women who have more recently gained combat experience to reach flag officer level. For example, despite women's participation across all roles in the Canadian Navy for the last 25 years, it was only in 2008/09 that a woman was appointed to command a major naval warship.<sup>339</sup>

Despite being noted as a 'best practice' by commentators,<sup>340</sup> it is also described as 'universally condemned' by CF officers – women unwilling to go to the CF Command Course in a 'pink seat' as it would be perceived to undermine their credibility. Many women are reported to have refused it when offered, prompting calls for re-evaluation of this particular initiative as having outgrown its usefulness.<sup>341</sup>

Similarly, two seats are reserved specifically for women to assume flag officer level in the Netherlands while modest targets have also been set for officer ranks.<sup>342</sup> Despite the stagnation of women's representation across the Dutch armed forces, however, a recent report indicates opposition from Dutch female personnel to any initiatives which were perceived by others as giving special or favourable treatment to women.<sup>343</sup>

### **2. Advocating for diversity**

Nominated in literature as best practice, the Netherlands DEFENCE Women's Network objectives include '...to strengthen the position of Defence women and stimulate their advancement to higher positions....'<sup>344</sup> DEFENCE is described as having been influential in the renewed focus on gender issues within the Netherlands in recent years.<sup>345</sup>

On an individual level, UK Royal Navy Lieutenant Commander Mandy McBain was nominated as one of the 100 most influential gay and lesbian people in the UK in 2010's national Pink List and widely publicised by the Royal Navy as a role model for all personnel.<sup>346</sup>

### **3. Political imperative**

The US Congress recognised a palpable need to increase the diversity of US military leadership by establishing the Military Leadership Diversity Commission (MLDC). Created to assess opportunities for the promotion and advancement of minority members of the Armed Forces, at the end of 2010 the MLDC delivered 20 recommendations to improve diversity, all of which are reported to have met with support from the US Service Chiefs.<sup>347</sup>

As mentioned above, this included recommending the phased removal of the last combat exclusions. In addition to this, however, the MLDC also recommended improving diversity of leadership by developing a 20-30 year pipeline of personnel. To do so, the Commission found that the necessary steps included:

- improving recruiting, mentoring and retention
- maintaining transparent promotion processes
- tracking regional and cultural expertise
- considering all qualified candidates for 3 and 4 star general and, if no women or minority candidates, submit a statement to the Senate
- regular auditing and reporting
- well-resourced strategic plans
- accountability reviews
- barrier analysis and
- internal and external monitoring.

The Review understands that the US Services are currently developing a formalised response.

### **4. Visible leaders**

While a handful of women in visible positions should not be read as a critical mass, it is nevertheless crucial that other female personnel are able to identify role models.<sup>348</sup> This means ensuring that potential candidates are identified by leadership and encouraged to take assignments that will open further opportunities.

## **Principle 3: Increasing numbers requires increasing opportunities**

### **1. Understanding recruitment**

In the Canadian context, the CF recently conducted an evaluation of recruiting techniques via a survey. Given that recruiters are one of the most influential factors in the decision of potential personnel to join an organisation, understanding the recruitment process is valuable to building a more diverse defence environment.<sup>349</sup> The survey confirmed that recruiters had been the most informative out of all listed CF information sources. Female respondents to the survey demonstrated no real palpable difference to male respondents, indicating that their reasons for joining the CF included 'career opportunities', 'challenging work', 'education opportunities', and 'the opportunity to make a difference'.<sup>350</sup>

Along these lines, in the Netherlands women have specifically been appointed as recruiting officers, visiting secondary schools to raise the profile of a defence career amongst potential future personnel. Further, young people are given the opportunity to upgrade their physical fitness in the pre-recruitment phase, thus improving their chances of their applications being accepted, and of continuing to meet the requirements of the job as they progress.<sup>351</sup>

Additionally, in the UK, the Royal Air Force and Royal Navy have been recognised in the prestigious Stonewall Awards as among the top employers for 2012,<sup>352</sup> with the RAF also nominated as Lesbian

Recruiter of the Year by a popular magazine – indications that the UK Services are proactively recruiting in the gay and lesbian communities.<sup>353</sup>

Meanwhile, the US Navy has set an overall recruitment goal of 23% women – a further acknowledgment that a critical mass is essential if change is to be achieved.<sup>354</sup>

## **2. Raising the profile of women in the field**

The role of Gender Adviser has been established in international deployments in the Netherlands, Norwegian and Swedish forces, and has shown to increase awareness of how gender works as an operational factor in theatre, as well as demonstrating the benefits of an increase in the presence and experience of women within the force.<sup>355</sup> Meanwhile, in 2009 the Netherlands deployed the first all-female foot patrol in Uruzgan Province, Afghanistan – formally assigned to a combat role, rather than ‘attached’.<sup>356</sup>

## **3. Raising the profile of roles in the field**

In the CF, opportunities for women in non-traditional occupations – whether combat or non-combat – have also been highlighted, one example being the role of Traffic Technician in the Mobile Air Mobility Support. Despite being a role requiring significant upper body strength and the capacity to move extremely heavy loads, 21% of personnel in this occupation are women, with the trade now having its first female Chief Warrant Officer.<sup>357</sup>

Meanwhile, the RAF has won a national *Inspiring Women in the Workforce Award* for proactively seeking out potential young female recruits and encouraging them to consider a career in engineering, rather than a more traditional occupation<sup>358</sup> with a female UK Apache Officer recently being named Young Woman Engineer of the Year.<sup>359</sup>

## **4. Directing women into non-traditional roles, including successful transition into combat roles**

Of particular interest, the US Navy reported using a temporary special measure to direct women into technical – or seagoing – occupations. This was because of an identified operational imperative to fill berths on US Navy ships and was achieved by closing the number of administrative or medical roles available to women and redirecting recruits into the seagoing roles that needed to be filled.

This initiative involved setting direct quotas for women in seagoing occupations, and increasing the quotas for those 20 roles identified as having the lowest representation of women. Inherent in doing so was a recognition that these occupations contributed to defence career progression.<sup>360</sup> This initiative is now being evaluated in terms of its impact on the retention of women in these particular roles.

## **5. Supporting women in non-traditional roles**

While the ADF has committed to the opening of combat roles for women, it may be useful to draw on the recommendations of the Defense Advisory Committee On Women In The Services (DACOWITS) 2011 Report regarding the potential opening of roles in the US. Reiterating its previous recommendation that gender based restrictions on military assignment should end, the Committee also emphasised that, in doing so, the US Department of Defense (DoD) and the Services should develop appropriate physical standards for each role, relating to the job performed, rather than ‘using or establishing standards to judge women’s qualifications that have not been validated, even for men.’<sup>361</sup>

Meanwhile, CF representatives emphasised the importance of developing training standards for the full range of capabilities required in the field. Rather than merely focusing on a single 20 mile run, then, CF representatives suggested that endurance in the field was an equally essential, and very different, capability.<sup>362</sup>

Further, DACOWITS recommended that, ‘in addition to a general increase in quality of pre-deployment weapons training, the Services should ensure that deployed Service members receive appropriate in-country weapons training on the weapons used by the units in which they are serving in theatre.’<sup>363</sup>

This recommendation follows findings by the Committee that pre-deployment weapons training often did not match the equipment provided in theatre.

## 6. **Getting the gear right**

Female personnel in the ADF are reporting ill-fitting or inadequate equipment and uniforms in the field, relying on the luck of the draw to be provided with smaller sizes of uniforms designed specifically for men. The US Service branches are all acknowledging this concern, the Air Force having designed a women's flight suit, the Army also currently testing a new Women's Army Combat Uniform<sup>364</sup> and the US Navy describing the design of an appropriate uniform as a 'physical commitment to women that you are serious about them being in Service'.<sup>365</sup>

However, the DACOWITS 2010 Report recommends that, rather than drawing overt and visible attention to women's differences, that Services support the development of uniforms that are appropriate for both men and women – an initiative echoed by the US Marine Corps undertaking of an anthropomorphic survey to develop a database of body measurements to support better uniform design. The DACOWITS also recommended the urgent delivery of properly designed and fitting combat-related equipment, such as flak jackets, by the end of 2011.<sup>366</sup>

## 7. **Acknowledging women's health needs**

The DACOWITS 2010 Report recommends the identification of gender-specific aspects related to PTSD and the development of targeted and accessible treatment programs available to both genders.<sup>367</sup>

Following the results of the 2005 Navy's Pregnancy and Parenthood Survey, the Independent Duty Corpsman (IDC) Women's and Sexual Health training model had been expanded from two to six weeks. The 2008 survey indicated that significantly more respondents felt comfortable discussing and obtaining birth control from IDC and medical personnel aboard ship than did in 2005, a tangible example of the way in which information gathering and measurement mechanisms can improve the defence experience for female personnel.<sup>368</sup>

The US Army Surgeon General's Women's Health Task Force confirmed the need for better provision of information, particularly so that women can better prevent and address health problems experienced in the field. Initial information sessions – particularly for young recruits self-diagnosis kits (such as for urinary tract infections) and equipment such as Female Urinary Devices are helping female personnel manage their health more autonomously.<sup>369</sup>

## 8. **Building a cohort**

In relation to the lifting of gender restrictions on combat roles, the DACOWITS has recommended as best practice approaches the visible support of leaders of the kind that had been evident in the repeal of the Don't Ask Don't Tell policy and a phased approach to integration in which, at a minimum, several women should be integrated into units at a time.<sup>370</sup>

The US Navy has adopted an information technology mechanism that flagged when the cohort of women at any particular base was reaching less than 15%.<sup>371</sup> This stands in contrast, however, with the proposed approach of the US Marines of introducing women into non-traditional roles only one or two at a time. It should be noted, however, that the US Service branches are currently engaged in research regarding the potential success of introducing women into combat related roles, rather than the formal implementation of policy as in the Australian context.<sup>372</sup>

When first opening combat roles for women, the CF sought new recruits, rather than Corps transfers. Reservations were expressed by CF representatives about Corps transfers being seen as giving women 'free passes' or alternatively as being unattractive to women who did not want to relinquish the inroads they had made in their existing roles.<sup>373</sup>

## Principle 4: Greater flexibility will strengthen the ADF

### 1. *Supporting personnel, supporting families*

The Family Wellbeing Initiatives under the CF Family Covenant recognise the impact on defence family life and the value of supporting defence families in retaining personnel.<sup>374</sup> Accordingly, the CF offers maternity leave of a maximum of 17 weeks followed by a further 37 weeks parental leave which can be divided between the parents, with an entitlement of up to 93% of regular pay.<sup>375</sup> Some personnel perceive taking parental leave as detrimental to future promotional opportunities.<sup>376</sup> Meanwhile, other opportunities exist for improvement, such as allowing personnel to use extended Leave Without Pay to raise their family and then return<sup>377</sup> and the more active use of flexible work practices for Regular Force personnel.<sup>378</sup>

In the US, personnel not on deployment can make use of federally legislated *Alternative Working Schedules* that can include Flexitours, Gliding Schedules and Compressed Schedules. This is subject to the approval of command and is only considered realistic at particular locations, such as at the Washington office of the Department of Transportation and Maritime Administration, for example.<sup>379</sup>

Further, the US Coast Guard and Army offer a Child Care Subsidy Benefit program for Active Duty Members and Active Reservists called to action who do not have access to a Federal Child Development Centre or centre on a military base.<sup>380</sup> Additionally, the US Navy has put particular emphasis on providing access to child care – including after hours occasional care – in all home ports and bases.<sup>381</sup>

Elsewhere, in addition to comparatively generous maternity leave, the Dutch armed forces also offers contracts with local agencies to provide subsidised child care and offers personnel absent owing to duties at sea, in the air, or upon deployment for over one month compensation for additional childcare costs if childcare is not available at barracks.<sup>382</sup> Further, the Netherlands provides personnel with a right of re-entry up to six years after leaving the military and to be exempt from deployment in Peace Support Operations or compulsory naval exercises when they have children up to age four. The Review notes, however, a similar concern that Dutch women do not always feel comfortable making use of these arrangements.<sup>383</sup>

The CF has embarked upon the 2011-2012 CF Employment Systems Review Project to identify barriers that may contribute to continued under-representation of Designated Group Members (women, Aboriginal Peoples, Visible Minorities and Persons with Disabilities). Using focus groups, interviews with senior CF leaders and a CF wide survey, the project intends to elicit qualitative information from a broad cross-spectrum of personnel strengthen understanding of statistical data about minority representation assess employment systems and conduct relevant surveys.<sup>384</sup>

### 2. *Flexible careers*

Of particular note is the US Navy's recent commitment to 'Navy *and* family', rather than Navy *or* family.<sup>385</sup> Specifically, the US Navy Career Intermission Pilot Program enables personnel to 'pursue personal or professional growth outside the Service while providing a mechanism for seamless return to active duty...'<sup>386</sup> Recently extended to 2015, personnel may be released from active duty to the Individual Ready Reserve for up to 3 years. With quite strenuous conditions attached, personnel retain certain active duty benefits and must return at the end of their inactive period. Currently up to 40 personnel can apply each year and must then serve two months for every month of program participation. If they are not able to meet these obligations, they must pay back any entitlements received while inactive and may risk an 'other than honourable discharge'.<sup>387</sup>

Despite these qualifications, some of which are under review,<sup>388</sup> discussions with US Navy representatives confirm that this initiative is being looked upon with great expectation. At present, however, there has been limited take up (currently 24 personnel are involved), with few yet to return from their absence from active duty.



According to the US Navy, this relatively small take up is partly the result of concerns by personnel that a break from service would result in skills degradation, leaving them to compete against a younger, more up to date cohort upon their return. However, the Navy is hopeful that, as more personnel return from their intermission, and as greater numbers take up the opportunity, that this break from Service will be 'normalised', with the concept of 'changing lanes', rather than taking 'on ramps and off ramps' becoming common parlance.<sup>389</sup> To this extent, the majority of personnel involved in the program to date have been men – confirmation that programs initially envisaged to benefit women can benefit an entire force.<sup>390</sup>

Further, the US Navy is attempting to build more flexibility into when personnel are expected to meet specific milestones in their careers.<sup>391</sup> Specifically, career patterns have been realigned so that surface warfare officers now have two four year breaks in their careers during which they are predominantly ashore – allowing them to identify periods when they can start and raise a family.<sup>392</sup> Further, the US Navy funds up to 75% of the costs of IVF egg freezing, allowing female personnel to defer childbearing until suitable intervals in their career.<sup>393</sup>

In cases where it was possible, the US Navy has encouraged 'teleworking targets' – encouraging a proportion of personnel to work from home.<sup>394</sup> Service wide, the DoD is also encouraging telework options where possible, including the concept of 'Virtual Commands' to minimise the cost of relocation and enable senior personnel and their families to retain geographic stability.<sup>395</sup>

### **3. *Transparent processes***

An independent Defence Review in the UK has recommended building more transparency and standardisation into career progression, including by keeping senior personnel in posts for longer providing for independent representation on promotion and appointment boards and putting greater emphasis on recruiting or developing people with the right skills and expertise.<sup>396</sup>

The UK Ministry of Defence is currently developing a New Employment Model (NEM) that ensures 'that service in the Armed Forces remains an attractive option in a rapidly evolving employment market' and that 'better balances the demands placed on our people and their families' – including providing greater domestic stability where possible.<sup>397</sup> The NEM is expected to be released later this year, with implementation in 2014/2015.

### **4. *Learning from personnel***

The US Navy Pregnancy and Parenthood Survey 2008 reported almost half of female personnel (and about 10% of male personnel) indicating that the recent change to a 12 month post-partum operational deferment would motivate them to remain in the Navy. This served as the first confirmation that an increased focus on life/work balance policies was having the desired retention effect in the Fleet.<sup>398</sup>

In addition, in the 2010 Survey, almost a third of personnel indicated that opening the operational deferment up to fathers would further motivate them to stay in the Navy.<sup>399</sup> Despite the US Navy's hopes for the Career Intermission Program, the Survey indicated that the program had little impact either way on the motivation of personnel to stay in the Navy.<sup>400</sup>

### **5. *Individual Mentoring***

Mentoring is promoted as a priority in many of the forces examined, with the Canadian Forces Leadership Institute publishing a Mentoring Handbook to assist personnel in maximising the benefits of mentoring relationships.

Meanwhile, the US Navy's mentoring programs have been recognised as setting the pace with a formalised, Navy-wide program that creates an obligation on those in leadership positions to ensure that every sailor has a mentor.<sup>401</sup> While the program employs a suite of initiatives, one particularly relevant example includes the Navy Women eMentoring pilot, which used a web-based matching tool for mentees to find potential mentors.



The program proved exceptionally popular but was costly and unable to be sustained in its initial format.<sup>402</sup> Nevertheless, a Navy wide e-mentoring program is currently being considered,<sup>403</sup> the success of the pilot program attributable in part to the fact that mentors and mentees were very carefully and specifically matched. Anecdotal examples of its application include a junior female officer using Skype to role play difficult leadership situations with her mentor, and then enacting these with her personnel the following day.<sup>404</sup>

The Air Force mentoring program is also mandated and supervisory, with all officers required to act as mentor to the officer immediately below them in the chain of command and a web-based program, *My Development Plan*, used to support it.<sup>405</sup> In contrast, the US Army's approach is voluntary.<sup>406</sup>

## 6. *Mentoring networks*

Of further interest is the fostering of developmental networks, or 'mentoring constellations', with Employee Resource Groups in the US Navy offering another form of professional support in a small group environment while 'Affinity Groups' are professional networks that provide an advocacy and mentoring role for a large group of peers.<sup>407</sup>

The National Naval Officers Association is one wider example – a non-profit organisation, but endorsed by the Secretaries of Transportation and the Navy the Chief of Naval Operations and the Commandants of the Coast Guard and Marine Corps the NNOA's mission is to 'encourage maximum minority participation in all areas of the sea services and related organisation.'<sup>408</sup>

More specific to female personnel, Women Military Aviators is a non-profit body with no affiliation to DoD – formed 'to educate the public about the roles of women aviators and bond women together to let them know that there are other people experiencing the same things they are'.<sup>409</sup> Recently female aviators also gathered at a Women in Aviation International Conference which included a 'speed mentoring' session and a 'Bring Your Daughter to the Conference' day to encourage members of defence families to consider aviation.<sup>410</sup>

Academy Women is a non-affiliated Service wide association 'supporting all current, former and future women military officers in reaching their full potential as leaders' which also operates an eMentoring Leadership Program encouraging members to 'Connect. Share. Excel.'<sup>411</sup>

The Joint Women's Leadership Symposiums held by the Sea Service Leadership Association – another affinity group established under the Navy's auspices with a focus on female Service members – are particularly successful mentoring opportunities.<sup>412</sup>

Formal or informal, a combination of mentoring programs may perhaps be most effective, one study identifying developmental networks as 'more powerful than one-one-one mentoring alone', emphasising the value of multiple short-term mentors, peer mentors, mentoring groups and online support communities. The study suggests that the more diverse a Service member's support network, the greater the depth and breadth of career support that the individual will receive.<sup>413</sup>

## **Principle 5: Gender based harassment and violence ruins lives, divides teams and damages operational effectiveness**

### **1. *Signalling Zero Tolerance***

Gender-based violence damages operational effectiveness as well as individual lives.

Recognition of this was boosted by the decision to replace a civilian with a Two-Star Ranked Officer in the position of Director of the Sexual Assault Prevention and Response Office (SAPRO). This change was hailed by commentators as an important signal – giving kudos to what may have previously been perceived as a civilian imperative. As the Service Women's Action Network noted at the time:

...when SAPRO now speaks, commanders have to listen....When the military wants to get things done, it puts a General in charge.<sup>414</sup>

Initiatives delivered under the auspices of SAPRO, meanwhile, have been recognised as examples of best practice, with Victims Advocates (VAs) available to nearly every Service member, and standardized certification for Sexual Assault Response Co-ordinators and VAs across the Services.<sup>415</sup>

In particular, the US Navy has invested significant effort into implementing effective sexual assault prevention and intervention training – programs which have been found to be achieving a real shift in attitudes, both in terms of preventing men from committing sexual assault and encouraging men to intervene as bystanders if they see concerning behaviour taking place.<sup>416</sup> The Navy was also recognised by the US Defence Task Force on Sexual Assault in the Military Services as ‘pioneering’ in this regard<sup>417</sup> and regularly conducts ‘stand-downs’ – days during which all Service members in a particular organisation are expected to engage in sexual assault training.<sup>418</sup>

Equally important are other programs that aim to achieve positive cultural change, such as the Navy’s Coalition of Sailors Against Destructive Decisions – an outreach program addressing issues such as suicide and alcoholism, as well as sexual assault. Similarly, an outreach program run under the auspices of Air Force Command encourages the development of a Culture of Responsible Choices.<sup>419</sup>

## **2. Supportive Responses to Sexual Assault and Harassment**

Cultural change requires that personnel have confidence in the system. Defence personnel in any context aren’t necessarily aware of the extent to which sexual assault reports are pursued. Consequently, the DACOWITS 2011 Report recommends publicizing the outcomes of sexual assault cases more broadly – specifically, ‘that DoD should publicize reports of sexual assault and their dispositions in a simple format accessible to a wide military audience, to be used in required training and other venues.’<sup>420</sup>

In addition, DACOWITS recommends that DoD should consider requiring local commanders to publicize this same information, including information on reports and dispositions at their specific installations and that this should include the number of reports, type of disciplinary actions taken as a result, and reasons why disciplinary action is not taken.<sup>421</sup>

Further, DACOWITS recommends that DoD should include measures of sexual assault and sexual harassment in command climate assessments to help ensure that prevention becomes a command priority and indicated that it would consider recommending the inclusion of such measures in individual performance evaluations of commanders in the future.

A best practice example of immediate support accessible to all personnel, are the 24 hour, 7 day a week confidential hotlines available to members of the UK, CF and Netherlands and more recently to the US armed forces. In the Netherlands these confidential counsellors help with reporting punishable behaviour, or register complaints anonymously for statistical purposes.<sup>422</sup>

Extensions of this external form of support are the partnerships increasingly being forged between Defence Services and community support agencies, such as the CF National Investigation Service partnerships with civilian policing agencies.<sup>423</sup> In Canada, a significant amount of work has been invested in the response to sexual assault, with the Victims Assistance Program and ‘Victims Choice Package’ provided by the CF National Investigation Service unit being identified as best practice in an Australian study of international responses to sexual assault in the military.<sup>424</sup>

Additionally in the US, further emphasis is being put on supporting victims through the legal process, as well as on expedited transfer options that require command to give proper consideration to any request for transfer by a victim of sexual assault within 72 hours of that request being made<sup>425</sup> In the US Marines, procedures exist that allow command to temporarily set aside issues of collateral misconduct, meaning that victims are less likely to be discouraged from reporting because they fear disciplinary action for offences related to alcohol consumption, for example.<sup>426</sup>

### **3. *Restricted Reporting***

The US environment further distinguishes itself, however, by making different reporting options available to victims of sexual assault. Assessed by the DoD Annual Report on Sexual Assault in the Military, 2010, as a ‘critical addition’ to the Sexual Assault Prevention and Response program, restricted reporting allows victims to report an incident confidentially to certain personnel such as Sexual Assault Response Co-ordinators and Victim Advocates, accessing medical and counselling support (including forensic examination) without disclosing names or initiating an investigation.<sup>427</sup> An Executive Order creating a Victims Advocate privilege ensures that personnel to whom restricted reports are made are not compelled to disclose these in any prosecution.<sup>428</sup>

While restricted reporting has been criticised in some quarters as allowing perpetrators to remain unaccountable, this victim-centred approach allows personnel to access support and assistance that they would otherwise go without, given the well-documented reluctance to come forward. Restricted reporting also provides command with information about rates of sexual assault and the chance to effect environmental change. Victims can later elect to convert to an Unrestricted Report, usually within a year, at which point the matter is referred for formal investigation.<sup>429</sup> Documents concerning restricted reports are kept for up to five years, after which it is harder to guarantee confidentiality. Where a report has been converted to unrestricted, documents are retained for up to 50 years.<sup>430</sup>

While sexual assault cases (like other criminal offences in the defence environment) are dealt with by the US Uniform Code of Military Justice, criminal offences are dealt with by the civil legal systems in other nations – many of whom, like Australia, proscribe mandatory reporting.

The Sexual Assault Prevention and Response Office, as well as the various Service branches confirmed the usefulness of the restricted reporting mechanism. Upon receiving multiple restricted reports concerning a particular offender, Sexual Assault Response Co-ordinators are compelled to advise the chain of command to ensure that other personnel do not continue to be at risk from a serial sexual predator.<sup>431</sup>

Veterans in the US are able to access benefits for Military Sexual Trauma on the basis of a restricted report, with the VA increasingly emphasising flexibility in the assessments made by their health providers.<sup>432</sup>

### **4. *Flexibility***

Flexibility and choice is hallmark of best practice policy. For example, while it is certainly essential to ensure ownership by command, commentators observe the value of alternative routes to resolve disputes.<sup>433</sup> One route traditionally considered as ‘alternative’, mediation and other forms of conciliation are increasingly being offered in the defence context, with a growing emphasis on resolving complaints at the lowest level possible.<sup>434</sup>

An additional route described in the Service Complaints Booklet provided to all UK personnel is to lodge a complaint with the Military Complaints Commissioner. The Commissioner can receive complaints from personnel and/or their families about harassment, discrimination, bullying or other forms of unfavourable treatment. It should be noted, however, that the emphasis of the Service Complaints Booklet remains the chain of command.<sup>435</sup>

### **5. *Training***

While all Services examined conduct sexual assault and harassment training, some international forces purchase specialist training from civilian organisations.<sup>436</sup> Further, training is far more likely to be effective when it is conducted in small, interactive groups, rather than large lectures.<sup>437</sup> In fact, some commentators observe that equity and diversity training can backfire when not targeted appropriately to the audience, instead producing a ‘rebound effect’ of increasing rape-supportive attitudes.<sup>438</sup>

The US defence environment confirmed the importance of standardised and professionalised training for all personnel. This includes those in senior positions, in dedicated sexual assault response roles, and those at the NCO level who, in many cases, have the most contact with defence personnel on a day to day basis<sup>439</sup> and who may be in the best position to advise young personnel how to avoid – or intervene in – damaging behaviour and situations.<sup>440</sup>

## **6. Accountability**

In addition to effective training, policies and practices need to be evidence based and regularly assessed to determine whether they are being successful. Certainly, the MLDC has recommended regular auditing and reporting, well-resourced strategic plans, accountability reviews, barrier analysis and internal and external monitoring.

International forces conduct a range of surveys to determine the extent to which diversity is valued and gender integration is being achieved. UK active defence personnel are regularly surveyed regarding sexual assault and harassment,<sup>441</sup> while the US distinguishes itself by conducting congressionally-mandated surveys and reviews of relevant policies and regulations.<sup>442</sup>

The CF is currently undertaking the first comprehensive survey regarding harassment across the CF since 1998. The Review has been told that its goal will be to update prior research, examine awareness of CF harassment policy and programs, as well as measure the prevalence of harassment in the organisation.<sup>443</sup>

The US SAPRO has recently taken steps to establish a Service wide data base of sexual assault and harassment information – a crucial move, given the inconsistent approaches that have existed to date. Additionally, all US Services are now moving to include assessments of sexual assault responses in command climate surveys.<sup>444</sup>