

Canadian
Forces
College

Collège
des
Forces
Canadiennes



IMPROVING READINESS: OPERATIONALIZING THE MILITARY CHILDCARE SUPPORT FRAMEWORK

Major Heather Reibin

JCSP 46

Master of Defence Studies

Disclaimer

Opinions expressed remain those of the author and do not represent Department of National Defence or Canadian Forces policy. This paper may not be used without written permission.

© 2020. Her Majesty the Queen in Right of Canada, as represented by the Minister of National Defence. All rights reserved.

PCEMI 46

Maîtrise en études de la défense

Avertissement

Les opinions exprimées n'engagent que leurs auteurs et ne reflètent aucunement des politiques du Ministère de la Défense nationale ou des Forces canadiennes. Ce papier ne peut être reproduit sans autorisation écrite.

© 2020. Sa Majesté la Reine du Chef du Canada, représentée par le ministre de la Défense nationale. Tous droits réservés.

CANADIAN FORCES COLLEGE/COLLÈGE DES FORCES CANADIENNES

JCSP 46 – PCEMI 46
2019 - 2020

MASTER OF DEFENCE STUDIES / MAÎTRISE EN ÉTUDES DE LA DÉFENSE

**IMPROVING READINESS: OPERATIONALIZING THE MILITARY
CHILDCARE SUPPORT FRAMEWORK**

By Major H.M. Reibin
Par la major H.M. Reibin

“This paper was written by a student attending the Canadian Forces College in fulfilment of one of the requirements of the Course of Studies. The paper is a scholastic document, and thus contains facts and opinions, which the author alone considered appropriate and correct for the subject. It does not necessarily reflect the policy or the opinion of any agency, including the Government of Canada and the Canadian Department of National Defence. This paper may not be released, quoted or copied, except with the express permission of the Canadian Department of National Defence.”

« La présente étude a été rédigée par un stagiaire du Collège des Forces canadiennes pour satisfaire à l'une des exigences du cours. L'étude est un document qui se rapporte au cours et contient donc des faits et des opinions que seul l'auteur considère appropriés et convenables au sujet. Elle ne reflète pas nécessairement la politique ou l'opinion d'un organisme quelconque, y compris le gouvernement du Canada et le ministère de la Défense nationale du Canada. Il est défendu de diffuser, de citer ou de reproduire cette étude sans la permission expresse du ministère de la Défense nationale. »

Word Count: 20000

Nombre de mots : 20000

TABLE OF CONTENTS

List of tables and figures	ii
Abstract	iii
Chapter	
1. Introduction	1
2. Framing the Problem	9
i) Canadian childcare overview	
ii) GBA+ of today’s military family and member	
iii) High Readiness nature of the CAF	
iv) Retention and recruiting and its relation to families	
v) COVID-19 Pandemic	
3. Literature review	23
i) DND documents : SCONDVA and CRS Report	
ii) CFC research	
ii) Non DND sources	
4. Current CAF care provisions under the Military Family Services Program	32
i) MFSP Mandate	
ii) History of MFSP	
iii) Current MFRC Mandate, Regular Programs	
iv) Challenges	
v) Emergency childcare	
vi) Past and future improvements including the Comprehensive Military Family Plan	
vii) Today’s Community Outreach	
5. CAF Compensation and Benefits Analysis	48
i) DAOD 5044-1 Families and the Family Care Plan	
ii) Compensation and Benefits - General	
iii) CBI 209.335 Family Care Assistance	
iv) Relocation	
v) Leave entitlements	
vi) Other benefits and flexible work arrangements	
5. Comparisons to Allies and private sector	66
i) USA	
ii) Australia	
iii) Private Sector	
6. Recommendations	78
7. Conclusion	82
Bibliography	84

List of Figures

Figure 2.1 – Family and Military Lifestyle Challenges	11
Figure 2.2 – Attrition rates over years of service Women vs. Men	17
Figure 2.3 – CAF Exit Survey from 2019 (Voluntarily Releasing members)	18
Figure 3.1 – CAF Family Network	23
Figure 4.1 – Structure of MFSP	31
Figure 4.2 – Age of Dependent Children of all RegF Personnel in Canada	35
Figure 4.3 – Reg licensed spaces available on B/W/U as a % of total 0-5 yr population	38
Figure 4.4 – Most populated Bases in Canada	42

List of Tables

Table 1.1 – Marital Status of RegF Personnel (pers) in Canada with children by Gender	19
Table 1.2 – RegF Pers in Canada with any dependant by Caregiver responsibilities and gender	19
Table 5.1 – Leave Without Pay Authorities	50
Table 6.1 – Primary DoD Subsidized Child Care programs	64

ABSTRACT

Membership in the Canadian Armed Forces is a unique vocation which requires many of its members to be responsive on short notice, deploy for long periods of time and relocate several times throughout their career - often without family support. The 2017 Canadian Defence Policy *Strong, Secure, Engaged* set a goal of increasing the Canadian Armed Forces numbers by 3500 personnel and increasing the number of women from 15% to 25% in 5 years. Yet trained members are releasing at a rate of 8% per-year overall, and a rate of between 15- and 22% at 20 years of service, when the CAF's investment in them is substantial. Meanwhile, 61% of the reasons for release have a familial stability aspect to them.

The most recent demographic study by the Military Family Services Program, part of the Canadian Forces Morale and Welfare Services, found that 64% of all Regular Force members have dependant family members, 47% have children and 14% are single parents. This paper asserts that the Canadian Armed Forces must operationalize its military childcare support framework, that is improve the accessibility and provision of childcare resources in order to retain its current members, attract new recruits, and fulfil its operational requirements. It examines the gaps that exist with military provided childcare by the Military Family Resource Centres and the deficiencies in the current CAF policies and benefits. It then compares these to programs provided by other Allies and gives recommendations as to how the CAF could better support its members and their families.

When sailors know their children are cared for, they perform their best at work.

-Howard, Kate. *Military Child Care Model of Excellence*, 2011.

CHAPTER 1

INTRODUCTION

Strong, Secure, Engaged (SSE): Canada's Defence Policy dedicates its first chapter to “Well-Supported Diverse, resilient people and families” stating that “People are at the core of everything Canadian Armed Forces (CAF) does to deliver on its mandate.”¹ A major challenge in retaining CAF personnel is balancing the needs of the service with the demands of family life. Being a service member often means being on-call to deploy, working irregular hours, enduring 6-12 month deployments, and undertaking numerous postings between provinces or internationally. A unique challenge for Canadian military families is that many of the services such as healthcare, education and childcare are provincially-regulated, making it difficult for CAF members who frequently move between provinces to find adequate services for their families. According to the *State of Military Families* study from 2018, each year, 1 in 5 military families must relocate to a new province and 1 in 4 must relocate to a new base/wing.² Clearly, this leads to many disruptions for those who have families, even if they move within a province, such as Ontario, where it's rarely practical to keep the same health care or childcare providers.

The thesis of this paper is that for the CAF to retain its current members, attract new recruits, and fulfil its operational requirements, it must operationalize its military childcare support framework, by improving the provision and accessibility of childcare resources. Childcare in Canada is a challenge for all of society, and these challenges are exacerbated for

¹Department of National Defence (DND), *Strong, Secure, Engaged (SSE): Canada's Defence Policy* (Ottawa: DND Canada, 2018), 19.

²L. Manser, *State of Military Families in Canada: Issues Facing Regular Force Members and their Families* (Ottawa: DND), 39.

military members. This paper will examine the issues that further exacerbate support for military members. While it is acknowledged that all military family members are important to the strength of the CAF, this paper will focus specifically on dependants under the age of 18 and the services that are available to assist in their care. It will also focus on family support within Canada, as opposed to Outside Canada (OUTCAN), given this is where 95% of all Regular Force (RegF) and 99% of all Reserve Force (ResF) personnel are posted.³

The emphasis on family is important, because according to *Profile of Military Families in Canada: 2017 Regular Force Demographics*, two thirds of RegF members have dependant family members including spouses (or common-law partner) or other family members, and 47% of all RegF members posted in Canada have dependant children.⁴ Family challenges, therefore, affect more than half of CAF personnel. Given that 54% of all RegF personnel are under the age of 35, many of them may eventually have families, specifically children, even if they do not right now.⁵ The complexities are often compounded with military service couples (MSC) where both partners are serving. Of those RegF posted within Canada who have children, 70% of military members are married to a civilian, 16% are MSC and 14% are single parents.⁶ Both of these last two groups often have conflicting family and service obligations or postings which need to be reconciled in order to provide appropriate care for their children.

In Canada, organized early childhood education and care (ECEC) services are in short supply with licensed spaces available for only 28.9% of all children between age 0-5 years.⁷

Provincial and Federal Governments have various programs to assist families in finding

³L. Manser, *Profile of Military Families in Canada: 2017 Regular Force Demographics*, (Ottawa: CFMWS), i.

⁴*Ibid.*, p 5. For clarity in this paper, the word spouse or married also includes those who are common law.

⁵*Ibid.*, 11.

⁶*Ibid.*, 21.

⁷M. Friendly *et al*, *ECEC in Canada 2016*, (Toronto: Childcare Resource and Research Unit (CRRU), 2016), 170.

childcare spaces; however, there is no comprehensive or adequately-funded system. Many families (civilians and military) also struggle to afford these services. These gaps, identified by UNICEF’s report card in 2008 on the provision of quality, accessible and affordable childcare, led to Canada being ranked at the bottom according to UNICEF’s 10 benchmarks, which will be discussed in Chapter 2.⁸

The challenge of finding adequate childcare is therefore, not unique to the CAF; however, it is complicated by soldiers’ unpredictable schedules and frequent moves. While some military members can count on a job with relatively stable hours, depending on their position (or if they are on specific medical or geographic restrictions), every member is expected to be a “soldier first” which could include a domestic or international deployment at any time. According to the CAF’s *Defence Administrative Orders and Directives (DAOD) 5023-0 Universality of Service (UoS)* and *Unlimited Liability* clause, “This may include, but is not limited to, the requirement to be physically fit, employable and deployable for general operational duties.”⁹ A significant number of military personnel are in deployable units and “two-thirds of personnel will experience periods of absence from their loved one due to operational requirements” increasing the requirement for either extended or perhaps, emergency childcare.¹⁰ Additionally, the *CF Child Care Status Update 2013*, found that CAF personnel will spend more than ¼ of their time away from home.¹¹

When Pierre Daigle was the DND/CAF Ombudsmen in 2013, his team conducted a special report to the Minister of National Defence (MND) studying military families after

⁸UNICEF, *The child care transition, Innocenti Report Card 8*, (Florence: UNICEF Innocenti Research Centre, 2008), 2.

⁹DND, DAOD 5023-0, *Universality of Service* (Ottawa: DND Canada, 2018), last modified 31 Aug 2018. <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/5000-series/5023/5023-0-universality-of-service.html>

¹⁰Manser, *State of Families...*, i.

¹¹DND, *CF Child Care Status Update 2013* (Ottawa: DND Canada, 2013), 4.

receiving a noteworthy increase in family-related complaints.¹² One of his key findings was that “Canadian military families are tremendously proud of contributing to the CF’s mission and of making their family situations work in spite of the challenges involved in military life.”¹³ Chief of Review Services (CRS) also found in their 2013 *Evaluation of Military Family Support Programs and Services* report that “the majority of CF members are willing to deploy.”¹⁴ Members are often looking for those opportunities where they can learn new skills and serve their country and most do not want special accommodation due to family circumstances. However, many families struggle to find sufficient support systems, particularly those with children. It can also be difficult for families to afford the support they require; therefore, financial status also plays a large role in the challenges related to childcare. Approximately 40% of military parents (18,000 people) rely on non-parental care and 30% of those families (5,500) experience difficulties finding childcare that adequately meets their needs; however, almost 25% of all families (12,000) are not even aware of the childcare supports available to them as military families, indicating a communication problem as well.¹⁵ Although there are a number of services and policies available to CAF members, the gap still remains in the military childcare support framework and it can be seen to negatively affect the retention and career progression of those with caregiving responsibilities.

This is particularly important for women, a group that the CAF has committed to expand by 10% over the next 25 years.¹⁶ Numerous studies have shown that women struggle with the balance of family and work, even those who do not yet have children. “We compromise our

¹²Pierre Daigle, *On the homefront: Assessing the Well-being of Canada’s Military Families in the New Millennium* (Ottawa: DND/CF Ombudsman, 2013), 1.

¹³*Ibid.*, 4.

¹⁴DND, *Chief Review Services (CRS): Evaluation of Military Family Support Programs and Services* (Ottawa: DND Canada, January 2013), vii/ix.

¹⁵DND, *CF Child care update 2013...*, p27-28.

¹⁶DND, *SSE...*, 12.

career goals to make room for partners and children who may not even exist yet” said Sheryl Sandberg, the CEO of Facebook who wrote an insightful book about women in the work force entitled *Lean In: Women, work and the will to lead* in 2013.¹⁷ Though the challenges of family support affect all members, they disproportionately affect some groups such as women, single parents and those with special needs (discussed further in Chapter 2).

Concerns about military families were noted by three different sources within the Department of National Defence (DND) just a few years before *SSE* was published: two from 2013 mentioned above (the Ombudsmen’s review and Chief of Review Services) and the Military Family Services Program (MFSP) *CF Child Care Status Update 2013*.¹⁸ All three reviews specifically noted the challenges of caring for children while serving effectively in the CAF, leading to retention and recruiting issues. The Government of Canada (GoC) sought to address these challenges with initiative 24 of *SSE*. The CAF was mandated to develop a *Comprehensive Military Family Plan* (CMFP) to help stabilize family life for CAF members and their families who frequently have to relocate.¹⁹ This plan is overarching and consists of several sub documents which identify the systemic gaps of family services between different bases/wings/units (B/W/U) to better support families, but deals only within the MFSP and not the additional benefits CAF members may receive from the institution.²⁰ The overall CMFP is still in draft format and is not yet costed, therefore it is unclear what will be approved.²¹

In 2018, DND also launched the *Seamless Canada Initiative* which has a goal of reducing some of the difficulties faced when moving between provinces, such as those involving

¹⁷Sheryl Sandberg, *Lean In: Women, work and the will to lead* (New York: Alfred A. Knopf, 2013).

¹⁸DND, *CRS: Evaluation of Military Family...*,vi; Daigle, *On the Homefront...*,1; DND, *CF Child Care Status...*, 2.

¹⁹DND, *SSE...*, 108.

²⁰DND, *The Mapping and Gaps Analysis of Services for Military Families Report: Comprehensive Military Family Plan* (Ottawa: DND Canada, March 2019). B/W/U indicate the different terminology between services.

²¹Personal correspondence with Col Telah Morrison, Director of MFS. A special thanks for all her assistance.

spousal employment, childcare, medical support and educational equivalencies.²² During the two-day conference discussing this initiative, the Chief of Defence Staff (CDS) General Jonathan Vance, reiterated the importance of “people” saying that:

Improving services across Canada for CAF members and their families is a must. Moving is a challenging experience even in the best conditions, and I am committed to helping make things easier and less stressful when they relocate across the country.²³

Relocation support specifically for those with children is essential and makes up part of the ‘military childcare support framework’ that service members depend on.

Outline

The introduction so far, has described some of the background for the ‘military childcare support framework’, which is a term used by this author to encompass both the services provided by the MFSP as well as CAF policies that assist service members with children. Chapter 2 will give more depth to the scope of the problem looking at the general childcare challenges in Canada; the military specific challenges due to complexities of the job and changing family dynamics; the effects this has on retention and recruiting, and; a very real current example: military family challenges during the COVID 19 Pandemic which occurred at the time of writing. Chapter 3 is comprised of a literature review on the subject, summarizing the documents which have shaped the way that military family support is provided, the relevant CFC papers and a civilian article which offers an outside perspective on the gendered aspect of family support.

Chapter 4 will examine the current childcare and family services that exist in the CAF by starting with an overview of the MFSP including its history; the mandate of the MFRCs, their

²²DND, *National Defence advances the Seamless Canada initiative with provinces and territories* (Toronto: DND Canada), last accessed 1 May 2020. <https://www.canada.ca/en/department-national-defence/news/2018/12/national-defence-advances-the-seamless-canada-initiative-with-provinces-and-territories.html>

regular programming, challenges and how emergency childcare is managed. Lastly, what has been recommended to the MFSP in terms of improvements, an overview of what the CMFP will provide and the state of today's community outreach.

Chapter 5 will analyse the DND policies and benefits that are allocated to military parents that strengthen their ability to be operational ready. Beginning with the relevant *Defence Administrative Orders and Directives (DAOD)s* including *5009-0 Personnel Readiness and DAOD 5044-1 Families* which includes the explanation of the mandatory *Family Care Plan* and why this is not the panacea when it comes to childcare during a member's absence.²⁴ Next will be a general review of the compensation and benefits that are available to service members who are parents, including the salient critiques from the *Audit of Military Compensation and Benefits Dec 2015*. The Assistant Deputy Minister Review Services (ADM (RS)) reviewed these benefits identifying a lack of clarity on many of the policies, therefore causing more grievances and dissatisfaction amongst members; likely a possible cause for release.²⁵ More specifically, *Compensation and Benefits Instruction (CBI) Chapter 209.335 Family Care Assistance* covers the financial incentive for single members and MSC who need care for their children when absent for military reasons (sometimes planned in advance but often last minute situations) and the inconsistencies will be examined resulting from its implementation. A review of the leave policy, relocation benefits as they affect childcare and finally other benefits or work arrangements which could enhance military family support.

Chapter 6 will compare CAF programs with two major allies: United States of America (US) and Australia and a broad overview of what is available in the private sector. The US and Australia were chosen due to the availability of data, similar geographical size and cultural

²³*Ibid.*

²⁴DND, *DAOD 5023...*

background of country. Childcare provided by the US Department of Defence (DoD) has been extensively researched and is considered a model for the rest of the country. Due to their size and funding this has led to base childcare with a greater range of hours including at least one 24/7 model, as well as vouchers to help junior members who are not as financially stable.²⁶ The Australian Defence Force (ADF) share some of the CAF's challenges but offer placement programs to assist its members in finding childcare and have more job flexibility options to assist in retaining their members, especially women.²⁷

Chapter 7 will summarize the key findings and provide recommendations that the CAF should adopt, acknowledging the excellent work currently being done by the MFSP, CMP and all those involved. The first paragraph of *SSE* reinforces that “As we look to the future, we will also refocus our efforts on ensuring the entire Defence team has the care, services and support it requires. Doing so will be central to attracting and retaining the people we need to keep Canada strong, secure, and engaged in the world.”²⁸

²⁵DND, *Audit of Military Compensation and Benefits Dec 2015 (Ottawa: DND Canada, 2015)*, iii.

²⁶Zellman, Gail L., Susan M. Gates, Michelle Cho, Rebecca Shaw. *Options for Improving the Military Child Care System*. Arlington: RAND Corporation, 2008, https://www.rand.org/pubs/occasional_papers/OP217.html

²⁷Australia. Department of Defence. “Childcare Assistance.” Last accessed 2 May 2020. <http://www.defence.gov.au/DCO/Family/kids/childcare.asp>.

²⁸DND, *SSE...*, 19.

CHAPTER 2

FRAMING THE PROBLEM

The introduction so far has given a brief overview of the challenges that military families encounter when trying to find adequate childcare. Chapter 2 will explore the following aspects: Canadian childcare challenges, the composition of today's military families and service members through a GBA+ lens, the high readiness nature of the CAF, and the impacts that family has on recruiting and retention, affecting women more severely than others. Finally, it will discuss how CAF families were affected during the COVID-19 Pandemic.

Civilian Childcare challenges

Child care in Canada by 2020: A vision and a way forward was written for Canada's 4th National childcare policy conference in 2014, arguing for a federally-regulated and -funded system.

In Canada today, there is no national ECEC program or policy. Each province/territory has its own child care policy and provides spaces in centres and regulated family child care; most also regulate nursery schools/preschools. They are supported by a variety of funding arrangements.²⁹

This provincial patchwork is a major complexity that separates Canada from the US or other countries and is hypothesized to be the root cause of difficulties surrounding childcare, including lack of funding, shortage of qualified staff and longer wait lists. Further to the critique by UNICEF in 2008, the Organization for Economic Cooperation and Development (OECD) also noted that Canada was farther behind most other affluent countries in their *Thematic Review of Early Childhood Education and Care*.³⁰ The report card included ten different benchmarks

²⁹ChildCare Now, *ChildCare in Canada by 2020: A vision and a way forward* (Ottawa, 2014), 6.

³⁰*Ibid.*, 7.

including % of subsidized and regulated childcare spaces and % of childcare staff trained to name just two.³¹

Nearly 80% of Canadian pre-school age children with employed or studying mothers are regularly in some form of non-parental childcare or early childhood program.³² Mothers' employment rate rose 6% to above 70% since 1998 with women increasing their workforce participation.³³ Having two working parents raises the significance of child care for families in today's society, where there is only space for less than a third of all children aged 0-5 in registered centres across Canada.³⁴ Babies often must be put on a waiting list almost a year before the primary caregiver is expecting to go back to work in order to get a space.³⁵ The biggest reason for this wait list is lack of qualified workers. In 2009, the Child Care Human Resources Sector Council published their *Estimates of Workforce shortages* report which stated that there was a cumulative shortage of 24,766 ECEC workers. This represents 19,100 lost full-time work years for mothers.³⁶ The situation appeared to be getting worse rather than better with the demand for ECEC workers growing by 40% in those same seven years (2001-2007) compared to 15% for all other occupations.³⁷ ECEC workers often leave the sector due to lack of pay and promotion opportunities, lack of respect for the early childhood education and care field, and working conditions.³⁸ Sometimes this means fewer spaces for children and sometimes it means daycares need to close all together. Carolyn Ferns of the "Ontario Coalition for Better

³¹UNICEF..., 2.

³²DND, *CF Child Care Status Update 2013...*, 4.

³³Childcare resource and research unit, *Early childhood Education and care in Canada report: Key Findings 2016*, <https://www.cccf-fcsge.ca/wp-content/uploads/ECEC-in-Canada-2016.pdf>, 2.

³⁴Laurie Monsebraaten, "Child care shortage puts parents on edge," *Toronto Star*, 29 June 2018, <https://www.thestar.com/news/gta/2018/06/27/child-care-shortage-puts-parents-on-edge.html>

³⁵Manitoba Childcare Association, "Parent Survey on Childcare," Probe Research Inc, Oct 2016.

³⁶Child Care Human Resources Sector Council, *Estimates of Workforce shortage 2009*. <http://www.ccsccssge.ca/projects-publications/publications>. This council was dissolved in 2011 due to lack of funding so there was no more current research on the topic to compare.

³⁷*Ibid.*

Child Care” told the *Toronto Star* in 2018 that daycares close in Toronto and across Ontario “all the time,” some with zero notice—simply a sign on their door at drop off— and that is not unique to Ontario.³⁹ She re-affirms the suggestion that childcare should not continue to be dealt with at a provincial level. “The truth is, it’s not just one family, or somebody making a bad choice by not getting on the list early enough. This is widespread. It is nationwide. We need to acknowledge it is as the public crisis that it is. And we need to fix it.”⁴⁰

GBA+ on today’s military family and member

Having described a fairly stark picture of childcare in Canada, how do military families manage? Arguably, they could be seen as having a higher degree of financial stability and support that many civilian companies cannot provide. However, there are significant challenges on top of regular familial challenges, as noted below in Figure 2.1.



Figure 2.1 – Family and Military Lifestyle Challenges

Source: Chartier, A, *Gender-Based Analysis Plus (GBA+): CMFP*. Ottawa, CFMWS, May 2019

³⁸*Ibid.* DND, *CF Childcare Status...*, 4.

³⁹Monsebraaten, “Child care shortage...,” *Toronto Star*. The author’s sister’s licensed day care in Nova Scotia in 2015, where the centre cashed all their monthly fees only to claim bankruptcy, communicating only to parents with a sign on their door at drop off that they were closed effective immediately.

⁴⁰*Ibid.*

The definition of “the military family” has significantly evolved over the years, as noted during several studies including the 2013 review by the DND/CAF Ombudsman and the more recent *GBA+* sub-document of *CFMP*.⁴¹ To provide context, the *GBA+* course was mandated to be completed by all DND employees in 2016 to provide them with a more holistic view of people today. It is an “analytical process used to assess how diverse groups of women, men and non-binary people may experience policies, programs and initiatives. The “plus” acknowledges that *GBA+* goes beyond biological (sex) and socio-cultural (gender) differences.”⁴² This process is particularly useful when analysing the *military childcare support framework* as today’s families are diverse and have different dimensions that what has widely been studied. The last MFSP report in 2018 noted that further research was needed on same sex couples, families with special needs dependants, MSC and parents of empty nesters.⁴³ In general, regardless of the family makeup, more spouses are working than in the past and more women are in the military, meaning a greater need for childcare overall. This can lead to a greater unwillingness to relocate due to spousal employment and children’s stability which will be covered later in this chapter.⁴⁴

The introduction of the 1987 Employment Equity (EE) Act (with amendments in 1996) was a huge advance in women’s rights because it outlined two specific provisions regarding “reasonable accommodation” in sections 5 and 10. Employers were mandated to ensure that in their EE plan, persons in a designated group were given reasonable accommodation, which would correct under representation.⁴⁵ The CAF does maintain targeted supports for the four EE groups through defence advisory groups, including the Defence Women’s Advisory

⁴¹A. Chartier, *Gender-Based Analysis Plus (GBA+): CMFP*, (Ottawa: CFMWS, 2019).

⁴²Canada, “Status of Women Canada *GBA+*”, last accessed 5 May 2020. https://cfc-swc.gc.ca/gba-acs/course-cours/eng/mod00/mod00_02_01.html

⁴³Manser, 2017 Demographics..., ii.

⁴⁴DND, *CAF Retention Strategy Development Design Update* (Ottawa: DND Canada, 2019), slide 9.

⁴⁵Scwhind *et al*, *Canadian Human Resources Management: A Strategic Approach*, 12th Edition, McGraw Hill Ryerson: Toronto, 124.

Organization (DWAO), with the goal of eliminating systemic issues that women face in the CAF.⁴⁶ This group has seen a resurgence recently with many B/W/Us conducting excellent equity-focussed initiatives however there is still no direct link between DND's EE plan and its family care policies. Although GBA+ is encouraged to be used at all levels and during any new policy amendments, currently, family care policies are not acknowledged as disproportionately affecting women in the CAF. Recent research shows that there is a differential impact of childcare demands on women over men, and that these differentials are not adequately addressed in the Departments current plans, priorities or Retention Strategy.⁴⁷ These different impacts could be attenuated in a variety of ways, including increasing emphasis and access to alternative work arrangements:

Often, removal of negative factors can enhance employee performance and career growth. This is especially so in the case of women who have multiple and conflicting role demands from work and family, or older workers who find the traditional work arrangements difficult. Several alternate work arrangements such as flexible work hours, telecommuting, extended leave, job sharing, et cetera, have been used in the past to accommodate the unique needs of employee groups.⁴⁸

Alternative work arrangements should be synchronized to accelerate DND's progress towards its EE goals and the retention of critical human resources.

LCol Maurice's CFC paper from 2017 spoke about the difficulties of women trying to attain a work-life balance in the CAF particularly those with children. At the general officer rank level, 6.5% are women and men were significantly more likely to have children than women in

⁴⁶DND, "Fostering an inclusive and diverse workplace: DWAO", last modified 06 Mar 2019, <https://www.canada.ca/en/department-national-defence/services/women-in-the-forces/fostering-inclusive-diverse-workplace.html>

⁴⁷Leigh Spanner, "Governing "dependents": The Canadian military family and gender, a policy analysis," *International Journal*, Vol 72(4) (2017): 484-502. DND, CDS Strategic Initiating Directive: CAF Retention. 2019.

⁴⁸Schwind..., 135.

the same rank level (86% compared to 57%).⁴⁹ The women had to make different choices to reduce their childcare in some cases “taking on the traditional “breadwinner” gender role while their spouses took on the traditional “home and childcare role.”⁵⁰ Given all the changes in the workforce and new demands for childcare, a revision of current policies and support systems is warranted with a specific view about the unique challenges of women as mothers.

High readiness nature of the CAF

Beyond EE, even when all groups are treated “equitably” there are still challenges that only the CAF must be prepared to face. In particular, it is the last-minute tasking orders or reaction to a domestic or international crisis, for which many units across the country are mandated to respond. To list just a few examples, some Canadian Army (CA) units tasked with being “Immediate Response Units (IRU),” conduct regular training and have standard work days; however, they must also be able to deploy domestically within a 8-12 hour notice to move (NTM).⁵¹ Those on the Disaster Assistance Response team (DART) nominal roll must be able to respond within a reduced NTM and be deployed globally for several weeks or months.⁵² This affects members across the country: personnel on the DART come from all three services from many different bases and provinces, with the headquarters (HQ) based in Kingston out of 1 Canadian Division.⁵³ The Royal Canadian Air Force (RCAF) has several units on shortened NTM to respond to activities around the world. Search and Rescue Technicians (SARTECHs) respond domestically to emergencies in remote areas, operating on a shift schedule, balancing

⁴⁹Tania Maurice, “Stopping the Talent Drain: Setting the Conditions for Female retention in the CAF,” JCSP Masters Defence Studies, CFC, 2017, 42. 7 of the 107 general officers were women and 4 had children.

⁵⁰*Ibid.*

⁵¹4 Engineer Support Regiment 2018 Operating plan, IRU document available on ACIMS DWAN.

⁵²*Ibid.*

⁵³DND, “1st Canadian Division Headquarters,” last accessed 5 May 2020, <https://www.canada.ca/en/department-national-defence/services/operations/military-operations/conduct/1-canadian-division.html>

training, rest time, and operational posture.⁵⁴ “For 40 hours per week they are expected to be airborne in less than 30 minutes after a task is received and less than two hours at all other times.”⁵⁵ They can also be deployed anywhere from 24 hours to several days or weeks.

The Royal Canadian Navy (RCN) has arguably one of the most demanding schedules for families, with times away at sea lasting a few days to several months and little ability to return for emergencies once deployed. Amongst all three services are those who are considered “purple” trades, meaning they can be employed in any of the elements regardless of which element they themselves are part. This means that no one is immune from the demands that specific elements pose. RCN cooks can be employed at base or field kitchens on army bases with irregular hours or an RCAF public affairs officer could deploy at sea with the RCN. There are many other examples of shift workers in the military including those at 24/7 duty centres and many aircraft technicians who must balance the demands of the service with childcare.⁵⁶

Many of these high tempo members are in lower pay grades, such as SARTECHs who have a working rank of Master Corporal/ Sergeant (MCpl/ Sgt) or other technicians. When it comes to additional child care, they may not have the equally “privileged ability to participate in the private market.”⁵⁷ Though some of these jobs come with extra financial benefits, these are often insufficient to cover the cost of last minute, irregular or after-hours childcare. This care is often difficult or impossible to find; the resources simply are not in the communities, where civilian demand for such services is low. This is where a certain level of military childcare service is required to bridge the gap that exists in the community, which will be discussed in this

⁵⁴DND, “About Search and Rescue,” last accessed 5 May 2020, <https://www.canada.ca/en/department-national-defence/services/operations/military-operations/types/search-rescue/about.html>

⁵⁵Manser, *State of Military Families in Canada...*, 52.

⁵⁶These examples come from the author’s 19 years of background knowledge.

⁵⁷Spanner, “Governing Dependents...,” 498.

paper at length. The CDS guidance released in 2004 on Morale and Welfare services is still true today:

These programs contribute directly and indirectly to military operational readiness and effectiveness. Complementing this operational focus is the commitment to ensure that, wherever they are required to serve, CF members and their families have access to an adequate range of support programs and services.⁵⁸

This highlights the importance of the operational readiness which is bolstered by effective member strength.

Recruiting and retention and its relation to families

Although *SSE* set a goal to grow the RegF by 3,500 personnel, ResF by 1,500, and increase the percentage of women by 10% over ten years, does the CAF have the framework to support more families?⁵⁹ This is a particular concern when trying to increase and retain this number of women. So far, in three years, the total growth of the RegF has increased by almost half the desired amount- 1295 personnel (from 64,641 in June 2017 to 65,936 in Mar 2020).⁶⁰ The number of women has only grown by less than 2%, currently making up 15.9% of the RegF.⁶¹ The targeted growth had been in place even before *SSE* and the difficulties were noted in the *Auditor General's 2016 report on CAF Recruiting and Retention*, finding that the CAF had not implemented any special EE measures to attract or retain more women.⁶² The difficulty with recruiting women was further the headline of an article in the *Toronto CityNews* in January 2020:

⁵⁸DND, *CDS Guidance CFMWS document*, 26 Jan 2004.

⁵⁹DND, *SSE...*, 19.

⁶⁰Email from LCol JF Claveau, Monitor Mass extraction 2020.

⁶¹DND and the CAF 2019-20 Departmental Plan, 49. David Pugliese, "Military: Shorter skirts, disaster relief and highlighting medals as 'bling' might bring more women in," *Ottawa Citizen*, 10 February 2020. <https://ottawacitizen.com/news/national/defence-watch/shorter-skirts-disaster-relief-and-highlighting-medals-as-bling-might-bring-more-women-into-the-military>

⁶²Officer of the Auditor General of Canada, *2016 report on CAF Recruiting and Retention*, https://www.oag-bvg.gc.ca/internet/English/parl_oag_201611_05_e_41834.html

“Military must nearly double annual Female recruitment to reach its own target.”⁶³ The article cited evidence from a Defence Research and Development Canada (DRDC) study that showed that in order to meet the target set out by *SSE*, the military must recruit around 3500 women each year, compared to its highest actual number in one year which was 1850.⁶⁴ The numbers have slightly increased in the last three years; however, the various measures and initiatives have not sparked the growth that was mandated by *SSE*.

Although a large effort has been made on increased recruiting, increased retention is also necessary to maximize the CAF’s personnel investment, particularly with respect to women. On 02 April 2019, the Chief of Staff of Strategy briefed *The CAF Retention Strategy Development Design Update*, outlining part of the problem set of retention.⁶⁵ The statistics show that attrition remains fairly consistent at around 8% overall.⁶⁶ However, considering all the training and resources that are invested in CAF members, it would be prudent to strive for a lower rate, particularly with respect to increasing the % of women, where the statistics are more concerning at certain points. 22% of women are leaving at the 20 year of service (YOS) mark, compared to men at 15%, as per Figure 2.2.⁶⁷ This is also detrimental to the CAF since they are losing years of training and skills to the private sector.⁶⁸ The fewer women in higher management positions, the fewer women role models and leaders and the harder it is for more junior women to see themselves in these roles.⁶⁹

⁶³Lee Berthiaume, “Military must nearly double annual Female recruitment to reach its own target,” *The Canadian Press*, 22 January 2020, <https://toronto.citynews.ca/2020/01/22/military-must-nearly-double-annual-female-recruitment-to-reach-its-own-target/>.

⁶⁴*Ibid.*

⁶⁵DND, *CAF Retention Strategy...*, slide 10.

⁶⁶*Ibid.*

⁶⁷DND, *CAF Retention Strategy...*, slide 10.

⁶⁸*Ibid.*

⁶⁹Maurice, “Stopping the talent drain...,” 9.

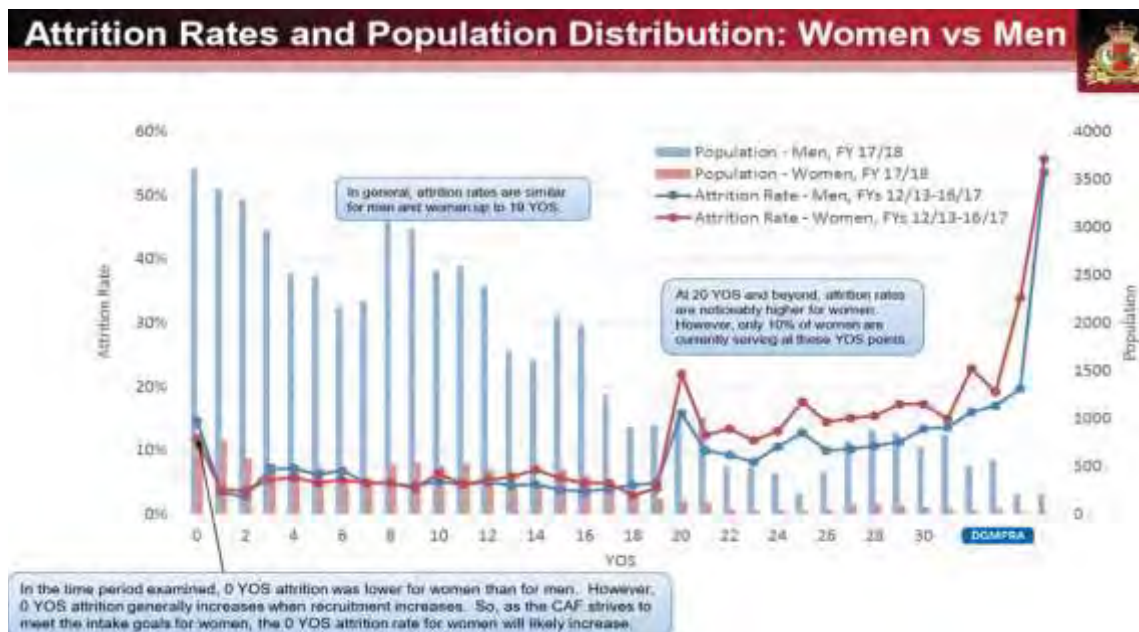


FIGURE 2.2- Attrition rates over Years of Service (YOS) Women vs Men

Source: DND, *CAF Retention Strategy...*, slide 9.

The 2016 *CAF Exit Survey* breaks down the numerous reasons for release. 61% of those can be inferred as familial reasons: “Geographical Stability” (32%), “Postings” (17.9%), “Lack of support for my family” (6.7%) and “Effects of service on my children’s education” (4.4%).⁷⁰ While the last two specifically mention the families, both geographic stability and postings could also cause dissatisfaction and disruption in family life. There is also room to include some of the other factors which have second or third order effects on families such as “Military lifestyle is not for me” (13.5%) or “Salary and benefits” (12.4%). Further specific research and improved definitions are recommended to confirm the link to the types of and also the breakdown of types of CAF and their family status in order to better analyse the trend. Many of the response categories in the release survey are overlapping or overly general.

⁷⁰DND, *CAF Retention Strategy...*, slide 9-10.



Figure 2.3 - CAF Exit Survey from 2016

Source: DND, *CAF Retention Strategy*..., slide 10.

For women the CAF is trying to retain and recruit, it is important to consider the services available to these members; as articulated in the *Defence Policy Review 2016*.⁷¹ There is significant “CAF reliance on unpaid family members to support CAF personnel. CAF families bear a large burden in supporting CAF personnel and this is a critical component of the success of the military. DND/CAF need to consider how to better support military families.”⁷² Children of servicemembers are known to be more likely to join the military according to several studies, so it behooves the military to improve these services to attract and effectively support recruits of the next generation.⁷³ This reinforces the importance of retaining CAF’s MSC, who represent 16%

⁷¹DND, Defence Policy Review, *GBA+ Roundtable Discussion Report*, 19 July 2016. <http://dgpapp.forces.gc.ca/en/defence-policy-review/gender-based-analysis-roundtable-report.asp>

⁷²*Ibid.*

⁷³M. Thompson, “Here’s Why the US Military is a Family Business,” *TIME*, 10 March 2016, <https://time.com/4254696/military-family-business/>. Pew Research Center, “The Military-Civilian Gap: Fewer Family Connections,” 23 Nov 2011, <https://www.pewsocialtrends.org/2011/11/23/the-military-civilian-gap-fewer-family-connections/>. In the US more than 25% have a parent who has served and 80% come from a family where at least one member of the family has worn the uniform.

of the those with children, and a total of 9,230 children living in Canada.⁷⁴ 35% of women in the military are in a MSC (with or without dependants).⁷⁵ They also make up a higher percentage of those who are single parents (22%) or part of a MSC with children (53%) compared to their male counterparts (12% and 9% respectively) as shown in Table 1.1.⁷⁶ Women in the CAF are caregivers with additional stressors at a higher proportionality than men as seen in Table 1.2. Retention and recruitment are certainly linked very closely with support to military families and will continue to be an indicator as to whether the CAF is providing what is required to retain the talent pool.

Table 1.1 – Marital Status of RegF Personnel in Canada with children by Gender

Marital Status	% of Female RegF With Children	% of Male RegF With Children	TOTAL
SINGLE	22%	12%	(4,055) 14%
MARRIED / COMMON-LAW TO CIVILIAN	24%	70%	(20,851) 70%
MARRIED / COMMON-LAW TO MILITARY MEMBER (PART OF A DUAL SERVICE COUPLE)	53%	9%	(4,695) 16%
TOTAL	100%	100%	(29,601) 100%

Source: Manser, *Profile of Military Families in Canada: 2017 Regular Force Demographics*, 14.

Table 1.2 – RegF Pers in Canada with any Dependant by Caregiver responsibilities and gender

Unique Caregiver Responsibilities	% of Female RegF With Dependants	% of Male RegF With Dependants
SINGLE PARENT	24%	76%
CARING FOR DISABLED CHILD	28%	72%
CARING FOR DEPENDENT PARENT	24%	76%
REGF FEMALE-TO-MALE RATIO	15%	85%

Source: Manser, *Profile of Military Families in Canada: 2017 Regular Force Demographics*, 14.

⁷⁴Manser, *Profile of Military families...*, 66.

⁷⁵*Ibid.*, 14

COVID-19 Pandemic

This paper was written during the COVID-19 Pandemic, where DND and most provinces mandated all its non-essential workers to stay home for 8 weeks in order to flatten the curve and avoid the further spread of the virus.⁷⁷ This caused major disruptions to the world economy, to education services (school closures), and led to massive job losses and social insecurities. This led to significant challenges for many who continued to have work demands while their children were at home, following either an organized or disorganized home schooling routine, with more women being affected in general due to the nature of their work.⁷⁸ Fortunately, GoC workers kept their paycheque and as many as possible were ordered to work from home.

Since childcare centres fell under provincial jurisdiction, most were ordered to close, including MFRCs, leaving numerous servicemembers, including those considered “essential workers” without childcare.⁷⁹ Family members who would normally act as backup caregivers, such as grandparents, were also restricted from caring for the children due to age vulnerabilities and travel bans. Each province published a list of essential workers during this time. Surprisingly at first this list did not include many military members despite their support to the pandemic known as *Op LASER*.⁸⁰ ResF members were offered full time employment for a minimum period of 6 months to augment the RegF to respond to any provincial requests for assistance (RFAs) of which there were several. Over 650 members were employed in long term care homes in Quebec

⁷⁶*Ibid.*, i.

⁷⁷DND, “Message from Deputy Minister regarding COVID-19,” *Maple Leaf*, 1 March 2020, <https://www.canada.ca/en/department-national-defence/maple-leaf/defence/2020/03/message-from-deputy-minister-regarding-covid-19.html>. 8 weeks as of the time of submission 8 May.

⁷⁸T. Alon *et al*, *The Impact of COVID-19 on Gender Equality: Working Paper 26947* (Massachusetts: National Bureau of Economic Research, 2020), 2. <http://www.nber.org/papers/w26947>

⁷⁹Childcare Canada: CRRU <https://www.childcarecanada.org/documents/research-policy-practice/20/03/child-care-and-covid-19-information-situation-canada>

⁸⁰DND, “March 27: Letter from CDS regarding COVID-19,” *Maple Leaf*, 27 March 2020. <https://www.canada.ca/en/department-national-defence/maple-leaf/defence/2020/03/march-27-letter-from-cds-regarding-covid-19.html>

and Ontario; Canadian Rangers supported communities in Quebec and Saskatchewan; Dentists, dental technicians and many others including material technicians assisted in a variety of ways.⁸¹

After approximately six weeks and many negotiations at the highest level, provinces began to add “essential Military workers” to the list and MFRCs across the country were allowed to open to support only those military members who were required to work physically outside the home in support of *Op LASER*.⁸² This reinforced the difficulties that arise with not having full control over the childcare facilities that many military families depend on. The impacts of COVID-19 are still being seen and will have an effect on both military families and society for a long time to come.

The goal of this chapter was to gain a better understanding of the gaps that exist in the civilian childcare system, and to demonstrate how a GBA+ lens is crucial to analyse today’s military families, members and policies to ensure EE, particularly for women. It highlighted the increased demands of the CAF whose members must respond to work situations in a short amount of time and then be absent for a long period. These additional stresses and the changes in the makeup of the modern military family are impacting recruiting and retention, specifically as they relate to women. Women are leaving the force at a higher rate when the CAF has the greatest need of them to continue as role models and leaders for younger generations. Finally, it demonstrated how COVID-19 exposed the vulnerabilities of a provincial directed MFRC system expected to support federal employees. The next chapter will focus on what has been written on the subject of childcare as it relates to military members in the Literature Review.

⁸¹ DND, Operation LASER, last accessed 6 May 2020, <https://www.canada.ca/en/department-national-defence/services/operations/military-operations/current-operations/laser.html>

⁸² Ontario, “More Frontline Workers Eligible for Emergency Child Care”, last modified 29 April 2020, <https://www.news.ontario.ca/opo/en/2020/04/more-frontline-workers-eligible-for-emergency-child-care.html>

CHAPTER 3

LITERATURE REVIEW

The goal of Chapter 3 is to bring the reader up to date with the current or most relevant literature regarding the military childcare support system and the conclusions drawn by a variety of sources on current successes and required improvements. Many of the MFSP publications were heavily consulted in writing this paper however they will be discussed in more detail within Chapter 4.

The 1998 SCONDVA report

Moving Forward- A Strategic Plan for Quality of Life Improvements in the CAF, prepared in 1998 by the Standing Committee on National Defence and Veterans Affairs (SCONDVA) is a foundational document that helped guide new policies and programs that positively affected military families.⁸³ It came at a time when the CAF was dealing with significant challenges. “Large budget cuts, problems with leadership and poor living conditions have left many wondering whether they can realistically still maintain their commitment to the profession of arms.”⁸⁴ The report stated without question that CAF members need the support of the government, the Canadian public, and also of the CAF leadership itself. This was the first time that families were truly recognized for the sacrifices they made in support of the CAF. MFRCs were praised for the nature and extent of services, their high level of dedication to families and the government’s commitment to their funding was affirmed. Surprisingly though, many of the recommendations made 20 years ago, are still a challenge today. The two most

⁸³House of Commons, Standing Committee on National Defence and Veterans Affairs (SCONDVA), *Moving Forward – A Strategic Plan for Quality of Life Improvements in the Canadian Armed Forces*, November 1998, https://www.cfmws.com/en/AboutUs/CFPFSS/CFMWS_20th_Anniversary/Pages/SCONDVA-CPDNAC.aspx, preface.

relevant to this paper are improved childcare support during emergencies and deployments, and improved information and awareness for families on postings to new communities. There are additional developments which will be discussed in more detail below.

Families with special needs children were formally acknowledged for the first time in 2001, as a consideration in the posting process after recommendations from the SCONDVA report. The report stated that Career Managers (CM) should take into account “the unique situations facing members who have special needs children, and in doing so, not limit a member’s career prospects whenever possible.”⁸⁵ This led the Directorate of Quality of Life to manage the implementation of *DAOD 5003-6 – Contingency Cost Moves for Personal Reasons, Compassionate Status and Compassionate Posting*.⁸⁶ This order today still recognizes that there may be times in the CAF member’s life that personal considerations require geographic stability and the DAOD outlines the details for managing this status.

The SCONDVA report also spoke extensively about the family network, which is indeed a prominent feature of military life and was adopted in *DAOD 5044-1 Families*, see Figure 3.1.⁸⁷ The family network continues to play a very important role because every family will rely on resources differently, but they must be synchronized in order to add value. Unit Chaplains can play a very important role in assisting in care not only in a crisis, but also in gauging the overall morale of the unit and passing that information candidly to the CO.⁸⁸ Although they do still provide spiritual advice, more and more chaplains are assisting CAF members with personal concerns.

⁸⁴*Ibid.*

⁸⁵*Ibid.*, 15.

⁸⁶DND, *DAOD 5003-6 Compassionate Posting*, last accessed 5 May 20. <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/5000-series.html>

⁸⁷DND, *DAOD 5044-1 Families*...

⁸⁸SCONDVA report...

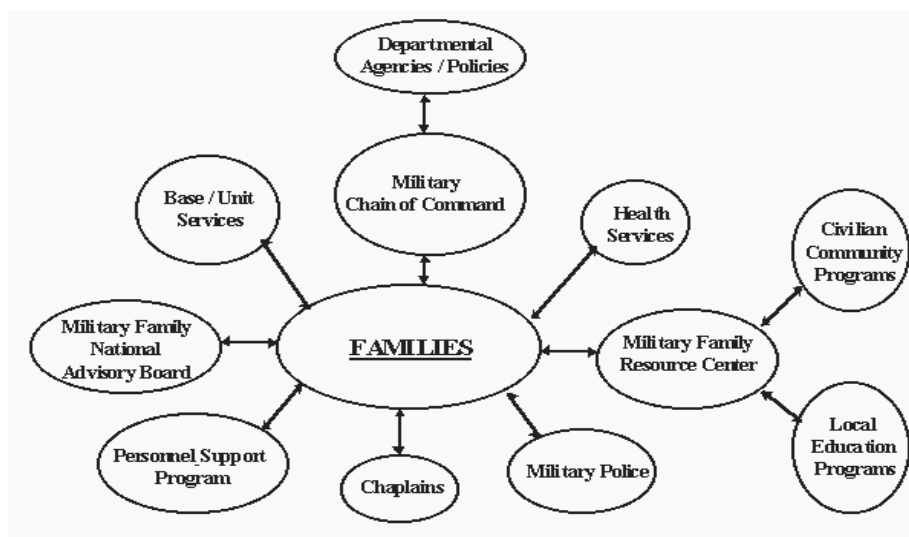


Figure 3.1 – CAF family network

Source: DND, DAOD 5044-1 Families.

Units themselves have a considerable responsibility in providing support to the member and their family, particularly during deployments. “When an army unit deploys for many months to participate in a training or peacekeeping mission, it establishes what is called a rear party composed of the remaining members...Air Force units and navy ships have similar groups called sponsor or shore elements.”⁸⁹ These support groups help families cope, assisting with home maintenance, checking-in and providing information about the deployment itself. Although most units pride themselves on the degree of support they provide, some families complained of being ignored by units during deployment. The recommendation was therefore made to standardize the level of support being provided to both RegF and ResF members in both official languages.⁹⁰ From the author’s observations however, this is an issue which remains unstandardized across

⁸⁹*Ibid.*, family network paragraph.

⁹⁰*Ibid.*

the CAF, with services ranging from this being a secondary duty to a full blown support centre or dedicated task.⁹¹

Upon reviewing the need for families to have sufficient childcare if deployments occur on short notice, the report recommended a similar approach to the US military which was the development of the Family Care Plan (FCP), to be discussed further in Chapter 5. This was also when the recommendation was made that the CAF (through MFSP) must specifically provide emergency care for those instances where deployments or emergencies arise before the FCP can be initiated. The MFRCs received additional funding and support as a result of the GoC's response to this report, enabling them to provide better services and also to better advertise them. Although 22 years have passed since the SCONDVA report, its observations remain the foundation of the many of the policies related to MFSP, quality of life and personnel management.

The Chief Review Services *Evaluation of Military Family Support Programs and Services*

Chief Review Services (CRS) evaluated support to military families through twelve programs and services (MFSP being one of them) most recently in 2013.⁹² The overall assessment stated: "Despite some success in achieving expected outcomes, MFS programs and services are not sufficiently focused on key military family support requirements. Current spending does not adequately address key support gaps for military families."⁹³ It did conclude that by reallocating existing resources, support gaps could be filled.

There were six findings and recommendations relevant to this discussion. Finding 4 states that "MFS programs/services are not sufficiently focused on the key MFS requirements" and

⁹¹Personal experiences and stories from others on various bases.

⁹²DND, *CRS: Evaluation of Military Family Support Programs and Services* (Ottawa: DND, Jan 2013), A-2/6

© 2020 Her Majesty the Queen in Right of Canada as represented by the Minister of National Defence.

All rights reserved.

recommends that funds be re-directed to improve childcare since it was within the department's control more so than other challenges.⁹⁴ "The DND/CF should identify and assess feasible options to improve continuity of access to childcare and implement solutions to meet military family needs."⁹⁵ It was acknowledged that significant research has been conducted over the years by Director General Military Personnel Research and Analysis (DGMPPRA) and Director General Personnel and Family Support Services (which is now CFMWS).⁹⁶ Finding 5 found an inconsistent provision of family lifestyle service across locations and recommended a consistent core of mandated programs across all bases except where community needs assessment showed there was no requirement.⁹⁷ Finding 6 perceived an increase in awareness of available resources due to MFSP's efforts however a national marketing promotion plan was recommended to be developed in order to further improve this awareness. Finding 8 reinforced the need for a community needs assessment as they perceived a need for better access to emergency childcare and higher quality emergency assistance.⁹⁸ These findings will be expanded on in Chapter 4.

Findings 16 and 17 found that the majority of CF members are willing to deploy and 78% felt that the MFSP influenced "willingness to deploy" to a great extent.⁹⁹ Perhaps indicative of existing traditional views on the role of military family support, one fifth of base/wing commanders surveyed did not agree. They felt that the lack of MFS services would not impact deployment willingness because "deployments are an accepted condition of service."¹⁰⁰ Finding 17 noted the improvement in retention over the years, although it could not be directly attributable to MFSP. Finding 20 found that funds spent by MFS programs on management and

⁹³*Ibid.*, iii/ix.

⁹⁴*Ibid.*, iv/ix. Compared with children's education and spouse's accreditation largely controlled provincially.

⁹⁵DND, *CRS : Evaluation of MFSP...*, 4,

⁹⁶*Ibid.*, A-2/6.

⁹⁷*Ibid.*, vi.

⁹⁸*Ibid.*

⁹⁹*Ibid.*, 27.

administration is higher than expected, suggesting that overhead costs should be reviewed and accounting issues resolved.¹⁰¹ Finding 21 was directly related to the funds management recommendation, stating that perhaps the lack of coordination between the MFS programs may contribute to the higher costs due to duplication of programs. This evaluation was extremely comprehensive and is recommended to be completed again in order to gain an up-to-date perspective of MFSP services.

Canadian Forces College (CFC) research

Despite the proven importance of this topic to defence readiness, of the 3009 papers available on the CFC website dating back from 1995 till present, there have been only two papers which have studied the specific topic of either military families or childcare, suggesting a missed opportunity for additional research. There have however been several written papers on gender factors, specifically as they relate to recruiting and retention, two of which will be discussed below.

Maj Brigid Dooley-Tremblay in 2001 published *An Opportunity to Lead the Way: The Requirement for Equitable Access to Quality, Affordable Child Care Throughout the Canadian Forces*.¹⁰² The themes remain the same today as 19 years ago and she provides an overview of the advantages for providing quality childcare both in society and especially the military. Children succeed more in school, achieve higher levels of economic success, are healthier when older and able to better participate in society.¹⁰³ This is more important for military children who deal with the unique stressors of military life including “frequent relocation,... and deployment

¹⁰⁰*Ibid.*, 27.

¹⁰¹*Ibid.*, viii.

¹⁰²Maj Brigid Dooley-Tremblay, “An Opportunity to Lead the Way: The Requirement for Equitable Access to Quality, Affordable Child Care Throughout the Canadian Forces,” JCSP, CSC 27, Ex NEW HORIZONS, 2001.

of their military family member to potentially unsafe areas” as noted in a 2012 DRDC publication.¹⁰⁴ Dooley-Tremblay found that “because of the national shortage of regulated childcare spaces and the high cost of quality care, most children are placed in unregulated, in-home care arrangements of unknown standard.”¹⁰⁵ She also highlighted a statistic which has come up in several recent studies as well: Parents who have access to affordable, quality childcare are more productive in the workplace and require less time off to deal with family-related issues.¹⁰⁶ 20 years ago the childcare crisis affected the same groups more adversely: visible minorities especially new Canadians, MSCs, women and single parents.

In 2006, Maj Katherine Vigneau wrote on *Improving Gender Integration in the CF: Recruitment, employment and Cultural transformation*.¹⁰⁷ Again, despite being 14 years ago, there were similar complaints with respect to not modernizing family policies. She highlighted the fact that work-life balance is an issue that generally affects more women, with exit surveys demonstrating this.¹⁰⁸ Vigneau notes that, though the CAF has a very generous leave policy, it does not allow for extended periods of time when women often need it, in the early years of their children’s lives. Australia, in contrast offers such extended leave options. The same dissatisfactions with the Family Care Assistance benefit were an issue in 2006, which is strongly indicative that change is required. More details will be discussed in Chapter 5 and 6 on these last two topics including the recent GoC extension of parental to 18 months.

LCol Tania Maurice’s paper, *Stopping the Talent Drain: Setting the Conditions for Female retention in the CAF*, asserted that “in order to gain greater representation of women,

¹⁰³*Ibid.*, 1.

¹⁰⁴DND, Kerry Sodom, *Impact of Military Life on Families and Single Canadian Forces Members: Current State of Knowledge and Research Gaps*. DGMPRA 2012.

¹⁰⁵*Ibid.*

¹⁰⁶*Ibid.*, 8.

¹⁰⁷Maj Katherine Vigneau, *Improving Gender Integration in the CF: Recruitment, employment and Cultural transformation*, Master of Defence Studies CSC 32, CFC, 2006.

priority needs to be given to retaining the women who are currently serving.”¹⁰⁹ Maurice reinforced the studies that show that women with children complete more unpaid work than men and that their paid labour participation decreases more than men.¹¹⁰ Additionally, women are in greater caregiving roles than men and all this creates difficulties in attaining work-life balance as highlighted by the statistics of senior officers with children. In spite of these challenges, she expanded on three traditionally male dominated corporations who managed to “break the mould” and become champions in retaining and promoting women. Maurice reinforced that the CAF is losing women at the 20-year mark (once pensionable), often to these civilian big businesses such as Royal Bank because of their engagement with women, their tailored initiatives and flexible work arrangements.¹¹¹

Potentially even more relevant to the research here is a 2019 paper, by Maj Joseph Doubrough, on the subject of *SSE’s Comprehensive Military Family Plan and Full-time Childcare*.¹¹² In it, he examines “the impacts of frequent relocations in relation to access to childcare delivery, and recommending potential policy inclusions in the CMFP.”¹¹³ Doubrough recommended leveraging the *Seamless Canada Initiative* due to the provincial/territorial restrictions of the childcare; using allied nations as examples to emulate; extending certain geographical postings to reduce the number of moves on young families; increasing the resources available (or better utilizing those that already exist); and finally, allowing a one-year full time care option for newly posted-in members to give members time to find private childcare. Many of these topics will be looked at in more detail in this paper.

¹⁰⁸*Ibid.*, 5.

¹⁰⁹Maurice, “Stopping the Talent Drain...,” abstract.

¹¹⁰*Ibid.*, 30.

¹¹¹*Ibid.*

¹¹²Joseph Doubrough, “SSE’s Comprehensive Military Family Plan and full-time Childcare” (Joint Command and Staff College Solo Flight, Canadian Forces College, 2019), 14.

¹¹³*Ibid.*, 2.

Non-DND research

Unlike some other countries, research surrounding Canadian military families is not that common outside of DND: PhD candidate, Leigh Spanner's article being the exception.

Governing dependants: The Canadian military Family and gender, a policy analysis argues that the CAF has relied upon an outdated military family construct to ensure that servicemembers are able to complete what is required of them.¹¹⁴ Specifically, women were generally in the home and able to support the typical male servicemember through postings, deployments etc. which is no longer the case. She critiques many of the policies that will be discussed below including relocation benefits and childcare. A critical conclusion was that "if the CAF are genuinely interested in gender quotas, equality, and mainstreaming, it is fundamental that the military family be treated as a gendered institution, rather than a gender-neutral stakeholder."¹¹⁵ This means that new approaches to achieving diversity, inclusion and gender equity in the CAF will be more effective and see better results if they acknowledge the role of the military family, with both its traditional and emerging composition and structures. Spanner's article sparks the consideration that as women increase in the CAF, so might the number of MSCs. More research would be recommended to address the military family in terms of brothers, sisters and parent-child families that are currently serving and to define the network effect of semi-nomadic lifestyle of the military family, preventing the deeper reciprocal relationships of mutual community support.

Though this is certainly not an exhaustive review, it gives a foundation for how military childcare has been shaped over the years using the SCONDVA report and the CRS Evaluation, and provides perspectives from other CFC students and an independent researcher.

¹¹⁴Spanner, "Governing Dependents...", 498.

¹¹⁵*Ibid.*, 501.

CHAPTER 4

CURRENT CAF CARE PROVISIONS UNDER THE MFSP

The MFSP has been discussed several times, however this chapter will provide more detail as to its mandate, history, the current MFRC specific mandate, programs, challenges and how emergency childcare is managed. It will then review what improvements have been recommended and what the CMFP seeks to address. It will conclude with a summary of the community outreach programs available today and how the chain of command can have a positive influence on these programs for its members.

Mandate of Military Family Services (MFS)

Canadian Forces Morale and Welfare Services (CFMWS) is responsible for administering Non-Public Property (NPP) on behalf of the CDS and for delivering a variety of programs for members and families. CFMWS is responsible for the Military Family Services (MFS) which is led by a Colonel (who reports in parallel to Chief Military Personnel (CMP)), the Personnel Support Programs (PSP), along with numerous commercial services such as the CANEX retail store. “MFS is responsible for the management of the Military Family Services Program (MFSP) on behalf of DND and the CAF. MFS exists to resource, promote and sustain the excellence, relevance and accountability of the MFSP.”¹¹⁶ The MFSP consists of an array of services including a Family Information Line (FIL), CFOne card (which offers rewards, discounts and services to members), and most notably, the individual Military Family Resource Centres (MFRC) which are incorporated, not-for profit organizations located across the country on most military bases. The governance structure of each MFRC consists of a minimum of 51%

¹¹⁶CFMWS, “CAF Connection website,” last accessed 5 May 2020, <https://www.cafconnection.ca/National/About-Us/Military-Family-Services.aspx>

military family members, and works in conjunction with either the Commanding Officer (CO) or the Base Commander depending on the base.¹¹⁷ The Executive director (ED) is a paid position responsible for the overall functioning of the individual MFRCs. The ED is accountable to the Board of Directors who hold financial and legal accountability and make strategic decisions in conjunction with the ED.¹¹⁸ Figure 4.1 below shows the structure.



Figure 4.1 – Structure of MFSP

Source: CFMWS, “About the MFSP,” <https://www.cafconnection.ca/National/About-Us/Military-Family-Services/About-the-Military-Family-Services-Program.aspx>

¹¹⁷DND, *Parameters 4 practice*. Ottawa: CFMWS, 2017.

¹¹⁸*Ibid.*

History of MFSP

To better understand how the MFSP came to be, it is helpful to review the history. In 1984, an organization made up of military spouses was formed in Alberta called the Organizational Society of Spouses of Military Members (OSSOMM).¹¹⁹ They approached all levels of government to “express concern about the lack of resource centres, day cares and emergency family shelters in order to support the well-being of the military family and community.”¹²⁰ In 1987, a recommendation was made by the CAF advisory group to form a CAF family association with a mandate to identify research, discuss and present social issues of concern to military families. Four years later the MFSP became official.¹²¹ As noted in the literature review, the SCONDVA report published in 1998 made significant progress in providing support for MFRCs and improving CAF administrative orders.

In 2002, following extensive review of MFSP management, Treasury Board approval was obtained to formalize the contracts between DMFS, Base/Wing Commanders and MFRC Boards of Directors.¹²² In 2004, the document, *Parameters 4 practice*, was written after recommendations were received from the Chief of Review Services to better define mandated programs. It is updated every few years and contains details on the “philosophical framework and principles of the program as well funding policy, service delivery policy and accountability and governance frameworks.”¹²³ In 2008 the *Family covenant* was developed and is referenced

¹¹⁹Video on MFSP <https://www.youtube.com/watch?v=teIZV-VPiL8&feature=youtu.be>

¹²⁰DND, *Military Family Services Program: Retrospective of a Military Family Legacy* (Ottawa: National Defence, 2016), 1, last accessed 21 April 2020, <https://www.cfmws.com/en/AboutUs/MFS/ResourcesMFRCs/Documents/2017%20Documents/Foundational%20documents/Retropective%20of%20a%20Military%20Family%20Legacy,%20Eng.pdf>.

¹²¹*Ibid.*

¹²²*Ibid.*

¹²³*Ibid.*, 19.

still today, most notably in the Strategic Initiating Directive from CMP to CFMWS following SSE's direction in 2018.¹²⁴

Family Covenant: We recognize the important role families play in enabling the operational effectiveness of the CAF and we acknowledge the unique nature of military life. We honour the inherent resilience of families made in support of Canada. We pledge to work in partnership with the families and the communities in which they live. We commit to enhancing military life.¹²⁵

With the covenant came the marketing campaign entitled “Strength Behind the Uniform,” further highlighting the importance of military families.

The FIL was developed as a spinoff from a previously used *Mission Information Line* offering 24/7 confidential, bilingual services over phone or by email with a trained counsellor and still exists today.¹²⁶ Following the 2013 Ombudsmen's systemic review of military families report as well as the CRS, a recommendation was put forth to better receive feedback from families and in 2016 the Facebook page *#myvoice* was developed. This is unique from other FB or social media sites because the questions asked here are compiled into reports on a periodic basis and published on the *CAF Connection* website.¹²⁷ In 2010, up to 168 hours of childcare was made available to meet the needs of CAF personnel posted to the Integrated Personnel support centres (IPSC) and a year later, for all families of CAF personnel who are ill, injured, or who have died.¹²⁸ In 2011 the MFRCs also established a Family Liaison Officer in these IPSCs as part of the caregiving team.¹²⁹ During the last 25 years of support, MFSP has completed a

¹²⁴DND, *Strategic Initiating Directive CMP 2017 CMFP*, 13 Feb 2018.

¹²⁵DND, *Parameters 4 Practice...*, 10.

¹²⁶DND, *Retrospective...*, 22.

¹²⁷DND, #MyVoice, Last accessed 5 May 2020, <https://www.cafconnection.ca/National/Get-Involved/My-Voice/Status-Updates.aspx>

¹²⁸DND, *Child Care status 2013...*, 10-11.

¹²⁹*Ibid.*

number of other developments, symposiums, trials and reports that have shaped the way that services are provided, “always with a goal of providing the best care possible to families.”¹³⁰

MFRC Current Mandate and Regular Programs

MFRC’s mandate includes supporting families’ access to services and providing emergency childcare in “uniquely challenging situations brought on by CF requirements.”¹³¹ When much of the research was done for the extremely comprehensive *CF Childcare Status Update 2013*, “there were 22 MFRCs operating licensed childcare centres/ family day home agencies, and an additional 10 licensed childcare centres on B/W/U operated by other organizations. Out of the total of 32 in-country MFRCs, 7 reported no licensed childcare spaces.”¹³² However, the provision of full time licensed childcare is not a mandated service. For this to occur, a formal submission must be made to Treasury Board with a request to approve significant funding and assume responsibilities that currently fall under provincial/ territorial legislation.¹³³ “Public federal spending has been provided to MFRCs through DND to provide military family support services, which has included casual, emergency and respite childcare. But regulated full-time and/or part-time regular childcare is not publicly funded through DND.”¹³⁴ On many bases parents can pay for MFRC full or part-time licensed childcare for children ages 15 months to five years old, with additional services on some bases for before and after-school care for school-aged children. These services are funded on a cost-recovery basis and vary in levels of funding province by province and base by base. On most major bases there

¹³⁰DND, *Parameters 4 Practice...*, 26.

¹³¹DND, “Emergency Childcare,” <https://www.cafconnection.ca/National/Programs-Services/For-Parents-and-Caregivers/Child-Care/Emergency-Child-Care.aspx>.

¹³²DND, *Childcare status 2013...*, 14.

¹³³*Ibid.*, 2.

¹³⁴*Ibid.*

are long waiting lists in childcare for those posted. On average families with infants under 2 years of age can expect to be on a waiting list for 1 year, toddlers: 7 months and pre-schoolers: 6 months.¹³⁵ Some bases, such as Toronto, offer day time care for children up to 6 years old but no before/after school care, so families with children with both these different ages could need at least two providers in separate locations.¹³⁶ The last study in 2017 found that 67% of children are between the ages of 0-12, as per the figure below, meaning that they would require some kind of care if both parents are working.

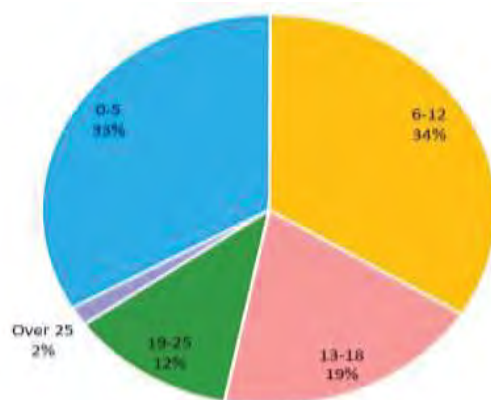


FIGURE 4.2 – Age of Dependent Children of all RegF Pers in Canada

Source: Manser, Demographics 2017, 39.

The most recent *Parameters 4 Practice* document, published in 2017, spoke about the MFRC’s “non-duplication of services,” explaining that when a CAF family needs a service that already exists within a community, it will not be duplicated by the MFRC.¹³⁷ “This is part of building community relations with other service providers who are serving families in the same

¹³⁵DND, *Childcare Status 2013...*, 14.

¹³⁶DND, “Toronto MFRC,” Last accessed 5 May 2020. <https://www.cafconnection.ca/Toronto/Children-Teens/Child-Care/Licensed-Daycare.aspx>

¹³⁷DND, *Parameters 4 Practice 2017...*, 15.

community.”¹³⁸ At first this seems like a sensible notion, however, in the author’s opinion it is difficult to determine exactly what is a service that cannot be duplicated by the community. Civilian day cares do not always understand the needs of the military community, and the military family needs of that location changes during the next Annual Posting Season (APS).

According to the 2009 CF Child Care Symposium, 57% of CAF families were unable to obtain childcare services from their MFRC, due to spaces already being filled.¹³⁹ On the other hand, some bases say they cannot fill their spots with military members. In 2013, approximately 78% of all MFRC operated licensed childcare spaces were military members whereas 22% were civilian (likely DND or MFRC employees though the data does not break this down into more detail).¹⁴⁰ Not all bases admit civilian applicants. For example the New Brunswick (NB) MFRC is only open to military members but Oromocto (where the main army training base is located also known as Base Gagetown) is also primarily a military town, making up 43% of the total municipal population.¹⁴¹ The reasons for admitting civilians are threefold: a level of stability both financially and for community relationship building; the ability to fill spots with civilian children on short notice in case of a military child’s posting, and finally; meeting provincial regulations for admittance which allows them receive financial viability through provincial grants.¹⁴² Certainly these reasons make fiscal sense and having children forge relationships with civilian families is also beneficial when it comes to building community. This could lead to difficulties, however, when new military families are posted in and there are no spots available due to civilian families who are unlikely to leave until the child outgrows the service.

Admittedly, it would be hard to ask civilian families to be on a 60 or 90-day notice to move day

¹³⁸*Ibid.*

¹³⁹DND, *CF Childcare Status 2013...*, 14.

¹⁴⁰*Ibid.*

¹⁴¹Manser, *State of Military Families in Canada...*, 15.

cares; however, this could be a clause in the initial agreement in order to ensure spaces are available to the MFRC's primary clientele and has been done before in some centres.

One of the most coveted services that is part of MFRC's mandated programming is "Casual care" for those who do not require or are unable to receive full time childcare. Although all bases with childcare facility are mandated to offer this service, the hours and spots available depend greatly on the needs of the community. In the National Capital Region (NCR - Ottawa), there is only one time per week; Toronto only offers it for children age 2-6 years old unless one of their regular care infants is absent that day and Kingston offers it only in the mornings.¹⁴³ In Gagetown at the NBMFRC, if there is availability, care can be provided for a few hours either in the morning or afternoon but only on one full day a week (Thursday); however, unlike some other bases they do have with spaces on two evenings a week.¹⁴⁴ Social workers employed by the MFRC can prioritise families which can be extremely helpful for those dealing with a crisis, consistently booking them in for a prescribed period, however, this is not widely advertised. Casual care is important, especially for military members coming off maternity and parental (MATA/PATA) as it enables the parent to prepare for the return to work, and provides the baby socializing opportunities before starting in a full time care program.¹⁴⁵ Some bases have even begun offering free evening childcare in order to allow their parents to attend special events at the centre— a recommended approach that will be discussed more later in this chapter.

¹⁴²*Ibid.*, 6.

¹⁴³DND, "Kingston MFRC," last accessed 5 May 2020, <https://www.cafconnection.ca/Kingston/Children-Teens/Child-Care/Casual-Child-Care.aspx>. The hours advertised in some of these locations do not coincide with personal anecdotes in the author's experience or when talking to others.

¹⁴⁴DND, "Gagetown MFRC" last accessed 5 May 2020, <https://www.cafconnection.ca/Gagetown/Children-Teens/Child-Care/Casual-Child-Care.aspx>

¹⁴⁵Author's experience and those around her on her third maternity leave.

Challenges

The same challenges that exist at private Canadian daycares are also prevalent at the MFRCs: insufficient caregivers, unsuitable infrastructure, provincial restrictions and funding.¹⁴⁶ Since 40% of military families rely on licensed commercial childcare and nationwide there are only spaces available for 28.9% of children, this leaves a gap for at least 25% of military families.¹⁴⁷ This varies by community however, with some better off than others. According to the 2011 study by MFSP, eleven communities have a higher percentage of spaces available than the national average, while 21 have less. The figure below demonstrates which percentage by base (with the name to the left of the % bar).

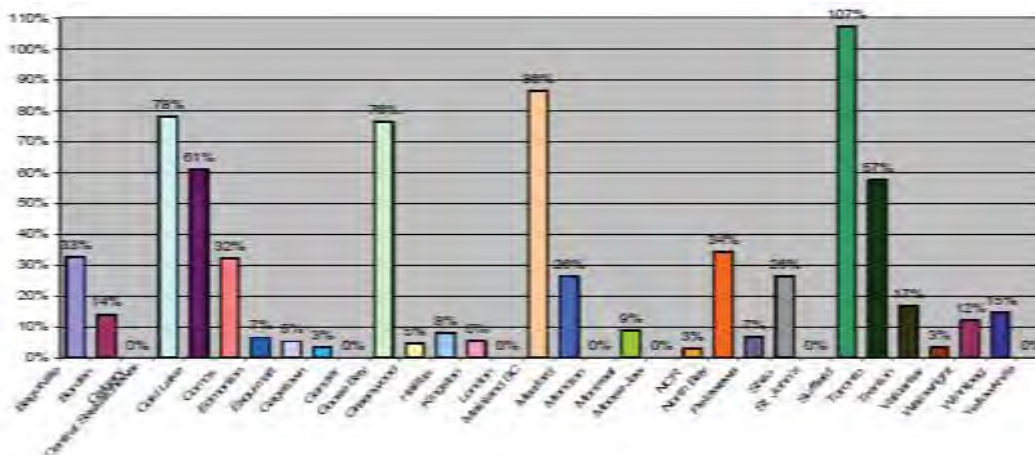


Figure 4.3 – Reg licensed spaces available on B/W/U as a % of total 0-5 yr population, Aug 2011

Source: *CF Child Care Status Update 2013...*, 17.

There are three main challenges when it comes to increasing childcare spaces, similar to those outlined in Chapter two: 83% of MFRCs report staff recruitment and retention difficulties,

¹⁴⁶DND, *CF Childcare Status 2013...*, 15.

¹⁴⁷M. Friendly *et al*, *ECEC in Canada 2016*, (Toronto: Childcare Resource and Research Unit (CRRU), 2016), 170. 28.9% availability nationwide for children between age 0-5 years divided by 40%= 75% of spaces available.

26% of MFRCs reported a lack of physical space/facilities with no feasible option to expand on the B/W/U and 13% was due to lack of funding.¹⁴⁸ While some provinces do provide subsidies, some of it may only cover additional support for infants and special needs children, which are often the highest in demand and necessitate more spaces overall. On a positive note, at a national level the number of spaces increased from 2009 to 2013 with approximately 3400 additional spaces.¹⁴⁹

Emergency childcare

According to the MFSP National policy, all military families are entitled to up to 96 hours of care per emergency, when unanticipated childcare costs are incurred under a few unique circumstances. The four most common reasons are: if required for essential health and well-being during the service member's absence, care for family when the primary or secondary caregiver is unable to assist when the member is required to report for duty on short notice, within three months after posting to secure essential necessities that have not already been covered through relocation benefits, and when a CAF member or any member of the family has been seriously ill or injured, or has died.¹⁵⁰ This service is a part of the mandated services, but what is actually provided varies by base and is approved at the discretion of the local MFRC ED.¹⁵¹ Some bases have a list of approved providers, who can either care for the children at their residence or that of the member; however, many others can only recommend you to existing agencies but cannot necessarily offer a trusted contact.¹⁵² This is problematic for those who have

¹⁴⁸DND, *CF Childcare status 2013...*, 15.

¹⁴⁹*Ibid.*, 16.

¹⁵⁰DND, "Emergency Childcare (ECC)," <https://www.cafconnection.ca/National/Programs-Services/For-Parents-and-Caregivers/Child-Care/Emergency-Child-Care.aspx>.

¹⁵¹*Ibid.*

¹⁵²*Ibid.* ECC Questions available on CAF Connection website, 20 October 2015. <https://www.cfmws.com/en/AboutUs/MFS/Working%20Groups/Pages/Childcare.aspx>.

not yet established themselves in the community due to a recent posting, for example. Overall, this is a great benefit, but is only used by a small percentage of CAF members (4.2% in 2016 which is an increase from 1.3% as of 2009) and only 68% said they were aware of this program.¹⁵³ Some bases additionally offer “Deployment childcare”; however, there are varying degrees of what is provided and due to the similarity of these last two programs there remains confusion about who can access which care.¹⁵⁴

Past and future improvements including the CMFP

The MFSP has been making significant efforts over the last 20 years to increase its services but not without its share of challenges. From 2010-2011, MFS analysed over thirty different strategies with several option variations to see what would be feasible to make improvements to the care given within the CAF.¹⁵⁵ The requirements were to be operationally responsive to the CAF, meet the tactical needs of the CAF personnel and the unique needs of 80% of CAF families. The program was to include infrastructure, services, standards, management, and resources and allow the tailored availability of licensed services. “The cost for this pan-CF childcare system was estimated at \$43M with a recurring annual cost of \$4M. Based on the cost, approval to proceed was not received.”¹⁵⁶ After significant analysis, the main recommendation given the funding allocated, was to focus more on “no to low cost CF Child Care Awareness Strategy vice a pan-CF child care system.”¹⁵⁷ Essentially, an information campaign – since 25% of families who rely on non-parental care were not aware of supports

¹⁵³Z. Wang and N. Aitken, DRDC, *Impacts of Military Lifestyle on Military Families* 2016, 72.

¹⁵⁴DND, Gagetown MFRC, <https://www.cafconnection.ca/Gagetown/Children-Teens/Child-Care/Casual-Child-Care.aspx>. As an example, deployment care is offered one Saturday per month for families whose member is away.

¹⁵⁵DND, *CF Childcare Status Update 2013...*, 29.

¹⁵⁶*Ibid.*

¹⁵⁷*Ibid*

available to them – rather than actually add a significant amount of services.¹⁵⁸ “Low-cost enhancements can be implemented to improve supports for child care in high needs areas (on-call back-up, new postings, infant care, afterhours care single parent / dual service couples, special needs care), efficiently mitigating existing child care service gaps.”¹⁵⁹ The idea was ensure that CAF families were at least able to access the same child care that the rest of Canadians can, acknowledging that there are systemic issues that all Canadians face.

What is unique to military families is the frequency of finding new childcare due to relocations, and the requirement to find these in advance of each move. Most MFRCs do hold information about the local community advertising babysitters, licensed daycares and other similar resources; however, they still do not have a one stop service that can assist members in finding specific child care and cannot even recommend one service over another. There has been a few pilot project “childcare search engines” over the years allowing members to input their family information and access childcare services in the community, but several flaws kept surfacing and in the end the projects were discarded.¹⁶⁰ Currently there is a link to the national childcare search engine sponsored by the not-for-profit Children’s Resource and Research Unit (CRRU), however it could be better advertised and it does not give any further guidance on trusted centers that have an understanding of military childcare needs.¹⁶¹

Future improvements regarding the MFSP will be covered under the Comprehensive Military Family Plan (CMFP) which was mandated by *SSE* under initiative 24.¹⁶² As mentioned, the overarching plan is still in draft, neither costed nor funded, however the *mapping and gaps*

¹⁵⁸*Ibid.*

¹⁵⁹*Ibid.*

¹⁶⁰*Ibid.*

¹⁶¹CRRU, *Finding Quality Childcare: A Guide for parents*, last accessed 6 May 2020, <https://findingqualitychildcare.ca/finding-child-care/harder-to-find-child-care/do-you-work-non-standard-hours>

¹⁶²DND, *SSE*..., 108.

analysis document published had four strategic goals: Awareness, Advocacy, Availability and Alignment. Although there are a number of service gaps highlighted and many relevant general recommendations, there is no specific military childcare assistance being addressed in the current plan from what the author could discern. However, given the success in opening MFRCs during COVID-19, perhaps the idea of federally-regulated childcare is not so far out of reach.

Today's Community Outreach

Community can have a large impact on providing support for members. While Chapter 2 touched on the evolving military family, it is important to acknowledge that the military community has evolved as well. Far fewer soldiers are living in military housing; for both Canada and the US, the number of those living off base is between 70 and 80%.¹⁶³ While some of the bases are primarily military towns, such as Gagetown (Town of Oromocto) or Petawawa, (where military members make up 54% of the town's population), other bases like Valcartier have a large military population that live off the base in a different town.¹⁶⁴ The NCR (Ottawa) has the highest population of military families but their MFRC is now geographically far from the main HQ at Carling, making it inconvenient for many.¹⁶⁵

¹⁶³Manser, *State of Military Families...*, 16. Brianna Keilar and Catherine Valentine, "More than a third of military families said they have no one to ask for a favor, survey finds," CNN Politics, 26 Feb 2020. https://www.cnn.com/2020/02/26/politics/homefront-military-family-isolation/index.html?fbclid=IwAR1QQ9AObT8eoupUwJtojZAYad05z-bQKJ982CSTRRSZ_w1Z2J6WreKNRe0.

¹⁶⁴Manser, *State of Military Families...*, 15.

¹⁶⁵*Ibid.*



Figure 4.4 – Most Populated Bases in Canada

Source: State of Military Families in Canada August 2018, 15.

This is a challenge for the MFRCs which may not be conveniently located to provide proper support for many families. This also means the “community feeling” may have decreased compared to when the majority lived on base.¹⁶⁶ An article from CNN describes a situation the US, that is not dissimilar to how many Canadian families might feel: “more than a third of military families said they have no one to ask for a favour.”¹⁶⁷ This poll found that military families ranked “isolation from family and friends” above the stress of “deployments.” One spouse gushed about the positive impact of having a former neighbour offer to watch her baby while she had a shower but finds this is the exception rather than the rule.¹⁶⁸ This is important for childcare because these connections could provide additional resources in an emergency situation and many feel like the onus is on them to establish their connections.¹⁶⁹ Social media can assist in some cases by bringing people together “virtually”, but can also isolate, as some feel

¹⁶⁶MFS, *A Family Guide to the Military Experience*, Ottawa: CFMWS DND Canada 2016, 20.

¹⁶⁷Keiler, “No one to ask a favour...” According to the tenth annual Military Family Lifestyle Survey, the most comprehensive of its kind

¹⁶⁸*Ibid.*

they do not need to go out and physically meet their neighbours. This same article encourages the unity between civilian and military communities so that civilian families might better understand the challenges that military families face which could in turn fill some of the gaps that the families require in terms of childcare.

In the interim, the responsibility of creating a community of support, lies mostly with the MFRCs on base, who organize activities to welcome families and introduce their services. The MFRC is a mandatory stop for all members for B/W/U in-clearance – even for those who do not have families– since MFRCs are trying to increase awareness and inclusiveness in all of their programs; however, unless it is stressed by the Chain of Command (CoC), all members may not feel the need to go. Although organized family day activities enrich the experience of those with children and help with developing community, they must be synchronized with a clear communication plan about the wider MFRC mission and services. A best practice that has been established by some COs is to host an information night for adults only (with childcare provided), either before a significant deployment or quarterly, where members can receive the Command team’s vision and calendar for the upcoming year and the MFRC can present the resources that they can provide. Servicemembers and families who received these briefs stated that they felt that their CoC really cared about them and felt better able to ask for resources when needed.¹⁷⁰ This also allows spouses to meet others within the unit and develop a better network to assist each other with occasional childcare in time of need. Hosting these evening events at the MFRC, strongly encourages a supportive community and allows children to be cared for in a nurturing environment.

¹⁶⁹*Ibid.*

¹⁷⁰ This is based on feedback from soldiers at 4 Engineer Support Regiment where these briefs were conducted bi-annually. This was also the feedback from spouses on Base Petawawa where the members were deploying on relatively short notice.

Although most units assign a uniform “sponsor” to someone newly posted in, this person cannot always speak to the community arrangements that families require. The RCAF in conjunction with their main MFRCs developed an initiative known as the “RCAF sponsorship program” which pairs up a civilian volunteer with a family prior to their incoming posting.¹⁷¹ The sponsor can then assist the member and the spouse with important items such as the establishment of childcare in the new location. Further research would be need to determine if this should be continued and used by other organizations as the current set up received mixed reviews.¹⁷²

Chapter 4 gave a detailed overview of the MFSP and all the work that is put into supporting CAF families. There is certainly no shortage of challenges borne by the MFRCs who manage regular and emergency care; however, significant efforts have been made to survey the families and use this feedback to better the programs. Understanding that CMFP is still a work in progress, it would be beneficial to highlight some of the recommended improvements which should be specifically to improving childcare programs and access. Finally, the importance of community as it relates to the military childcare support framework cannot be understated with the CoC’s support being essential, just as it will be for the implementation of compensation and benefits in Chapter 5.

¹⁷¹MFSP, *RCAF sponsorship program: MFRC Program and Guidelines*, 2019.

¹⁷²Personal correspondence with those who dealt with this program.

CHAPTER 5

COMPENSATION AND BENEFITS ANALYSIS

Family support through MFSP can help in many ways as outlined above; however, there is a requirement for direct support from the CoC with effective policies to back them up, in order to improve operational readiness, in accordance with *DAOD 5023-0, Universality of Service and 5009-0 Personnel Readiness*.¹⁷³ While UoS was referenced already in the introduction, the term “readiness” is defined as “the state of being appropriately prepared to meet specified personal, professional and operational demands.”¹⁷⁴ One part of demonstrating this “readiness” is through the confirmation of various administrative processes which include various familial checklists and forms such as Family Care Plan (FCP), which will be discussed in this chapter beginning with *DAOD 5044-1, Families*.¹⁷⁵ This will be followed by a general review of the Compensation and Benefits Instructions (*CBI*), including relevant points from the Audit completed in 2015 by ADM(RS) and most specifically the author’s recommendations regarding *CBI 209.335 Family Care Assistance (FCA)*. It will then review relocation entitlements as they relate to dependant care, leave entitlements, and other benefits that could be perceived as family support.

DAOD 5044-1, Families and the Family Care Plan

DAOD 5044-1 acknowledges that “CAF members must remain mobile and deployable to meet the exigencies of the CAF and to enhance training and experience. This may create profound disruption for the families of CAF members.”¹⁷⁶ This order reinforces the CAF’s

¹⁷³DND, *DAOD 5023-0, Universality of Service and 5009-0 Personnel Readiness*. Date of Issue 24 April 2017. <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/5000-series/5009/5009-0-personnel-readiness.html>

¹⁷⁴*Ibid.*

¹⁷⁵MFS, *A Family Guide...*, 72.

¹⁷⁶DND, *DAOD 5044-1 Families*, <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/5000-series/5044/5044-1-families.html>

commitment to provide services for well-being; assist in reducing the impact created by frequent postings; and take measures to reduce the impact of long and frequent periods of family separation.¹⁷⁷ It outlines the “family network”, as seen in Figure 3.1 and is the source reference for the much talked about Family Care Plan (FCP).¹⁷⁸ This form (DND 2886) is required to be filled out by the CAF member to

assist members with planning for family care needs in the event of an absence for duty reasons; and apprise commanding officers (COs) of potential difficulties regarding family care needs that may be encountered by some members in the event of an absence for duty reasons.¹⁷⁹

Filling out the names on this form, however, does not guarantee that this support will be available when needed, since many CAF members are posted away from their support networks. Most FCPs would require extended family to travel to the member’s home, which might take a few days to arrange and also requires out of pocket expenses.¹⁸⁰ Some bases have a truly robust emergency/respite care program as mentioned in last chapter, where community members screened by the MFRC are able to be a care provider for a short period (a few days) before the FCP is able to be used, or they make use of a contracted care program; however, this is the exception rather than the rule.

Compensation and Benefits- General

The next section focuses on the basic overview of compensation and benefits that CAF members are entitled to, which could assist in conjunction with or instead of the MFRC. DND is responsible for administering compensation and benefits for RegF and ResF members and within

¹⁷⁷*Ibid.*

¹⁷⁸DND 2886, *FCP Declaration* is available at either a Unit orderly room or local MFRC.

¹⁷⁹DND, *DAOD 5044-1...*

¹⁸⁰DND, *DAOD 5044-1 Families...*

the CAF it is Chief Military Personnel (CMP) who develops strategies, policies and programs “that foster and maintain military careers as honourable and desirable.”¹⁸¹ None of this is possible without approval by the Treasury Board (TB) of Canada who establishes rates and conditions pay, and approves policies that bear a financial cost, in accordance with the *National Defence Act*.¹⁸²

In December 2015, the Assistant DM of Review Services (ADM(RS)) published the *Audit of Military Compensation and Benefits*, giving this overall assessment: “CMP could increase the effectiveness of the administration of military compensation and benefits by clarifying their policy instruments, improve their communication, assess and monitor their risks and improve and update the training required to perform pay duties.”¹⁸³ The objective of the audit was to “assess whether CMP governance and risk management structures are effective in managing compensation and benefits and that the control framework ensures all CAF members receive their entitled remuneration.”¹⁸⁴ Yet from 2012-2014, “CMP reported systemic errors related to six benefits affecting approximately 22,500 members including overpayments of benefits totalling approximately 5.3 million”. Though the Family Care Assistance policy was not specifically examined, the issues reviewed likely demonstrate similar confusion amongst other policies. These types of issues, according to the Military Grievance External Review Committee (MGERC), “continue to affect morale and cause frustration and financial hardship.”¹⁸⁵

¹⁸¹DND, *ADM(RS) Audit of benefits...iii/iv*.

¹⁸²*Ibid.*

¹⁸³*Ibid.*

¹⁸⁴*Ibid.*

¹⁸⁵*Ibid.*

Compensation Benefits Instruction (CBI) 209.335 FCA Policy

The Family Care Assistance (FCA) is a financial policy, introduced in the year 2000, designed to assist families with the additional costs of childcare when either the single service member parent is deployed, or military service couples (MSC) who are deployed at the same time, both with dependants under 18 (or a special needs dependant over 18 who requires care).¹⁸⁶ The FCA is helpful, and arguably better than compensation provided in the private sector. Unfortunately, the policy has been misinterpreted dozens of times and many orderly rooms (OR)s at B/W/Us often find the policy and accompanying form (DND 2269) unclear, making it insufficient to cover the actual costs for parents leaving their children, typically in last minute situations.¹⁸⁷ The following issues will be examined surrounding the FCA policy under five sub headings: General policy outline and geographical restrictions precluding care; Modernization and interpretation of the policy; inaccessible commercial care; inadequate compensation for non-commercial caregivers; and; inability to qualify for those who have children 18 years or older still living at home.

General policy outline and geographical restrictions

To better understand the policy, the conditions that must be met will be explained and that will lead into the geographical restrictions. To be clear, when addressing the FCA policy, the member that qualifies is either a single serving member who does not have a spouse, or one who has a spouse who is also absent for service reasons (either on imposed restriction living in

¹⁸⁶DND, *CBI 209.335. Family Care Assistance*. Ottawa: National Defence, 2017. Last accessed 05 May 2020. <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/compensation-benefits-instructions/chapter-209-transportation-expenses.html#sec-209-335>

¹⁸⁷Capt M. Laberge, *Briefing Note (BN) for the DCBA CBI 209.335 FCA Policy Update*, Prepared 1 June 2018.

another location or is also absent for service reasons).¹⁸⁸ Only one member can make the claim for assistance. The spouse cannot qualify if they are a public servant even though they use the same *National Joint Council Travel Directive (NJCTD)*.¹⁸⁹ The member(s) can be reimbursed when “for service reasons, is absent from their place of duty for a period of 24 hours or more” as per 209.335(3) or as per 209.335(4) “while on military training or military exercise at their place of duty, is absent from their family home for a period of 24 hours or more.”¹⁹⁰ For members posted to training bases this causes a number of issues because most courses run late into the evening with training or group work, meaning they would still require additional childcare for the evenings and are not compensated according the policy wording. At the most basic courses, members could be “ordered” into the base accommodations, in which case orderly rooms would process an FCA claim if submitted, since the member did not have a choice to sleep at their home. More commonly, a room key is supplied for all course personnel giving the member the option of where to sleep overnight; however, by not including a specific “order” in the course message, the member cannot make use of the FCA benefit.¹⁹¹ This is a surprisingly common issue and on Base Gagetown, this happened to both the author and one of her soldiers- a single mother who had to defer a career course and promotion by a full year because she could not afford pay for additional care for her children during that time. For the author, she was fortunate to have grandparents who were able to travel to stay with her and her service spouse to take care of their two young children for the evenings during a demanding month-long course.¹⁹² This additional care, however, could not be reimbursed, since they were not “ordered” into the

¹⁸⁸DND, *CBI 209.335 FCA...*

¹⁸⁹Canada, *National Joint Council Travel Directive*, Last accessed 5 May 2020, https://www.njc-cnm.gc.ca/s24/s27/d82/en?fbclid=IwAR3nrcnTPuIvjNE0-87jk5N3cGJ-Oqj2v1eEWaN_KnWaGC8sulr0EMtvtY

¹⁹⁰DND, *CBI 209.335...*

¹⁹¹DND, *DCBA CAF FAQ website*

¹⁹²During this course their 21 month and 3-year-old attended a daycare from 0730-1630 but required care in the evenings and overnight since the course schedule extended until 2000hrs each night plus group homework.

accommodations despite having been allocated a room. Although these grandparents love to care for their grandchildren, they did incur the expenses of a 6-hour journey each way and had to pay home maintenance expenses at their home while away for a month before winter. Fortunately, in the rank of Major, both the author and spouse were in a position to reimburse these costs out of pocket for their parents. Others at lower pay grades are not always so fortunate. In the case of the other soldier mentioned above, her mother was not able to come and care for the kids because she would have needed to take leave without pay from her job, which wasn't financially viable. The alternative was to ask to do the course "out of area," which would allow her to receive the full FCA benefit as well as Temporary Duty (TD) Assistance during that time. From there, the member could make up the pay her own mother was losing from a leave of absence from work. This request to go on TD to attend the course was denied by her CM at the time. She was left with little choice but to defer the course a year, which slowed her promotion. The following year she was accepted to do the course "out of area" which meant she not only received the full FCA benefit but also full TD (an additional \$100/day for approximately 60 days).¹⁹³ She completed the course as the Top Candidate and remains an inspiration, but also a reminder of how difficult it is as single parent in the CAF.

Modernization and interpretation of the Policy

Suggestions to modernize this policy go back at least as far as 2006, in Vigneau's paper.¹⁹⁴ In 2018 after much discussion at a National level, recommendations were compiled with feedback from across the CAF in a DWAO working group. This feedback was then sent to the DWAO Champion (Rear Admiral Bennett) in a Briefing Note (BN) in coordination with

¹⁹³Canada, *NJCTD*, Last accessed 5 May 2020, <https://www.njc-cnm.gc.ca/s3/en>.

¹⁹⁴Vigneau, "Improving Gender Integration...", 47.

Directorate of Human Rights and Diversity (DHRD) 3 Employment Equity (under CMP).¹⁹⁵ This issue was presented to CMP himself (Vice-Admiral Haydn Edmundson) during a visit on JCSP in September 2019 to request an update, and although it did not appear to be a current issue at his level, he did promise to take the matter back to his team and reported in February that amendments were being suggested. Director Compensation Benefits Allowances (DCBA) communicated that a proposal had been set up to TB but could not share what the possible amendments were.¹⁹⁶ These feedback loops highlight the fact that members are trying to make senior leadership aware of the issues, but if there is progress being made, it is not being communicated effectively either through the regular CoC or the DWAO.

One of the major sources of frustration brought forward in the DWAO working group was the different interpretations of the policy. 109 CAF members who would qualify for the benefit were polled, and 46% of them had never heard of FCA.¹⁹⁷ Members also found that many ORs processed the claims differently and required several different types of documentation to support the claim. This led to delays in processing claims, causing financial hardships for members and increased workload for OR staff.¹⁹⁸ While the overall policy is approved by TB, clarifications are dealt with at the DCBA level. Questions are compiled at the base level by a representative who then sends them higher to DCBA for adjudication or clarification, but only the most commonly asked questions are updated on the FAQ website.¹⁹⁹ The BN that was sent higher, outlined a number of the major issues and highlighted some individual circumstances. Single parents in particular have been further disadvantaged with varying interpretations

¹⁹⁵Laberge, *BN FCA Policy Update...*

¹⁹⁶Personal email correspondence with both CMP actual, his staff and DCBA, 2019-2020.

¹⁹⁷Laberge, *BN FCA Policy Update...*, 1.

¹⁹⁸*Ibid.*

¹⁹⁹DND, Military Personnel Command, Benefits, DCBA FAQ for FCA Policy under Travel and TD. <http://cmp-cpm.mil.ca/en/benefits/benefits-generic.page>

regarding custody agreement or if custody paperwork is not available for a number of valid reasons.²⁰⁰

Inaccessible commercial care

The next issue within the policy is the stipulation on “commercial care” versus “non-commercial” care, causing inadequate compensation for the latter. For those fortunate enough to have family or friends care for the children, the compensation is \$35/day and does not account for how many children, whether they have special needs or travel costs. If children are in “commercial care,” parents can claim \$75/day in addition to the current costs (regular costs are still at the member’s expense).²⁰¹ For children to stay overnight at a “commercial care” centre on most bases, means it must be a licensed home day care, as it is extremely rare to find a commercial provider that will allow children to stay overnight. There are no MFRCs currently with this capacity and very few civilian options. For after-school care or additional daycare from 4pm-7am the following day, that is an extra 15 hours. With \$75/day for one child, that means paying the provider \$5/hr no matter how many children need to be cared for and whether they have any special needs. This clearly reduces the financial incentive for commercial providers and military members have to make up the difference in order to receive quality care.

On a positive note the policy does allow for the maximum reimbursement (\$75/day) if the member has less than 24 hours’ notice to deploy on anything except training for a period for 14 days. This at least can provide some additional compensation during a stressful time such as the last minute deployments which can be common for some units.²⁰²

²⁰⁰*Ibid.*, 2.

²⁰¹DND, CBI 209.335, FCA policy...

Inadequate compensation for “non-commercial care”

For those who have planned ahead and have hired a live-in caregiver such as a nanny, or extended family to be able to help with unpredictable situations; the policy strictly forbids payment for someone who normally resides with you—but this does not negate the need to compensate them for their extra work. Nannies have a limit to the hours they are allowed to work and once they are over 44 hours a week they are being paid overtime, which in this policy would not be covered.²⁰³ In 2017, an email was sent as “clarification” to all orderly rooms on bases which actually further restricted families from being compensated, by restricting the wording of who can qualify as a caregiver.²⁰⁴

For those family members who need to travel to care for a member’s children, these expenses are not covered. The BN recommended some type of travel compensation should be offered as part of the FCA for extended family members who are often travelling farther distances to help provide childcare.

Age limit

The final point for discussion on this policy is regarding families who have children 18 years of age still living at home with the following extract from the policy:

209.335(7) (Limitation to entitlement) A member is not entitled to be reimbursed for dependant care services if a person who is 18 years of age or older is normally resident with the member, unless that person

- a. suffers from a physical or mental disability and is incapable of providing dependant care; or
- b. provides dependant care services as a regular source of income.²⁰⁵

²⁰²DND, CBI 209.335, para 9.

²⁰³Canada, “Part III of Labour Code,” last accessed 5 May 2020, <https://www.canada.ca/en/employment-social-development/services/labour-standards/reports/code-summary-3.html>

²⁰⁴Canada, Email R 02 1706Z Oct 17 – FCA “clarification” DCBA 3 005/17.

²⁰⁵DND, CBI 209.335...

This is problematic because families are not compensated for the younger kids that require extra care within the family, if they also have an 18-year-old at home. The assumption is that the 18-year-old can provide care for the rest of the family, but this is not taking into account if they are a student; have a full time employment (other than dependant care services as stipulated in para 7b); simply cannot or do not want to.

One of the testimonials provided as part of the DWAO BN sent higher to CMP, spoke of a very sad series of events where a single mother service member was not entitled to this benefit despite having prepared in advance by hiring a nanny so she could complete her career course.²⁰⁶ She then felt forced to put her 18-year-old in charge of her special needs 10-year-old. The 18-year-old in turn fell off the honour roll at school, the younger child's quality of life deteriorated drastically, causing someone from the unit to report her for child neglect, and she had to be removed from course and returned home.²⁰⁷ Even more startling, is that up until the year 2002, the eligible age was only 16, meaning that any 16-year-old in the house would be responsible for the sole care of the other children in their house if the service member is absent.²⁰⁸ Thankfully, the age has been raised however an additional clause allowing some flexibility would greatly improve this matter for those affected.

For the amount of detail required to analyse all parts of this policy, one certainly needs to have a very astute OR and also must be fully versed in the policy themselves. If the CAF is trying to recruit today's workers this policy needs some serious revitalization.

²⁰⁶Laberge, *BN FCA...*, 8.

²⁰⁷Canada, *FCA BN ...*, 8. In one case, a divorced military couple who had shared custody of their son were not able to claim FCA despite the fact that they were both deployed because one had a live-in civilian girlfriend who was expected to take care of the child despite not having a common-law agreement and also have out of area work obligations.

Relocation benefits relating to childcare

Moving is a stressful yet frequent experience for CAF members, and this usually brings the challenge of finding new childcare. Benefits as they relate to childcare surrounding a relocation include the House hunting Trip (HHT) or Destination Inspection trip (DIT), for those planning to rent or already have a home in location and the interim lodging, meals and miscellaneous (ILM&M), which includes the day of packing at origin, loading and clean with the opposite at destination.²⁰⁹ For each instance except DIT, there is a policy where childcare is covered at the same rate as FCA (\$35/day for non-commercial care and \$75/day for commercial care) for the duration of the HHT, pack and unpack.²¹⁰ The wording of the “commercial care” category however is slightly less restrictive than the FCA but equally confusing, as it includes “a bonded sitter provided by a company in the business of providing dependant care services.”²¹¹ The FCA states that it must be “a commercial enterprise that is in the business of providing dependant care services,” these should be standardized and a study as to the commonality of “bonded sitters.”²¹² In the case of childcare during the HHT, “travel” is covered but not clearly defined: it is either an airline ticket or gas receipts (provided its less than the cost of what the child’s travel would have been), not mileage like most other forms of travel in the military.²¹³

There are challenges with receiving care at the MFRCs if the children do accompany the member on HHT or even during ILM&M. As mentioned in Chapter 4, many bases only offer a

²⁰⁸Canada, *NJCTD...*

²⁰⁹DND, *CAF Integrated Relocation Program Directive*, Director General Compensation Benefits (DGCB), effective 19 April 2018, <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/relocation-directive/2018.html>, 46.

²¹⁰*Ibid.*

²¹¹*Ibid.*

²¹²DND, CBI

²¹³Personal experience during last relocation, travel was indicated as gas receipts only after claims were submitted by the relocation specialist. Author has been unable to find the reference.

few hours at a time which makes it difficult to complete the tasks associated with a move.²¹⁴ The rate of commercial care is, again based on market prices. Care at Toronto MFRC is \$50 per child/ per day (although the entitlement is capped at \$75) and they do not accept children above the age of six.²¹⁵ If additional days are required for the ILM&M (such as additional unpack days) they are not eligible for reimbursements even if this is outside member's control, without going to DCBA for adjudication.

For the DIT, there is no entitlement for anyone other than the member or spouse (but not both) except if one is deployed in the case of a MSC or single parent.²¹⁶ In this current pandemic many people are unable to conduct a HHT, and so will end up doing a DIT instead, with no additional allowance for childcare or benefits for the family. Arguably, some of these items could be grieved at a higher level, but given the amount of administration already having to be completed for the move this is just one more task that is often not attainable. Given the amount of stress already placed on families during a move with having to dispose of their residence and secure a new location, change schools, health care professionals, caregivers, starting a new job, create new social networks, removing or improving some of these additional childcare stipulations would help alleviate some stress.

Leave entitlements

One of CAF's attractions for many people is the generous leave policy for its members. Upon enrollment servicemembers are automatically granted 20 days of annual leave to use as

²¹⁴CAF Connection, *MFRC Gagetown website, MFRC Ottawa website...*

²¹⁵CAF Connection, *MFRC Toronto website...*

²¹⁶DND, *CAF Integrated Relocation...*, 52.

vacation time during the fiscal calendar year (1 April to 31 March).²¹⁷ After five years of service they are given five more days for a total of 25 days per year. The Federal statutory holidays are generally respected as leave days unless operational requirements or exercise precludes this.²¹⁸ When possible, the day worked is given back as a “short leave” day which the CO of a B/W/U can approve two per month, though this varies by unit.²¹⁹ Shift workers are to be given the equivalent time off as per the leave manual even if their schedule varies. There are also a few other types of leave that could be used for familial reasons such as compassionate leave in an emergency or death of family member or community days which would be appropriate if volunteering for children’s activities. Both of these leave types are capped at 14 days except in rare circumstances.²²⁰ While it may seem there is a number of different leave types that can be used overall, what is lacking is a type of leave that could give parents some flexibility when raising a young family. Vigneau’s paper notes that CAF members often work 45-hour work weeks and report feeling they have trouble managing work-life balance while balancing families.²²¹

The closest policy that exists for longer periods is *Leave Without Pay (LWOP)* which allows “members the opportunity to remain in the CAF during periods when no service is rendered.” Table 5.1 outlines the four instances where this can be approved. The most common case of LWOP is the first and second example (maternity and parental (MATA/PATA)), with a financial “top up” in pay which is relatively generous compared to some countries and the private sector. MATA is approved for 3 months following a birth and PATA can be approved for

²¹⁷DND. *Leave Manual*. Ottawa: National Defence, 24 June 2019. <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/leave-policy-manual.html>, 29.

²¹⁸*Ibid.*, 26.

²¹⁹*Ibid.*, 23.

²²⁰*Ibid.*, 42.

²²¹Vigneau, *Improving Gender integration...*, 39.

up to 9 months for either parent or can be shared for the same amount.²²² There remains a stigma in some trades about taking parental, particularly for men. The second case where LWOP can be approved is for the extended 6 months of MATA/PATA approved by the GoC in 2018. This is arguably another solution to the childcare challenge; however, some may feel that this is too long a period to be off work since their positions are often not filled when the member goes on MATA/PATA and they may start to miss certain career courses or opportunities.²²³ Additionally, the 12 month pay and benefits for parental are stretched out over a 18 month period, so while some costs will be saved in childcare, some families may not feel this is fiscally the right choice. The comment from an article in *Chatelaine* criticizing this policy is in line with much of what has been commented on by other organizations: “Fix day care the right way: by creating more spots and by subsidizing costs for day cares and families.”²²⁴

²²²DND, *Leave Manual...*, 70.

²²³*Ibid.*, 67.

²²⁴H. Cleland, “Why I think 18 Months of maternity leave is actually pretty useless.” *Chatelaine*. Last modified 31 March 2017. <https://www.chatelaine.com/opinion/18-months-maternity-leave/>

Table 5.1 - Approving authorities for granting LWOP

8.1.04 The table below summarizes the approving authorities for granting LWOP:

Approving authority

Amended 24 Jun 19

IF LWOP is intended for the purpose of ...	THEN it may be granted to...	BY the...
Maternity Leave or Parental Leave	Regular Force members or Reserve Force members on Class "B" or "C" Reserve Service (Refer to paragraph 8.2.01 for guidance if situation is Class "A" service)	CO in accordance with: <ul style="list-style-type: none"> • <u>QR&O 16.26</u>, <i>Maternity Leave</i>; • <u>QR&O 16.27</u>, <i>Parental Leave</i>; and/or • <u>DAOD 5001-2</u>, <i>Maternity and Parental Benefits</i>
Personal Reasons for parental purposes.	Regular Force members or Reserve Force members on Class "B" or "C" Reserve Service (Refer to paragraph 8.2.01 for guidance if situation is Class "A" service)	CO for up to 26 weeks for members requesting the extended parental benefits option offered in the <i>Employment Insurance Act</i> in conjunction with <u>QR&O 16.27</u> , <i>Parental Leave</i>
Spousal Accompaniment (see Note 1)	Members of a CF service couple to accompany their spouses on posting	Director General Military Careers (DGMC) for a maximum of 4 cumulative years at any one time.
On Enrolment	Enrollees to the Regular Force	<ul style="list-style-type: none"> • CO of a CF Recruiting Unit for a period of up to 21 days; or • Commander of the Canadian Forces Recruiting Group (CFRG) for a period in excess of 21 days.
Academic, Technical or Subsidized Training, or Personal Reasons	Regular Force members	<ul style="list-style-type: none"> • CO for up to 14 days; • OCC for up to 30 days, including the LWOP already granted by the CO; and • DGMC for applications in excess of 30 days. Applications must be submitted with a recommendation from the CO and OCC.
<p>Note:</p> <p>1. Members granted LWOP for spousal accompaniment with a service spouse shall be posted to UIC 9917 with a secondary UIC of the unit supporting the member during the period of LWOP.</p>		

Source: DND, *Leave Manual...*, 67-68.

The third reason LWOP can be granted is for *spousal accompaniment*, used most commonly for MSC who are deployed outside Canada where there is a position for only one member. Statistics of how many are approved are limited, but there are instances of these cases being denied, which means losing a highly trained and talented and should be avoided at all costs.²²⁵ Recently, the CAF has introduced the "Service Spouse Employment Pilot" which allows further opportunities for the member to work while overseas, however the details are beyond the scope of this paper.²²⁶

²²⁵DND, *Leave manual...*, 68.

²²⁶Personal correspondence.

The main gap that still exists is a LWOP type benefit to cover a child care emergency or gap in care which would fall into the fourth example in the above table. Once the decision is made to come off parental, one cannot easily go back on it unless it was for operational reasons such as a key course or deployment. Data analysis of how much this leave is being requested, approved or denied would be helpful in gathering information as to better shape policy. The leave manual could use a refresh in order to fully compensate members for their service and allow more flexibility during key moments in the family journey.

Other benefits and flexible work arrangements

One could argue that some of the financial benefits are already in place to assist personnel with familial matters, such as “Environmental Allowances” or “Special Allowances”.²²⁷ Using land duty allowance (LDA) as an example, it is “the financial compensation paid for the performance of assigned duties where there is a continual and substantial exposure to environmental conditions associated with field operations.”²²⁸ The sea and air allowances having a similar goal. These benefits are paid regardless of family status and are a financial incentive to do some of these unpredictable and often dangerous jobs (in the case of Explosive Ordnance Disposal operator for example).

There are several other “special allowances” which will not be outlined in detail but one that is highly contentious is the Post-living differential (PLD) which provides subsidy for those living in higher-cost markets. The purpose of the PLD is to “reduce the adverse financial impact on military members and their families when posted to a PLD area with a cost of living (COL)

²²⁷DND, *CBI*, last accessed 05 May 2020. <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/compensation-benefits-instructions/chapter-205-allowances-for-officers-and-non-commissioned-members.html#sec-45>

²²⁸*Ibid.*

above the national average...PLD rates are taxable and are set annually based on a TB-approved methodology.”²²⁹ The COL includes shelter costs, goods and services, transportation and taxation and childcare; however childcare (in the category of “Domestic service and childcare”) as of 2001, was only given a weighting factor of 3.53%, while other non-essential items have higher weight such as 4.44% for tobacco, 3.46% for alcohol .²³⁰ The last time the PLD was amended was in 2008, which was actually to remove PLD from everyone posted to Ottawa setting that city as a baseline.²³¹ Arguably for the 20,010 total RegF members that are posted there it would be quite costly to provide PLD; however, service members at lower rank levels are severely disadvantaged to find housing and also to afford childcare, given that the housing market alone has increased by 14% over the last year in Ottawa, where the majority of our servicemembers are posted.²³² This sparked widespread frustration and even a public letter from the Ombudsmen to the CDS in 2015 to update the benefit; however, there is also concern that the benefit may be taken away all together and to this date it has not changed.²³³ There are also several cities in the province of Quebec, which receive PLD and also have a much lower cost of daycare due to the government subsidy. The bottom line is; most benefits are in place for a specific purpose. Though they might be able to assist with some familial care, that is not their primary purpose.

²²⁹DND, *CBI 205.45- PLD*, last accessed 05 May 2020. <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/compensation-benefits-instructions/chapter-205-allowances-for-officers-and-non-commissioned-members.html#sec-45>

²³⁰Dooley-Tremblay, “An Opportunity to Lead...” 21.

²³¹DND, *Military Housing Rent Adjustments*, <https://www.canada.ca/en/department-national-defence/services/benefits-military/military-housing/rent.html>

²³²Agent in Ottawa, “Ottawa Real Estate Market Updates 2020,” last accessed 6 March 2020. <https://www.agentinottawa.com/stats/>

²³³DND, “Letter to CDS Requesting update on PLD,” last modified 31 Jul 2015, <http://www.ombudsman.forces.gc.ca/en/ombudsman-news-events-media-letters/letter-to-cds-requesting-update-on-pld-31-july-2015.page>

COVID-19 has likely caused many employers including the CAF to take a greater look at their teleworking arrangements. Up until now there has not been an officially communicated policy for the CAF but is managed in extremely rare cases. An article in the 2018 *Maple Leaf* however seemed to indicate that this could be commonplace at least towards civilians, CAF members were to refer questions “to their chain of command.”²³⁴ Although many compassionate leaders currently are flexible with their servicemembers allowing them to work from home if a child is sick for example, firm policies would allow better standardization.²³⁵

The ability to switch from ResF to RegF and back again is another initiative known as the “Adaptive Career Path” (ACP) that could greatly help those with children. It is currently being worked on with no clear update as to when the full details will be available.²³⁶

The policy review provided above on childcare support, personal readiness and UoS, shows that the compensation and benefits framework can still be improved to operationalize the military childcare support system. It is these policies that the CoC will use to help support their members in times of need. The MND said in 2018 after the *Seamless Canada* meeting that:

The wellbeing of the women and men of our Canadian Armed Forces and their families is my priority. Relocations can be a difficult experience for members and their families, and we are committed to resolving issues and easing that burden.²³⁷

Until some of these benefits and policies are reviewed more thoroughly, families and service members will continue to unnecessary stress when finding care for their children. This

²³⁴DND, “Embracing modern workplace solutions at the DND,” The Maple Leaf, last modified 25 Apr 2018, <https://ml-fd.caf-fac.ca/en/2018/03/11270>

²³⁵Personal experience with some leaders who are understanding and allow flexibility, meaning members often work harder for the CoC in the future. Less understanding cause frustration and possible release.

²³⁶Personal correspondence.

applies not just to relocations, but for all aspects of their service, which in turn affects members' readiness and retention.

²³⁷Harjit S. Sajjan, "National Defence advances the Seamless Canada initiative...."

CHAPTER 6

COMPARISON TO ALLIES AND PRIVATE SECTOR

This chapter will compare the military childcare support framework with two of Canada's major allies and give a brief overview of services provided in the private sector. These have been studied before by MFSP and presumably are used to guide some of the CAF's policies however studies should continue to be done either to reinforce the CAF's success, or provide best practices that could be developed in the future. The first section will review the US DoD as the most obvious start point due to their similar cultural background and proximity to Canada, followed by another strong ally, the Australia Defence Force (ADF). Surprisingly, other first responder vocations do not offer much in terms of benefits for childcare or family support, although there are some civilian companies who recognize this as a priority in order to become an employer of choice.²³⁸

The United States Department of Defence (US DoD)

The US and Canada share the longest international border in the world and work together closely on multiple levels, particularly regarding defence arrangements.²³⁹ "The United States and Canada share North Atlantic Treaty Organization (NATO) mutual security commitments, and U.S. and Canadian military forces cooperate on continental defence within the framework of the binational North American Aerospace Defence Command (NORAD)."²⁴⁰ As Canada's primary ally it makes sense to compare what the US DoD offers for family support since their childcare is

²³⁸Many first responders share similar challenges to the CAF with the exception of the frequent postings and deployments. Paramedics, RCMP and most police forces surprisingly do not have any additional childcare benefits or a comprehensive support system and many rely on family or alternating shifts to care for their children.

²³⁹USA, "U.S. Relations with Canada," last modified 8 July 2019, <https://www.state.gov/u-s-relations-with-canada/>.

²⁴⁰*Ibid.*

actually a model for civilian childcare within the country.²⁴¹ “The U.S. military child care system is the largest employer-sponsored child care system in the nation, widely recognized for providing high-quality care.”²⁴² There are, of course, a number of key differences to keep in mind throughout this section. The DoD in the US is much larger than DND, 20 times the size in fact. The US military has over 1.4 million active duty personnel compared to 68,000 Canadian RegF personnel.²⁴³ Their ResF and National Guard are 1.1 million compared to Canada’s 25,000 with no National Guard component.²⁴⁴ DoD’s budget is also significantly larger than DND, meaning there are certainly more resources and better ability to commission more research. It comes as no surprise then, that there is much more data on demographics and various subjects surrounding US military families than the CAF, even in those publications not sponsored by DoD. In 2013 a prominent journal “The Future of Children” published jointly by Princeton University and the Brookings Institute focused a special edition on Military families including articles examining their demographics, economic conditions, a focus on birth to five years old and child care among others.²⁴⁵ When describing childcare the first line of one article states that “The U.S. military has come to realize that providing reliable, high-quality child care for service members’ children is a key component of combat readiness” demonstrating the importance of the issue for the DoD.²⁴⁶ For that reason they sponsor child development centres (CDCs) similar to Canada’s MFRCs, Family Child Care (FCC)s and other programs seen in Table 6.1 on the next page.

²⁴¹Major Latosha Floyd and Deborah A. Phillips. "Child Care and Other Support Programs." *The Future of Children* 23, no. 2 (2013): 79-97. www.jstor.org/stable/23595621.

²⁴²RAND, *Options for improving...*, 1.

²⁴³K. Amadeo, “DoD and its effect on the Economy,” *The Balance*, 13 Feb 2020, <https://www.thebalance.com/departments-of-defense-what-it-does-and-its-impact-3305982>.

²⁴⁴*Ibid.* DND, *SSE...*, 13.

²⁴⁵Floyd, “Childcare...”

²⁴⁶Floyd, “Childcare...,” 79.

Family has become a lot more important due to the change in demographics of the US military, since the advent of the all-volunteer force in the 1970s.²⁴⁷ Back then most service members were male; they would complete approximately ten years of service and then release to the civilian force to start their families. Today, the number of women has increased to 14.5%, at least 44% of military members have dependant children (under the age of 22) and the military family members outnumber the service members by 1.4 to 1.²⁴⁸

Table 6.1 – Primary DoD Subsidized Child Care programs

Program	Setting	Purpose
Child-Development Center	On-installation child-care centers certified, inspected, and operated by the DOD and the services.	Provides high-quality full-time or part-time child care.
Family Child Care	On- and off-installation care in military housing. Providers—usually military spouses—are trained and certified by the services, and the homes are inspected according to DOD and service requirements.	Provides an alternative to CDC care if CDCs are full or if families' needs are not met by CDCs. Some Family Child Care may offer overnight, emergency, or infant care, for example.
School-Age Care	On-base or off-base providers, including CDCs, Family Child Care, youth centers, community-based nonprofits, or schools. Providers must be certified or licensed, and inspected, by the DOD or the state.	Provides before-school, after-school, and summer/holiday care.
Operation Military Child Care and Military Child Care in Your Neighborhood	Off-installation child-care providers licensed and inspected by the state, including child-care centers and family child-care homes. Military Child Care in Your Neighborhood providers must be accredited to ensure quality comparable to a CDC. In practice, service branches may waive this requirement if no accredited provider is available.	Subsidizes the cost of off-installation care if on-installation facilities are full or there is no installation nearby. Operation Military Child Care is intended for short-term care, primarily during deployment.

Source: Floyd, “Child Care and Other Support Programs”, 83.

²⁴⁷Molly Clever and David R. Segal, "The Demographics of Military Children and Families," *The Future of Children* 23, no. 2 (2013): 13-39. www.jstor.org/stable/23595618, 16,17.

²⁴⁸*Ibid.*

Although today, US military childcare is thought to be a model for the entire country, this was not always the case. In 1982 the conditions were deplorable, leading to the Military Child Care Act of 1989. “The MCCA focused attention on assuring high-quality services by establishing comprehensive standards, setting accreditation requirements, and aggressively enforcing licensing; it also expanded access through subsidies for families.”²⁴⁹ In 2008, the Office of the Under Secretary of Defence for Personnel and Readiness asked the RAND Corporation to “assist in its efforts to improve the effectiveness of the compensation and benefits system for the uniformed services by examining the current military child care system as a component of that larger system.” Overall, it found that military parents received high-quality care and that the subsidies made the care affordable; however, there were several critiques and recommendations. It noted that the service provided by the CDCs was costly, that it served only a small percentage of eligible families and that there is “little evidence that the care provided in DoD-run CDCs and FCC homes addresses DoD employer goals of increased readiness, retention and recruitment.”²⁵⁰ The service members making use of the subsidies unfortunately were not always aware of the benefits and even the ones who are using the service, still express concerns that they may need to leave the military because of child care issues.²⁵¹ Further, those that used civilian systems received no help covering child care expenses, so the care received could be to a lower standard based on affordability alone.

This paper also reviewed childcare in the private sector noting that while some companies offered child care centres or subsidized care in the community, many were changing the work environment. They started offering flexible working arrangements, such as working

²⁴⁹Floyd, “Childcare...,” 81.

²⁵⁰RAND, *Options...*, xi.

²⁵¹*Ibid.*

from home, to alleviate some childcare concerns but likely not eliminate them.²⁵² In brief, their recommendations were to redirect from the CDCs to the FCCs, focusing the benefit on different types of care such as providing cash benefits or vouchers to use in the communities.²⁵³ Another alternative suggestion was to focus the subsidies on a different group of individuals- those deployed or trades subject to higher rates of attrition, and hence higher deployment rates.²⁵⁴ Focusing on improving local community childcare centres could enable higher quality care which in turn could improve readiness and retention. Finally, it was RAND's recommendation to assess the value of the benefits by tracking and centrally recording the information of the families receiving the subsidies as well as the assessments of near-term child outcomes.²⁵⁵

In 2010 President Obama directed his cabinet to study the most important issues that military families were facing, with the country having then been at war for 9 years.²⁵⁶ Improving the availability and quality of childcare was determined to be one of four goals to improve military families' lives, and they found that military families were short 37,000 child-care slots.²⁵⁷ The situation appeared to have improved over those next few years, with the DoD system operating 900 CDCs at defence establishments (with standard fees based on family income), over 300 school-age programs and more than 4500 FCCs, which in many cases provide more flexible after-hours and weekend services.²⁵⁸ Subsidized care is available for those on active duty or attending training, prioritized by the Base Commander, "but they must abide by DoD guidelines that give top priority to active duty members or DoD civilians who are single

²⁵²*Ibid.*, xii.

²⁵³*Ibid.*

²⁵⁴*Ibid.*

²⁵⁵*Ibid.*

²⁵⁶Floyd, "Childcare...", 82.

²⁵⁷*Ibid.*

²⁵⁸*Ibid.*

parents or whose spouse works full time outside the home.”²⁵⁹ This is important for the 5.4% of service members who are single parents (about one-third are women and two-thirds men), which is more than the civilian population at 2.3%.²⁶⁰ There is also the consideration for MSC who make up 7% of those military members with children, with women are more likely to be in a MSC than are men (48% vs 7%) just like the CAF.²⁶¹

The challenge of MSC was investigated in a research paper in 2016 by Maj Ja Rai Williams, United States Air Force (AF), looking specifically at the AF where 11% of active duty Airmen are in dual military marriages, the highest of all the 4 services.²⁶² He found that among the military community, child care issues most negatively affected the retention decisions of members of dual-military marriages suggesting that further incentives should be given to off-base child care providers in the form of tax credits to match the costs required at the sought-after CDCs.²⁶³

Due to its size, the US military also has additional childcare services facilitated by each branch which greatly assists in the specialized nature of that branch.²⁶⁴ For example, the Army provides 24/7 childcare at the Imboden CDC, in Fort Jackson, one of the largest basic training stations for recruits in the nation.²⁶⁵ Funding to the amount of \$6.4 million is used to provide day and night care for nearly 1000 children, where meals are provided in a family style setting and great care is taken to ensure children are taken care of just like they would be at home. Though

²⁵⁹*Ibid.*, 83.

²⁶⁰*Ibid.*, 81.

²⁶¹Clever, “*The Demographics...*”, 24.

²⁶²Ja Rai Williams, “Dual-Military Couples, Child Care & Retention”, Master of Operational Arts and Sciences, April 2016, 1.

²⁶³*Ibid.*, 6.

²⁶⁴Floyd..., 8. Additionally the US Marine Corps offers “Enhanced Extended Childcare for its members.

²⁶⁵T. Novelly, “Fort Jackson runs the only 24/7 Army day care in the U.S. Here’s what it takes to run it.” *The Post and Courier*, Last modified 21 Nov 2019, https://www.postandcourier.com/news/fort-jackson-runs-the-only-army-day-care-in-the/article_0e06793a-0bdc-11ea-87c4-5be707fa2621.html?utm_medium=social&utm_source=email&utm_campaign=user-share

this may seem costly and likely only helps a small percentage of the overall force, it is vital to retain these members whose demands exceed the regular hours, and is likely to be a recruiting tool for the next generation. As one of the care workers who worked there for over two decades noted: “I’ve had some that I’ve held in my arms, and then, before I know it, I see them bus in here for basic training. It’s the circle of life.”²⁶⁶

Funding for CDCs since the National Defence Authorization Act of 1996 by Congress has had to match or exceed the amount that parents pay in fees. All parents must pay a fee, but there is sliding scale based on rank and then children are charged the same fee regardless of their age.²⁶⁷ There are also several other subsidy programs that offer care for deployed members or those who cannot access on-base child care. Some of these subsidies can be used at civilian child care facilities which greatly assists the reserve or guard members who often do not live close to base. 73% of active duty military live off base, therefore they also share the communication challenge regarding the availability of their programs.²⁶⁸

Despite all these excellent programs enabled by more funding, the US cannot compete with DND’s MATA/PATA policy and also does not yet have a developed teleworking policy. MFSP and CAF policies should continue to draw from the US research and programs to further operationalize its own programs.

Australian Defence Force

The Australian Defence Force (ADF) is another good comparison as they have similar values to the CAF with long-standing history of partnership between the two nations. “As close military allies, Australia and Canada work together to counter potential global terrorist threats

²⁶⁶*Ibid.*

²⁶⁷Floyd, “Childcare...,” 85.

through technical cooperation, information sharing, exchanges of personnel and joint training.”²⁶⁹ The ADF have been known for their progressive policies which better enable work-life balance. This section will focus on the challenges that their members (particularly women) face, childcare access and their flexible work arrangements.

Challenges

The ADF has a similar strength to the CAF with 58, 656 members in the RegF and 21, 694 in the active reserve.²⁷⁰ Women currently make up 17.9% of the ADF; however, many still feel they face a “stark and mutually exclusive choice in respect of career or family”.²⁷¹ 57% female respondents and 36% of all male respondents believed that their career was impacted by caring/family responsibilities. 56% female respondents and 39% of male respondents also agreed that family responsibilities affected their ability to go on deployment.²⁷² These numbers are from various surveys that the ADF distributed in 2012 with one member saying “If one has to choose between one's family and the ADF, it is normal that it is often [the] female Defence member in the relationship that leaves the fulltime ARA [Australian Regular Army] to care for children while the male ADF member remains working fulltime.”²⁷³ This can be seen in all three services where women in senior ranks (Captain and above) are significantly less likely to be married or have dependents than their male counterparts. In the general ranks 22.2% of women have children whereas 88.9% of men do.²⁷⁴ This data suggests that the choice between family and career is more difficult for women but particularly more for officers than in other ranks.

²⁶⁸Clever, “Demographics...,” 93.

²⁶⁹“Australia – Canada relations,” last accessed 2 May 2020 <https://canada.embassy.gov.au/otwa/relations.html>

²⁷⁰Wikipedia, “ADF,” last accessed 1 May 2020, https://en.wikipedia.org/wiki/Australian_Defence_Force.

²⁷¹ADF. *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report*, 2012, 217.

²⁷²*Ibid.*

²⁷³*Ibid.*, 218.

²⁷⁴*Ibid.*

Childcare access

The ADF operates 17 child care centres around Australia and four out of school hours centres that are managed by a third party contractor.²⁷⁵ Similar to the CAF, ADF members voiced in the review that they had trouble accessing childcare that could accommodate their work hours and was within a reasonable distance of their home or workplace.²⁷⁶ On the other hand, the ADF provides an individual case management service for members who have recently changed their work or care arrangements (such as returning from MATA/PATA) or having moved to a new area.²⁷⁷ This free placement option is through the same third-party contractor, who negotiates with all registered childcare providers.²⁷⁸ They also have a national website *child care finder* that is easy to navigate and provides full information about childcare centres in any area.²⁷⁹ They fund their own childcare centres and provide financial incentives to civilian companies that provide childcare for ADF members. Similar to the US, the ADF offers subsidies to some of its members, or members can also use their pre-tax dollars to pay for child care at approved centres (but cannot have both).²⁸⁰ Upon relocation, military spouses who previously ran family day cares can receive reimbursement for new registration costs if they continue to run a day care in the new location.²⁸¹ ADF families have priority at defence childcare centres however they utilize a points system to prioritize members which better assists members in finding child care within 6 months of relocation.²⁸²

²⁷⁵ ADF, “Childcare assistance,” last accessed 5 May 2020, <https://www.defence.gov.au/DCO/Family/kids/childcare.asp>.

²⁷⁶ *Ibid.*

²⁷⁷ *Ibid.*

²⁷⁸ One Tree Services, “One Tree Defence Childcare Unit,” last accessed 5 May 2020, <https://dcu.onetree.org.au/>

²⁷⁹ Australian Government, “Childcare finder,” <https://www.childcarefinder.gov.au/>

²⁸⁰ ADF, “Childcare assistance...”

²⁸¹ *Ibid.*

²⁸² *Ibid.*

Flexible Working Arrangements

The ADF's flexible working arrangement policy has existed since before 2012, acting as a boon to retention for both women and men.²⁸³ The policy includes four different types of flexible work arrangements: Temporary home located work, variable working hours, job sharing and part-time leave without pay (PTLWOP). The first two types are relatively self-explanatory and the Navy, for example, encourages all members to work flexibly if desired. They have found job sharing to be quite successful, having shared a course officer position in 2017 for at least 6 months by two women.²⁸⁴ PTLWOP allows any full time members to apply for a period ranging between three months and two years with the extensions considered for MSC who are posted internationally.²⁸⁵ Unfortunately, the data for PTLWOP use is limited; however, what the 2011 data does show is that significantly more women use it than men: between 1.79% and 3.03% of female members compared to 0.06-0.11% of men.²⁸⁶ Part of this lack of use by male counterparts is that gendered assumptions about caring responsibilities are still in place by many. The review reinforced that "In a male-dominated culture, the use of flexible work practices by men sends a powerful message to others that this is a legitimate working arrangement which should be available to all ADF members, regardless of gender."²⁸⁷ In 2017, the data was not available to compare the PTLWOP however it did show that approximately 6% of the force was making use of flexible policy, with an increase by men, demonstrating progress in eliminating the stigma.²⁸⁸

²⁸³ ADF, *Review...2012*, 15.

²⁸⁴ ADF, *Women in the ADF Report 2017-18...*, 42.

²⁸⁵ Australia. DoD. "Pay and Conditions: Leave Without Pay." Last accessed 5 May 2020.

<https://www.defence.gov.au/PayAndConditions/ADF/Members-Guide/Leave/LeaveWithoutPay.asp>. Previously only those who were returning from mata/pata leave could take advantage of the PTLWOP in the two-year period immediately following birth or placement in the case of adoption which is still a benefit the CAF lacks.

²⁸⁶ ADF, *Review...2012*, 13.

²⁸⁷ *Ibid.*, 231.

²⁸⁸ ADF, *Women in the ADF Report...*, 42.

Other examples of flexibility can be seen in their *Total Workforce Model* which allows members to switch to the ResF and back again a lot more easily than in the CAF.²⁸⁹ The Navy has also boasted that several establishments where career courses are being run are equipped to accommodate families so members can bring along children.²⁹⁰ As an aside, mentoring opportunities appear to be endless as the *Women in the ADF* report listed five pages of programs focused on a variety of subjects which no doubt have improved retention. Despite its size, the ADF appears to have a significant amount of research and policies which greatly assists its members in balancing military and family life.

Private Sector

As the RAND study used in the US section noted, childcare is important to private sector as well: “Private employers provide child care benefits with an eye to the bottom line: They offer these benefits to improve recruitment, reduce absenteeism, and decrease turnover.”²⁹¹ It is of course somewhat difficult to compare civilian business to the unique nature of the CAF but it can provide some insight. The company *Deloitte* is one example which offers additional family support through a third party.²⁹² Emergency care for unpredictable situations is reimbursed by the company for both children and adult dependant family members which takes into account gender factors and could attract more employees. “Support services are available to full-time and part-time employees, regular and summer co-op students, and employees on a fixed contract of one-year minimum. The firm will reimburse you up to three visits per benefit year, at \$50 per

²⁸⁹*ADF, Women in ADF...*, 46.

²⁹⁰*Ibid.*, 43.

²⁹¹RAND, *Options for improving the military childcare system...*, xii.

²⁹²Deloitte, *Emergency Care provisions*, 2.

visit.”²⁹³ Childcare is provided by an established childcare centre called “Kids and Company” located in many cities across Canada or an equivalent service if this one is not available. For the most part these services still only operate regular business hours, however some have extended hours.

In Canada, a small number of day cares operate a 24/7 service to accommodate irregular jobs though they are not specifically linked to a company or organization. *Little Starts daycare*, located in Barrie Ontario is provincially licensed for up to 70 children at a time and has been running for 6 years with a schedule of 24 hours a day, 7 days a week with the only exception being Christmas Day.²⁹⁴ During an interview with the *Globe and Mail* in 2017: “Rare 24-hour day care has 800 families on wait list,” the founder and still current owner Cheryl Peyton spoke proudly of her success; however, she acknowledged there are many challenges in running this business.²⁹⁵ She was fortunate to have won a provincial grant which allowed her to get started and has plans to open a second location. Ottawa also has a similar program called “The Children’s Place” with one location offering 24/7 service while the other offers extended hours open until midnight.²⁹⁶ These same programs are not seen to be available on the major military bases that could use them the most.

CAF studies have looked at other similar nations to develop their own best practices, but it is recommended that more could be mirrored from a holistic perspective to better shape the CAF’s policies, beyond the MFRC considerations, in order to better enable retention.

²⁹³ *Ibid.*

²⁹⁴ “Little Start childcare inc. Simcoe County.” Last accessed 5 May 2020. <https://littlestart.ca/24-7>

²⁹⁵ Jessica Leeder, “Rare 24-hour daycare has 800 families on wait list,” *Globe and Mail*, 15 April 2017, <https://www.theglobeandmail.com/report-on-business/small-business/sb-growth/rare-24-hour-daycare-has-800-families-on-wait-list/article34471413/>

²⁹⁶ “The Children’s Place Ottawa”, last accessed 5 May 2020, https://www.childrensplace.on.ca/24hr-childcare/?fbclid=IwAR2aeOB2NMLBAg8ZSx24iLDjGMa44rPfk-bkniU05m_EoBA7mvYg1KEQ9UU. There are other day cares that offer extended hours such as *Summit Start* with two locations in Calgary and Riverview (6am-11:15pm) and Winnipeg “Discovery” 6am-Midnight.

CHAPTER 7

RECOMMENDATIONS

The CAF should operationalize its military childcare support framework, by improving the provision and accessibility of childcare resources, to retain its current members, attract new recruits and to fulfil its operational requirements. The aim of this chapter is not to duplicate the recommendations already given by the Ombudsmen, CRS and ADM(RS) but to organize the main ideas that surfaced in this paper thematically into four categories: Data Analysis, MFSP, CMP and Empowering leadership. There are no easy solutions and no expressed criticism of individuals or organization; to the contrary, the evidence shows that each organization is doing its best to improve policies for families. Costing of these recommendations is not in the scope of this study.

Data analysis

Many conclusions were difficult to obtain due to the lack of data readily available in an easily understandable format. CAF leadership should consider utilizing the tools and new capacity which ADM(DIA) provides to develop a more comprehensive understanding of how the various support policies and childcare challenges are specifically affecting CAF personnel.

1. Australia's "Women in the ADF Report 2017-18" should serve as an example for a comprehensive document which could capture the current challenges and successes of women in the CAF.
2. Available release statistics are not divided by service or trade and many of the "reasons for leaving the CAF" are poorly worded. These should be better collated and presented with relevant family data to have a better understanding of who is releasing.

3. The DWAO can be a very effective network if harnessed properly and could be used to gather further data on challenges that women face, particularly with respect to childcare. DWAO should continue to be consulted at every base and at the national level in order to gather this feedback and in turn feedback from higher should be provided back to the DWAO in a timely manner. The national co-chair positions (one military and one civilian) should be made full time positions or additional desk officers should be added to DHRD so they have more personnel power to amend these policies.
4. CFC papers demonstrate an immense amount of research and information synthesis. They should be accessed and used as much as possible to effect change in DND organizations.

MFSP

MFSP is currently working on the *CFMP* with changes that could account for what has been discussed in this paper, however this compilation could be used to assist.

5. Some of the major bases with highly deployable units are likely the most in need of irregular childcare. MFSP should investigate the possibility of providing 24/7 or irregular care to facilitate occupations such as technicians, aircrew, medical trades and SARTECHs.
6. Only some bases provide funding, support and oversight for licensed home daycares like the US model for FCCs. The MFRCs should expand its services, providing CAF members with more options which could also likely assist in times of after-hours care.
7. There is currently no mechanism to ensure childcare services are provided by the MFRCs. This restricts the ability for the CAF to be fully supported in times of crisis. There should be a mechanism for the MFS lead or the Base Commanders to mandate MFRCs to provide care. This should come with additional resources to the MFS if required.

8. Data is available but not necessarily understood. Summary briefings should be made available both as open source and to leadership at all levels to have a better understanding of the challenges families, and the MFRCs themselves face.
9. Recognizing that there are different community needs, some of the basic services should be standardized such as emergency care and casual child care at a minimum.
10. MFRC spots for non-DND civilians should come with a 60- or 90-day notice in case a military member gets posted in and wants a spot as they should have priority.

CMP- CAF Policies and benefits

Acknowledging that most benefits require a significant cost analysis, some may actually save costs in the long run due to retaining personnel.

11. Benefits for MSC and single parents are essential to retaining the force of tomorrow. The FCA should be reviewed by a policy analyst and once reviewed better explained to all clerks and members making use of this benefit, making it far less cumbersome.
12. Flexible work arrangements, including LWOP for members who have family considerations and ACP should be considered with a more fulsome lens.
13. Currently there is a lack of benefits assigned for dependants on a DIT. When a member is unable to take an HHT due to travel restrictions (such as in the case of COVID-19), dependant care should be considered under the custom envelope of funding.
14. Notwithstanding the significant efforts that set the foundation for *Seamless Canada*, childcare is still at least a year away from being discussed. A more aggressive target date should be considered.²⁹⁷

Empowering Leadership

COs can have a huge influence on their B/W/U with respect to morale, retention and readiness but choosing great “compassionate” leaders who understand modern day family demands is not a simple solution. Policies should be within reach of all leaders to enable logical decisions in time of need.

15. Coordination between MFRCs and COs vary depending on personality. In order to assist in the communication between these two entities, units should make every effort to plan a family information night at the MFRC for all soldiers within the first few weeks following the APS and periodically afterward, with childcare provided.
16. FCP gives the CoC piece of mind regarding members’ readiness, however it does not account for the financial and logistical implications of enacting this plan. The FCP should be reviewed between the CoC and the member to include a financial portion that ensures that member is able to incur the out of pocket expenses of the FCP if needed.
17. FCA misinterpretations are occurring far too often. A deliberate policy validation should be planned following a detailed needs assessment.

COs must impress to their subordinate leaders that missions are only accomplished with healthy and ready members.

As in all aspects of the military, the strength of this support framework comes from many entities working in collaboration. Some changes are more complex than others but every change starts with a single step.

²⁹⁷Personal correspondence with the desk officer.

CHAPTER 8

CONCLUSION

In 2017, the CDS, Jonathan Vance modified the popular phrase of “Mission First, People always”, reminding newly promoted General officers that “People first- Mission Always must be your ongoing focus.”²⁹⁸ Over the last few years since *SSE*, the message from the strategic levels of the CAF has been to put people at the forefront of all decision making. This paper asserted that the CAF must improve its childcare support framework, in order to retain its current members, attract new recruits and to fulfil its operational requirements. The various critiques and reviews over the years have garnered improvements but many of the CAF’s policies and MFSP support have yet to be modernized. COVID-19 has further highlighted some of these gaps.

Military families have evolved just as society has, with more women entering the workforce and the military, stressing an already full childcare system in Canada. The MFRCs provide additional quality licensed childcare on most major bases, targeted towards military families, however they remain provincially-regulated, -funded and their services are not standardized across the country. Their attempt to address the unpredictable nature of the CAF by offering casual care and emergency support is helpful but requires major improvement to assist military families during relocations, deployments and times of crisis.

Although there have been a variety of studies regarding military families, the literature and available data in Canada about how it relates directly to operational readiness seems sparse and less accessible than in other countries. The perceived lack of family support has potentially had a suppressing effect on the recruitment of women, who remain underrepresented in the CAF. The CAF is also losing many of its executive-level personnel at the 20-year mark, which is

particularly true for women, and is at least in part due to competing family and military demands and aspirations. The CAF could benefit greatly from continuing to garner best practices from other countries and organizations, by offering subsidies both to its MFRCs, FCCs and to its members and better facilitate third party care when needed.

In his most recent strategic retention direction the CDS affirmed that: “The CAF suffers when essential members are compelled to leave due to organizational factors such as outdated personnel policies or lack of flexibility in our military personnel management systems.”²⁹⁹ Flexible work arrangements in the CAF were barely in their infant stage before COVID-19 and now it is time to put these as a priority in order to remain operationally ready. Mandating those with children to have a Family Care Plan is only useful if the supports are in place to enact this when needed. One of these supports is the FCA which is poorly worded, restrictive and further disadvantages MSCs or single parents financially.

Military families have proven critical to the support service members and must continue to be considered in future decisions. *SSE* states that “Investing in our people is the single most important commitment we can make.”³⁰⁰ Pairing that with the notion that “children are our future”, the CAF must support its future military generation by modernizing its policies, operationalizing its MFRCs, and empowering its leaders to be fully versed in both. Operational readiness starts at the individual level, and individual readiness can be increased by greater emphasis on family preparedness and support.

²⁹⁸DND, “CDS announces CAF Senior appointments,” 31 Jan 2017. <https://www.canada.ca/en/department-national-defence/news/2017/01/chief-defence-staff-announces-canadian-armed-forces-general-flag-officer-senior-appointments-promotions-retirements.html>

²⁹⁹DND, *CDS strategic initiating directive: CAF Retention* (Ottawa: DND Canada, 2019), 3.

³⁰⁰DND, *SSE*..., 19.

BIBLIOGRAPHY

- Air Force Aid Society. “Child Care Programs.” Last accessed 5 May 2019. <https://afas.org/child-care-programs/>.
- Amadeo, Kimberly. “Department of Defence and its Effect on the Economy.” *The Balance*. 13 Feb 2020. <https://www.thebalance.com/departement-of-defense-what-it-does-and-its-impact-3305982>
- Alon, Titan M, M. Doepke, J. Olmstead-Rumsey and M. Tertilt, *The Impact of COVID-19 on Gender Equality: Working Paper 26947*. Massachusetts: National Bureau of Economic Research, 2020. <http://www.nber.org/papers/w26947>
- Australia. Department of Defence (DoD). “Childcare Assistance.” Last accessed 30 Sept 2019. <http://www.defence.gov.au/DCO/Family/kids/childcare.asp>.
- Australia. DoD. “Childcare subsidies.” Last accessed 5 May 2020. <https://www.servicesaustralia.gov.au/individuals/services/centrelink/child-care-subsidy>
- Australia. DoD. “ADF Total Workforce Model.” Last accessed 5 May 2020. <https://www.defence.gov.au/ADF-TotalWorkforceModel/ServiceSpectrum.asp>
- Australia. DoD. “Pay and Conditions: Leave Without Pay.” Last accessed 5 May 2020. <https://www.defence.gov.au/PayAndConditions/ADF/Members-Guide/Leave/LeaveWithoutPay.asp>
- Australia. Department of Defence. *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report*. 2012. <https://defence.humanrights.gov.au/sites/default/files/chapter6.pdf>
- Australia. Department of Defence. *Women in the ADF Report 2017-18*. Commonwealth of Australia 2019. <http://www.defence.gov.au/annualreports/16-17/Downloads/WomenInTheADFRReport2016-17.pdf>
- Australia. “Australia – Canada relations”, last accessed 2 May 2020 <https://canada.embassy.gov.au/otwa/relations.html>
- Australia. DoD. “One Tree Defence Childcare Unit,” last accessed 5 May 2020, <https://dcu.onetree.org.au/>
- Beaudette, Jaclynn. “Flexible Work Arrangements: The Next Journey for the CAF?” Joint Command and Staff College (JCSP) Solo Flight, CFC, 2019.
- Berthiaume, Lee. “Military must nearly double annual Female recruitment to reach its own target.” *The Canadian Press*. 22 January 2020. <https://toronto.citynews.ca/2020/01/22/military-must-nearly-double-annual-female-recruitment-to-reach-its-own-target/>

- Canada. Department of National Defence (DND). *Audit of Military Compensation and Benefits*. Ottawa: National Defence, 2015. Last accessed 7 May 2020.
<https://www.canada.ca/en/department-national-defence/corporate/reports-publications/audit-evaluation/audit-military-compensation-benefits.html#results>
- Canada. DND. *Canadian Armed Forces Diversity Strategy*. Ottawa: January 2017.
- Canada. DND. *CAF Retention Strategy Development Design Update powerpoint*. Ottawa, Ontario: National Defence, 2 April 2019.
- Canada. Department of National Defence. *CDS Strategic Initiating Directive: CAF Retention*. Ottawa, Ontario: National Defence, 14 March 2019.
- Canada. DND. “CDS announces CAF General Flag Officer senior appts and promotions.” 31 Jan 2017. <https://www.canada.ca/en/department-national-defence/news/2017/01/chief-defence-staff-announces-canadian-armed-forces-general-flag-officer-senior-appointments-promotions-retirements.html>
- Canada. DND. *CDS Guidance CF Morale and Welfare Programs*, 26 Jan 2004.
- Canada. DND. *CF Child Care Status Update 2013*. Ottawa: DND Canada, 2013.
<https://www.cfmws.com/en/AboutUs/MFS/FamilyResearch/Documents/CF%20Child%20Care%20Status%20Update%20January%202013%20Final%20EN.pdf>
- Canada. DND. *CFMWS: Annual Report 2017-2018*. Ottawa: National Defence, 2017. Last accessed 5 May 2020.
<https://www.cfmws.com/en/AboutUs/Library/PublicationsandPresentations/AnnualReport/Documents/2017-18/CFMWS-Annual-Report-2017-2018.pdf>
- Canada. DND. *Chief of Review Services: Evaluation of Military Family Support Programs and Services*. Ottawa: National Defence, January 2013.
<https://www.cfmws.com/en/AboutUs/MFS/FamilyResearch/Documents/Other%20Research/CRS%20Report%20Evaluation%20of%20Military%20Family%20Support%20Programs%20and%20Services.pdf>
- Canada. DND. *Compensation and Benefits Instruction (CBI Chapter 209)*. Ottawa: National Defence, 2017. Last accessed 30 Sept 2019. <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/compensation-benefits-instructions/chapter-209-transportation-expenses.html#sec-209-335>
- Canada. DND. *Comprehensive Military Family Plan: The Mapping and Gaps Analysis of Services for Military Families Report*. Ottawa: National Defence, 2019.
<https://www.cafconnection.ca/National/About-Us/Comprehensive-Military-Family-Plan.aspx>
- Canada. DND. *DAOD 5000 series* (including Compassionate posting, 5009-0 personnel readiness, 5044-1 Families, UoS) Ottawa: DND Canada, 2020. Last accessed 1 May

2020. <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/defence-administrative-orders-directives/5000-series.html>
- Canada. DND. *Defence Policy Review, GBA+ Roundtable Discussion Report*, 19 July 2016. <http://dgpaapp.forces.gc.ca/en/defence-policy-review/gender-based-analysis-roundtable-report.asp>
- Canada. DND. *Departmental Plan 2019-20*. Ottawa: National Defence, 2019.
- Canada. DND. *Emergency Childcare*. Ottawa: National Defence, 2018. <https://www.cafconnection.ca/National/Programs-Services/For-Parents-and-Caregivers/Child-Care/Emergency-Child-Care.aspx>
- Canada. DND. *A Family Guide*. Ottawa: National Defence, 2018.
- Canada. DND. *Impacts of Military Lifestyle on Military Families: Results from the Quality of Life Survey of CAF*. 2018
- Canada. DND. Sudom, Kerry. *Impact of Military Life on Families and Single Canadian Forces Members: Current State of Knowledge and Research Gaps*. DGMPRA 2012.
- Canada. DND. *Integrated Relocation Program*. Ottawa: National Defence, 2018. <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/relocation-directive/2018.html>
- Canada. DND. Leave Manual. Ottawa: National Defence, 24 June 2019. <https://www.canada.ca/en/department-national-defence/corporate/policies-standards/leave-policy-manual.html>
- Canada. DND. “March 27: Letter from CDS regarding COVID-19,” *Maple Leaf*, 27 March 2020. <https://www.canada.ca/en/department-national-defence/maple-leaf/defence/2020/03/march-27-letter-from-cds-regarding-covid-19.html>
- Canada. DND, “Message from Deputy Minister regarding COVID-19,” *Maple Leaf*, 1 March 2020, <https://www.canada.ca/en/department-national-defence/maple-leaf/defence/2020/03/message-from-deputy-minister-regarding-covid-19.html>. 8 weeks as of the time of submission 8 May.
- Canada. DND, *Military Family Services Program: Retrospective of a Military Family Legacy* (Ottawa: National Defence, 2016) 1, last accessed 21 April 2020, <https://www.cfmws.com/en/AboutUs/MFS/ResourcesMFRCs/Documents/2017%20Documents/Foundational%20documents/Retropective%20of%20a%20Military%20Family%20Legacy,%20Eng.pdf>.
- Canada. DND. “National Defence advances the Seamless Canada initiative with provinces and territories.” Last modified 12 December 2018. <https://www.canada.ca/en/department-national-defence/news/2018/12/national-defence-advances-the-seamless-canada-initiative-with-provinces-and-territories.html>

- Canada. DND. “CAF ‘Seamless Canada’ Initiative launches in Toronto.” The Maple Leaf. Toronto: National Defence. Last modified 12 December 2018. <https://ml-fd.caf-fac.ca/en/2018/07/16985>
- Canada. DND. *Parameters 4 Practice*. Ottawa: Canadian Forces Morale and Welfare Services, 2017. <https://www.cfmws.com/en/AboutUs/MFS/ResourcesMFRCs/Documents/2017%20Documents/Parameters%204%20Practice/Parameters%204%20Practice%20E%20NEW%20DEC%202017.pdf>.
- Canada. DND. CAF Connection website Military Family Services <https://www.cafconnection.ca/National/About-Us/Military-Family-Services/About-the-Military-Family-Services-Program.aspx>
- Canada. DND. *Strong, Secure, Engaged: Canada's Defence Policy*. Ottawa: DND, 2018.
- Canada. High Commission of Canada in Australia. Last accessed 5 May 2020. https://www.canadainternational.gc.ca/australia-australie/bilateral_relations_bilaterales/canada_australia-australie.aspx?lang=eng
- Canada. House of Commons. Standing Committee on National Defence and Veterans Affairs (SCONDDVA) “*Moving Forward – A Strategic Plan for Quality of Life Improvements in the Canadian Armed Forces*.” November 1998. <https://www.ourcommons.ca/DocumentViewer/en/36-1/NDVA/report-3/page-ToC>
- Canada. Ministry of Employment, Workforce and Development of Labour, *Flexible work arrangements: What was heard*, last modified ... <https://www.canada.ca/en/employment-social-development/services/consultations/what-was-heard.html>
- Canada. National Joint Council. Last accessed 5 May 2020. https://www.njc-cnm.gc.ca/s24/s27/d82/en?fbclid=IwAR3nrpCnTPuIvjNE0-87jk5N3cGJ-Oqj2v1eEWaN_KnWaGC8sulr0EMtvtY
- Canada. Officer of the Auditor General of Canada. *2016 report on CAF Recruiting and Retention* https://www.oag-bvg.gc.ca/internet/English/parl_oag_201611_05_e_41834.html
- Canada. Statistics Canada. *Childcare in Canada*. 2011. <https://www150.statcan.gc.ca/n1/pub/89-652-x/89-652-x2014005-eng.htm>
- Canada. Statistics Canada. *Women in Canada: A Gender-based Statistical Report*. 2006. <https://www150.statcan.gc.ca/n1/pub/89-503-x/89-503-x2010001-eng.htm>
- Canada. Status of Women: GBA+. last accessed 5 May 2020. https://cfc-swc.gc.ca/gba-acs/course-cours/eng/mod00/mod00_02_01.html

- Centre for Research and Education in Human Services. *An Assessment of the Need for Licence Group Child Care for Canadian Forces Families*. Kitchener: Centre for Research and Education in Human Services, 2004. Last accessed 5 May 2019. https://www.cfmws.com/en/AboutUs/MFS/FamilyResearch/Documents/Other%20Research/dayCareReport_e.pdf.
- Chartier, A. *Gender-Based Analysis Plus (GBA+): Comprehensive Military Family Plan*. Ottawa, ON: Canadian Forces Morale and Welfare Services. 2019.
- ChildCare Human Resources Sector Council. *Estimates of Workforce shortage 2009*. <http://www.ccsc-cssge.ca/projects-publications/publications>.
- Childcare Resource and Research Unit. *Early childhood Education and care in Canada report: Key Findings. 2016* <https://www.cccf-fcsge.ca/wp-content/uploads/ECEC-in-Canada-2016.pdf>.
- Childcare Canada: CRRU <https://www.childcarecanada.org/documents/research-policy-practice/20/03/child-care-and-covid-19-information-situation-canada>
- Child Care Now. *Child Care in Canada by 2020: A vision and a way forward*. Ottawa: Child Care Now, 2014. <https://timeforchildcare.ca/child-care-by-2020/>
- Children's Place Ottawa, last accessed 5 May 2020, https://www.childrensplace.on.ca/24hr-childcare/?fbclid=IwAR2aeOB2NMLBAg8ZSx24iLDjGMA44rPfk-bkniU05m_EoBA7mvYg1KEQ9UU.
- Cleland, Heather. "Why I think 18 Months of maternity leave is actually pretty useless." *Chatelaine*. Last modified 31 March 2017. <https://www.chatelaine.com/opinion/18-months-maternity-leave/>
- Clever, Molly, and David R. Segal. "The Demographics of Military Children and Families." *The Future of Children* 23, no. 2 (2013): 13-39. www.jstor.org/stable/23595618.
- Daigle, Pierre. *On the Homefront: Assessing the Well-being of Canada's Military Families in the New Millennium*. Ottawa: DND/CF Ombudsman, 2013. http://www.ombudsman.forces.gc.ca/assets/OMBUDSMAN_Internet/docs/en/mf-fm-eng.pdf.
- Deloitte, *Emergency benefits*. Received from personal correspondence.
- Dooley-Tremblay, Brigid. "An Opportunity to Lead the Way: The Requirement for Equitable Access to Quality, Affordable Child Care Throughout the Canadian Forces." CSC 27, Canadian Forces College 19 April 2001.
- Doubrough, Joseph. "SSE's Comprehensive Military Family Plan and full-time Childcare." JCSP Solo Flight, Canadian Forces College, 2019.

Ely, Robin J. and Irene Padavic. "What's Really Holding Women Back?" *Harvard Business Review*, March-April 2020 issue.

Finding Quality Child care. <https://findingqualitychildcare.ca/>

Floyd, Major Latosha, and Deborah A. Phillips. "Child Care and Other Support Programs." *The Future of Children* 23, no. 2 (2013): 79-97. Accessed April 24, 2020. www.jstor.org/stable/23595621.

Friendly, M., E. Larsen, L.E. Feltham, B. Grady, B. Forer and M. Jones, *Early Childhood Education and Care in Canada 2016*. Toronto: Childcare Research and Resource Unit (CRRU), 2018. <https://www.childcarecanada.org/documents/research-policy-practice/20/03/child-care-and-covid-19-information-situation-canada>

Heinrich, Carolyn, J. The future of Children. Vol.24., No. 1, Helping Parents, Helping Children: Two Generation Mechanisms (Spring 2014), pp. 121-146. <https://www.jstor.org/stable/23723386>

Howard, Kate. *Military Child care Model of Excellence*. Florida Times Union; Jacksonville, Fla. 28 Feb 2011.

Javornik, Jana and Mara A Yerkes. *Creating capabilities: Childcare policies in comparative perspective*. 28 November 2018. <https://doi.org/10.1177/0958928718808421>

Keiler, Brianna and Catherine Valentine. "More than a third of military families said they have no one to ask for a favour, survey finds." CNN. 26 February 2020. https://www.cnn.com/2020/02/26/politics/homefront-military-family-isolation/index.html?fbclid=IwAR1QQ9AObT8eoupUwJtojZAYad05z-bQKJ982CSTRRSZ_w1Z2J6WreKNRe0

Laberge, Maggie (Capt). *Briefing Note (BN) for the DCBA CBI 209.335 FCA Policy Update*, Prepared 1 June 2018.

Leeder, Jessica. "Rare 24-hour daycare has 800 families on wait list." *Globe and Mail*. 15 April 2017. <https://www.theglobeandmail.com/report-on-business/small-business/sb-growth/rare-24-hour-daycare-has-800-families-on-wait-list/article34471413/>

Little Start Child care inc. "Little Start childcare inc. Simcoe County." Last accessed 17 march 2020. <https://littlestart.ca/24-7>

Manitoba Childcare Association, "Parent Survey on Childcare," Probe Research Inc, Oct 2016. <https://www.discoverycc.com/>

Manser, Lynda. *Profile of Military Families in Canada: 2017 Regular Force Demographics*. Ottawa: CFMWS, DND Canada, 2018.

Manser, Lynda. *State of Military Families in Canada: Issues Facing Regular Force Members and Their Families*. Ottawa: CF Morale and Welfare Services, DND Canada, 2018.

- Maurice, T.H. “Stopping the Talent Drain: Setting the conditions for female retention in Canadian Armed Forces.” JCSP Master of Defence Studies, CFC, 2017.
- MFSP, *RCAF sponsorship program: MFRC Program and Guidelines*, 2019.
- Monsebraaten, Laurie. “Child care shortage puts parents on edge.” *Toronto Star*. 29 June 2018. <https://www.thestar.com/news/gta/2018/06/27/child-care-shortage-puts-parents-on-edge.html>
- Novelly, Thomas. “Fort Jackson runs the only 24/7 Army day care in the U.S. Here’s what it takes to run it.” *The Post and Courier*. Last modified 21 Nov 2019. https://www.postandcourier.com/news/fort-jackson-runs-the-only-army-day-care-in-the/article_0e06793a-0bdc-11ea-87c4-5be707fa2621.html?utm_medium=social&utm_source=email&utm_campaign=user-share.
- Organization for Economic Cooperation and Development (OECD), *Thematic Review of Early Childhood Education and Care*
- Ontario. “More Frontline Workers Eligible for Emergency Child Care.” Last modified 29 April 2020. <https://www.news.ontario.ca/opo/en/2020/04/more-frontline-workers-eligible-for-emergency-child-care.html>
- Pew Research Centre. “The Military-Civilian Gap: Fewer Family Connections.” 23 Nov 2011. <https://www.pewsocialtrends.org/2011/11/23/the-military-civilian-gap-fewer-family-connections/>.
- Pugliese, David. “Military: Shorter skirts, disaster relief and highlighting medals as ‘bling’ might bring more women in.” *Ottawa Citizen*, 10 February 2020. *Ottawa Citizen* <https://ottawacitizen.com/news/national/defence-watch/shorter-skirts-disaster-relief-and-highlighting-medals-as-bling-might-bring-more-women-into-the-military>
- Sandberg, Sheryl. *Lean In*. New York: Alfred A. Knopf, 2013.
- Spanner, Leigh. “Governing “dependents”: The Canadian military family and gender, a policy analysis.” *International Journal*. Vol 72(4) (2017): 484-502.
- Scwhind, Uggersleve, Wagar and Fassina, *Canadian Human Resources Management: A Strategic Approach*, 12th Edition, McGraw Hill Ryerson: Toronto,
- Summit Start. “Summit Start Daycare Calgary.” Last accessed 17 March 2020. https://summitstart.ca/?gclid=Cj0KCQiA4NTxBRDxARIsAHyp6gA9FgkZOJ3mBqVTvjIBKrTHSNj5vIOGZDwpkRdTzjBL9y6z-1vZFZgaAotuEALw_wcB
- Thompson, M. “Here’s Why the US Military is a Family Business,” *TIME*, 10 March 2016, <https://time.com/4254696/military-family-business/>.

- UNICEF. *The Child Care Transition: The Innocenti Report Card 8, 2008*. Florence: UNICEF Innocenti Research Centre, 2008.
- UNICEF Canada. *The Equalizer: How Education Creates Fairness for Children in Canada: Report Card 15*. Toronto: UNICEF Canada, 2018. www.unicef.ca/irc15.
- United States of America (USA). Department of Defence. *Fleet and Family Readiness*. Ottawa: National Defence, 2017. Last accessed 30 Sept 2019: <https://www.cnrc.navy.mil/ffr.html>
- USA. Department of Defence (DoD). <https://www.defense.gov/Resources/Military-Departments/>
- USA. DoD. “Military Childcare Locations.” Last accessed 5 May 2020. <https://public.militarychildcare.csd.disa.mil/mccu/ui/#/locations>
- USA. State Dept. “U.S. Relations with Canada.” Last modified 8 July 2019. <https://www.state.gov/u-s-relations-with-canada/>.
- USA. House of Representatives Documents, “Trump Hiring Freeze is Hurting Military Families”
- Vigneau, Katherine. *Improving Gender Integration in the CF: Recruitment, employment and Cultural transformation*. Master of Defence Studies CSC 32, CFC, 2006.
- Wang, Z and N. Aitken, DRDC, *Impacts of Military Lifestyle on Military Families* 2016, 72.
- Williams, Ja Rai A. “Dual-Military Couples, Child Care & Retention.” Master of Operational Arts and Sciences, April 2016.
- Zellman, Gail L., Susan M. Gates, Michelle Cho, Rebecca Shaw. *Options for Improving the Military Child Care System*. Arlington: RAND Corporation, 2008, Last accessed 30 Sept 2019, https://www.rand.org/pubs/occasional_papers/OP217.html