

Canadian
Forces
College

Collège
des
Forces
Canadiennes



Post-Pandemic Potential: Deliberate Implementation of Telecommuting to Support Member, Family and CAF Interests

Major Stephanie C. LeBlanc

JCSP 47

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.

© Her Majesty the Queen in Right of Canada, as represented by the Minister of National Defence, 2021.

PCEMI 47

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.

© Sa Majesté la Reine du Chef du Canada, représentée par le ministre de la Défense nationale, 2021.

CANADIAN FORCES COLLEGE – COLLÈGE DES FORCES CANADIENNES

JCSP 47 – PCEMI 47

2020 – 2021

MASTER OF DEFENCE STUDIES – MAÎTRISE EN ÉTUDES DE LA DÉFENSE

**POST-PANDEMIC POTENTIAL: DELIBERATE IMPLEMENTATION OF
TELECOMMUTING TO SUPPORT MEMBER, FAMILY AND CAF INTERESTS**

Major Stephanie C. LeBlanc

“This paper was written by a candidate 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. »

TABLE OF CONTENTS

Table of Contents	i
List of Figures	ii
List of Tables	iii
List of Abbreviations	iv
Abstract	v
Chapter	
1. Introduction	1
2. Canadian Society and Military Families: Then and Now	6
3. COVID-19: The Game Changer	31
4. Weighing the Evidence: Analysis of Telecommuting Research	44
5. Recommendations and Conclusion	84
Bibliography	91

LIST OF FIGURES

Figure 2.1: Workforce participation of people aged 25 to 54, Canada, 1950 to 2015	7
Figure 2.2: Satisfaction with Imposed Restriction Benefits and Policies	27

LIST OF TABLES

Table 2.1: Number of Moves Due to Postings by Fiscal Year	14
Table 2.2: Average Posting Relocations by Years of Service	15
Table 4.1: Cost Estimate for Temporary Duty Travel from Victoria to Ottawa	50
Table 4.2: Summary of Evidence Evaluation	82

LIST OF ABBREVIATIONS

ADF	Australian Defence Force
APS	Active posting season
BCP	Business continuity plan
CAF	Canadian Armed Forces
DND	Department of National Defence
DVPNI	Defence Virtual Private Network Infrastructure
DWAN	Defence Wide Area Network
FWA	Flexible work arrangements
HEA	Home equity assistance
HR	Human resources
IR	Imposed restriction
LTA	Leave travel assistance
MFRC	Military Family Resource Centres
MFSP	Military Family Services Program
MSC	Married service couple
NCR	National Capital Region
NDHQ	National Defence Headquarters
NZDF	New Zealand Defence Force
OPTEMPO	Operational tempo
OUTCAN	Outside of Canada
PA	Program and Administrative Services
PERSTEMPO	Personnel tempo
PLD	Post living differential
PSAC	Public Service Alliance of Canada
RegF	Regular Force
SSE	<i>Strong, Secure, Engaged</i>
TD	Temporary duty
VOIP	Voice over internet protocol
WLB	Work-life balance

ABSTRACT

The average military family, alongside Canadian families, has seen significant changes in its composition and priorities over the past half century. Many Canadian Armed Forces (CAF) human resources policies were based upon the needs and structure of families from an earlier era, and remain unchanged despite the group's evolution. Analysis of survey results and studies of CAF members and families revealed the need for improvements in work-life balance (WLB) and increased stability through the reduction of geographic relocations. It is recognized that implementation of any policy must uphold the needs of the CAF as an institution while considering the needs of its members and their families. Therefore, an analysis from the perspective of each of these three domains formed the basis of this investigation. Rapid changes brought on by the COVID-19 pandemic saw many CAF members working from home, opening the door to possible broader application of the formerly infrequently used practice. Examination of a broad body of research from a wide variety of disciplines tied to telecommuting practices was undertaken to determine the impact on each of the three domains. The research is categorized into five themes: financial, environmental, health, productivity and time management, and organizational culture, ethos, and relationships. The assessment revealed that benefits to each of the parties are anticipated. Implementation of telecommuting practices is expected to improve WLB and increase stability for members and families, and increase recruitment and retention, serving the CAF's interests. Thus, formalization of CAF telecommuting policy is recommended.

CHAPTER 1 INTRODUCTION

Membership in the Canadian Armed Forces (CAF) is far more than a job; it is a lifestyle. The impacts of this lifestyle extend to the families of serving members, as so many CAF policies impact families to a large degree. In the 1940s, the majority of members were single males, and those with families primarily lived on bases in military housing.¹ As relatively few military wives worked, and many who did were employed on base, the impacts of CAF policies on their jobs was not an issue of concern.² The expectation was that they were available and suited to run the household in their husband's absence on deployments, training, and other work-related demands. This is the theoretical "typical family" model upon which human resources (HR) policies of the day were largely based.

As will be shown in Chapter 2, most families today do not fit this model, much less the families of military members. The evolution of these dynamics will be developed, alongside increased emphasis on the desire by CAF members for family-supportive workplaces and flexibility to support work-life balance (WLB). Despite the evolution of family dynamics and shifts in individual priorities, CAF HR policies have remained largely stagnant. This incongruence has caused many difficulties for members and their families across an array of concerns. The CAF is not oblivious to these problems though, and has done some work to develop solutions to the issues that face members and their families.

¹ Michael W. Baker, "An Exploratory Study Identifying Hardships Confronting Canadian Military Families" (master's thesis, University of Manitoba, 1978), 6.

² Deborah Harrison and Lucie Laliberté, *No Life Like It: Military Wives in Canada* (Toronto: James Lorimer & Company, 1994), 161.

In late 2015, the Minister of National Defence and the Minister of Veteran's Affairs were directed to develop a strategy initially aimed toward CAF member and veteran suicide prevention.³ The assessments, led by Military Personnel Command staff and the Surgeon General, determined a number of career friction points that tend to cause members difficulties. Analysis of solutions to these issues began. The resultant concept, known as the Journey, was briefed to the Chief of Defence Staff in the summer of 2016, and gained his endorsement to continue developing the model.⁴ The Journey's purpose is, "a quest for continuous improvement in the way we care for members of the CAF and their families."⁵ Released shortly after the Journey's development began, including complementary aims, Canada's defence policy, *Strong, Secure, Engaged (SSE)*, also stresses the importance of people. The first twenty-eight of its 111 initiatives are aimed at supporting members and families from recruitment, through employment, and into retirement.⁶ Recognition of the member, the family, and the institution as distinct yet interconnected domains, each with their own needs and interests, is highlighted in Chapter 2.

While a great deal of planning has gone into the Journey, few tangible outputs have been seen, or changes implemented under its auspices. Notwithstanding any advances made, the underlying problem identified by the Journey is valid and must be addressed in order to achieve SSE's support intentions.

The current policies that support CAF members were created in a time when they aligned with the CAF support structure of many years ago (e.g. when

³ Department of National Defence, *The Journey of the Journey* ([Ottawa?]: DND Canada, 2018), 1, http://cmp.cpm.mil.ca/assets/CMP_Intranet/docs/en/the-journey-of-the-journey_29-march-2018.pdf.

⁴ Department of National Defence, *The Journey of the Journey*, 1.

⁵ Department of National Defence, Chief of Military Personnel, *The Journey* ([Ottawa?]: DND Canada, n.d.), 1, http://cmp.cpm.mil.ca/assets/CMP_Intranet/docs/en/support/journey-pamphlet.pdf.

⁶ Department of National Defence, *Strong, Secure, Engaged: Canada's Defence Policy* (Ottawa: DND Canada, 2017).

the CAF had its own housing and educational system) which allowed for minimal disruptions for families relocating across the country. However, today's CAF requires new, flexible policies and systems to reflect the realities and challenges of modern Canadian society.⁷

The changes in the family dynamics, removal of supports and shifts in personal priorities have led to numerous disharmonies stemming from the demands of the military lifestyle. At the core, the essence of this range of concerns can be distilled into two prevailing, overlapping problems. These are the lack of stability caused by frequent geographic relocations, and the impairment of member WLB. Thus, policy change that addresses these two specific concerns must be instituted, and is the focus of this research.

In the search for best practices, it is considered that the CAF could benefit by looking to the private sector for solutions to its own HR issues. While most civilian organizations do not typically direct the relocation of their employees, many practices have been adopted to improve WLB. One commonly used policy sees a variety of flexible work arrangements (FWA) offered. Building on the recognition of the need for change, Chapter 3 provides a chronology of the introduction of FWA into the private and public sector, to include its progression within DND. As the world was forced to adopt such practices in response to the COVID-19 pandemic, the rapid introduction of working from home is also emphasized. In light of remote work having been so commonly employed for over a year, recommendations for its permanent adoption in CAF policy will be made.

With a view to challenging the status quo, investigation into a broad body of research concerning working from home has been undertaken, with five dominant themes

⁷ Department of National Defence, *The Journey of the Journey*, 1.

emerging. These themes will be developed in Chapter 4, offering evidence as to the potential benefits, pitfalls, and mitigations available. Consideration of the data will be viewed from the perspectives of the member, the family, and the institution. It will seek to determine whether implementation of home-based work might be viable, and how it might contribute to the objectives identified by the Journey. The CAF is a volunteer force, and therefore an individual must be enticed to join and must remain satisfied to prevent them from releasing. For the CAF to be viewed as an amiable employment option when considering other industries and fields, the individual's needs must be respected. The member's own interests are typically highly entwined with those of their family. It is recognized that any policy implemented must be in line with the values, needs, and demands of the organization itself. The operational effectiveness of the CAF demands achievement of balance between individual interests and the common good, and therefore cannot entirely favour individual member preferences.⁸ However, if members' desire to work from home can equally serve the common good, then balance can be reached.

Recalling from above, the principal matters of concern for members and families are the achievement of WLB and the instability that results from frequent geographic relocations. Chapter 4 will show that allowing CAF members the flexibility to work from home will offer improvement in both these areas. The CAF will then be seen as a more modern, supportive employer. This in turn will benefit the institution in the form of increased recruitment and retention, in addition to improving the outputs of its existing members. Societal expectations have been raised by industry's response to shifting

⁸ Department of National Defence, B-GL-005-100/FP-001, *CFJP 1.0 Military Personnel Management Doctrine* (Ottawa: DND Canada, 2008), 2-3.

demographic trends and employee priorities. Should the CAF continue to ignore these changes, it risks a shrinking force and reduced talent pool.

To close out the inquiry, Chapter 5 will offer practical recommendations for how best to usher in a policy that enables eligible members in suitable positions to work offsite. Areas for future research and further examination will also be proposed.

Permanent implementation of such a policy, even after the risks of COVID-19 have subsided, is considered to offer significant benefits to all parties concerned. The pandemic has opened the door to the potential for the institution to function in a more remote manner. Once the opportunity has been thoroughly explored through the research presented in this paper, it will be firmly established that returning to the former way of doing business is simply not an option.

CHAPTER 2

CANADIAN SOCIETY AND MILITARY FAMILIES: THEN AND NOW

Canadian society is not static; citizens' values, beliefs, and desires are continuously changing. This applies to expectations regarding employment and workplace practices. Balancing the requirements of one's career with personal life, including one's family is a major source of concern for many.⁹ In order to understand the need for change within the CAF, one must have an appreciation for the societal transformations and demographic shifts seen in the past several decades. This includes the composition and features of Canadian families in general, as well as aspects that are unique to military families. Once an appreciation for the societal backdrop, as well as the structure of military families has been established, consideration for military-specific difficulties will be examined. The CAF has a large influence on the member's work-related progression, but this control spills over into the realities of their family and personal lives. Some of the challenges, and their impacts will also be considered in this chapter.

The Changes in Canadian Society

Significant developments in the composition of the Canadian workforce and the family structure and dynamics can be seen between the latter half of the twentieth century and today. Figure 2.1 represents the transformation of the workforce composition over the past seventy years. Between 1950 and 1990, the percentage of women in the workforce surged. The growth continued, though more slowly, seeing a relative plateau

⁹ Alan Charles Okros, *Harnessing the Potential of Digital Post-Millennials in the Future Workplace* (Cham, Switzerland: Springer, 2019), 126; Donna I. Pickering, *The Relationship Between Work-Life Conflict/Work-Life Balance and Operational Effectiveness in the Canadian Forces* (Toronto: Defence R&D Canada, 2006), 8.

over the past decade. Alongside this increase in working females, a slight decline in male workforce participation was seen, with a similar leveling off as of about 1990.

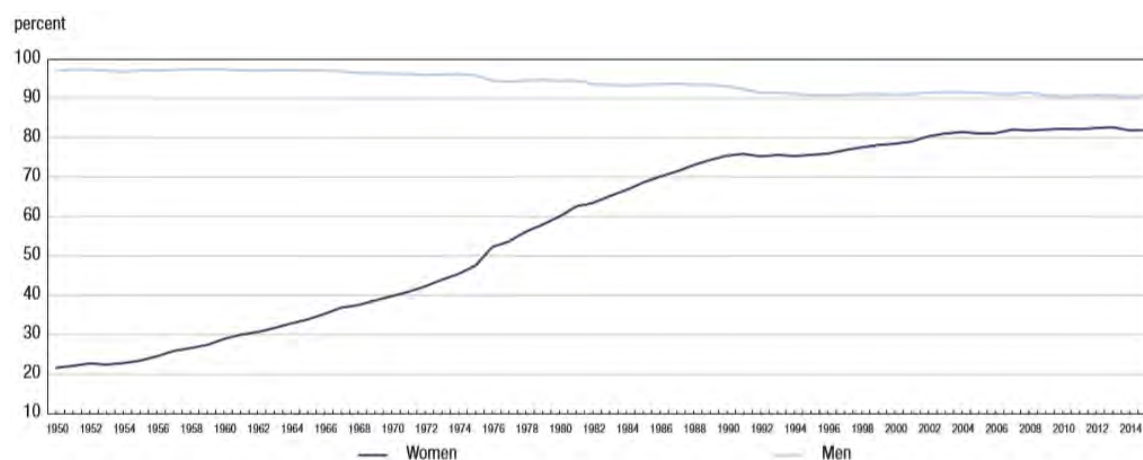


Figure 2.1 – Workforce participation of people aged 25 to 54, Canada, 1950 to 2015

Source: Moyser, *Women and Paid Work*, 4.

Canada's marriage rate peaked in 1972, and other than a slight rise in the year 2000, it has been on a reasonably steady decline since that time.¹⁰ Yet despite there being fewer marital unions, and less men working, the growth of working women caused the number of dual-earning families to increase. In 1976, 38% of the population was in a dual-earning family, and by 2015 this number had grown to 58.1%.¹¹ The developments in dual-earning families with children is even more significant. In 1976, 36% of families had both parents in the workplace, as compared to 69% in 2014.¹² Not only have dual-earning families become the majority, but it is more typical that both partners wish to pursue full careers, rather than just short-term or part-time employment.¹³ Thus,

¹⁰ Anne Milan, *Marital Status: Overview, 2011* (Ottawa: Statistics Canada, 2013), 10.

¹¹ Melissa Moyser, *Women and Paid Work* (Ottawa: Statistics Canada, 2017), 11.

¹² Sharanjit Uppal, *Employment Patterns of Families with Children* (Ottawa: Statistics Canada, 2015), 3.

¹³ Pierre Daigle, *On the Homefront: Assessing the Well-Being of Canada's Military Families in the New Millennium* (Ottawa: Office of the Ombudsman, 2013), 15.

competition between outside employment and household demands has become an ever-increasing feature of the Canadian lifestyle.

The composition of families is also shifting. The Divorce Act of 1968, and its subsequent amendment in 1986 saw an increase in Canadian divorces, which has plateaued since the mid-1990s.¹⁴ Divorces have resulted in an increased prevalence of single parents, as well as a change in the make-up of blended families. In 1976, only 9% of families had a lone parent, but by 2014 that figure had risen to 20%.¹⁵ The complexity of step-families is tracked by Statistics Canada. In a simple step-family, only one spouse has children from a previous relationship. A complex step-family includes children brought in either by both parents, or one parent in addition to children born into the new union. From 1995 to 2011, the number of step-families remained relatively constant around 11% of all families with children.¹⁶ However, in 1995, 39% of step-families were complex, compared to 51% being complex in 2011.¹⁷ Similarly, the rate of children placed in joint-custody arrangements has steadily grown since the 1990s.¹⁸ Given the need for geographic mobility in the CAF, families are part of such agreements are anticipated to face additional challenges as compared to those with intact families.

The growth rate of the Canadian population as a whole, and the size of its workforce is declining. Older people now constitute a growing proportion of the population and the labour force. From the 1950s to the 1970s, there were roughly eight

¹⁴ Milan, *Marital Status: Overview, 2011*, 11.

¹⁵ Uppal, *Employment Patterns of Families*, 9.

¹⁶ Mireille Vézina, *2011 General Social Survey: Overview of Families in Canada – Being a Parent in a Stepfamily: A Profile* (Ottawa: Statistics Canada, 2012), 9.

¹⁷ Vézina, *2011 General Social Survey*, 9.

¹⁸ Vézina, *2011 General Social Survey*, 11.

working-age persons for every person aged sixty-five and older.¹⁹ That ratio dropped to 4.5:1 in 2013 and is forecasted by Statistics Canada to further decline to only two working-aged persons for every one over sixty-five by 2050. Additional projections anticipate those aged fifty-five and older could make up 25% of the labour force by 2036, as compared to just 11% for the same group in 1976.²⁰ These shifts have consequences to CAF recruiting and long-term retention given that the current compulsory retirement age is sixty, and the CAF prefers to attract younger Canadians for enrolment.

The changes regarding who is working, at what age, and the composition of their families have resulted in steadily increasing difficulty among Canadians to balance their work with non-employment-related commitments.²¹ The notion of WLB is one that is ever-changing, and varies from person to person, and equally, over time within a given individual. What is needed to achieve stability for one person may indeed be completely disproportionate for another. As many considerations and factors can influence it, no rigid definition can readily be assigned. Though at its core, the pressures on WLB involve the inability, or the feeling of being unable, to adequately meet the demands of three key domains. These are the obligations of work, the needs of family and household responsibilities, and the requirement for personal leisure.²² Work-life *balance* is indeed the seemingly ever-elusive equilibrium sought among the constantly shifting and competing priorities in one's life.

¹⁹ Statistics Canada, Demography Division, *Canadian Demographics at a Glance*, 2nd ed. (Ottawa: Statistics Canada, 2016), 13. Working age is defined as aged sixteen to sixty-four.

²⁰ *Study: Projections to 2036 of the Labour Force in Canada and its Regions* (Ottawa: Statistics Canada, 2019), 2.

²¹ *Satisfaction with Work-Life Balance*, 3.

²² Linda Duxbury, Chris Higgins, and Donna Coghill, *Voices of Canadians: Seeking Work-Life Balance* (Ottawa: Human Resources Development Canada Labour Program, 2003), 81; Pickering, *The Relationship Between Work-Life Conflict*, 2; Mady Wechsler Segal, "The Military and the Family as Greedy Institutions," *Armed Forces and Society* 13, no. 1 (1986): 9.

The notion of WLB is not a new one. However, its placement as a priority, even an essential lifestyle element, has seen a marked increase in more recent history. Awareness about WLB was growing among employers in the early 1980s, and along with it, the call for family-friendly policies.²³ As subsequent generations entered the workforce, the importance placed on the need for such balance steadily increased. Members of Generation X esteemed such balance to a greater degree than Baby Boomers, and this trend continued thereafter.²⁴ The demand for WLB is more apparent today than ever before.

Achieving WLB can be a greater challenge for women. Despite their prevalence in the workforce, women typically continue to take on a disproportionate role in homemaking and caregiving.²⁵ This has detrimental effects on their stress levels and offers an explanation for why women tend to cite WLB difficulties more frequently than their male counterparts.²⁶ To their credit, men are generally taking on a greater role than they did before it was common for women to work outside the home.²⁷ Despite the increased household support, a significant disparity in the allocation of domestic tasks still exists.

The Military Family Structure

Now that more about the dynamic of Canadian society as a whole is understood, the profile of the military family and related issues will be developed. CAF families are generally a reflection of society, yet do have their own distinctive qualities. Accordingly,

²³ *Flexible Work Arrangements: A Discussion Paper* (Ottawa: Employment and Social Development Canada, 2016), 5.

²⁴ Okros, *Harnessing the Potential*, 45.

²⁵ Melissa Moyser, *Women and Paid Work* (Ottawa: Statistics Canada, 2017), 17.

²⁶ *Satisfaction with Work-Life Balance: Fact Sheet* (Ottawa: Statistics Canada, 2016), 3.

²⁷ Shelley A. Haddock, Toni Schindler Zimmerman, Scott J. Ziemba, and Kevin P. Lyness, "Practices of Dual Earner Couples Successfully Balancing Work and Family," *Journal of Family and Economic Issues* 27, no. 2 (2006): 210.

the CAF must monitor and acknowledge changes in order to be responsive to the needs of its personnel, while remaining conscious of changes in the greater workforce.

In the decade following World War II, the majority of members were unmarried and had no dependents.²⁸ By 2017, 56% of Regular Force (RegF) members were either married or in a common-law union, and 47% had at least one dependent child.²⁹ Historically, the Canadian military readily accepted, and even relied upon the societal norm of gendered labour division to enable the frequent absence of its members with dependents.³⁰ Thus, women's increased presence in the workplace had an effect on the taken-for-granted assumption that CAF members with families had a stay at home spouse.

While the addition of any children into a family sees an increase in obligations on the home front, families that include dependents with special needs experience an even greater demand. This is the case for 8% of CAF families.³¹ Within that demographic, female military members comprise a greater percentage of those with special needs children. Women comprised 28% of CAF members indicating they had a child with a disability, while only 15% of the RegF population at the time was female.³²

Another aspect to consider when discussing military families is when both spouses are serving CAF members. Married service couples (MSC) account for 10% of the RegF married or common-law population, with the vast majority being married to

²⁸ Baker, "An Exploratory Study Identifying Hardships", 6.

²⁹ Lynda Manser, *Profile of Military Families in Canada: 2017 Regular Force Demographics* (Ottawa: Military Family Services, Canadian Forces Morale and Welfare Services, 2018), 12-13.

³⁰ Harrison and Laliberté, *No Life Like It*, 11.

³¹ *CAF Community Needs Assessment 2016 Overall Results* (Winnipeg: Canadian Forces Morale and Welfare Services, 2017), 7.

³² Manser, *Profile of Military Families*, 17.

another RegF member.³³ Of those members, 52% are female and 48% male.³⁴ At first glance, one might then consider the composition to be roughly equal. That would be accurate when considering the MSC in isolation, but this fails to account for the overall context. The CAF RegF composition is 85% male. A quick calculation of the figures at hand indicates that 34.6% of serving women are members of MSC whereas only 5.6% of men fall into this category. Accordingly, issues affecting members of MSC will have a disproportionately large effect on female members. Little additional information is available regarding the specific make-up of families with MSC.³⁵

CAF-Specific Difficulties

The issue of WLB is assessed as being a larger issue for CAF members than those employed in other careers, whether the public, private or not for profit sector.³⁶ The Canadian Forces Morale and Welfare Services 2016 CAF Community Needs Assessment sought to identify the most significant problems faced by CAF members and their spouses. The results identified that 82% of respondents experienced some work-life imbalance, and it was highlighted as the most significant difficulty for 25% of those surveyed.³⁷ Notably, this number was more than double the next two most significant issues identified. The broad category of “workload and demands” was among the top three most commonly cited dis-satisfiers in the 2016 CAF Retention Survey.³⁸

³³ Manser, *Profile of Military Families*, 64.

³⁴ Manser, *Profile of Military Families*, 65.

³⁵ Lynda Manser, *State of Military Families in Canada: Issues Facing Regular Force Members and Their Families* (Ottawa: Canadian Forces Morale and Welfare Services, 2018), 18.

³⁶ Pickering, *The Relationship Between Work-Life Conflict*, 8.

³⁷ *CAF Community Needs Assessment*, 91.

³⁸ Rebecca Lee, Emrah Eren, and Glen Budgell, *2016 CAF Retention Survey: Qualitative Analysis* (Ottawa: Human Resource Systems Group, Ltd, 2017), 64.

Collectively, this evidence paints a telling picture, indicating that there is considerable unease with the status of WLB in the CAF.

With such a large proportion of CAF members identifying concerns about WLB being impacted by CAF service, it is imperative to gain an understanding of the root causes. In order to obtain such information, the CAF has run a number of retention initiatives and studies in the past number of decades. In 2016, the CAF Retention Survey sought to understand factors related to members' decision either to leave the CAF or remain. The category of postings garnered the greatest disapproval, with 57.7% of members identifying it as a dissatisfier that influenced retention intentions to a "large or very large extent."³⁹

Geographic Relocations

The fact that postings are challenging for families is not a recent development. A 1978 study investigating hardships faced by military families indicated the same finding. It highlighted, "of all the tasks that a military family must accomplish in their relationship with the military establishment, the task of periodic geographic mobility appears to cause the most hardships and problems."⁴⁰ A 2013 assessment of Canadian military families' well-being reaffirmed the same thirty-five years later. The Ombudsman's 2013 report highlighted that, "in the view of many commanders, service providers and observers, [geographic relocation] is the single most unsettling feature of the CF lifestyle."⁴¹ Thus, the landscape of the relocation cycle and its impacts will be the focus of examination.

³⁹ Lee, Eren, and Budgell, *2016 CAF Retention Survey*, 65.

⁴⁰ Baker, "An Exploratory Study Identifying Hardships", 13-14.

⁴¹ Daigle, *On the Homefront*, 4.

First and foremost, one must gain an appreciation for the magnitude of the annual upheaval of CAF families, known as the Active Posting Season (APS). The APS is typically centred over the summer, but postings can be directed outside this window. As Table 2.1 displays, close to thirteen thousand geographic relocations occur annually. Correspondingly, approximately one fifth of the CAF is uprooted each and every year. On average, roughly 80% of those are interprovincial moves.⁴² The interprovincial distinction is pertinent, as the complexity of such moves are greater. Provincially regulated services such as dependent health care, child education, and vehicle and driver licensing must be changed over when cross-border relocation is required. There are several other issues beyond these concerns, which will be presented in subsequent sections.

Fiscal Year	Total Moves Conducted
2009/2010	13,050
2010/2011	13,790
2011/2012	12,989
2012/2013	12,389
2013/2014	11,307
Average	12,705

Table 2.1 – Number of Moves Due to Postings by Fiscal Year

Source: Adapted from Department of National Defence, *Military Cost Moves Corporate Account (C107) Review*, 33.

While reporting methods varied significantly across the sources consulted, Table 2.2 offers a reasonable depiction of the number of geographic relocations one might experience in a career. Though, as averages are representative, some members are relocated with significantly greater frequency than these data suggest. Thus, the disruption some members and families experience across their time in uniform may be

⁴² Manser, *State of Military Families*, 36.

disproportionately larger. One must also bear in mind that MSC are likely to face a geographic move more frequently than their counterparts with civilian spouses.⁴³

	Average of RegF Member Respondents	Average of Civilian Spouse/Partner Respondents
1-5 years	1.7	1.7
6-10 years	2.3	1.9
11-15 years	3.0	3.6
16-20 years	4.0	3.3
20+ years	5.7	5.9

Table 2.2 – Average Posting Relocations by Years of Service

Source: Manser, *Relocation Experiences: The Experiences of Military Families with Relocations Due to Postings – Survey Results*, 12.⁴⁴

Given the magnitude of the relocation programme, it should come as no surprise that the annual budget to enable these postings is quite large. The overall 2019/2020 budget for postings was \$405 million dollars. A number of factors have an effect on the cost of a given posting. Such dynamics include the size of the family, distance traveled, whether a member owns or rents their residence, and even the member's rank. The different types of postings must also be considered. The cost of a new recruit moving after Basic Training will differ greatly from a member going to or returning from an outside of Canada (OUTCAN) posting. The most common type of posting is one where a trained member both originates and remains in Canada and thus will be the basis for consideration. The average cost for such a posting in fiscal year 2020/2021 was \$44,747.⁴⁵

⁴³ Manser, *State of Military Families*, 49.

⁴⁴ The distinction of Regular Force member and civilian spouse/partner is as a result of the survey method employed. Either the member or their spouse/partner were permitted to respond on behalf of the household. The author chose to present the results by respondent type. Without access to the raw data, an overall average cannot reasonably be derived.

⁴⁵ Department of National Defence, *Military Cost Moves Corporate Account (C107) Review: A DND Review of C107* (Ottawa: DND Canada, 2015), 19.

The Hunt for Housing

In the 1950s and 1960s, the majority of military families lived on base in CAF housing and their children attended military schools, thereby easing some relocation difficulties.⁴⁶ As of the 1990s, strategic decisions to, “encourage [CAF] personnel to live in civilian communities” were made, thus greatly reducing the support to geographic transition.⁴⁷ This decision saved the institution money, but impacted families’ finances. As of 2017, sufficient CAF housing exists for only approximately 20% of CAF members residing in Canada, despite the existence of higher demand.⁴⁸ Having no control over the timing of postings may result in members having to buy or sell at inopportune times as related to market fluctuations. Further, a great deal of time is invested into the process of selling. Efforts range from the preparations for selling, vacating the house for showings, to scheduled appointments with lawyers to sign paperwork. In sum, many families find the task of re-establishing housing to be challenging, including 8.4% who cited “extreme difficulty” in this area in a 2009 survey.

Loss of equity as a result of having to sell is also a concern for many. A benefit known as Home Equity Assistance (HEA) allows members to claim losses resulting from the sale of their residence. Very specific criteria must be met in order to gain full reimbursement under the HEA, which has seen some members suffer non-reimbursable losses of amounts involving tens of thousands of dollars.⁴⁹ The rules have changed somewhat to better support members, but the benefit remains taxable, which is

⁴⁶ Baker, “An Exploratory Study Identifying Hardships”, 6.

⁴⁷ Daigle, *On the Homefront*, 7.

⁴⁸ Manser, *State of Military Families*, 16.

⁴⁹ Daigle, *On the Homefront*, 61; David Burke, “Canadian Forces Maj Marcus Brauer Loses Legal Battle Over Home Sale Loss,” *CBC News*, February 11, 2016, <https://www.cbc.ca/news/canada/nova-scotia/marcus-brauer-legal-fight-compensation-canadian-forces-ruling-court-1.3443550>.

accompanied by its own implications.⁵⁰ While all the scenarios detailed above may result in a financial loss as a result of relocation, the negative financial consequences are just one side of the coin. Gains made on the sale of a house are tax free, and can be lucrative in a thriving market. Further, approximately one quarter of families claim that their financial situation improved as a result of moving.⁵¹ Though on the whole, research suggests that military families' financial situations tend to be worse as a result of service-driven relocation.⁵²

Linked to the need for housing is the overall concern of financial difficulties among CAF families. While the majority of direct relocation expenses are covered via claim reimbursement or direct billing, many families have unique circumstances that are not accounted for in the relocation policy.⁵³ Such instances may result in out-of-pocket expenses as result of moving. Sources further report that between half to nearly two-thirds of families expressed that their financial situation was worse as a result of relocation.⁵⁴ Causes included higher cost of living at the new location as well as the delay in or inability to re-establish spousal employment.

⁵⁰ Department of National Defence, A-PP-005-IRP-AG-001, *Canadian Forces Integrated Relocation Program Directive: APS 2009-2018* (Ottawa: DND Canada, 2018), 85.

⁵¹ Manser, *State of Military Families*, 43; Skomorovsky and Wang, *Quality of Life: Well-Being*, 5.

⁵² Lynda Manser, *Relocation Experiences: The Experiences of Military Families with Relocations Due to Postings - Survey Results* (Ottawa: Military Family Services, Canadian Forces Morale and Welfare Services, 2018), 50.

⁵³ As one example among many, the author is aware of circumstances surrounding members who own sailboats. The cost to ship the craft would have greatly exceeded the funds available in the Custom and Personalized benefits, and would have resulted in significant cost to the member. The decision resulted in the members sell the boats at origin, but this too came at a loss that was not reimbursable.

⁵⁴ Manser, *Relocation Experiences*, 14; Manser, *State of Military Families*, 43; Alla Skomorovsky and Zhigang Wang, *Quality of Life Among Spouses of CAF Members: Well-Being and Top CAF Families' Issues* (Ottawa: Defence Research and Development Canada, 2020), 5.

Spousal Employment

Among the chief complaints of CAF families was the inability for the serving member's spouse to obtain meaningful employment. This factor was identified as the largest cause of financial problems.⁵⁵ Not all recent CAF satisfaction surveys chose to consider the issue of spousal employment as a distinct impact of relocation. Therefore, it is admittedly difficult to accurately apportion blame of this highly prevalent issue to relocation or simply the military lifestyle in general. Long, unpredictable hours, training exercises and deployments, in addition to relocations mean that the family burden tends to be shouldered by the spouse, making employment harder to manage.⁵⁶

An Ombudsman Report indicated that military spouses may not even be seeking employment because they “are *resigned* to the necessity of providing stability and continuity on the home front.”⁵⁷ The 2018 Quality of Life Survey indicated that 46.1% of civilian spouses felt that having a spouse in the military negatively impacted their career.⁵⁸ Further, 70.1% indicated that they made employment or career sacrifices because of their spouse's military career.⁵⁹ Whatever the specific cause, it is evident that military spouses make significant forfeitures to support the member's career.

Regarding relocation specifically, 25.5% of spouses found it “extremely difficult” to re-establish their employment, and a further 28.7% noted the same regarding their

⁵⁵ *CAF Community Needs Assessment*, 10.

⁵⁶ Julie Coulthard and Jason Dunn, *Canadian Forces Spousal/Partner Employment and Income Project: Research Framework and Methodology* (Ottawa: DGMPRA, 2009), iii.

⁵⁷ Daigle, *On the Homefront*, 39.

⁵⁸ Alla Skomorovsky and Zhigang Wang. *Quality of Life Among Spouses of CAF Members: Items for Performance Measurement Framework* (Ottawa: Defence Research and Development Canada, 2020), 3.

⁵⁹ Skomorovsky and Wang. *Quality of Life: Performance Measurement*, 3.

seniority at work.⁶⁰ Difficulties in transferring professional licensing across provinces is another hurdle that must be overcome. Many CAF bases are located in small or remote communities, where the availability of professional opportunities is lacking. For the jobs that are available, it has been seen that many employers are reluctant to hire military spouses.⁶¹ They view their presence as transient and not worth the investment as they are liable to move away abruptly.

The CAF does have support mechanisms in place to aid in the transition, including the Military Spouse Employment Initiative.⁶² This enables military spouses to gain a foothold in a Public Service job inventory. The initial opportunities provided are only ninety days of employment per calendar year though, and are typically at the lower pay levels, despite many requiring the applicant to be bilingual. Military Family Resource Centres (MFRC) also offer assistance through various means, but only 5.7% of spouses report having accessed these services.⁶³ Expenses for spousal employment search assistance and resume preparations are also reimbursed under CAF relocation policy.⁶⁴ While these provisions may ease the transition to some degree, they are insufficient to fully alleviate the substantial impact of relocation on spousal employment.

Another important feature of spousal employment is the critical distinction between a job and a career. With the often heavy demand on spouses and the need for

⁶⁰ Coulthard and Dunn, *Spousal/Partner Employment and Income Project*, 16. In this survey, respondents were permitted to assign the same difficulty rating to multiple categories. Thus, the responses received were not based on a total of 100%.

⁶¹ Daigle, *On the Homefront*, 41.

⁶² Department of National Defence, “Military Spouse Employment Initiative,” last modified August 24, 2020, <https://www.canada.ca/en/department-national-defence/corporate/job-opportunities/civilian-jobs/civilian-job-opportunities/military-spouse-employment-initiative.html>.

⁶³ Zhigang Wang and Nicole Aitken, *Impacts of Military Lifestyle on Military Families: Results from the Quality of Life Survey of Canadian Armed Forces Spouses* (Ottawa: Defence Research and Development Canada, 2016), 28.

⁶⁴ Department of National Defence, *CF Integrated Relocation Program Directive*, 109.

frequent relocation, many submit that a career is not possible and will accept whatever employment is available.⁶⁵ This has long-term impacts for the spouse and the family as a whole. Pensions and other benefits are simply not afforded to those who work multiple jobs over their lifetime, leaving the family with diminished income in retirement.⁶⁶

MSC do not face the same difficulties as civilian spouses regarding employment, yet their circumstances come with their own set of problems. While both maintain employment, typically the senior member is posted, and the career manager of the subordinate member is charged with finding a suitable position for that member. This can cause the junior member's career to suffer, as they may be placed in positions outside the scope of their trade simply to ensure the couple is geographically collocated.⁶⁷ The alternative is to accept being separated through imposed restriction, either to allow both to progress, or because collocated positions are simply unavailable. This process will be examined further in a later section. Maximizing career opportunities for both members while keeping them together may not be a possibility under the current reality.

Unsurprisingly, roughly 60% of MSC felt that the CAF did not understand the problems unique to their career and family situations.⁶⁸ So whether a member is married to a civilian or a fellow military member, difficulties as it pertains to their employment are a prominent feature tied to relocation.

Chronic Instability

Beyond the economic considerations related to moves, numerous studies reveal a variety of emotional and lifestyle impacts on military families. While perhaps less

⁶⁵ Daigle, *On the Homefront*, 42.

⁶⁶ Harrison and Laliberté, *No Life Like It*, 220.

⁶⁷ This has been the case for the author's own spouse on more than one occasion.

⁶⁸ Pickering, *The Relationship Between Work-Life Conflict*, 8.

tangible than some of the other difficulties, the feelings that a lack of stability, or the ability to put down roots are a prominent dissatisfier. 40.6% of military spouses experienced extreme difficulty in re-establishing their support networks after a move, and 10% reported the same for the reinstatement of family routines.⁶⁹ “The lack of predictability and limited influence families exert over *when, where* and *for how long*” postings will last, add to the feelings of instability.⁷⁰

Despite being largely at the mercy of CAF decisions, many families do report positive emotions tied to the prospect of relocation. In a recent survey of CAF families’ relocation experiences, 33% of the emotions expressed on immediate reaction to relocation were linked to happiness, excitement or relief.⁷¹ That is to say, by no means is every member or family who receives a posting message against the prospect of moving; it is simply accompanied by some difficulties. That said, as the majority of the remaining 67% of emotions expressed were primarily negative, this strengthens the case for continued consideration of the relocation programme.

Considerations for Children

The member and spouse may not be the only parties who experience emotional difficulties tied to relocation. It is often said that children are resilient. While they will likely not be permanently scarred by the process of relocation, they are still impacted at the time by the disruption to their lives. Youth especially find the loss of their social networks to be an overwhelming experience, and the quality of their relationships suffers

⁶⁹ Wang and Aitken, *Impacts of Military Lifestyle on Military Families*, 15.

⁷⁰ Daigle, *On the Homefront*, 24.

⁷¹ Manser, *Relocation Experiences*, 17.

as a result.⁷² Though some children did choose to focus on the adventurous side, framing the move in a positive way, they were the minority among their peers.⁷³

While infants and younger children may not experience quite the same sense of loss regarding their social circles, their parents are faced with the task of finding suitable child care. Nearly one quarter of respondents found this service to be extremely difficult to re-establish after relocation.⁷⁴ While less acute, there were also issues in school-aged children's transfers, with over one quarter of parents reporting some degree of impediment.⁷⁵ The problem was exacerbated with interprovincial moves, as curricula tend to vary more widely, as does the age at which children start school.⁷⁶ Credits may not transfer directly, or the same material may be covered again, or was covered in the previous grade, resulting in a knowledge gap and student frustrations.⁷⁷ Some of these concerns were moderated when the CAF had its own school systems, but this network has not been in place for several decades.⁷⁸

The matter of child care and education becomes even more challenging for families including children with special needs. Little research exists on the specific topic, but one qualitative study sought to better understand the CAF families' experiences with accessing special education services upon relocation. It found that wait times to access equivalent supports at the new location were cited as one of the most critical barriers.⁷⁹

⁷² Robson et al., "School Engagement Among Youth," 364-365.

⁷³ Manser, *State of Military Families*, 41.

⁷⁴ Wang and Aitken, *Impacts of Military Lifestyle on Military Families*, 15.

⁷⁵ Wang and Aitken, *Impacts of Military Lifestyle on Military Families*, 42.

⁷⁶ Manser, *State of Military Families*, 19.

⁷⁷ Karen Robson et al., "School Engagement Among Youth in Canadian Forces Families: A Comparative Analysis," *Alberta Journal of Educational Research* 59, no. 3 (2013): 364.

⁷⁸ Manser, *State of Military Families*, 3.

⁷⁹ Kristin Ostler, Deborah Norris, and Heidi Cramm, "Geographic Mobility and Special Education Services: Understanding the Experiences of Canadian Military Families," *Journal of Military, Veteran and Family Health* 4, no. 2 (2018): 73.

The process of transferring assessment records and academic documentation was another difficulty faced.⁸⁰ The study affirmed that “geographic mobility was described as having many, and oftentimes severe, impacts on the ability to establish and maintain special education services.”⁸¹ MFRC programmes do seek to support special needs transitions, as does the Military Families Fund, though demand greatly outstrips the resources available.⁸²

The problems relating to obtaining specialized education services were echoed in other areas. Difficulty in managing the health care needs of a family member with special needs was also expressed. Though the number reporting this concern was low, at 5% of all surveyed, it should be recalled that only 8% of the CAF declared having a special needs dependent.⁸³ The Ombudsman’s 2013 report noted similar concerns, reaffirming that “families with special care needs are exceedingly vulnerable to mobility and separation.”

Health Care

This introduces the broader issue of access to dependent health care in general. This is conveyed as the most prominent challenge for military families upon relocation, with 44.4% reporting extreme difficulty in its re-establishment.⁸⁴ Many dependents do not have a regular primary care physician. 16.5% of CAF spouses reported not having a primary care physician in 2018, as compared to the 2019 national average of 14.5%.⁸⁵

⁸⁰ Daigle, *On the Homefront*, 66; Ostler, Norris, and Cramm, “Geographic Mobility and Special Education,” 73.

⁸¹ Ostler, Norris, and Cramm, “Geographic Mobility and Special Education,” 77.

⁸² Daigle, *On the Homefront*, 48.

⁸³ *CAF Community Needs Assessment*, 7, 11.

⁸⁴ Wang and Aitken, *Impacts of Military Lifestyle on Military Families*, 14.

⁸⁵ Skomorovsky and Wang. *Quality of Life: Performance Measurement*, 4; *Primary Health Care Providers, 2019* (Ottawa: Statistics Canada, 2020), 3.

However, given that the majority of CAF spouses are female, the health care discrepancy between them and their civilian counterparts may actually be greater. Only 11.7% of Canadian females were without a regular health care provider.⁸⁶ In addition to basic health care, CAF members also indicate an inability to obtain specialized mental and physical health care supports, with 8% in each category noting the concern. This too may not be a strict consequence of relocation alone, but having to continually find new providers would have an impact.

DND recognizes the difficulty in re-establishing health care. *SSE* announced the Comprehensive Military Family Plan as an initiative to support families through frequent relocations.⁸⁷ Among the aims is support to the re-establishment of medical services. The Military Family Services Program (MFSP), under the MFRC, was an older attempt at achieving the same aims. It was recommended to undergo a modernization in 2013 to ensure that it kept stride with the demands of the modern CAF family.⁸⁸ Yet, while the Comprehensive Military Family Plan is still fairly new, the concerns the MFSP sought to address still remain extant according to recent surveys and studies.⁸⁹

Imposed Restriction

In an attempt to address the numerous issues surrounding the need for frequent geographic relocation, the CAF has a policy in place to alleviate some of the financial difficulties indicated. For service members with dependents, one option is for them to proceed unaccompanied to their new place of employment while their family remains at their current location. This is a mechanism known as Imposed Restriction (IR). IR can be

⁸⁶ *Primary Health Care Providers*, 3.

⁸⁷ Department of National Defence, *Strong Secure Engaged*, 29.

⁸⁸ Daigle, *On the Homefront*, 78.

⁸⁹ *CAF Community Needs Assessment*, 11.

requested for a variety of reasons, including all of the concerns discussed in this chapter. Utilizing IR for only a brief period, to bridge relocations that occur on short or outside of the APS is also possible.⁹⁰ The top three reasons influencing members' requests for IR were stability in family life, children's education, and spousal employment.⁹¹

At any given time, there are between nine hundred and one thousand CAF members on IR.⁹² While some members reside in military quarters on bases, others live on the economy. Quarters are far less costly, but are not available in all locations. For those living on the economy, the rates are established by Treasury Board and range from \$1090 to \$1800 per month depending on the location.⁹³ An additional \$100 per month may also be claimed for parking costs.⁹⁴ Thus, for one person living in Toronto on IR, the annual cost \$22,800, solely for the cost of one member's accommodations and parking. This would be in addition to a number of other costs. These include the shipment of the member's required belongings to their destination and their mileage or airfare to get there, in addition to an annual Leave Travel Assistance (LTA), if the entitlement exists. The variances in circumstances result in a broad range of costs per member, but the budget to support the IR programme is between \$17-19 million dollars annually.⁹⁵

While proceeding on IR may provide much-needed continuity for the dependents, there are a number of drawbacks to the implementation of the practice. From a practical perspective, the spouse left behind must pick up the resultant slack. With the member

⁹⁰ Daigle, *On the Homefront*, 31.

⁹¹ Manser, *Relocation Experiences*, 44.

⁹² Alban Massimba, Comptroller, Director General Military Careers, email message to author, March 22, 2021.

⁹³ *Compensation and Benefit Instructions: Chapter 208 – Relocation Benefits* (Ottawa: 2019), table to article 208.997.

⁹⁴ *Compensation and Benefit Instructions: Chapter 208*, article 208.997(9)(c).

⁹⁵ Massimba, email message to author, March 22, 2021.

geographically separated, the spouse has no choice but to fulfill all household and parenting demands, possibly in addition to their own employment. This tends to present a challenge for the spouse's WLB. On the emotional side, nearly two-thirds of affected families felt that the period of IR had strained their relationships as a result of various additional stressors and the geographic separation.⁹⁶

Seemingly out of concern for its members' family bonds, the CAF has placed restrictions on the duration of IR. In the past, a period of IR could go on indefinitely.⁹⁷ The current policy states, "it is normally in the best interest of the CAF and its members that their dependants be co-located and able to support one another at the member's place of duty."⁹⁸ Thus, it seems apparent that the CAF has concern for the detrimental effects of extended separation on military families. A maximum of five consecutive years of IR may now occur before the member must return to their dependents for a minimum period of one year.⁹⁹ Then the member may proceed again on IR, if warranted.

Another recent change to the IR policy was the removal of the Separation Expense benefit. The cost of food at Crown expense used to be included in IR benefits, but this subsidy was repealed in 2013.¹⁰⁰ Many families viewed this benefit as a safety net to ensure that the separated member's costs were regulated. In this way, they could afford to travel to be reunited more frequently than the once per year entitlement to LTA.¹⁰¹ It is therefore not surprising to learn that more than half of CAF members and

⁹⁶ Manser, *Relocation Experiences*, i.

⁹⁷ T.J. Leigh, "Imposed Restriction: Panacea or Problem" (master's thesis, Canadian Forces College, 2010), 47.

⁹⁸ Department of National Defence, *CF Mil Pers Instr 01/17 – Imposed Restriction* (Ottawa: DND Canada, 2017), article 3.1.

⁹⁹ Department of National Defence, *CF Mil Pers Instr 01/17*, article 5.3.

¹⁰⁰ Daigle, *On the Homefront*, 62.

¹⁰¹ Daigle, *On the Homefront*, 62; *Compensation and Benefit Instructions: Chapter 209 – Transportation and Travelling Expenses* (Ottawa: 2018), article 209.50.

their families are dissatisfied with the benefits and policies associated with IR, as Figure 2.2 demonstrates.

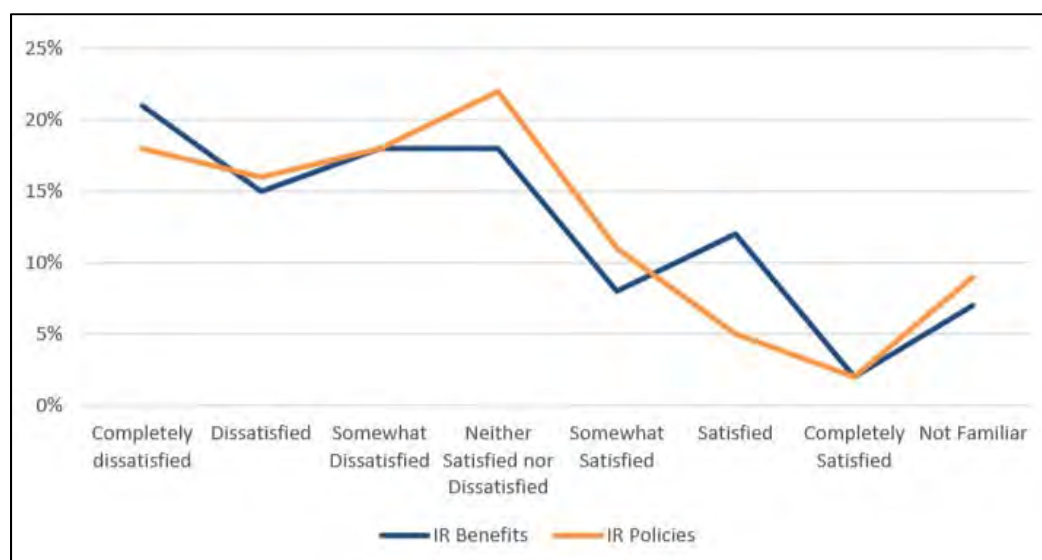


Figure 2.2 – Satisfaction with Imposed Restriction Benefits and Policies
Source: Manser, *Relocation Experiences*, 47.

Choosing to keep the family intact at the risk of financial, medical, scholastic, and social stability is a difficult decision; separating one's family to avoid these risks is an equally challenging choice. However complex, members with civilian spouses are at least afforded the opportunity to make that decision for themselves. In contrast, there may be occasions where MSC need to be split up as a result of the needs of the service. These occurrences are generally the exception if the MSC is unwilling to be separated. However, the decision to refuse separation typically comes at a cost to one member's career advancement. In such cases, this leaves the MSC to assess which option is the least harmful, knowing there will be sacrifices either way. Though there may indeed be times where the needs of the service override the individuals' preference. Beyond the requirement to separate, the current policies do not afford sufficient flexibility to give the members choice regarding who takes the furniture and dependents and who receives the

IR benefits. The only option at present is that the member who is posted must proceed unaccompanied.¹⁰² This fails to account for circumstances where it might be in the family's best interests to have the posted member relocate along with the dependents and household goods and effects.

The Delicate Balance

Society, as well as the profile of military members and their families has changed drastically over the past half century. Yet the fundamental assumptions driving many policies and practices still employed by the CAF have not adapted to keep pace. The military expects the demands of the service to come first and foremost at all times. While the tenet of *service before self* applies to the member, the family has not agreed to any such code. Regardless of this fact, the expectation is that the family must continually bend to support the member, and by extension, the CAF. This presumption is unrealistic in light of modern societal expectations.

Over the course of a career twenty-five years or longer, there is a delicate and challenging balance to be managed. If the CAF wishes a member to remain committed to the institution, contributing a full career, there needs to be respect for the other elements at play in the member's life. Recalling the loose definition of WLB offered earlier in this chapter, the three components are just as present in a military member's life as in a civilian's. The CAF, the family and the member all have various needs and interests that must be considered in order to satisfy, or at least move toward an optimized state of WLB.

¹⁰² Military Grievances External Review Committee, "Service Couples and Separation Expense Benefits," last modified October 5, 2016, <https://www.canada.ca/en/military-grievances-external-review/services/recommendations-systemic-issues/recommendations-systemic-issues-service-couples-separation-expense-benefits.html>.

The drive for operational effectiveness in the CAF requires having the right person in the right position at the right time.¹⁰³ This includes the need to train the member and send them on overseas deployments, as well as the day to day expectations of the job. This review indicates that the family relationship is one that requires nurturing. Time simply spent with one's spouse and children is important to maintaining a close bond, as is supporting their employment, educational and personal needs. Household responsibilities remain a further draw on one's time.¹⁰⁴ Tasks such as getting groceries, cleaning the house, doing taxes, and chauffeuring the children to their numerous extra-curricular activities pull members away from both work and respite. Attending to extended family in the form of elder care is also a commitment faced by many. Finally, members themselves must safeguard time to decompress through leisure activities, the maintenance of friendships, contributing to the community, and the pursuit of personal goals. These three imperatives are the source of ever-present conflict, continually demanding time and attention. The ever-fluid conceptual triangle created by these three domains is the basis of the CAF member's WLB conundrum.

Not only has the 1970s mold of a family been shattered, but the expectations of the modern workforce are also shifting. Employees are looking to their organizations to support the pursuit of equilibrium. In the face of that reality, the vast majority of CAF members and families continue to express concerns regarding poor WLB.¹⁰⁵ In sum, the current climate in the CAF is not sustainable. With policies and procedures remaining

¹⁰³ Department of National Defence, *CFJP 1.0*, 5-2.

¹⁰⁴ For simplicity, the collective demands of family and household tasks as a sphere will be referred to as "family" moving forward. The illustrations and arguments presented may tend to include more spouse and child-related concerns, but are meant to be inclusive of members without dependents, as they still hold obligations in this realm.

¹⁰⁵ *CAF Community Needs Assessment*, 91.

stagnant, the CAF has become out of synch with Canadian society and the workforce. If the CAF continues in this vein, it risks becoming isolated as an archaic institution. If the institution is not seen as being supportive of its members and their families, it will not be viewed as an employer of choice. The subsequent realities of lowered recruitment and decreased retention will undoubtedly have detrimental effects on the force's effectiveness. Something needs to change.

CHAPTER 3 COVID-19: THE GAME CHANGER

There is nothing new or cutting-edge about the fact that many jobs can be achieved either partially or fully from a location other than the traditional workplace. Equally, the idea that organizations might allow for some degree of employee personal preference to factor into the way work is completed has been a possibility for years. This chapter will investigate the progress of the use of technology to enable work to be completed from locations other than the office. The most common flexible options available in industry will be presented, alongside the methods employed within DND. A glance at the rapid changes brought on by the COVID-19 pandemic will be highlighted, offering it as a possible jumping off point for meaningful transformation.

The term “teleworking” was created in the 1970s and encompassed work completed away from the office.¹⁰⁶ The concept was to see the work moved to the workers with the goal of easing traffic congestion and decreasing energy consumption.¹⁰⁷ The notion was further considered in the 1980s, investigating whether its use might better support the notion of WLB that was growing in importance during that period.

The creation of the internet, affordability and access to desktop personal computers, and email followed soon thereafter, bringing about the prevalence of electronic communications.¹⁰⁸ Despite the advancements in technology that were available to build on the existing base of the 1970s version of telework, only a modest

¹⁰⁶ Yehuda Baruch, “The Status of Research on Teleworking and an Agenda for Future Research,” *International Journal of Management Reviews* 3, no. 2 (2001): 114.

¹⁰⁷ Tammy D. Allen, Timothy D. Golden, and Kristen M. Shockley, “How Effective is Telecommuting? Assessing the Status of our Scientific Findings,” *Psychological Science in the Public Interest* 16, no. 2 (2015): 41.

¹⁰⁸ Martin Campbell-Kelly and Daniel D. Garcia-Swartz, “The History of the Internet: The Missing Narratives,” *Journal of Information Technology* 28, no. 1 (2013): 27.

rise in telework was seen initially. In 1995, 9% of Canadian workers did so from home, as compared to 6% four years earlier.¹⁰⁹ Governmental pilot projects were initiated and large companies such as Bell Canada and IBM conducted their own trials to assess the long-term feasibility of this method.¹¹⁰ Early assessments regarding the benefits and possible concerns were identified. These largely mirror many of today's research findings, with improved WLB being one of the larger advantages to the employee.

Over the subsequent decade, Canadian telework growth continued very slowly, with only 11.2% of workers basing outside the office by 2008.¹¹¹ Some research investigated why the growth was so much slower than had been previously anticipated. Managerial attitudes had a significant effect on the adoption of telework.

According to some experts, the slower-than-expected growth in the incidence of working at home is mainly due to managers' reluctance – they would rather continue managing behaviour (physical presence in the office for many hours) than results (completed tasks).¹¹²

Without support from the organization's hierarchy, companies with policies allowing for telework were not seeing employees take advantage. Many feared repercussions or a strained relationship with their supervisor. This is an enduring theme that remains prevalent in many workplaces.¹¹³

Considering the Options

While the 1970s model of telework was based around the location in which the work was done, more recent approaches have resulted in a much broader spectrum of flexible options. Broadly, these are known as flexible work arrangements (FWA).

¹⁰⁹ Dominique Pérusse, "Working at Home," *Perspectives on Labour and Income* 10, no. 2 (1998): 16.

¹¹⁰ Pérusse, "Working at Home," 16-17.

¹¹¹ Martin Turcotte, "Working at Home: An Update," *Canadian Social Trends* no. 91 (2011): 3.

¹¹² Turcotte, "Working at Home: An Update," 9.

¹¹³ Sungjoo Choi, "Managing Flexible Work Arrangements in Government: Testing the Effects of Institutional and Managerial Support," *Public Personnel Management* 47, no. 1 (2018): 31.

Flexibility in the time that work is scheduled, the number of hours worked over a period, and the location of the work are among the most popular options.¹¹⁴ Contingent on the alternatives available through one's workplace policy, these may be implemented on an ad hoc, temporary, or short term basis, or more permanently.

The most frequently utilized FWA is tied to the time at which work occurs.¹¹⁵ Common applications include flextime and compressed work weeks. Flextime sees the employee working a set number of hours per day, but offers the flexibility to shift the start and end time within established limits. A compressed work week adds hours to each day in order to gain additional days off over a given cycle.

A choice familiar to many that offers flexibility in the number of hours worked is part-time employment. Another similar arrangement is job-sharing, where two employees complete the work of one full-time position. Employees may also be permitted to request reduced hours for a period of time, such as to support a family member during an illness. Another benefit offered in some workplaces is known either as pre-retirement leave or phased-in retirement. This allows an employee at the end of their career to either work fewer days in a week, or fewer hours in a day. The option serves to support the transition to retirement, rather than going directly from full-time employment to the absence of any work. It also allows the company to partially retain an individual with a career's worth of knowledge and experience for a longer time.¹¹⁶

¹¹⁴ *Flexible Work Arrangements: A Discussion Paper* (Ottawa: Employment and Social Development Canada, 2016), 5.

¹¹⁵ Kathryn MacLean, *Flexible Work Arrangements: Transforming the Way Canadians Work* (Ottawa: The Conference Board of Canada, 2018), 13.

¹¹⁶ MacLean, *Flexible Work Arrangements*, 14.

Flexibility in location sees the employee work from a venue other than the office. While terminology for such practices vary greatly across the literature, designations for the purpose of this paper will be established here. The use of telecommunications technology to replace a commute can be labeled telecommuting, and thus can broadly encompass all such arrangements.¹¹⁷ More specifically, circumstances where the permanent place of work is offsite is termed remote work. When working offsite is interspersed with bouts of physically going to the office, it is known as partial telework. While remote work and partial telework are most commonly based from the employee's own home, companies do sometimes make other options available as well. Satellite offices, or flexible work centres, located away from the main office may be offered for various reasons. These include supporting reduced employee commute times and improving business continuity by having multiple sites where work can be done.¹¹⁸ These may be useful to employees who do not have the space in their own home to establish an office, or who require access to secure networks that cannot be made available offsite.

The Canadian Public Service

A variety of FWA are available to federal public service employees in Canada, including those who work in the Department of National Defence (DND). The Canada Labour Code is applicable to public service employees. Part III of the code establishes and protects workers' rights, ensuring that fair and equitable conditions of employment and labour standards are laid out clearly and guaranteed by law.¹¹⁹ A recent amendment,

¹¹⁷ Allen, Golden, and Shockley, "How Effective is Telecommuting?," 43.

¹¹⁸ David V. Goe, Joseph M. Hatfield, and Mark Stout, "Can United States Intelligence Community Analysts Telework?," *Intelligence and National Security* 35, no. 6 (2020): 894; Allen, Golden, and Shockley, "How Effective is Telecommuting?," 57.

¹¹⁹ Government of Canada, "Overview of the Parts of the Canada Labour Code and How They Apply to Your Workplace," updated March 5, 2021, <https://www.canada.ca/en/services/jobs/workplace/federally-regulated-industries/canada-labour-code-parts-overview.html>.

Bill C-63, formalized the right of employees to request FWA in the scheduling of their hours, schedule and location of work. While employers are not bound to grant the request, there is a reasonably narrow list of reasons that can permit the request to be denied.¹²⁰

The Public Service Alliance of Canada (PSAC) is the largest union representing public service employees and is responsible for negotiating collective agreements on behalf of its members. Public service collective agreements are broken down into various groups that cover a number of similar occupation classifications. For example, the Program and Administrative Services (PA) group comprises nine administrative and clerical classifications. Part III of the PA group's collective agreement defines the working conditions mutually agreed upon by PSAC and Treasury Board. Provisions in this section include the right to request flexible hours and variable hours, to achieve a compressed work week.¹²¹ The majority of collective agreements contain provisions for FWA. Again, while the employer is not obliged to authorize the requested change, requests may not be unreasonably denied.

A Look at DND

While DND public servants share the department with CAF members, many of the regulations that govern the two entities are distinct. Yet various policies that apply equally to military and civilians also exist. For example, directives that aim to minimize unnecessary travel for meetings and conferences are not only applied department-wide,

¹²⁰ Bonny Mak and Rachel Devon, *Towards a More Flexible Workplace for Employees: Recent Changes to the Canada Labour Code* (Toronto: Fasken Martineau DuMoulin LLP, 2018), 17-4.

¹²¹ Treasury Board of Canada Secretariat, Employment Conditions and Labour Relations, *Program and Administrative Services (PA): Agreement Between the Treasury Board and the Public Service Alliance of Canada* (Ottawa: Treasury Board of Canada Secretariat, 2020), 21.

but across the entirety of the federal government. Requests must justify why physical attendance is imperative and the discussions cannot be achieved via teleconference.

Limits have been imposed on budgets to further reduce units' ability to spend frivolously where technology can achieve the same ends.

Beyond conferences that might otherwise require travel, DND is slowly beginning to employ more remote-capable practices in its daily routines. Workplace 2.0 is a Public Services and Procurement Canada-led, government-wide initiative. Initially launched in 2010, its focus was on working in smarter, greener, and healthier ways, and moving away from the longstanding "cubicle farm" office model.¹²² The aim is not only to change the physical workspace, but also a culture shift focused on supporting increased responsiveness, innovation and effectiveness within the federal government.¹²³ Within DND, the Carling Campus that houses the National Defence Headquarters (NDHQ) is a noteworthy example of a Workplace 2.0 site.

NDHQ (Carling) is touted as a venue that "provides the Defence Team with a modern, collaborative and green workplace that promotes a healthy work-life balance."¹²⁴ The notion that a building can promote WLB improvements may seem a bit curious at first glance. However, the implementation of various technologies supports a shift away from the need to be tied to one's desk. Transitioning largely away from desktop computers to laptops and tablets, and the implementation of Voice Over Internet Protocol (VOIP) telephones are among the changes introduced. In theory, this allows an employee to transition seamlessly to work from anywhere in the building with the same

¹²² Public Works and Government Services Canada, *Navigating Change to Workplace 2.0* (Ottawa: PWGSC, n.d.), 4.

¹²³ PWGSC, *Navigating Change*, 4.

¹²⁴ *NDHQ (Carling): Tenant Manual*, version 8.1 (Ottawa: CFSU(O), 2019), 1.

connectivity as if they were at their desk. Though the ability to use VOIP telephones offsite remains a challenge.

It has been established above that the introduction of Workplace 2.0 aims to better facilitate the ability to work offsite, and that various agreements and legislation protect the right for public servants to request it. Yet telecommuting is still not a practice that has been fully accepted within the department. A 2017 audit of the implementation of FWA among DND civilians indicated that FWA policies are being applied in an inconsistent manner.¹²⁵ The audit report also noted that manager attitudes play a factor in whether employee requests are approved. An observation highlighted that if managers feel it would be more work for them to supervise a teleworking employee, they may be less willing to endorse the request.¹²⁶

While not all managers within the department have embraced the notion of working offsite, virtual learning platforms have been in place within the CAF for well over a decade. A variety of career courses and routine training certifications can be completed either partially or fully online, using the Defence Learning Network, or other school-specific platforms. Having the ability to complete the training online supports better time management. It allows the learner to complete it at a time that is most convenient for them, rather than needing to fit into a centrally-scheduled time slot and physically attend an in-person session.

Courses partially completed online may involve an initial distance-learning portion and then culminate with an in-person learning segment at the school. Some

¹²⁵ Department of National Defence, Assistant Deputy Minister (Review Services), *Review of Alternative Work Arrangements* (Ottawa: DND Canada, 2017), Observation 1: Impact.

¹²⁶ Department of National Defence, *Review of Alternative Work Arrangements*, Observation 1.

distance-learning courses may be a full-time undertaking, where others may only involve a small allocation of time each week. The use of distance-learning reduces the amount of time away from home for members, thus supporting improved WLB. It may also lessen time away from work, as compared to a course that requires travel to a central school, thus increasing productivity. Further, if a course can be completed entirely through remote means, this allows for a cost savings as compared to having the member travel to a school. Even reducing the time away from home lowers the cost paid for rations, quarters and incidentals. DND has clearly seen the benefits to employing technologies to support distance learning, and it has been fully adopted across the department for quite some time.

While remote learning is a common phenomenon, implementation of FWA as an option for daily work is generally not one available to CAF members. However, just as members generally are not made to take annual leave if they need to stay home for a day with a sick child, circumstances where a supervisor offers exceptions have been seen. Despite no formal policy being in place, the ability to work offsite may be presented in certain situations to support individual member needs.¹²⁷ Similarly, arrangements such as allowing the member latitude to begin work slightly early so they can leave early to pick up their child from daycare have been seen in the past. Such leeway is generally more likely to be afforded to members who have proven themselves to be trustworthy. If a member works from home, or starts the day before their supervisor, their superior must believe their outputs will remain unchanged as a result of the adaptation.

¹²⁷ *Royal Canadian Logistics Service Special Bulletin: Celebrating International Women's Day 2021* (Ottawa: Canadian Forces Logistics Association, 2021), 5.

Beyond these smaller accommodations, instances have been seen where more firmly established arrangements have been made to support MSC. In circumstances where the couple do not accept being separated through IR, one member may be fortunate enough to be afforded the opportunity to work remotely. These arrangements are made between the member's chain of command and the career manager is merely made aware of the circumstances.¹²⁸ This allows the MSC's family to remain intact while seeing the member posted to a position that would normally be geographically located elsewhere.

While efforts are normally made to find both members positions that are geographically collocated, each member requires a certain breadth of experience in order to advance. When the trades of the MSC are largely geographically incompatible, it is not always possible to find meaningful employment for both in the same location. Separation or placement in an out-of-trade position for the one member is often viewed as the only solution. Support from the chain of command to employ technology to allow a member to work remotely is a supportive practice that takes members' personal needs into account. Such opportunities ensure that having a meaningful career that is not needlessly stunted and residing with one's spouse are not mutually exclusive scenarios.

Where no policy exists to support this practice within Canada, there is a programme to facilitate the employment of both MSC for OUTCAN postings. The Service Spouse Employment Programme falls under the Vice Chief of Defence Staff OUTCAN office.¹²⁹ It enables the service spouse of a member selected for an OUTCAN

¹²⁸ Tanya Levesque, Career Manager Land Logistics, Director General Military Careers, email message to author, March 23, 2021.

¹²⁹ Levesque, email message to author, March 23, 2021.

to work remotely if no suitable position can be found for them at the geographic location of the posting.

Remote Working in the Pandemic

While many of the conditions had been established to enable telecommuting, there was little willingness to adopt it across the CAF in the first two decades of the twenty-first century. The prevalence of CAF members working offsite was really quite a rare occurrence. March 2020 completely changed that reality. In mid-March 2020, the COVID-19 pandemic had begun to spread to Canada and the Prime Minister ordered physical distancing measures be put in place. Federal employees providing non-essential services were directed to work from home.¹³⁰ DND followed suit, sending the vast majority of its military and civilian members home.

Many members have jobs that do not permit them to work offsite, and who were not deemed essential. Accordingly, they were advised to be ready to return to work, but to stay at home. This would enable them to remain healthy and postured to support any requests for assistance under Operation LASER, the CAF's response to a worldwide pandemic.¹³¹ Those who were able to complete their duties remotely did so from home, in support of DND's Business Continuity Plan. Virtually overnight, the CAF shifted from a "rarely remote" stance to one of "remote by default".

Despite the underpinnings for success largely being in place already, a shift of that magnitude to remote working did not come without its challenges. Connectivity to

¹³⁰ Government of Canada, "Guidance and Practices for the Safe Return to Workplaces in Light of the Easing of Restrictions," last modified June 22, 2020, Context Section, <https://www.canada.ca/en/government/publicservice/covid-19/easing-restrictions/departmental-guidebook/return-workplace-covid-19.html>.

¹³¹ Department of National Defence, "Operation Laser," last modified March 12, 2021, <https://www.canada.ca/en/department-national-defence/services/operations/military-operations/current-operations/laser.html>.

the Defence Wide Area Network (DWAN) is achieved through the Defence Virtual Private Network Infrastructure (DVPNI). However, the capacity for DVPNI was insufficient for thousands of members to connect simultaneously, so upgrades needed to occur in the early days of COVID-19. Once this was completed, continued remote access has been relatively sustainable.

Further, attitudes regarding the digitization of various processes needed to catch up rapidly. The standard “print and sign” approach for paperwork was no longer readily achievable. Digital signatures had been possible well before this time, but had to be fully adopted due to the change in circumstances. In 2019 it would have been difficult to conceive that any method of financial reimbursement beyond providing physical receipts and attending in person to sign a printed claim would have been possible. Yet orderly rooms across the country have been settling claims for the past year without any physical encounter occurring. There are some costs, including the need for supervisors to take higher risks. Fewer opportunities for observation and supervisory feedback are available, especially with junior members just learning their jobs. On the whole, COVID-19 has proven that DND can still continue to operate using remote means, despite slight differences in the methods used.

The digital domain was rapidly forced upon the CAF, and it warrants consideration as to where this might lead in the future. The genie is out of the bottle and it seems ill-advised not to capitalize on this development. As Churchill aptly expressed, one should “never let a good crisis go to waste.”¹³² As the months of the pandemic continue to wear on, many express a desire to get back to “normal”. Perhaps this is the

¹³² The Best Quotations, “Quotes by Winston Churchill,” accessed March 21, 2021, <https://best-quotations.com/authquotes.php?auth=15>.

precise time to contemplate whether or not “normal” was indeed functioning in an optimal manner in the first place. The pandemic may just be the necessary catalyst for the CAF to reconsider its perspective on FWA.

Industry too was thrust into this change, with many companies not having considered remote options prior to 2020. Despite previous unwillingness or perceived inability to support remote work, indications are that its usage will continue even after the health situation may not demand it. A study surveying 12,000 professionals employed before and during the pandemic was conducted to gain insights into the rapid shift remote working. Employees and management also offered perspectives on their expectations for the future. Nearly three-quarters of managers indicated that they are now more open to remote options moving forward, suggesting that a more hybrid approach to work is likely to become the norm.¹³³ The same survey revealed that 87% of employers anticipate placing a priority on investing in technology and digital infrastructure to support continued remote work.¹³⁴ A Canadian study also indicated that 74% of employees now wish to telecommute more often.¹³⁵ So it seems highly likely that the increased prevalence of some form of telecommuting is here to stay in industry.

Admittedly, the hurried nature of the transition to remote working is likely not the best model to follow to institute a deliberate change to a more digitized approach. However, it will surely provide some excellent lessons that have been brought to light

¹³³ Dahik et al., “What 12,000 Employees Have to Say About the Future of Remote Work,” *Boston Consulting Group*, August 11, 2020, <https://www.bcg.com/en-ca/publications/2020/valuable-productivity-gains-covid-19>.

¹³⁴ Dahik et al., “What 12,000 Employees Have to Say.”

¹³⁵ “Employees in Canada Share Views on Current and Post-Pandemic Workplace,” *Robert Half*, May 1, 2020, <https://www.roberthalf.ca/en/employees-in-canada-share-views-on-current-and-post-pandemic-workplace>.

through its implementation during COVID-19. The increased availability of flexible options in industry and government, coupled with the fact that many members completed their job remotely during COVID-19, is seeing members' expectations shift. The CAF must be adaptive to change to keep pace with what is going on in the world around it, or risk being left behind. This is the time to make a methodical plan for how to move into the post-pandemic environment. This will ensure that the CAF comes back smarter and more flexible after the health crisis has subsided and things can go back to "normal".

CHAPTER 4

WEIGHING THE EVIDENCE: ANALYSIS OF TELECOMMUTING RESEARCH

If the CAF is prepared to leverage the circumstances arising from COVID-19 to institute change, the way ahead must address the societal advances that have been disregarded for too long. The policies written with stay-at-home spouses in mind, facilitated by smooth transitions into CAF housing and schools are no longer realistic. The importance of WLB, for both the member and their family, must be a consideration in order for the CAF to remain relevant, and an employer of choice.

It is acknowledged that there are various immutable demands that arise from service in the CAF. Many instances exist where physical presence is the only way to achieve a particular aim. Tracking of a member's personnel tempo (PERSTEMPO) monitors aspects of these obligations.

PERSTEMPO is defined as the sum of the demands made by military service upon individual members, in terms of deployment load or the tempo of [CAF] operations (OPTEMPO), the time away members spend away from home for more than twenty-four hours/overnight, and general workload (garrison load).¹³⁶

It is fully recognized that certain important activities must be conducted in person. Preparedness to deploy for months at a time, often on short notice is needed to enable operations in Canada and abroad. Training exercises developing interoperability and physical skills are essential. While many phases necessitate the member's presence, the organization would benefit from increased flexibility in the means by which garrison load tasks are accomplished.

¹³⁶ Kerry Sudom, Sanela Dursun, and Steve Flemming, *PERSTEMPO in the Canadian Forces: The Role of Coping and Cohesion in the Relationship Between Job Stress and Morale* (Ottawa: Directorate of Quality of Life, 2006), 9-2.

It is evident that the CAF recognizes that an increased PERSTEMPO is problematic for its members. Restrictions on the duration and frequency of deployments, and provisions for respite periods have been established to safeguard members from being excessively separated from their families.¹³⁷ Recalling the earlier section on Imposed Restriction, limitations on the duration of separation through that method have also been levied. Yet no policy exists to limit the frequency or volume of geographic relocations one may experience in a career. Separation is difficult on a member and their family, but as Chapter 2 has underscored, so too is moving regularly. There appears to be a lack of true appreciation by the CAF for the extent of the disruption attributable to geographic relocations.

One of the principles of CAF military personnel management is flexibility, and the fact that “one size does not fit all” is highlighted.¹³⁸ Canada’s current defence policy further supports this principle. *SSE Initiative 6* directs, “a comprehensive review of conditions of service and career paths to allow much more personalized career choices and flexibility.”¹³⁹ While the doctrine and policy support a shift, the CAF’s culture is anticipated to be a challenge as it relates to change. A perspective exists that if one is not in the office and their boss does not see them doing their work, that they are not being productive. This is known as attendance bias.¹⁴⁰ Yet the majority of many office workers’ daily tasks can be completed on a computer with an internet connection, regardless of

¹³⁷ *PERSTEMPO Policy for CF International Operations*, CANFORGEN 082/07 CDS 020/07, 021440Z May 07.

¹³⁸ Department of National Defence, *CFJP 1.0*, 3-2.

¹³⁹ Department of National Defence, *Strong Secure Engaged*, 22.

¹⁴⁰ Ioannis Kanlis, “Possibilities and Limitations of Flexible Work Arrangements in the Military,” (master’s thesis, Naval Postgraduate School, 2016), 36.

location. Without a cultural mindset shift, the full manifestation of policies implemented will be challenging.

As presented in *SSE*, the Journey sought to revamp institutional HR policies. Its findings acknowledged fully that the CAF is, “its own worst enemy when it comes to implementing change,” and urged that progressive transformation be fully embraced.¹⁴¹ In recent years, that CAF has shown an inclination to bend as it relates to some longstanding policies. Relaxations on the wearing of non-issued combat boots, beards and female hair standards indicate that the CAF is amenable to becoming more progressive. This being the case, this hint of flexibility coupled with drastic changes instituted under COVID-19 protocols make this the ideal time to capitalize on this momentum to support improvements in WLB.

Career management strives to have the “right person, with the right qualifications, in the right place at the right time”.¹⁴² It seems reasonable to presume that the policy was written with the “right place” element emphasizing the position being filled and not the physical or geographic location of the incumbent. Thus, if a suitable member can fill the right position at the right time, it would support the needs of the CAF. If they can do their job at a location other than the workplace, then it would serve to support the needs of the member at the same time.

More than half of CAF RegF members are under the age of thirty-five.¹⁴³ Generation X and Millennials’ focus on achieving improved WLB has not been supported in the CAF policies created by former generations who do not share that value

¹⁴¹ Department of National Defence, *The Journey*, 1.

¹⁴² Department of National Defence, *CFJP 1.0*, 5-2.

¹⁴³ Manser, *State of Military Families*, 34.

equally.¹⁴⁴ 69.3% of members polled in the 2019 CAF Retention Survey indicated that they experience work-life conflict as a result of the demands of their job and frequent absences.¹⁴⁵ The same survey revealed that the ability to telecommute would increase the likelihood of 56.2% of those surveyed staying in the CAF.¹⁴⁶ The high incidence of WLB challenges, coupled by many signalling that working offsite specifically would increase their organizational commitment highlights that this is an option worthy of further investigation.

In light of the evidence presented thus far, two options are being presented for consideration as methods to adapt to societal shifts and support CAF members' WLB. The first is partial telework. This would see members in suitable positions being allowed the option to complete some of their duties at home on some days. The balance of offsite and onsite work, or the "intensity" of telecommuting, may vary according to various circumstances. The requirement for the suitability of a position is important, both for this and the second option. Certain positions, especially those requiring physical skill simply cannot be conducted offsite. Vehicle technicians working on the shop floor cannot take their work home, nor can cooks support diners from another location. This distinction will be discussed in further detail toward the end of this chapter. Yet current COVID-19 restrictions have imposed caps on the number of personnel who can attend the workplace. Thus, many employed in roles that would typically necessitate physical attendance have been participating in partial telework. This has allowed them to continue to be productive without needing to be present on base.

¹⁴⁴ Okros, *Harnessing the Potential*, 137.

¹⁴⁵ Edward Yeung, Evanya Musolino, and Emrah Eren, *The 2019 CAF Regular Force Retention Survey: Descriptive Analysis* (Ottawa: Defence Research and Development Canada, 2020), 56.

¹⁴⁶ Yeung, Musolino, and Eren, *2019 Retention Survey*, 24.

The second alternative is remote work. This would see a member posted to an applicable position work fully offsite, with a view to avoiding the need for a geographic location or IR. The member would remain at the location of their last physical posting, completing their work from home. The possibility of moving to a third location might also be feasible, to support elder care, though this eventually is largely outside the scope of this investigation. The key difference between the two proposals is the proximity to the member's unit or would-be workplace. A partial teleworker could, in theory, come in on any given day. Conversely, any onsite demands for a remote worker would require them to be brought in on temporary duty (TD).

It is worth highlighting that, if implemented, the CAF would not be the first military to employ such policies for serving members. Indeed, remote work and partial telework are only two in the array of flexible options offered by the Australian Defence Force (ADF), New Zealand Defence Force (NZDF), and German Armed Forces (Bundeswehr), among others.¹⁴⁷ The academic research on telecommuting comes from a wide variety of disciplines, including transportation, information systems, management, communication, psychology, real estate, and operations.¹⁴⁸ This breadth will be leveraged, offering insights from many of the perspectives incorporated. Thus, the evidence shall comprise best practices from peer forces alongside findings from industry and a broad body of academic research as related to the two proposed selections.

The proposed alternatives are not a panacea to solve all problems experienced by all members. However, in recognition of the management principle that strives to avoid

¹⁴⁷ Louisa Brooke-Holland, *Armed Forces (Flexible Working) Bill 2017-19: Progress of the Bill* (London: Commons Library Briefing, 2018); *Summary of the National Reports of NATO Member and Partner Nations on to the NATO Committee on Gender Perspectives* ([Brussels?]: NATO, 2016).

¹⁴⁸ Allen, Golden, and Shockley, "How Effective is Telecommuting?," 42.

one size attempting to fit all, these approaches would offer flexibility to support some members. Other FWA available in industry might also prove supportive of CAF members, but are not the intended focus of this exploration and will not be considered here. Given the unique demands of the military in the form of frequent relocations and absences, the proposed options seek to address this specific concern. Admittedly though, there are anticipated challenges with the implementation of such a proposal. As such, an investigation of the pros and cons of the two prospective alternatives will be presented.

The notional triangle identified in Chapter 2, balancing work, family and personal demands will be the basis for this inquiry. Factors will be considered for whether they enable or disadvantage each of the three parties. An assessment of the weight of the evidence will close out this chapter, identifying whether the strategy is likely to do more good than harm. The considerations will be presented methodically, grouping them into five comprehensive themes. The categories are: financial, environmental, health, productivity and time management, and organizational culture, ethos, and relationships.

Financial Impacts

Factors related to the various costs borne by the institution, the individual and the family will be considered in this segment. This will include relocations, infrastructure, TD expenses, spousal employment, commuting, and utilities. Beginning with costing from the CAF's perspective, remote work would offer substantial savings initially in avoiding relocation. As identified in Chapter 2, a reasonable estimated average of the expenses paid annually to fund a member on IR is in the vicinity of \$20,000. Many staff jobs, which are largely office- and computer-based have a typical tour length of two years. It would then be reasonable to expect that if a member were posted to NDHQ and

did not wish to relocate, they may be on IR for two years before being posted again. The expenses assumed by the CAF for IR would then sit at roughly \$40,000 for the term. If the member accepts a typical posting, Chapter 2 recounted the anticipated cost at \$44,747. Thus, if relocation were deemed unnecessary and the member could work from their current location, this would represent a savings of \$40-45,000 compared to the status quo.

Where a member is geographically separated from their parent unit, it would be reasonable to expect that there may still be a requirement for physical visits to the workplace on occasion. While meeting in person with team members and supervisors would support relationships and team cohesion, this comes at a financial cost. A claim to travel from Victoria to Ottawa, allowing one full work week in the office, is expected to cost approximately \$3,000, as represented in Table 4.1. If this were done four times per year over the same two-year period, the resultant cost would be \$24,000 as compared to the \$40-45,000 for a member who must be on site daily, representing substantial savings.

Expense	Cost	Multiplier	Total Cost
Flight	\$750.00	1	\$750.00
Other transportation	\$250.00	1	\$250.00
Hotel	\$200.00	6	\$1,200.00
Incidentals	\$17.30	7	\$121.10
Meals	\$94.85	7	\$663.95
Total			\$2,985.05

Table 4.1 – Cost Estimate for Temporary Duty Travel from Victoria to Ottawa
Source: National Joint Council, *Travel Directive*, Appendix C – Allowances – Modules 1, 2 and 3.

When considering any form of telecommuting, the fewer workers who are required in an office daily allows for a reduction in infrastructure footprint.¹⁴⁹ One study used a cost per person model to calculate telework expenses compared to onsite work. The results indicated that information technology expenditures tend to see costs increase initially, but resultant lowered infrastructure expenses see significant savings in the long term.¹⁵⁰ While Workplace 2.0 has already seen a move toward laptops and tablets, the savings would likely be further amplified. Most building sites in the National Capital Region (NCR) are leased, with commercial rents being very high.¹⁵¹ Consolidation into the Carling Campus has lowered lease costs, but has presented issues with parking, which will be accompanied by additional costs.¹⁵² If fewer members attended work in person, less parking and workspaces are needed. While a specific number is difficult to assign, research supports the conclusion that implementation of either remote work or partial telework would achieve cost savings for DND.

The final savings for the CAF comes in the form of retention. The investment in recruiting, training, kitting and readying a member is significant. If a member releases after serving only a short time, the return on the initial investment is not recouped and future output potential is lost. A long career contributes to the advancement of the organization and imparts wisdom on future generations. Unsurprisingly, both the ADF

¹⁴⁹ Ernest B. Akyeampong, "Working at Home: An Update," *Perspectives on Labour and Income* 8, no. 6 (2007): 18.

¹⁵⁰ Stan Kaczmarczyk, "Financial Impact of Alternative Workplace Strategies," *Journal of Facilities Management* 3, no. 2 (2004): 124.

¹⁵¹ Public Services and Procurement Canada, "Carling Campus Initiative," last modified November 6, 2019, <https://www.tpsgc-pwgsc.gc.ca/biens-property/carlingcampus-eng.html>.

¹⁵² David Pugliese, "DND to Lease Parking Lots to Deal with Carling Headquarters Parking Chaos, Parkade Planned for Later," *Ottawa Citizen*, September 12, 2019, <https://ottawacitizen.com/news/national/defence-watch/dnd-to-lease-parking-lots-to-deal-with-carling-headquarters-parking-chaos-parkade-planned-for-later>.

and NZDF derived the same conclusions in their research. The ADF sees flexibility in work options as, “an important retention tool and critical to ensuring the ADF’s capability,” offsetting the large time and financial investment in recruiting and training replacements.¹⁵³ The NZDF estimates “avoidable attrition” costs at \$100 million per year.¹⁵⁴ Accounting for the difference in size of the two forces, this would equate to roughly \$700 million for the CAF in the same year, if all conditions remained equal. As members who feel well-supported members are more likely to remain in the CAF, efforts that support members and families result in financial savings for the institution.

In consideration of the member and the family’s finances, opportunities to reduce costs and maximize income are considerable. Chapter 2 reported a number of financial concerns tied to relocation, the most significant of which is spousal employment. If the frequency of relocation was reduced, a spouse’s ability to hold a career or more permanent job is expected to improve. The cost and availability of housing when relocating was also identified as a cause for financial hardship, so eliminating a move would alleviate this concern.

Linked to housing costs is the proximity to work. If a member is required to attend the workplace on every day, most aim to reduce the distance from the office. In 2016, 83% of CAF members lived within thirty minutes of their workplace, with 56% living less than fifteen minutes’ drive.¹⁵⁵ While many bases are in rural areas, or on the outskirts of nearby cities, roughly 36% of the CAF population is posted to bases located

¹⁵³ *Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report* (Sydney: Australian Human Rights Commission, 2012), 32.

¹⁵⁴ Ministry of Defence, Evaluation Division, *Maximising Opportunities for Military Women in the New Zealand Defence Force* (Wellington: Ministry of Defence, 2014), 9.

¹⁵⁵ *CAF Community Needs Assessment*, 6.

near a downtown core.¹⁵⁶ Housing costs tend to increase with proximity to the downtown core, while outlying areas are more affordable. Housing in locations that would keep commuting times reasonable exceeds the budget of many families.

An illustrative vignette using the NCR as the setting will be presented, to contrast a member who partially teleworks as compared to one in the office full-time. The NCR is home to the largest number of RegF personnel, with 10.5% of members being posted there.¹⁵⁷ Housing prices in the NCR have risen steeply, seeing an increase of nearly one third compared to just last year.¹⁵⁸ This increase is well above the national average growth of only 13.1% for the same period.¹⁵⁹ As the NCR is used as the baseline for post living differential allowance (PLD), no additional stipend is afforded to members posted there. Of note, the PLD rates have been frozen since 2009, seeing the assigned values unresponsive to changes in the market and economy.¹⁶⁰ Many members are unable to manage the cost of living proximate to the city centre. They have been driven much farther into the peripheries than in the past, simply to afford housing. Yet the savings on housing costs are offset by greatly increased expenses for gas and vehicle wear and tear due to the extended distance to the workplace. By introducing telecommuting, a reduction in costs related to housing and transportation is supported, with savings correlating to

¹⁵⁶ Manser, *Profile of Military Families*, 26-27. The 36% calculation was derived from the sum of all Regular Force members (with or without dependants) with their support base being Esquimalt, Toronto, Kingston, Ottawa, Montreal or Halifax.

¹⁵⁷ Manser, *Profile of Military Families*, 26.

¹⁵⁸ "Pent-Up Buyer Demand Drives January's Resale Market," *Ottawa Real Estate Board*, February 3, 2021, <https://www.oreb.ca/newsroom/pent-up-buyer-demand-drives-januarys-resale-market/>.

¹⁵⁹ "Quarterly Forecasts," *Canadian Real Estate Association*, March 15, 2021, <https://www.crea.ca/housing-market-stats/quarterly-forecasts/>.

¹⁶⁰ DND/CAF Ombudsman, "Relocation Benefits: Post Living Differential," last modified November 25, 2020, <https://www.canada.ca/en/ombudsman-national-defence-forces/education-information/caf-members/compensation-benefits/relocation-benefits.html>.

increased telework intensity. Many are forced to proceed to their post unaccompanied, as the cost is simply prohibitive. This could be avoided by allowing remote work.

A slight increase in expenses for the member may be seen in order to facilitate the ability to telecommute. In order to be comfortable and productive, a dedicated workspace in the home is recommended. Especially in costly housing markets, the ability to purchase a residence with enough rooms to allow for an office may be a luxury some cannot afford. Alternatives such as sharing an office with a spare room might be feasible. Telecommuters may also experience a slight increase in home electricity costs on the days they work from home. While many variables affect this cost, an increase of 10% for heating and cooling costs, about three hours' increase in lighting demands have been seen on telework days.¹⁶¹ Depending on the distance to work, these cost increases may be offset by reduced travel demands.

Both remote work and partial telework are expected to offer financial benefits for all three parties, though many variables will affect the degree of this advantage.

Eliminating relocation, and the typically resultant worsening financial situation has the largest potential to exponentially benefit the family and member. Coupled with increased income potential, this greatly supports both parties. Cost savings may also be seen where partial telework is implemented. The CAF and the member stand to save money in both telecommuting scenarios, but with larger savings seen with remote work implementation. For both options, the increased retention potential is seen as the most significant value proposition for the CAF.

¹⁶¹ Erasmia Kitou and Arpad Horvath, "Transportation Choices and Air Pollution Effects of Telework," *Journal of Infrastructure Systems* 12, no. 2 (2006): 126.

Environmental Factors

Consideration of the environmental influence of telecommuting will be investigated here. It would not be realistic to differentiate between how the consequences of positive or negative impacts will affect the member as compared to their family. Therefore, this portion will be viewed from two perspectives. A broad lens of how the options might influence future generations of humanity will consider the impacts on the member and the family. The outcome then will be established as having equal benefit or detriment to the member and the family. DND holds a distinctive stake in this realm as compared to any individual. The fact that the government, and consequently, the department has developed policies to support environmental benefits makes them particularly invested. If departmental initiatives are seen to be successful, DND gains credibility and therefore benefits.

Many would believe that a reduction or elimination of burning fossil fuels by driving to work has clear environmental benefits. Accordingly, there is a common acceptance that telecommuting has an immediate and directive positive influence on the environment. While the pure elimination of a commute does reduce emissions, many other factors must be considered to offer a full picture of the impacts.

Similar to the financial considerations, the increased home energy usage for heating, cooling and electronic usage must be factored in. Unless entire buildings or sections are closed on various days, with all members working offsite, there may not be immediate appreciable reductions in energy demands in the workplace. However, if telecommuting practices are implemented on a larger scale, organizations spread across multiple buildings could be collapsed into shared infrastructure, greatly reducing the

footprint. The divested buildings have the potential be transformed into condominiums, which support a reduction in urban sprawl, thereby also reducing commuting costs and emissions.¹⁶² The number of telecommuters within the organization, and the intensity of their telecommuting, will have an effect on the ability to achieve such environmental efficiencies.

The distance traveled, intensity of telecommuting, and the efficiency of one's vehicle also influence the calculations. While emission reductions are seen if a member works offsite, it is expected that they will still use their vehicle for other tasks. As one must still get groceries and run errands—tasks that might have otherwise been achieved on the way to or from work—this offsets some of the benefits. Grocery delivery services may, however, support efficiencies, with drop-offs to multiple households being achieved in a single trip. The elimination of the requirement for a large moving truck to transport a member's belongings across the country every few years is also positive. Yet if a remote working member must fly to join their team every few months, this again increases emissions. The need for families to hold two independent households if a member is on IR would increase emissions. Further, the pollution impacts of a member on IR returning to see their dependents on a routine basis must also be weighed against the benefits of remote work. These are just a few of the many considerations on each side of the arguments for and against telecommuting.

The research offers produced such a span of contradictory evidence that it only did little to enable a concrete assessment of whether telecommuting supports the environment. One study found that if the vehicle used were a sport utility vehicle or

¹⁶² Eunkwang Kim and Sanghong Lee, "Sustainability and the Expected Effects of Office-to-Residential Conversion in Historic Downtown Areas of South Korea," *Sustainability* 12, no. 22 (2020): 15.

larger, even the avoidance of one day's commute per week might offset any other increases.¹⁶³ Another analysis indicated that while concentrated air pollution may be reduced, no effect on energy consumption or greenhouse gas creation is achieved.¹⁶⁴ Research published shortly after indicated findings entirely to the contrary, advising that greenhouse gasses still decreased due to the reduction of fossil fuel burning.¹⁶⁵ While much research has been done on the topic, the results remain largely dependent on an array of factors, making it difficult to offer a blanket assessment. However, increased telecommuting does add one more option to the array of methods employed to reduce global carbon footprints. If the CAF does not embrace it, it will simply not be available among the methods in the institution's repertoire

Given the recent shifts in life patterns due to COVID-19, actual observations can be made regarding the reductions of travel outside the home. The world is currently seeing significant benefits to air quality, with some cities reporting as much as 50% improvements during periods of lockdown.¹⁶⁶ Naturally, pandemic-induced lockdowns certainly cannot be directly correlated to telecommuting-driven reductions. However, it demonstrates that large reductions in vehicle usage while maintaining home-based energy consumption does result in improved air quality. This suggests that the reduction of commuting does support some degree of improved environmental sustainability.

¹⁶³ Kitou and Horvath, "Transportation Choices and Air Pollution," 130.

¹⁶⁴ Seung-Nam Kim, "Two Traditional Questions on the Relationships Between Telecommuting, Job and Residential Location, and Household Travel: Revisited Using a Path Analysis," *The Annals of Regional Science* 56, no. 2 (2016): 560.

¹⁶⁵ William Larson and Weihua Zhao, "Telework: Urban Form, Energy Consumption, and Greenhouse Gas Implications," *Economic Inquiry* 55, no. 2 (2017): 733.

¹⁶⁶ Samuel Domínguez-Amarillo, Jesica Fernández-Agüera, Sonia Cesteros-García, and Roberto Alonso González-Lezcano, "Bad Air Can Also Kill: Residential Indoor Air Quality and Pollutant Exposure Risk During the COVID-19 Crisis," *International Journal of Environmental Research and Public Health* 17, no. 19 (2020): 3.

The environment is currently among the government of Canada's top four priorities, and this it is also of importance to DND.¹⁶⁷ *SSE Initiative 101* aims to, "reduce greenhouse gas emissions by 40 percent from the 2005 levels by 2030."¹⁶⁸ The intended measures specifically listed were aimed toward departmental purchases and activities, though it emphasizes safeguarding the environment. The *Defence Energy and Environment Strategy* similarly has a target for 100% of light-duty vehicle purchases to be zero-emission or hybrid.¹⁶⁹ This again recognizes the need for the department's procurements to be environmentally conscious, but only looks inwardly at the Crown's assets.

As an employer, it would be wholly unreasonable for DND to demand its members' personal vehicle purchases also be eco-friendly. However, DND has the ability to influence member vehicle usage habits by reducing or eliminating the need to drive to work. Though this may fall marginally outside the scope of these initiatives as written, the potential exists for it to be promoted as another parallel scheme. It would be reasonable to argue that reductions in CAF members' vehicle emissions through department-sponsored telecommuting initiatives uphold global environmental safeguards.

As the research in this category is highly mixed and largely inconclusive, telecommuting cannot unequivocally be assessed as positive for the environment. While the observations during COVID-19 lockdowns are encouraging, factors well beyond the effects of telecommuting are also present. Thus, the environmental benefits to the

¹⁶⁷ Justin Trudeau, *Minister of National Defence Supplementary Mandate Letter*, January 15, 2021, <https://pm.gc.ca/en/mandate-letters/2021/01/15/minister-national-defence-supplementary-mandate-letter>.

¹⁶⁸ Department of National Defence, *Strong Secure Engaged*, 76.

¹⁶⁹ Department of National Defence, *Defence Energy and Environment Strategy* (Ottawa: DND Canada, 2020), 11.

member and the family shall conservatively be deemed neutral. However, from the perspective of the institution, telecommuting implementation is viewed as beneficial. Even if the actual environmental outcomes may be negligible, there is value for the department in being seen to be doing “something”. Policies and associated communications strategies show that DND strives to be a leader in environmental reform, and earn the department a positive image in the eyes of Canadians.

Health Considerations

This segment will present insights related to both the mental and physical health of the member and their family. It will again be the perspective of the CAF’s policy goals that will be considered. The latest initiative undertaken by DND is the Total Health and Wellness Strategy, introduced in *SSE*. The Strategy boasts a \$198.2 million budget, and aims to support the mental, physical, spiritual and familial health of members.¹⁷⁰ *SSE* acknowledges the importance of family to the military’s success, and affirms that stress has “a profound impact on all aspects of health.”¹⁷¹ It then goes on to specifically identify frequent relocations as one of these stress-inducing factors. Accordingly, it stands to reason that the reduction in the frequency of relocations would support a reduction in stress, thereby improving the overall health of members and their families.

Implementation of remote work options would achieve this very aim.

The demands of military service see members exposed to a larger array of stressors as compared to civilians.¹⁷² As previously highlighted, many stress-inducing

¹⁷⁰ Department of National Defence, *Strong Secure Engaged*, 25.

¹⁷¹ Department of National Defence, *Strong Secure Engaged*, 26.

¹⁷² Jennifer E. C. Lee, Kerry A. Sudom, and Mark A. Zamorski, “Longitudinal Analysis of Psychological Resilience and Mental Health in Canadian Military Personnel Returning from Overseas Deployment,” *Journal of Occupational Health Psychology* 18, no. 3 (2013): 327.

demands are essential to the functioning of the military. Separation related to deployments, exposure to life-threatening situations, and combat are often required to achieve the CAF's strategic goals. So in instances where unnecessary stressors can be eliminated, it warrants consideration for the CAF to support such initiatives. Commuting is another stress-inducing undertaking for many. Longer commutes are linked to higher stress levels and lowered WLB satisfaction.¹⁷³ Therefore a reduction, or elimination of commuting would further reduce stress and improve health, affirming the benefits of telecommuting.

While fewer moves and reductions in daily commuting requirements would have positive impacts on mental health, some research has investigated whether working from home may be accompanied by its own set of issues. The question of one's altered perceptions of the home when it doubles as a workplace has been raised, as there is typically little physical distinction between 'work' and 'home'.¹⁷⁴ If the home is seen as a place of demands rather than one of restoration, this could have significant negative impacts. Yet one study's results showed otherwise, indicating that there is little change in perceptions among telecommuters, and that restoration remains effective even when working from home.¹⁷⁵ This revelation is especially encouraging in the military context, where the contrasted frequency of absences and moves may further benefit from opportunities to remain static and home-based. As gains are anticipated through stress

¹⁷³ Martin Turcotte, "Commuting to Work: Results of the 2010 General Social Survey," *Canadian Social Trends* no. 92 (2011): 34.

¹⁷⁴ Allen, Golden, and Shockley, "How Effective is Telecommuting?," 47.

¹⁷⁵ Terry Hartig, Camilla Kylin, and Gunn Johansson, "The Telework Tradeoff: Stress Mitigation vs. Constrained Restoration," *Applied Psychology* 56, no. 2 (2007): 249.

reductions, and potential negative outcomes have been investigated and disproven, telecommuting opportunities would appear beneficial.

The second order effect of the member's reduced stress is anticipated to support the family's improved mental health and general mood. If the member is less agitated due to work-related stressors, it is likely that they will be more patient and at ease in their interactions at home. This will serve to create a more positive home atmosphere. With the member having more time available, and flexibility as to when to achieve various household tasks, this supports the spouse through sharing some of that workload. As the intensity of telecommuting increases, so too do the associated benefits in reducing work-family conflict.¹⁷⁶ With more time available on a regular basis, both the member and the family profit. Thus, it stands to reason that those afforded remote work opportunities will benefit to the greatest degree.

In addition to the influences on mental health, there are matters of physical well-being to be considered. To begin, working from home may prompt improved dietary choices given the ease and availability to select healthier options as compared to the workplace.¹⁷⁷ An annual report produced by the Bundeswehr indicates that its telecommuting initiatives aim to combat the various physical ailments associated with commuting. So-called "commuter stress" is often accompanied by inadequate sleep, high blood pressure and heart rate, and increased stress hormones.¹⁷⁸ Another study found that workplaces where FWA are coupled with supportive supervisor behaviours resulted in a

¹⁷⁶ Ravi S. Gajendran and David A. Harrison, "The Good, The Bad, and The Unknown About Telecommuting: Meta-Analysis of Psychological Mediators and Individual Consequences," *Journal of Applied Psychology* 92, no. 6 (2007): 1536.

¹⁷⁷ Allen, Golden, and Shockley, "How Effective is Telecommuting?," 62.

¹⁷⁸ *German Bundestag: Annual Report 2019 (61st Report)* (Berlin: Parliamentary Commissioner for the Armed Forces, 2020), 82.

lowering of cholesterol, reduced headaches and improvements in insomnia.¹⁷⁹ The presence of such underlying health concerns coupled with poor nutrition can lead to further complications and more significant problems. This makes the effect of bettering these issues all the more important to the maintenance of a fit and healthy force, and is consistent with the Total Health and Wellbeing strategy.

In contrast though, telecommuters are found to be generally more sedentary and having worse cardiorespiratory fitness levels than their office-working counterparts.¹⁸⁰ That said, regardless of work location, CAF members are required to meet annual fitness testing standards, so the expectation of fitness as part of the military lifestyle stands. Furthermore, the time that would otherwise be spent driving might now be added to a member's fitness regime. The concern of a higher prevalence of ergonomic issues is also among the potential negative aspects to working from home, risking impairments to the ability to complete work.¹⁸¹ This indeed represents a consideration to be addressed as part of the implementation of telecommuting protocols, but is far from an insurmountable issue. Indeed, the Government of Canada has already developed clear guidelines to address such concerns.¹⁸²

Having reviewed much of the available information that speaks to the potential health benefits and concerns of telecommuting, the balance of the evidence sits in favour of implementing such initiatives. Reductions in stress from decreasing the frequency of

¹⁷⁹ Linda T. Thomas and Daniel C. Ganster, "Impact of Family-Supportive Work Variables on Work-Family Conflict and Strain: A Control Perspective," *Journal of Applied Psychology* 80, no. 1 (1995): 11.

¹⁸⁰ Allen, Golden, and Shockley, "How Effective is Telecommuting?," 61.

¹⁸¹ Monique Janneck, Sophie Jent, Philip Weber, and Helge Nissen, "Ergonomics to Go: Designing the Mobile Workspace," *International Journal of Human-Computer Interaction* 34, no. 11 (2018): 1056.

¹⁸² Canadian Centre for Occupational Health and Safety, "OSH Answers Fact Sheets: Telework / Remote Work / Working From Home," last modified June 16, 2021, <https://www.ccohs.ca/oshanswers/hsprograms/telework.html>.

geographic relocations and limiting or eliminating stress-inducing commutes have significant potential to safeguard mental health. Improvements in mental health have also been seen to support physical health concerns. By implementing preventative support strategies rather than treating health issues after they have been created, the CAF can show that it takes the health of the force seriously. *SSE* promised that the Total Health and Wellness Strategy will, “expand wellness beyond the traditional health care model to include promotion, prevention, treatment and support, and provide a greater range of health and wellness services and programs.”¹⁸³ Offering remote work and partial telework is simply one more way in which the CAF can support its members and uphold its commitments to their wellbeing.

Productivity and Time Management

The notion of productivity is linked to the demands of the institution. In order for there to be value in implementing telecommuting options, the CAF needs to ensure that outputs remain relatively constant to support the achievement of its aims. This, however, must be considered through a macro lens. There may be cases where a slight drop in observed daily yields could be acceptable. If a brief reduction is offset by fewer costly and time-consuming medical interventions, it may still serve to uphold current outputs. The time management aspect of this section considers the perspective of the member and the family. It factors in the hours and energy available to fulfil non-work-related tasks and demands. Impacts from all parties’ perspectives will be analyzed here.

Observations from telecommuting in industry provide some promising metrics. One meta-analysis examining the data from twenty-eight studies saw the reduction in

¹⁸³ Department of National Defence, *Strong Secure Engaged*, 25.

absenteeism to be greater than 60% where FWA are offered.¹⁸⁴ The ADF similarly indicated anticipated reductions in absentee rates.¹⁸⁵ While CAF members are not given a predetermined number of sick leave days to use at their own discretion, time off can be obtained through the medical system. It is expected that the reduction in absenteeism seen among the civilian workforce would correlate with reduced sick leave in the CAF. This equates to more time that the member is available for work, suggesting that productivity levels would increase as compared to the status quo.

Linked to considerations of absenteeism is the concept of “presenteeism”. This is seen where an employee is physically present in the workplace, but their outputs are greatly reduced.¹⁸⁶ Mental health concerns such as increased stress and anxiety, and poor WLB are linked to both absenteeism and presenteeism.¹⁸⁷ If improved WLB through the implementation of FWA can alleviate stress, it is expected that work outputs would also improve. Further, this may offer a compounded benefit of protecting others in the workplace. If all members are fully functioning, this will alleviate anyone needing to take on increased duties, or “pick up the slack” in order to see the section’s outputs maintained. This in turn will have a positive impact on all members’ stress, even if they themselves are not telecommuting.

A concern held by many employers is that telecommuters will either be incapable of or unwilling to maintain the levels of productivity they put forth while in the office.

¹⁸⁴ Lilian M. de Menezes and Clare Kelliher, “Flexible Working and Performance: A Systematic Review of the Evidence for a Business Case: Flexible Working and Performance,” *International Journal of Management Reviews: IJMR* 13, no. 4 (2011): 457.

¹⁸⁵ Department of Defence, *Defence Instructions (General): Pers 49-4* (Canberra: Department of Defence, 2012), F-3.

¹⁸⁶ *Flexible Work Arrangements: What Was Heard* (Ottawa: Employment and Social Development Canada, 2016), 5.

¹⁸⁷ MacLean, *Flexible Work Arrangements*, 6.

According to the data, this worry is largely unfounded. A review of DND civilians' working offsite showed that one quarter experienced improved productivity, with an even greater number of supervisors reporting increased subordinate outputs.¹⁸⁸ With the rapid and tumultuous transition into remote working due to COVID-19, one would expect a large gap in achievements given all the external complicating factors. Interestingly, even in the first months of the pandemic, 75% of workers indicated they were able to maintain or improve individual outputs.¹⁸⁹ Though only half could state the same for collaborative tasks in the early months, a gap in appropriate workplace tools was indicated as a probable aggravating factor in this regard.¹⁹⁰ The study emphasized that if "employee productivity is possible at the height of the pandemic with little to no training or preparation," then success with intentional implementation is anticipated.¹⁹¹

Even more encouraging results were reported in a survey of the United States Department of Defence. 47% of respondents indicated that they were more productive working from home, with a further 41% signaling no change in their outputs.¹⁹² Many suggested that they experienced fewer distractions as compared to working in the office. This is a prevalent theme expressed by telecommuters. One survey reported home-based workers experienced 45% fewer interruptions.¹⁹³ Another study found that social interactions account for more than half of disruptions, necessitating mentally-demanding

¹⁸⁸ Department of National Defence, *Review of Alternative Work Arrangements*, Observation 1: Support for AWAs.

¹⁸⁹ Dahik et al., "What 12,000 Employees Have to Say."

¹⁹⁰ Dahik et al., "What 12,000 Employees Have to Say."

¹⁹¹ Dahik et al., "What 12,000 Employees Have to Say."

¹⁹² Stephen Losey, "Nearly Half of DoD Employees Got More Productive When They Started Teleworking," *Military.com*, April 1, 2021, <https://www.military.com/daily-news/2021/04/01/nearly-half-of-dod-employees-got-more-productive-when-they-started-teleworking.html>.

¹⁹³ *A New Normal: Remote Work is Here to Stay* (Boston: Motus, 2021), 5.

task switching to occur, thereby increasing workplace exhaustion.¹⁹⁴ The Bundeswehr found that the introduction of flexible policies increased loyalty, and by extension, performance. Treating their members “as a human being and not just a human resource,” by offering input to the location and time of work increased motivation and organizational commitment.¹⁹⁵

Workplace flexibility and improved geographic stability has the potential to improve retention, especially after members are eligible to draw a pension. Members faced with work situations or postings that do not support their needs or those of their family, may choose to release. This specific phenomenon was observed with one member who prioritized the support for his special needs child over remaining in the RegF.¹⁹⁶ The outputs of qualified and proficient senior members greatly outweigh the capabilities of a newly trained junior member. Thus, retention supports improved macro productivity levels within the CAF.

The ability to rapidly transition to remote working improves business continuity. DND’s business continuity plan (BCP) is designed to demonstrate that the department is, “capable of continuing critical operations and delivering DND/CAF critical services during any disruption of domestic, continental or international activities.”¹⁹⁷ The BCP was implemented in response to the COVID-19 pandemic. While the framework for the plan had been in place for some time, it had not previously been executed on such a large

¹⁹⁴ Jaime B. Windeler, Katherine M. Chudoba, and Rui Z. Sundrup, “Getting Away from Them All: Managing Exhaustion from Social Interaction with Telework,” *Journal of Organizational Behavior* 38, no. 7 (2017): 977.

¹⁹⁵ *German Bundestag: Annual Report 2018 (60th Report)* (Berlin: Parliamentary Commissioner for the Armed Forces, 2019), 88.

¹⁹⁶ Ostler, Norris, and Cramm, “Geographic Mobility and Special Education,” 75.

¹⁹⁷ Department of National Defence, Chief Review Services, *Audit of Business Continuity Planning* (Ottawa: DND Canada, 2013), 1.

scale. Predictably, there were some difficulties at the outset as adequate connectivity was made available, procedures were established, and the use of alternative platforms adopted. If the CAF was more accustomed to operating remotely, it is expected that the transition would have been smoother. Thus, the continuous capturing lessons learned in order to improve the process for future application is an important facet of implementation.

Even smaller, localized issues such as poor weather or power outages would normally cost a day's outputs, multiplied by the number of members working at the affected location. The 1998 Quebec ice storm and Hurricane Juan hitting the Maritimes in 2003 offer reminders of the impacts of weather on routine productivity. If some members were already poised to work offsite, the circumstances would not affect them, and they could continue to work unimpeded. The Bundeswehr saw this same benefit and intends to reorganize the department's information technology systems to glean the benefits of enabling impromptu telework demands.¹⁹⁸ Whether for global crises or local small-scale issues, allowing members to work from home before any difficulty is faced sees them primed to enact the BCP and maintain operations.

One final productivity concern that may result from members working offsite is the unquantifiable reduction in casual, serendipitous "water cooler" conversations. Such exchanges often carry the benefit of issues being resolved before they become problems. One telecommuting study indicates that people tend to be more productive when working at home alone, but more collaborative and innovative when members are together.¹⁹⁹ When telecommuting, interactions are more intentional. The various technology

¹⁹⁸ *German Bundestag: Annual Report 2018*, 89.

¹⁹⁹ Windeler, Chudoba, and Sundrup, "Getting Away from Them All," 977.

platforms available have the ability to recreate face to face interactions without the need for physical proximity. Therefore, these exchanges can largely still be achieved. There is simply a requirement for a slight shift in focus for all members of teams with telecommuters. Members must remain willing and eager to reach out often, to ensure those out of sight are not out of the minds of their colleagues.

On the home front, time that would otherwise have been spent commuting to and from the office is now regained. This is a prospect that stands to greatly benefit the member and the family. That said, it is important to note that in order for telecommuting to be successful, certain supports must remain in place. While COVID-19 has led to many school and daycare closures, during normal times, it should be expected that child care would continue to be in place despite the member working from home. This point was specifically highlighted in the ADF policy, cautioning that telecommuting is, “not intended as a substitute for full-time, ongoing dependent care.”²⁰⁰ One cannot reasonably be capable of maintaining outputs while simultaneously working and parenting.

Research indicates that as commuting times increase, so does stress and feelings of “not having enough time for family and friends.”²⁰¹ Therefore, if this unnecessary demand can be eliminated on some days, or removed entirely, it would allow more time to be dedicated to other endeavours. While this is a theoretical predictive relationship, some studies have asked that very question in relation to the pandemic. A Canadian survey showed that 55% of respondents perceived that their WLB has indeed improved, specifically due to the absence of a requirement to commute.²⁰² Related to CAF

²⁰⁰ Department of Defence, *Defence Instructions (General): Pers 49-4*, 3.

²⁰¹ Turcotte, “Commuting to Work,” 36.

²⁰² “Employees in Canada Share Views,” *Robert Half*.

commuting concerns, many bases have only one or two entry and exit points, so congestion at peak times often leads to significant transit delays. Thus, with some members telecommuting, a second-order effect of reducing travel times for those who continue to work on base offers more broad time management improvements.

From a purely mathematical perspective, saving several minutes or hours each day leaves more time for other activities. This may offer more time for the family, household demands, personal leisure, or fitness. While strength and conditioning are essential elements of universality of service, physical activity also aids in stress reduction and improved sleep, which in turn support improved work outputs. Yet there are times when the solution to feeling stressed is not as simple as just having more available time. The psychology considering whether working from home does in fact offer WLB benefits is somewhat divided. The simple provision of FWA may not automatically result in the improvements sought in terms of WLB. A number of reports indicate that the *perception* of flexibility is the most critical aspect to supporting WLB.²⁰³ That is to say, some research suggests that it would be better for a supervisor to be understanding and supportive in informal ways than to offer formal FWA. Were that indeed the case, then perhaps there would be no value to implementing the proposed telecommuting mechanisms. Yet as with so many studies relating to aspects of human psychology and emotion, no single theory can be applied that precisely fits every individual case. Accordingly, evidence to the contrary can also be found.

²⁰³ Chris Higgins, Linda Duxbury, and Sean Lyons, *Reducing Work–Life Conflict: What Works? What Doesn’t?* (Ottawa: Health Canada, 2007), 233; Linda Duxbury and Chris Higgins, *Work-Life Conflict in Canada in the New Millennium: Key Findings and Recommendations from the 2001 National Work-Life Conflict Study* (Ottawa: Health Canada, 2009), 52.

An American study found that simply being eligible to telework led to improvements in job satisfaction and WLB, even if not utilized.²⁰⁴ Another literature review offered similar findings, citing that “availability of work-life balance practices, independent of actual use, appears to produce similarly positive results,” reducing work-life conflict.²⁰⁵ It should be noted that the majority of the literature fails to make any distinction between which FWA is considered and specific resultant outcomes. It must then be assumed that where no one practice is highlighted, all forms of FWA were simply grouped together in the study. Thus, it is difficult to determine whether one flexible arrangement might be more supportive than another. However, the prevalence of positive findings does indicate that there would be value in offering some sort of flexible option.

While most data do not distinguish the mechanism studied, a few that researched telecommuting specifically will be highlighted. The analysis of one Canadian survey did specifically note that telework improved WLB satisfaction among women.²⁰⁶ As related to post-COVID-19 expectations, nearly three-quarters of Canadians polled indicated that they would like to telecommute more often.²⁰⁷ This echoes findings of an analysis of United States intelligence analysts. The report advised that a change of venue and slight shift in tasks might even improve the quality of outputs.²⁰⁸ This finding is reminiscent of the old English proverb that offers, “a change is as good as a rest.” In order to set the conditions for success, offering a change of pace to break out of the rut of routine may

²⁰⁴ David Lee and Sun Young Kim, “A Quasi-Experimental Examination of Telework Eligibility and Participation in the U.S. Federal Government,” *Review of Public Personnel Administration* 38, no. 4 (2018): 455.

²⁰⁵ T. Alexandra Beauregard and Lesley C. Henry, “Making the Link Between Work-Life Balance Practices and Organizational Performance,” *Human Resource Management Review* 19, no. 1 (2009): 12.

²⁰⁶ *Satisfaction with Work-Life Balance*, 7.

²⁰⁷ “Employees in Canada Share Views,” *Robert Half*.

²⁰⁸ David V. Gioe, Joseph M. Hatfield, and Mark Stout, “Can United States Intelligence Community Analysts Telework?,” *Intelligence and National Security* 35, no. 6 (2020): 887.

benefit all concerned. Accordingly, implementation of telecommuting practices in the CAF would continue to serve the institution while affording members the flexibility they desire.

A number of potentially positive and negative findings have been captured in this section. The balance of the evidence suggests telecommuting implementation has potential to improve outputs. Individuals who telecommute are less likely to be absent from the workplace, and are generally capable of maintaining or exceeding onsite productivity levels. While effort will be required from all parties to ensure offsite workers are still included in impromptu discussions, technology exists to enable this. Further, seeing members already working from home on occasion improves the practicality and facilitates the transition to enacting BCP measures if required. Reductions in time spent commuting prove generally positive for member time management, as the time that would have been spent driving is now available for other activities. Not all research sees a direct correlation between telecommuting and improved WLB, some findings do offer optimism. The potential for improvements merely through the availability of FWA in an organization, even if a given individual does not take advantage, is also encouraging. In sum, prospects for productivity are generally aligned to see the CAF stand to benefit. The balance of the findings also suggests that the availability of telecommuting can be a time management advantage to the member and the family.

Organizational Culture, Ethos, and Relationships

This section will primarily explore areas of concern and opportunities for advantage to CAF culture and values. Thus, the majority of the points in this segment will speak to the CAF's interests. Consideration for the member's peer and supervisory

relationships also will be given, but the family domain will not be considered here given its limited stake within the parameters of the workplace itself. The essential features that make the CAF different from any other public or private sector job will be examined. The notion of recruitment, retention, and organizational commitment will be considered here.

The CAF is not an institution where employees can clock in their nine-to-five hours and check their responsibilities at the door as they leave. The CAF ethos is the foundation of the Canadian profession of arms, and holds its members to the highest standards. According to *Duty with Honour*, the ethos is the spirit that binds the profession together, and is made up of a number of beliefs, expectations and values.²⁰⁹ It may then be called into question if a member can still embody the imperative principals if they are afforded the opportunity to work from home.

Values such as the fighting spirit, courage, or the full acceptance of unlimited liability appear more applicable to kinetic operations than the conduct of administration. And that delineation is the very heart of the point. A military member must, at *all* times, remain prepared to go into harm's way; this imperative is no more or less true for clerical staff than for combat arms soldiers. The mindset of duty, loyalty, and discipline is the essential feature, and not the venue where the work is performed or the frequency with which members meet in person.

One such example that is already fully embraced by the CAF is that of Primary Reserve members. Many Reservists are part-time members, meeting only a few times a month for a few hours to do work in support of the CAF. Despite the relative infrequency of their commitments, Reservists are distinctly highlighted as being equal members of the

²⁰⁹ Department of National Defence, *Duty with Honour: The Profession of Arms in Canada* (Ottawa: Canadian Forces Leadership Institute, 2009), 21.

profession of arms.²¹⁰ This reinforces the delinking of an onsite time commitment from the ability for the ethos to be maintained. Further, many RegF members have worked remotely for the past year. While there have been technical challenges, the institution's integrity has remained intact, despite the dispersion. These facts demonstrate that mere participation in a forty-hour work week at the workplace is not the underlying determinant of military ethos or professionalism. Presenteeism and unwillingness to place the demands of the service before oneself are far more damaging to the ethos than allowing members to work from home while maintaining full organization commitment.

CAF leadership doctrine further characterizes military ethos as, “the living spirit that creates and shapes military culture, [and] finds full expression through the conduct of members of the profession of arms.”²¹¹ Just as society is an evolving, adapting body, so is the CAF ethos, in response to such influences. While it has been established that work venue and frequency of physical interaction are not essential elements for maintaining the CAF's ethos, leadership is vital to its preservation. It is the responsibility of CAF institutional leaders to usher in change, ensuring that core values and ethics are maintained while keeping pace with society.²¹²

While modernization updates must be made, unlimited liability and the notion of “service before self” remain essential tenets. Yet this does not mean the institution has the right to demand maximum member inconvenience and discomfort in the name of service. Indeed, there exists, “a fundamental moral obligation on the part of the CAF to care for those who have accepted unlimited liability in the service of their fellow

²¹⁰ Department of National Defence, *Duty with Honour*, 11.

²¹¹ Department of National Defence, *Leadership in the Canadian Forces: Leading the Institution* (Kingston, ON: Canadian Defence Academy – Canadian Forces Leadership Institute, 2007), 155.

²¹² Department of National Defence, *Leadership in the Canadian Forces*, 10.

citizens.”²¹³ Many demands are unavoidable, such as risk to life and limb in warfighting and prolonged absences on deployments. The institution must then strive to seek ways to support its members in the areas in which it can be flexible. Limiting the disruption of postings and IR, and setting the conditions for improved WLB through telecommuting are tangible ways that the CAF can uphold this obligation.

Maintaining unity at the macro, institutional level can still be achieved with some members working from home. However, on a personal level, there exists a risk that this might create the perception of a two-tiered military, divided by those who can work at home and those who cannot. As more officers tend to do work conducive to telecommuting, it follows that there would be a greater likelihood of officers having the opportunity to work from home. If not managed properly, this could further exacerbate perceptions of a quasi-aristocratic divide. These concerns must also be delicately managed by the leaders of the institutions. While analysis would need to be done to establish what positions can and cannot be eligible for telecommuting, it seems that staff jobs would be more suitable than those where a member commands subordinates. This would see the division between the two groups as being less pronounced, or at least less apparent on a daily basis. The ADF operates under this guidance, seeing Remotely Located Work not typically offered to those in certain positions, including command or supervisory roles.²¹⁴

While the endorsement of telecommuting may see the beginning of a divide, a great many tiers or partitions exist already within the CAF. Not all units that conduct

²¹³ Department of National Defence, *Strong Secure Engaged*, 25.

²¹⁴ Army Headquarters, *Flexible Work Arrangements* ([Canberra?]: Army Headquarters, 2013), 22, <https://www.army.gov.au/sites/default/files/2019-12/flexible-working-commanders-soldiers.pdf>

similar work are designated to receive land or sea duty allowance, leaving some members at a disadvantage. Trades such as cooks and firefighters work shiftwork as compared to the majority of the CAF who are dayworkers when in garrison. Pay rates among members of the same rank vary as some are entitled to specialist rates and some officer trades make more than general service officers. Even members within the same unit may have large variances in their workloads. Without being dismissive of the matter at hand, there always has, and likely will continue to be some level of discrepancy in the opportunities, demands, and compensation of CAF members. And it is common for members to go through cycles of high demand positions to slower tempo ones. The implementation of telecommuting could simply offer one additional option to support the member. This may see those who have had a number fast-paced jobs being more likely to be offered such accommodation to support the achievement of balance across one's career. These differences, and change management in general, must be carefully yet firmly driven by institutional leaders.²¹⁵ This is simply another facet of change to be shepherded in, if implemented.

Another practical consideration is the manner in which members are supervised and mentored. Researchers have generally noted that telecommuting increases communication difficulties and increases the challenges of supervision.²¹⁶ However, the CAF is not known to back down from a challenge. Its members are well-trained and adaptable, and have the experience of the past year from which to draw upon. The training resources that were developed to support rapid transition to telecommuting due

²¹⁵ Department of National Defence, *Leadership in the Canadian Forces*, 83.

²¹⁶ Choi, "Managing Flexible Work Arrangements," 42.

to COVID-19 will be a key building block to support implementation.²¹⁷ Studying and gathering lessons learned from COVID-19 telecommuting will also prove useful to develop training and to identify the resources necessary for future leaders. If industry can find ways to supervise and manage offsite workers, surely the military can as well, and would benefit from incorporating best practices into CAF methods. Simple updates to leadership training coupled with the willingness to adapt will enable the adoption of telecommuting.

While leadership challenges do exist, there are also benefits to be gleaned. One meta-analysis found that telecommuting actually led to improvements in the quality of employee-supervisor relationship.²¹⁸ It is hypothesized that this may be as a result of being conscious of the possibility for degraded rapport, and therefore interactions are more intentional. Whatever the reason, the findings remain relevant and offer an area for opportunity. Another narrative review found the same results, indicating no deterioration in the employee-supervisor relationship, irrespective of telecommuting intensity.²¹⁹ Therefore, it can be assessed that the relationship up and down the chain of command stands to benefit from the implementation of telecommuting in the CAF.

Building on the promise of improved supervisory relations highlights the opportunity for greater implementation of the concept of mission command. Mission command encourages decentralized decision-making, maximizing initiative at the lower levels, based on an understanding of the commander's intent.²²⁰ The physical separation

²¹⁷ Canadian School of Public Service, "COVID-19: Learning Resources," updated December 3, 2020, <https://www.cspc-efpc.gc.ca/covid-19-eng.aspx>.

²¹⁸ Gajendran and Harrison, "The Good, The Bad," 1535.

²¹⁹ Allen, Golden, and Shockley, "How Effective is Telecommuting?," 52.

²²⁰ Department of National Defence, *Leadership in the Canadian Forces*, 156.

of members from supervisors lends itself to greater use of this mechanism. While CAF doctrine speaks of the use of mission command, many may question the true prevalence of its employment. Trust is implicit in mission command, as it is with telecommuting, suggesting that the simultaneous application of the two concepts would offer synergistic outcomes. In both instances, the leader must trust that their subordinate will do what is expected of them while the leader is not present. Telecommuting provides the opportunity for greater application of this doctrinal concept, though the information technology platforms available can easily facilitate feedback sessions as required.

Much of the research stresses that trust between the employee and the manager is critical to the successful implementation of a telecommuting arrangement.²²¹ Canadian Brigadier-General Carla Harding refers to this trust as a “social contract.”²²² This entails the supervisor trusting that the member’s outputs will remain consistent as they allow the subordinate more flexibility, supporting improved WLB. If the manager does not trust the employee to do their work while out of sight, the request to telecommute may simply be denied altogether. Conversely, a member wishing to partake in telecommuting is typically less likely to even submit a request if they feel that their supervisor is not supportive of the practice.²²³ If implemented, it is imperative that there is buy-in at the supervisory level, to see the opportunity made fully available the members who might benefit from such arrangements.

²²¹ James V. Shillingford, *Telework and the Manager Employee Relationship* (Aberdeen Proving Ground, MD: Defense Acquisition University, 2017), 23; Courtney Brown, Pearl R. Smith, Nancy Arduengo, and Martha Taylor, “Trusting Telework in the Federal Government,” *Qualitative Report* 21, no. 1 (2016): 89; Seth Kaplan, Lia Engelsted, Xue Lei, and Karla Lockwood, “Unpackaging Manager Mistrust in Allowing Telework: Comparing and Integrating Theoretical Perspectives,” *Journal of Business and Psychology* 33, no. 3 (2018): 379; Choi, “Managing Flexible Work Arrangements,” 31.

²²² *Royal Canadian Logistics Service Special Bulletin*, 5.

²²³ Choi, “Managing Flexible Work Arrangements,” 31.

While potential exists for improved interactions up and down the chain of command, peer relationships must be managed carefully to avoid degradation of the team. Analysis found that the higher the telecommuting intensity, the greater the harm to coworker relationships.²²⁴ The loss of face-to-face interactions with peers was the underlying cause. Without the same level of necessity placed on ensuring that good communications continued, as with supervisors, the relationships in civilian organizations simply withered. As teamwork is one of the core elements of the CAF ethos, this suggests the need for deliberate efforts to maintain peer relationships. Given that intensity is the moderating factor, those remote working will have the greatest challenge to overcome with respect to their relationships with colleagues. Though it should be reminded that teamwork sees an equal demand on all sides. It is not, therefore, the sole responsibility of the telecommuter to make all efforts to remain closely connected with the rest of the team. All members must strive to be inclusive and maintain strong team dynamics, regardless of anyone's work location. This also becomes another element for leaders to be intentional about fostering and encouraging.

Some reports have identified reduced social interaction in the workplace as a disadvantage to telecommuting.²²⁵ Some of these weaknesses can be overcome through some creativity in the maintenance of well-established practices, such as coffee hours or TGIF at the mess. While drawbacks stemming from decreased interpersonal contact may be present, including those highlighted in the preceding paragraph, there are also benefits that can be gained. High levels of social interaction are associated with work exhaustion,

²²⁴ Gajendran and Harrison, "The Good, The Bad," 1536.

²²⁵ Akyeampong, "Working at Home: An Update," 18; Choi, "Managing Flexible Work Arrangements," 42.

as each exchange throughout the day, “consumes energy and can diminish cognitive and emotional resources.”²²⁶ Interpersonal connection remains essential, but partial telework can help to mitigate the effect of daily distractions and interruptions, allowing the member to recharge during periods at home. However, extroverts are less disposed to gain such benefits, as they thrive on opportunities for connection. Extroverts are actually more likely to suffer burnout if they are required to work from home.²²⁷ Thus, the decision for a member to telecommute must be at their request, rather than a directive imposed upon them.

CAF members themselves are the means through which the organizational culture and military ethos are embodied. With people at the centre of these constructs, recruiting and retention are inextricably linked to their maintenance. *SSE* recognizes that “the operational success of the [CAF] begins with a robust recruiting system that engages and attracts the best and brightest.”²²⁸ In order to achieve this, the institution must be viewed as a desirable place to work. A direct link has been found between the availability of FWA and the ability to attract skilled labour.²²⁹ This is a characteristic that the smartest minds and hardest workers are seeking. As options that support improved WLB are available in industry, it would benefit the CAF to make such arrangements available in order to remain competitive.²³⁰ While flexible options attract new recruits, they are an equally important retention tool. Improved retention supports the maintenance of organizational culture. If members are entering and leaving the institution like a

²²⁶ Windeler, Chudoba, and Sundrup, “Getting Away from Them All,” 989.

²²⁷ Rahil Meymandpour and Zahra Bagheri, “A Study of Personality Traits, Viz., Extraversion and Introversion on Telecommuters Burnout,” *Telecom Business Review* 10, no. 1 (2017): 5.

²²⁸ Department of National Defence, *Strong Secure Engaged*, 20.

²²⁹ Higgins, Duxbury, and Lyons, *Reducing Work–Life Conflict*, 33.

²³⁰ Duxbury, Higgins, and Coghil, *Voices of Canadians*, 75.

revolving door, it is more difficult to achieve stability in cohesion and adoption of the CAF ethos.

While generalized recruitment aims to see talented Canadians enlisted in the CAF, specific demographic targets also stand to benefit from the implementation of FWA. SSE Initiative 14 intends the representation of women to increase, with a goal of reaching twenty-five percent of the CAF's composition by 2026.²³¹ Achieving this goal will require more than recruiting ads aimed toward women. The organization must be appealing to that demographic. The findings of a recent survey in *The Economist* indicted that women with children were 13% more likely to express a desire to telecommute compared to men with children.²³² This may be tied to the already-explored concept that the larger portion of domestic tasks tend to be taken on by women. One of the recommendations of a parliamentary report on diversity and inclusion was that more flexibility in careers should be offered.²³³ The availability of flexible options increases the likelihood of the CAF being seen as an attractive career for women.

The conclusions regarding the benefit of FWA for increasing women's representation were echoed by the ADF and NZDF. A 2011 review of the ADF by the Australian Human Rights Commission highlighted FWA as an important mechanism for recruitment and retention of women.²³⁴ Since this initial review, the aim of the ADF has been to, "create a culture which recognises that a 'one size fits all' linear career model is no longer appropriate."²³⁵ While FWA benefit all members, the initial focus of the

²³¹ Department of National Defence, *Strong Secure Engaged*, 107.

²³² "Bartleby: Managing by Zooming Around," *The Economist* (London) 437, no. 9223 (2020): 67.

²³³ Stephen Fuhr, *Improving Diversity and Inclusion in the Canadian Armed Forces: Report of the Standing Committee on National Defence* (Ottawa: Speaker of the House of Commons, 2019), 58.

²³⁴ Abby Cathcart, Paula McDonald, and Deanna Grant-Smith, "Challenging the Myths About Flexible Work in the ADF," *Australian Defence Force Journal* no. 195 (2014): 55.

²³⁵ *Treatment of Women in the ADF*, 392.

initiatives was to increase gender diversity. The NZDF is a leader in this area, having the greatest female representation among Five Eyes nations as of 2014, with roughly fifteen percent.²³⁶ Flexibility in postings, training and deployments was instituted, aiming to reduce female attrition to within one percent of the male rate.²³⁷ As a result, by 2019, the number of women had grown to eighteen percent and gender disparity in attrition rates had equalized.²³⁸ Canada could benefit from taking note of the NZDF's methods in order to attain its own female recruitment goals.

In consideration of the CAF's ethos, its organizational culture and the relationships among its members, some challenges alongside opportunities have been unearthed if telecommuting practices were to be adopted. It has been argued that the maintenance of the ethos and member professionalism is not tied to any location or frequency of in-person interactions. There will be reliance on the leaders of the institution to shepherd in these changes, ensuring standards remain high and members remain committed to teamwork. Telecommuting will offer the CAF an opportunity to capitalize on upholding its moral obligation to support its members, and also to fully embrace the use of mission command. Increases in recruitment and retention, specifically for women, are also anticipated gains. While the implementation of telecommuting as it relates this category does stand to offer some institutional benefits, the challenges demand the strict attention of institutional leaders. Thus the two can be considered to largely offset each other, resulting in this segment being conservatively labeled as neutral to the CAF.

²³⁶ Ministry of Defence, *Maximising Opportunities for Military Women*, 10.

²³⁷ Ministry of Defence, *Maximising Opportunities for Military Women*, 25.

²³⁸ Directorate Diversity and Inclusion, *Women in the NZDF* ([Wellington?]: New Zealand Defence Force, 2019), 3.

Regarding the hierarchical and peer relationships among members, there are also some likely benefits. While degradation of peer connections has been observed in industry, teamwork is not an optional ideology, but rather an essential element of the CAF's make-up. All members, whether they work from home themselves or are members of sections where someone else is offsite, must commit to ensuring that teamwork thrives despite separation. Similar to the improvements in employee-supervisor relations observed, when conscious effort is focused on the relationship and some creativity applied, it stands to be enhanced. Further, there are benefits from having time away from the continuous social interactions that occur in the workplace. Thus, the member is anticipated to gain from the proposed arrangement.

Summary of Evidence Evaluation

A matter as dynamic and complex as the achievement of WLB has a vast array of factors involved. While solutions offered by one's employer can set conditions for improvements, it is not expected that one simple change can fully resolve the dilemma. Therefore, the adoption of the proposed partial telework and remote work options is not anticipated to be the single factor that solves all CAF members' WLB issues. However, the weight of the evidence strongly indicates that its implementation has the potential to offer benefits across each of the three domains considered.

A succinct summary of the evaluation outcomes from each section assessed in this chapter is presented in Table 4.2. In the CAF and member domains, four of the five themes studied were assessed as likely to be beneficial with one in each being neutral. Only four of the themes applied in the family domain, and three were assigned favourable ratings with the fourth assessed as neutral. On the whole, the research presented here

mirrors a widely referenced meta-analytic study that suggest telecommuting practices are accompanied by largely positive benefits to all parties involved.²³⁹

	CAF	Member	Family
Financial	Benefit	Benefit	Benefit
Environmental	Benefit	Neutral	Neutral
Health	Benefit	Benefit	Benefit
Productivity and Time Management	Benefit	Benefit	Benefit
Organizational Culture, Ethos, and Relationships	Neutral	Benefit	N/A

Table 4.2 – Summary of Evidence Evaluation

While the institution stands to benefit from reducing costs and seeing improved outputs from its members, on a macro level, the most significant source of profit boils down to recruitment and retention. Interestingly, research into spousal perspectives found that “the successful recruiting and retention of military personnel is the degree to which [CAF] members and their families experience job satisfaction and fulfillment with life in the military.”²⁴⁰ Thus, that which is positive for the family and the member’s sides of the triangle, by extension also advantages the CAF. The macro benefit to the member and the family is improved WLB and the reduction of geographic relocation. Partial telework supports WLB and consistency in availability for family-related obligations when not otherwise deployed or away for training. Remote work supports these same aspects, in addition to increased stability, by reducing the frequency of relocations, alleviating the impacts discussed in the latter part of Chapter 2. Similarly, the need for IR assignments can also be reduced through remote work, achieving the same benefits.

²³⁹ Gajendran and Harrison, “The Good, The Bad,” 1535.

²⁴⁰ Coulthard and Dunn, *Spousal/Partner Employment and Income Project*, 2.

CHAPTER 5

RECOMMENDATIONS AND CONCLUSION

Recommendation and Implementation Considerations

Telecommuting programmes have been successfully employed in a variety of public and private organizations for several decades now. Other peer militaries have also profited from offering flexible options, including working offsite. In light of the evidence being overwhelmingly assessed as positive, it is recommended that the CAF institute formal policy permitting remote work and partial telework in suitable situations. Should the CAF elect to proceed accordingly, a strategy to operationalize their implementation must be devised.

First and foremost, the suitability of positions must be assessed. Heavy equipment operators and various technicians cannot fulfil their tasks from home as their physical presence onsite is required to complete their work. Centrally established criteria should be directed to ensure equitable evaluation of positions. This will reduce the likelihood of disparity in the assessment of similar positions on different bases or units. Ultimately, the assignment of a “telecommutable” rating of all positions across the CAF should be achieved, so it is established whether or not any given position is eligible. Restrictions on the percentage of a unit or subunit teleworking at any given time may also need to be established. This would ensure force generation for standing remits or impromptu tasks is not impeded.

Further to the position’s suitability, the member’s fitness to work from home must be verified. The achievement of operationally functional point would be a logical minimum prerequisite, as the member must be capable of independently doing their job. The ADF policy cautions that the member, “needs self-discipline, good time management

and organisational skills.”²⁴¹ Criteria such as effectiveness, reliability, dedication, and initiative are tracked on CAF members’ annual personnel evaluation reports. Review of past appraisals would be useful in determining if a member might reasonably be trusted to work autonomously. Further, the recommendation of the current or former supervisor would offer reassurance regarding the member’s anticipated aptitude.

Though there are a great many benefits that stem from home-based work, it should be recalled that such arrangements are not advantageous for all members. A multitude of factors, including personality, individual preference, workspace availability in the home, and technological aptitude will affect a member’s desire and ability to telecommute. Cases may exist where the position is appropriate and the member appears objectively suited to work from home, but they simply prefer to attend the workplace. As the intent is for telecommuting practice to be supportive of the member and their family, such arrangements should never be made compulsory. A request to telecommute must come from the member rather than being imposed, otherwise organizational commitment and outputs are likely to suffer.²⁴²

Even when all suitability factors have been deemed present, there is value in implementing a trial period to evaluate the arrangement’s implementation. Some people only realize after attempting to work from home that they are not well-suited to do so.²⁴³ Further, if the member’s performance does suffer unduly, the chain of command would always retain the right to revoke the arrangement. Though feedback and counseling should be attempted vice simply canceling the agreement as an immediate response.

²⁴¹ Department of Defence, *Defence Instructions (General): Pers 49-4*, F-1.

²⁴² Lee and Kim, “A Quasi-Experimental Examination,” 466; Turcotte, “Working at Home: An Update,” 9; *Flexible Work Arrangements*, 14.

²⁴³ Turcotte, “Working at Home: An Update,” 9.

Overseeing a telecommuting subordinate will surely demand the use of different strategies for supervisors. Thus, the provision of some manner of training in this regard should be developed and instituted in order to set the conditions for success. This training could include, or build on the Canadian School of Public Service training that already exists.²⁴⁴ This was seen as an important step in facilitating mobile work in the Bundeswehr.²⁴⁵ Supervisors in the ADF are directed to, “shift from traditional ‘line of sight’ management, and use contemporary performance management techniques by clearly setting goals and targets and measuring performance against their achievement.”²⁴⁶ Training to achieve this altered approach, with emphasis on communication, will support supervisors and their subordinates through the transition.

Finally, the requirement to remain operationally fit and deployable is imperative, regardless of work location. Members may need to take increased ownership in their own readiness. The onus will be on the member to ensure a personal fitness plan is developed and followed. A remote working member may need to make arrangements with their local base to complete various annual firearms and individual training requirements, as they are removed from their unit. The expectation to have such training milestones and fitness testing achieved are no less imperative than when a member attends their workplace. The implementation of mechanisms to regularly track the status of a requirement, such as fitness, may be of value. The requirement for regular check-ins

²⁴⁴ Canadian School of Public Service, Establishing Effective Virtual Teams (X175), <https://www.cspc-efpc.gc.ca/catalogue/courses-eng.aspx?code=X175>; Canadian School of Public Service, “COVID-19: Learning Resources.”

²⁴⁵ *German Bundestag: Annual Report 2018*, 89.

²⁴⁶ Department of Defence, *Defence Instructions (General): Pers 49-4*, 8.

before the annual testing is conducted could establish whether an issue is anticipated before the maintenance of the skill or stamina has gone completely off track.

While some effort will be necessary on the part of the CAF and the chain of command to facilitate telecommuting implementation, there is significant benefit to be gained. Through measured pre-screening of the positions themselves and member suitability, with the addition of instruction to support members and supervisors through its evolution, risk can be reasonably managed. Once the initial work is done to establish parameters, the structures will be in place to easily enable full implementation across the CAF. The issuance of official policy will formalize the implementation.

The final step in realizing this opportunity is for it to be visibly ushered into effect by the CAF's institutional leaders. This demands not only change management efforts to ensure that members understand why the policy is being implemented, but also that it be modeled by senior leaders. If regulations allow for telecommuting, but senior leaders are reluctant to approve requests or never consider working offsite themselves, then this sends an unspoken message. Research shows that employees who choose not to telecommute due to managers' lack of support to the practice has a negative impact on employee attitudes.²⁴⁷ Member perception of the policy's adoption is nearly as important as it being made available in the first place. Thus, it must be seen to be embraced at all levels to gain the full potential benefits.

Future Research

Many CAF members have been working primarily from home since the start of COVID-19. While many variables exist that might not ordinarily be present, including

²⁴⁷ Lee and Kim, "A Quasi-Experimental Examination," 464.

care for and assistance with children's schooling, there is value in unpacking the full array of these experiences. As remote work and partial telework are not yet broadly available in the CAF, instances of their implementation are relatively uncommon. However, there are still cases where ad hoc arrangements have allowed members to work from home. Given this infrequency, a gap exists in the research analyzing CAF members' experiences. An opportunity exists to investigate the outcomes of telecommuting arrangements across a comprehensive spectrum of scenarios and situations. Specifically, insights into instances where telecommuting was attempted and was unsuccessful would allow better understanding of factors that cause breakdown. Feedback from both members and supervisors would aid in informing policy and updates to training in order to facilitate successful institution of the mechanism.

Once telecommuting policy is brought into effect, satisfaction and efficacy must be monitored to determine whether the desired effects are indeed being achieved. The proposed aim is to support improved member WLB, and reduce relocations or separations through IR. For the CAF, the intended outcome is increased retention and recruiting. Monitoring of the effectiveness through various quality of life and retention surveys is important to ensure that these goals are being met. As with any new policy, if the status quo is not achieving the objective, further modification may be warranted.

Further, examination of work practices would be valuable to determine whether minor adjustments might allow more positions to be classified as suitable for working offsite. The aim of such an investigation would be to avoid reversion to the former office-based status quo, but to build on the COVID-19-induced practices. As telecommuting becomes more commonly used, consistent review of positions' "telecommutable" status

would also be beneficial. This would ensure that the rating aligns with new best practices and the whole programme remains current rather than becoming a new, but stagnant snapshot in time.

Conclusion

Many of the CAF HR policies currently in place were developed and implemented during a time when family dynamics were less complex and circumstances allowed for greater mobility. The notion of WLB was only just emerging, thus the CAF paid little attention to its preservation. Heavy reliance on the sacrifices of civilian spouses was necessary to support the member in all facets of their career obligations. The reality of today has changed dramatically from that of the 1970s, yet these rigid policies remain in place.

The current defence policy acknowledges that departmental directives influence each of the three sides of the triangle described and considered in this paper. It further realizes the need for policy updates to serve its own interests as well as those of the family and the member.

[SSE] recognizes the dynamic changes in the social environment and the urgent need to address issues affecting the recruitment, training, retention, health and wellness of Regular and Reserve Force personnel, as well as support to military families.²⁴⁸

Industry has capitalized on the value of FWA to further employee WLB for some time now. The prevalence of such largely universal supports have come to see them as more of an expectation than a luxury. While employer-directed relocations are less typical in other career paths, the same mechanism offered to promote improved WLB can also be used to reduce the turmoil caused by moving.

²⁴⁸ Department of National Defence, *Strong, Secure, Engaged*, 8.

Partial telework and remote work have been thoroughly assessed and the evidence strongly predicts benefit for all parties concerned. Members and families will profit from improved stability through the reduction of geographic relocations, and enhanced WLB. The overarching advantage for the CAF will be derived from increased retention and recruitment. While these opportunities may not benefit everyone, making the option available recognizes the fact that one size policies cannot reasonably fit all. Allowing alternatives to the typical work model is one simple way the CAF can support its people.

The COVID-19 pandemic was accompanied by its share of negative consequences. Yet, the resultant requirement for the CAF to adopt offsite work practices should be viewed as the impetus for meaningful modernization of outdated institutional policies. With vaccines being administered, the light at the end of the pandemic tunnel crisis grows closer. The CAF should capitalize on this opportunity to overcome its institutional inertia, rather than reverting to “normal” once there is no longer a health-related necessity to work from home. Formalization of telecommuting practice within the CAF is the phoenix that must rise from the pandemic’s ashes, and *now* is the time for its birth.

BIBLIOGRAPHY

A New Normal: Remote Work is Here to Stay. Boston: Motus, 2021.

Akyeampong, Ernest B. "Working at Home: An Update." *Perspectives on Labour and Income* 8, no. 6 (2007): 16-18.

Allen, Tammy D., Timothy D. Golden, and Kristen M. Shockley. "How Effective is Telecommuting? Assessing the Status of our Scientific Findings." *Psychological Science in the Public Interest* 16, no. 2 (2015): 40-68.

Australia. Department of Defence. *Defence Instructions (General): Pers 49-4*. Canberra: Department of Defence, 2012. <https://www.army.gov.au/sites/default/files/2019-12/flexible-defence.pdf>.

Australia. Army Headquarters. *Flexible Work Arrangements*. [Canberra?]: Army Headquarters, 2013. <https://www.army.gov.au/sites/default/files/2019-12/flexible-working-commanders-soldiers.pdf>

Baker, Michael W. "An Exploratory Study Identifying Hardships Confronting Canadian Military Families." Master's thesis, University of Manitoba, 1978.

"Bartleby: Managing by Zooming Around." *The Economist (London)* 437, no. 9223 (2020): 67.

Baruch, Yehuda. "The Status of Research on Teleworking and an Agenda for Future Research." *International Journal of Management Reviews* 3, no. 2 (2001): 113-129.

Beauregard, T. Alexandra, and Lesley C. Henry. "Making the Link Between Work-Life Balance Practices and Organizational Performance." *Human Resource Management Review* 19, no. 1 (2009): 9-22.

Bello, Lorraine, and Galen Tinder. "Dual Career Implications on Workforce Mobility: The Evolution of the Relocating Spouse/Partner." *Benefits & Compensation Digest* 46, no. 9 (2009): 36-39.

Brooke-Holland, Louisa. *Armed Forces (Flexible Working) Bill 2017-19: Progress of the Bill*. London: Commons Library Briefing, 2018. <https://researchbriefings.files.parliament.uk/documents/CBP-8124/CBP-8124.pdf>.

Brown, Courtney, Pearl R. Smith, Nancy Arduengo, and Martha Taylor. "Trusting Telework in the Federal Government." *Qualitative Report* 21, no. 1 (2016): 87-101.

CAF Community Needs Assessment 2016 Overall Results. Winnipeg: Canadian Forces Morale and Welfare Services, 2017.

Campbell-Kelly, Martin, and Daniel D. Garcia-Swartz. "The History of the Internet: The Missing Narratives." *Journal of Information Technology* 28, no. 1 (2013): 18-33.

Canada. Department of National Defence. Chief Review Services. *Audit of Business Continuity Planning*. Ottawa: DND Canada, 2013. https://www.canada.ca/content/dam/dnd-mdn/migration/assets/FORCES_Internet/docs/en/about-reports-pubs-audit-eval/p0986-eng.pdf.

Canada. Department of National Defence. A-PP-005-IRP-AG-001, *Canadian Forces Integrated Relocation Program Directive: APS 2009-2018*. Ottawa: DND Canada, 2018.

Canada. Department of National Defence. *CF Mil Pers Instr 01/17 – Imposed Restriction*. Ottawa: DND Canada, 2017.

Canada. Department of National Defence. B-GL-005-100/FP-001, *CFJP 1.0 Military Personnel Management Doctrine*. Ottawa: DND Canada, 2008.

Canada. Department of National Defence. *Defence Energy and Environment Strategy*. Ottawa: DND Canada, 2020.

Canada. Department of National Defence. *Duty with Honour: The Profession of Arms in Canada*. Ottawa: Canadian Forces Leadership Institute, 2009.

Canada. Department of National Defence. Chief of Military Personnel. *The Journey*. [Ottawa?]: DND Canada, n.d. http://cmp.cpm.mil.ca/assets/CMP_Intranet/docs/en/support/journey-pamphlet.pdf.

Canada. Department of National Defence. *The Journey of the Journey*. [Ottawa?]: DND Canada, 2018. http://cmp.cpm.mil.ca/assets/CMP_Intranet/docs/en/the-journey-of-the-journey_29-march-2018.pdf.

Canada. Department of National Defence. *Leadership in the Canadian Forces: Leading the Institution*. Kingston, ON: Canadian Defence Academy – Canadian Forces Leadership Institute, 2007.

Canada. Department of National Defence. *Military Cost Moves Corporate Account (C107) Review: A DND Review of C107*. Ottawa: DND Canada, 2015.

Canada. Department of National Defence. *Military HR Strategy 2020: Facing the People Challenges of the Future*. Ottawa: DND Canada, 2002.

- Canada. Department of National Defence. Assistant Deputy Minister (Review Services). *Review of Alternative Work Arrangements*. Ottawa: DND Canada, 2017.
- Canada. Department of National Defence. *Strong, Secure, Engaged: Canada's Defence Policy*. Ottawa: DND Canada, 2017.
- Canada. Public Works and Government Services Canada. *Navigating Change to Workplace 2.0*. Ottawa: PWGSC, n.d.
- Canada. Statistics Canada. Demography Division. *Canadian Demographics at a Glance*. 2nd ed. Ottawa: Statistics Canada, 2016.
- Canada. Treasury Board of Canada Secretariat. Employment Conditions and Labour Relations. *Program and Administrative Services (PA): Agreement Between the Treasury Board and the Public Service Alliance of Canada*. Ottawa: Treasury Board of Canada Secretariat, 2020.
- Cathcart, Abby, Paula McDonald, and Deanna Grant-Smith. "Challenging the Myths About Flexible Work in the ADF." *Australian Defence Force Journal* no. 195 (2014): 55-68.
- Cheng, Polly, Vanessa Myers, Evanya Musolino, Edward Yeung, and Emrah Eren. *The 2019 CAF Regular Force Retention Survey: Qualitative Analysis*. Ottawa: Human Resource Systems Group Ltd, 2019.
- Choi, Sungjoo. "Managing Flexible Work Arrangements in Government: Testing the Effects of Institutional and Managerial Support." *Public Personnel Management* 47, no. 1 (2018): 26-50.
- Commuting to Work: National Household Survey, 2011*. Ottawa: Statistics Canada, 2013.
- Compensation and Benefit Instructions: Chapter 208 – Relocation Benefits*. Ottawa: 2019.
- Compensation and Benefit Instructions: Chapter 209 – Transportation and Travelling Expenses*. Ottawa: 2018.
- Coulthard, Julie, and Jason Dunn. *Canadian Forces Spousal/Partner Employment and Income Project: Research Framework and Methodology*. Ottawa: DGMPRA, 2009.
- Daigle, Pierre. *On the Homefront: Assessing the Well-Being of Canada's Military Families in the New Millennium*. Ottawa: Office of the Ombudsman, 2013.

- de Menezes, Lilian M., and Clare Kelliher. "Flexible Working and Performance: A Systematic Review of the Evidence for a Business Case: Flexible Working and Performance." *International Journal of Management Reviews: IJMR* 13, no. 4 (2011): 452-474.
- Deng, Zechuan, René Morissette, and Derek Messacar. *Running the Economy Remotely: Potential for Working from Home During and After COVID-19*. Ottawa: Statistics Canada, 2020.
- Domínguez-Amarillo, Samuel, Jesica Fernández-Agüera, Sonia Cesteros-García, and Roberto Alonso González-Lezcano. "Bad Air Can Also Kill: Residential Indoor Air Quality and Pollutant Exposure Risk During the COVID-19 Crisis." *International Journal of Environmental Research and Public Health* 17, no. 19 (2020): 1-33.
- Dursun, Sanela, and Kerry Sudom. "The Well-Being of Military Families: Coping with the Stressors of Military Life Among Spouses of Canadian Armed Forces Members." In *Military Families and War in the 21st Century: Comparative Perspectives*, edited by René Moelker, Manon Andres, Gary Bowen, and Philippe Manigart, 128-144. Abingdon, Oxon: Routledge, 2015.
- Duxbury, Linda, and Chris Higgins. *Work-Life Conflict in Canada in the New Millennium: Key Findings and Recommendations from the 2001 National Work-Life Conflict Study*. Ottawa: Health Canada, 2009.
- Duxbury, Linda, Chris Higgins, and Donna Coghill. *Voices of Canadians: Seeking Work-Life Balance*. Ottawa: Human Resources Development Canada Labour Program, 2003.
- Kim, Eunkwang, and Sanghong Lee. "Sustainability and the Expected Effects of Office-to-Residential Conversion in Historic Downtown Areas of South Korea." *Sustainability* 12, no. 22 (2020): 1-18.
- Ferraro, Vincent. *Paid Work*. Ottawa: Statistics Canada, 2010.
- Flexible Work Arrangements: A Discussion Paper*. Ottawa: Employment and Social Development Canada, 2016.
- Flexible Work Arrangements: What Was Heard*. Ottawa: Employment and Social Development Canada, 2016.
- Fuhr, Stephen. *Improving Diversity and Inclusion in the Canadian Armed Forces: Report of the Standing Committee on National Defence*. Ottawa: Speaker of the House of Commons, 2019. <https://www.ourcommons.ca/Content/Committee/421/NDDN/Reports/RP10573700/nddnrp17/nddnrp17-e.pdf>.

- Gajendran, Ravi S., and David A. Harrison. "The Good, The Bad, and The Unknown About Telecommuting: Meta-Analysis of Psychological Mediators and Individual Consequences." *Journal of Applied Psychology* 92, no. 6 (2007): 1524-1541.
- Germany. *German Bundestag: Annual Report 2015 (57th Report)*. Berlin: Parliamentary Commissioner for the Armed Forces, 2016. https://www.bundestag.de/resource/blob/416982/278b29ff655b88af73f1ef84b0c65068/annual_report_2015_57th_report-data.pdf.
- Germany. *German Bundestag: Annual Report 2018 (60th Report)*. Berlin: Parliamentary Commissioner for the Armed Forces, 2019. https://www.bundestag.de/resource/blob/697926/4cec7489a4c86f450c21ddaa83759130/annual_report_2018_60th_report-data.pdf.
- Germany. *German Bundestag: Annual Report 2019 (61st Report)*. Berlin: Parliamentary Commissioner for the Armed Forces, 2020. https://www.bundestag.de/resource/blob/692052/3ebc4bc657d328c1db223f430e63b839/annual_report_2019_61st_report-data.pdf.
- Gioe, David V., Joseph M. Hatfield, and Mark Stout. "Can United States Intelligence Community Analysts Telework?" *Intelligence and National Security* 35, no. 6 (2020): 885-901.
- Haddock, Shelley A., Toni Schindler Zimmerman, Scott J. Ziemba, and Kevin P. Lyness. "Practices of Dual Earner Couples Successfully Balancing Work and Family." *Journal of Family and Economic Issues* 27, no. 2 (2006): 207-234.
- Harrison, Deborah, and Lucie Laliberté. *No Life Like It: Military Wives in Canada*. Toronto: James Lorimer & Company, 1994.
- Hartig, Terry, Camilla Kylin, and Gunn Johansson. "The Telework Tradeoff: Stress Mitigation vs. Constrained Restoration." *Applied Psychology* 56, no. 2 (2007): 231-253.
- Hébert, Benoit-Paul, and Alex Grey. "Time-Related Stress: Incidence and Risk Factors." *Horizons* 8, no. 3 (2006): 14-18.
- Higgins, Chris, Linda Duxbury, and Sean Lyons. *Reducing Work–Life Conflict: What Works? What Doesn't?* Ottawa: Health Canada, 2007.
- Hook, Andrew, Victor Court, Benjamin K. Sovacool, and Steve Sorrell. "A Systematic Review of the Energy and Climate Impacts of Teleworking." *Environmental Research Letters* 15, no. 9 (2020): 1-30.
- Huddleston, Amanda. "Canadian Armed Forces Retention: A Wicked Problem?" Master's thesis, University of Manitoba, 2020.

- Janneck, Monique, Sophie Jent, Philip Weber, and Helge Nissen. "Ergonomics to Go: Designing the Mobile Workspace." *International Journal of Human-Computer Interaction* 34, no. 11 (2018): 1052-1062.
- Kanlis, Ioannis. "Possibilities and Limitations of Flexible Work Arrangements in the Military." Master's thesis, Naval Postgraduate School, 2016.
- Kaplan, Seth, Lia Engelsted, Xue Lei, and Karla Lockwood. "Unpackaging Manager Mistrust in Allowing Telework: Comparing and Integrating Theoretical Perspectives." *Journal of Business and Psychology* 33, no. 3 (2018): 365-382.
- Kaczmarczyk, Stan. "Financial Impact of Alternative Workplace Strategies." *Journal of Facilities Management* 3, no. 2 (2004): 117-124.
- Kim, Seung-Nam. "Two Traditional Questions on the Relationships Between Telecommuting, Job and Residential Location, and Household Travel: Revisited Using a Path Analysis." *The Annals of Regional Science* 56, no. 2 (2016): 537-563.
- Kitou, Erasmia, and Arpad Horvath. "Transportation Choices and Air Pollution Effects of Telework." *Journal of Infrastructure Systems* 12, no. 2 (2006): 121-134.
- Lapierre, Laurent M., and Tammy D. Allen. "Control at Work, Control at Home, and Planning Behavior: Implications for Work-Family Conflict." *Journal of Management* 38, no. 5 (2012): 1500-1516.
- Larson, William, and Weihua Zhao. "Telework: Urban Form, Energy Consumption, and Greenhouse Gas Implications." *Economic Inquiry* 55, no. 2 (2017): 714-735.
- Lee, David, and Sun Young Kim. "A Quasi-Experimental Examination of Telework Eligibility and Participation in the U.S. Federal Government." *Review of Public Personnel Administration* 38, no. 4 (2018): 451-471.
- Lee, Jennifer E. C., Kerry A. Sudom, and Mark A. Zamorski. "Longitudinal Analysis of Psychological Resilience and Mental Health in Canadian Military Personnel Returning from Overseas Deployment." *Journal of Occupational Health Psychology* 18, no. 3 (2013): 327-337.
- Lee, Rebecca, Emrah Eren, and Glen Budgell. *2016 CAF Retention Survey: Qualitative Analysis*. Ottawa: Human Resource Systems Group, Ltd, 2017.
- Leigh, T. J. "Imposed Restriction: Panacea or Problem." Master's thesis, Canadian Forces College, 2010.

Lier, Tom van, Astrid de Witte, and Cathy Macharis. "How Worthwhile is Teleworking from a Sustainable Mobility Perspective? The Case of Brussels Capital Region." *European Journal of Transport and Infrastructure Research* 14, no. 3 (2014): 244-267.

MacLean, Kathryn. *Flexible Work Arrangements: Transforming the Way Canadians Work*. Ottawa: The Conference Board of Canada, 2018.

Mak, Bonny, and Rachel Devon. *Towards a More Flexible Workplace for Employees: Recent Changes to the Canada Labour Code*. Toronto: Fasken Martineau DuMoulin LLP, 2018.

Manser, Lynda. *Profile of Military Families in Canada: 2017 Regular Force Demographics*. Ottawa, ON: Military Family Services, Canadian Forces Morale and Welfare Services, 2018.

Manser, Lynda. *Relocation Experiences: The Experiences of Military Families with Relocations Due to Postings - Survey Results*. Ottawa: Military Family Services, Canadian Forces Morale and Welfare Services, 2018.

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

Marić, Matija, and Maja Klindžić. "Flexible Work Arrangements and Organizational Performance – The Difference Between Employee and Employer-Driven Practices." *Društvena Istraživanja* 28, no. 1 (2019): 89-108.

Martel, Laurent. "Recent Changes in Demographic Trends in Canada." *Insights on Canadian Society* (2015): 1-10.

Meymandpour, Rahil, and Zahra Bagheri. "A Study of Personality Traits, Viz., Extraversion and Introversion on Telecommuters Burnout." *Telecom Business Review* 10, no. 1 (2017): 1-7.

Milan, Anne. *Marital Status: Overview, 2011*. Ottawa: Statistics Canada, 2013.

Moyser, Melissa. *Women and Paid Work*. Ottawa: Statistics Canada, 2017.

NDHQ (Carling): Tenant Manual, version 8.1. Ottawa: CFSU(O), 2019.

New Zealand. Directorate Diversity and Inclusion. *Women in the NZDF*. [Wellington?]: New Zealand Defence Force, 2019.

- New Zealand. Ministry of Defence. Evaluation Division. *Maximising Opportunities for Military Women in the New Zealand Defence Force*. Wellington: Ministry of Defence, 2014.
- Okros, Alan Charles. *Harnessing the Potential of Digital Post-Millennials in the Future Workplace*. Cham, Switzerland: Springer, 2019.
- Ostler, Kristin, Deborah Norris, and Heidi Cramm. "Geographic Mobility and Special Education Services: Understanding the Experiences of Canadian Military Families." *Journal of Military, Veteran and Family Health* 4, no. 2 (2018): 71-80.
- PERSTEMPO Policy for CF International Operations*. CANFORGEN 082/07 CDS 020/07, 021440Z May 07.
- Pérusse, Dominique. "Working at Home." *Perspectives on Labour and Income* 10, no. 2 (1998): 16-23.
- Pickering, Donna I. *The Relationship Between Work-Life Conflict/Work-Life Balance and Operational Effectiveness in the Canadian Forces*. Toronto: Defence R&D Canada, 2006.
- Pinch, Franklin C., Allister T. MacIntyre, Phyllis Browne, and Alan C. Okros. *Challenge and Change in the Military: Gender and Diversity Issues*. Kingston: Canadian Defence Academy Press, 2004.
- Primary Health Care Providers, 2019*. Ottawa: Statistics Canada, 2020.
- Review into the Treatment of Women in the Australian Defence Force: Phase 2 Report*. Sydney: Australian Human Rights Commission, 2012.
- Robson, Karen, Patrizia Albanese, Deborah Harrison, and Chris Sanders. "School Engagement Among Youth in Canadian Forces Families: A Comparative Analysis." *Alberta Journal of Educational Research* 59, no. 3 (2013): 363-381.
- Royal Canadian Logistics Service Special Bulletin: Celebrating International Women's Day 2021*. Ottawa: Canadian Forces Logistics Association, 2021.
- Satisfaction with Work-Life Balance: Fact Sheet*. Ottawa: Statistics Canada, 2016.
- Segal, Mady Wechsler. "The Military and the Family as Greedy Institutions." *Armed Forces and Society* 13, no. 1 (1986): 9-38.
- Shillingford, James V. *Telework and the Manager Employee Relationship*. Aberdeen Proving Ground, MD: Defense Acquisition University, 2017.

- Skomorovsky, Alla. *Quality of Life among Spouses of CAF Members: Services at Military Family Resource Centres*. Ottawa: Defence Research and Development Canada, 2019.
- Skomorovsky, Alla, and Zhigang Wang. *Quality of Life Among Spouses of CAF Members: Items for Performance Measurement Framework*. Ottawa: Defence Research and Development Canada, 2020.
- Skomorovsky, Alla, and Zhigang Wang. *Quality of Life Among Spouses of CAF Members: Well-Being and Top CAF Families' Issues*. Ottawa: Defence Research and Development Canada, 2020.
- Study: Projections to 2036 of the Labour Force in Canada and its Regions*. Ottawa: Statistics Canada, 2019.
- Sudom, Kerry. *Quality of Life among Military Families: Results from the 2008/2009 Survey of Canadian Forces Spouses*. [Ottawa?]: Director General Military Personnel Research & Analysis, 2010.
- Sudom, Kerry, Sanela Dursun, and Steve Flemming. *PERSTEMPO in the Canadian Forces: The Role of Coping and Cohesion in the Relationship Between Job Stress and Morale*. Ottawa: Directorate of Quality of Life, 2006.
- Summary of the National Reports of NATO Member and Partner Nations on to the NATO Committee on Gender Perspectives*. [Brussels?]: NATO, 2016.
- Thomas, Linda T., and Daniel C. Ganster. "Impact of Family-Supportive Work Variables on Work-Family Conflict and Strain: A Control Perspective." *Journal of Applied Psychology* 80, no. 1 (1995): 6-15.
- Trudeau, Justin. *Minister of National Defence Supplementary Mandate Letter*. January 15, 2021. <https://pm.gc.ca/en/mandate-letters/2021/01/15/minister-national-defence-supplementary-mandate-letter>.
- Turcotte, Martin. "Commuting to Work: Results of the 2010 General Social Survey." *Canadian Social Trends* no. 92 (2011): 25-36.
- Turcotte, Martin. "Working at Home: An Update." *Canadian Social Trends* no. 91 (2011): 3-11.
- Uppal, Sharanjit. *Employment Patterns of Families with Children*. Ottawa: Statistics Canada, 2015.
- Vézina, Mireille. *2011 General Social Survey: Overview of Families in Canada – Being a Parent in a Stepfamily: A Profile*. Ottawa: Statistics Canada, 2012.

Wang, Zhigang, and Nicole Aitken. *Impacts of Military Lifestyle on Military Families: Results from the Quality of Life Survey of Canadian Armed Forces Spouses*. Ottawa: Defence Research and Development Canada, 2016.

Windeler, Jaime B., Katherine M. Chudoba, and Rui Z. Sundrup. "Getting Away from Them All: Managing Exhaustion from Social Interaction with Telework." *Journal of Organizational Behavior* 38, no. 7 (2017): 977-995.

Yeung, Edward, Evanya Musolino, and Emrah Eren. *The 2019 CAF Regular Force Retention Survey: Descriptive Analysis*. Ottawa: Defence Research and Development Canada, 2020.