

Canadian
Forces
College

Collège
des
Forces
Canadiennes



CAF HUMAN RESOURCES REFORM: PUTTING PEOPLE FIRST

Major Kristen Simpson

JCSP 47

Service Paper

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

Étude militaire

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

SERVICE PAPER – ÉTUDE MILITAIRE

CAF HUMAN RESOURCES REFORM: PUTTING PEOPLE FIRST

By Major Kristen Simpson

“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.”

Word Count: 2,611

“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.”

Nombre de mots : 2.611

CAF HUMAN RESOURCES REFORM: PUTTING PEOPLE FIRST

AIM

1. *Strong, Secure, Engaged (SSE): Canada's Defence Policy* recognizes the need to increase the CAF size to support the new capabilities that have been planned over the next 20 years and that "Canada cannot meet its defence needs at home and abroad without the dedicated, motivated and highly skilled people who work tirelessly to defend Canada."¹ However, *SSE* does not address the human resources (HR) management changes needed to ensure the system has the capacity to do so. Since the release of *SSE*, several initiatives have been proposed by the Canadian Armed Forces (CAF) and the Royal Canadian Air Force (RCAF) to improve recruiting and retention (R2) to meet current demands and the growth requirements of *SSE*. However, these initiatives do not adequately address two important concerns of the Canadian population, financial security and family well-being, which often go hand-in-hand. With these concerns in mind, this service paper will discuss the main CAF and RCAF R2 issues and suggest improvements based on the Australian Defence Force (ADF) recent efforts to address their R2 challenges.

INTRODUCTION

2. Despite a variety of R2 initiatives and HR reforms over the past two decades, like the *HR Strategy 2020*, the CAF has been unable to address shortages in key trades due to high attrition rates, training backlogs and under recruiting. As a result, there have been a series of audits by the Office of the Auditor General (OAG) to determine "whether the Canadian Armed Forces implemented appropriate systems and practices to recruit, train, and retain the Regular Force members needed to achieve its objectives."² The 2016 OAG audit identified CAF failures in this regard:

the Regular Force was under its target of 60,500 members who were fully trained and effective in their occupations... [and] by the end of the 2015–16 fiscal year, the gap between the required and actual numbers of fully trained and effective members for the Regular Force had increased to about 4,200 members.³

3. The report further noted that the CAF was unable to meet its 1% growth target for representation of women to reach a total force representation of 25%⁴, 27 of the 85 occupations were under target enrollments to fill the gap between required and actual numbers⁵ and "there were 21 stressed occupations, and several of them had been stressed for a number of years."⁶ The OAG observations highlight problems with strategy, planning, processes, and policies. A 2017

¹ Department of National Defence, *Strong, Secure, Engaged: Canada's New Defence Policy*. (Ottawa, DND, 2017), 11.

² Office of the Auditor General of Canada [OAG], "Report 5–Canadian Armed Forces Recruitment and Retention–National Defence," 2016 Fall Reports of the Auditor General of Canada, paras 5.7

³ *Ibid.*, para 5.24.

⁴ *Ibid.*, para 5.30.

⁵ *Ibid.*, para 5.50.

⁶ *Ibid.*, para 5.51.

report by the Standing Senate Committee on National Security and Defence identified that the CAF needs “leadership and the will to build a system that is indeed member-centric and fair to all...a well-supported military force, including their families and our next generation of leaders, will be a factor in determining success.”⁷ The current HR system and policies simply have not been adapted to place the right amount of emphasis on members’ needs and continue to be misaligned and not integrated across the CAF.

4. Understanding the strategic importance of retaining fully trained and experienced members, Chief of Military Personnel (CMP), as the functional authority for all military HR matters, commissioned *The 2016 CAF Retention Survey*. The report provided CMP and the CAF with an understanding of the factors that cause their members to release prior to mandatory retirement age. Annex A provides a summary of the survey findings. Several of the main factors impacting retention can be attributed to leadership decisions made within the Environmental Commands for career management and progression as well as work environment, but a large portion are attributed to policies and programs managed by CMP that affect CAF members’ financial security and family well-being.

5. A 2016 evaluation of CMP governance noted that an “excessive span of control” has left CMP management with too many responsibilities and resulted in “misalignment of tasks and functions.”⁸ These span of control issues are at the heart of CAF R2 challenges. Following *The 2016 CAF Retention Survey* and the release of *SSE*, CMP launched *The Journey* to reform the way the CAF supports its members and families, from recruitment to retirement. In 2018, the RCAF initiated Op TALENT and Op EXPERIENCE to focus on improving the quality of life and quality of service for members and their families as well as implement the actions necessary to increase the number of pilots to meet current demands and *SSE* growth requirements. The initiatives within *The Journey*, Op TALENT and Op EXPERIENCE are summarized in Annex B and are progressing towards addressing some of the quality of life issues associated with military service. However, their implementation are still subject to the span of control issues of CMP and will not be fully realized unless HR policies and practices are adjusted to meet the needs of the current and future workforce.

DISCUSSION

Root Cause of R2 Issues

6. Conflicting Environmental Command priorities and complex HR policies/practices have made it difficult for CMP to develop an integrated, comprehensive strategic approach that adapts relatively quickly to balance personnel needs while remaining responsive to an evolving security environment and changing labour market. The civilian aviation industry, with its ability to more easily adjust its HR practices to remain competitive and profitable, provides a more attractive option for the majority of RCAF trades by offering higher salaries and geographic stability, both

⁷ Senate of Canada, “Reinvesting in the Canadian Armed Forces: A Plan for the Future,” *Report of the Standing Senate Committee on National Security and Defence*, Ottawa: Senate, 2017, 3.

⁸ *Ibid.*, Executive Summary.

of which promote financial stability and family well-being.⁹ As a result, attrition rates have been high and recruiting has been difficult. Of the six RCAF Officer trades (Pilot, ACSO, AERE, AEC, CELE, and CONST ENGR), five are classified as critical, which is 10% or more below the preferred manning level (PML) and one is classified as cautionary, which is between 5% and 10% below PML. The Non-Commissioned Members trades are not any better off with over half of the trades being critical or cautionary (6 of 20 are critical and 6 of 20 are cautionary).¹⁰

7. To remain competitive with civilian industries, CMP and the RCAF must focus their efforts on the issues that matter most to serving members and the Canadian population. “While millennials are...more motivated by purpose than a paycheck, Generation Z may lean more toward security and money...ultimately motivated by ensuring they have a secure life outside of work.”¹¹ Therefore, a system is needed that can ensure the proper compensation and benefits and support programs are in place to support financial security and family well-being.

8. A 2019 Survey on Financial Security by the Government of Canada concluded that financial security is closely linked to the overall well-being of the Canadian population and it is:

not only about income. It is also about having control over your finances, being able to absorb a financial setback, being on track to meet your financial goals.... Better financial well-being is associated with less stress and greater mental and physical health.¹²

9. A key word in the above phrase is control. Control over one’s financial security and family well-being is often limited for CAF members due to the requirement for frequent relocations to support organizational and operational needs:

mobility requirements associated with military life impact the military family’s ability to participate in the housing market; find and maintain adequate and fulfilling employment; access adequate health care, education, and childcare; sustain stable social support networks; and preserve healthy relationships and mental health of the self.¹³

10. The policies surrounding career management and relocation benefits have been historically challenging to reform and implement, which was acknowledged in the latest Defence Team HR Strategy released in 2019:

⁹ Paxton Mayer, “What’s in a Soldier? How to Rebrand the Canadian Armed Forces,” (Calgary: Canadian Global Affairs Institute, 2020), 3.

¹⁰ Department of National Defence, *Director General of Personnel Requirements Occupational Status Report*, effective date 20 June 2018, last accessed 27 Jan 2021: <http://cmp-cpm.mil.ca/en/suport/military-personnel/dpgr-index.page>

¹¹ Deep Patel, “8 Ways Generation Z Will Differ From Millennials In The Workplace,” *Forbes Magazine*, 2017, last accessed 4 Feb 2021: <https://www.forbes.com/sites/deeptatel/2017/09/21/8-ways-generation-z-will-differ-from-millennials-in-the-workplace/?sh=335e4c1976e5>.

¹² Financial Consumer Agency of Canada, *Financial Well-Being in Canada: Survey Results*, (Ottawa: FCAC, 2019), 3.

¹³ Leigh Spanner, “Governing “dependents”: The Canadian military family and gender, a policy analysis,” *International Journal: Canada's Journal of Global Policy Analysis*, 2017, 484.

the demands of the 21st century security environment and the demographic realities within the Canadian population are markedly different from those that shaped the workforces requirements, HR systems, and HR policies that are used in the DND/CAF today...there is a need for internal transformation.¹⁴

11. A relevant example is the long outdated policy on Post-Living Differential (PLD). PLD provides financial compensation for posting locations where the cost of living is excessive compared to other posting locations. The PLD policy is managed by CMP and approved by Treasury Board (TB). Complex policies like PLD, which need to be responsive to market fluctuations, often have a huge price tag and do not get sent forward due to controversy over the necessity of CAF benefits.¹⁵ Additionally, over the past decade, there have been several policy changes to align the compensation and benefits of the CAF more closely with those of the Public Service. Increased pension contributions and termination of severance pay are examples of these efforts. However, unlike the Public Service, CAF members are frequently relocated with little control over posting locations and are often at the mercy of the local housing market. With expensive housing markets and a shortage of military housing in certain locations, such as Comox, Ottawa or Trenton where there is no PLD, it makes it extremely difficult for families to maintain a similar standard of living or quality of life when compared to less expensive locations like Edmonton or Cold Lake where PLD is still provided despite depressed housing markets. An Ombudsmen report completed in 2013 confirms that the financial stressors associated with volatile housing markets, geographic instability and the inability to have control over a work location are of primary concern for serving members and the future workforce:

The requirement for military families to pick up and move on a recurring basis has a highly disruptive influence on family life. In the view of many commanders, service providers and observers, it is the single most unsettling feature of the CF lifestyle. Military families move regularly, relocating three times as frequently as civilian families. Compounding the frequency of moves is the reality that they usually have limited influence over *where* they are posted, *when* they are posted, and for *how long*.¹⁶

12. Relocations will always be required to support organizational and operational needs, but more holistic approaches exist to lessen the impact on members and their families. A 2018 Canadian Forces Morale and Welfare Services (CFMWS) study into the impacts of relocations on families confirms that “geographical relocations resulting from military postings do have financial impacts on the family, primarily due to changes in cost of living and employment.”¹⁷ The United States Army has come to the same conclusion and one of the top causes of attrition is the:

¹⁴ Department of National Defence, “Defence Team Human Resources Strategy,” (Ottawa: DND, 2019), 11.

¹⁵ This knowledge comes from personal experiences as a defence analyst working with the Treasury Board Secretariat to update the PLD policy to make it more responsive to market changes.

¹⁶ Pierre Daigle, “On the Homefront: Assessing the Well-Being of Canada’s Military Families in the New Millennium,” (Ottawa: Office of the Ombudsman, National Defence and Canadian Forces, 2013), 4.

¹⁷ Lynda Manser, *Relocation Experiences. The Experiences of Military Families with Relocations Due to Postings – Survey Results*, (Ottawa, ON: Military Family Services, Canadian Forces Morale and Welfare Services, 2018), i.

compounding adverse effects of permanent changes of station (PCS) [or postings in CAF terms]...nearly every military move forces a short period of spouse unemployment...[which is] detrimental to lifetime earnings...the loss of lifetime earnings not only hurts a family's savings account and impedes the accrual of wealth and assets, it simultaneously grows stress and resentment... [the] Army looks, feels, and acts differently than it did 60, 40, or even 20 years ago. The officer corps is no longer composed of imagined 1950s-style nuclear families who all live on post and in which spouses do not have independent careers. Considerations for spousal career stability and employment prospects must become a more central factor in Army's decisions and structures if it hopes to retain top talent and maintain readiness.¹⁸

13. The initiatives of *The Journey* and Op TALENT/EXPERIENCE, such as Seamless Canada (see Annex B), are examining ways to support family well-being during relocations to address things like spousal employment. However, a more holistic approach could be taken to support financial security as a means of ensuring overall well-being of members and their families.

A Different Approach

14. The Australian Defence Force has struggled with similar R2 challenges as the CAF for the past two decades.¹⁹ Since the release of their *2016 Defence White Paper*, the ADF has taken a more comprehensive approach to R2 by transforming their compensation and benefits schemes and supports for military families to better recognize the challenges of military service. As described in Annex C, they offer flexible employment options, improved family supports and a comprehensive benefits package to better meet members' "changing needs...as their personal circumstances change."²⁰

15. Past ADF efforts to support retention have focused mostly on Compensation and Benefits, such as the implementation of retention bonuses as listed in Annex C. However, while bonuses are one way to compensate members for the hardships of military life, they often do not address the overall discontentment associated with frequent relocations. This was confirmed in a recent *Report on the Review of the Treatment of Women in the ADF*:

retention bonuses and bonuses for critical categories and occupations (such as submariners) are less likely to have a long-term positive impact on...retention in the ADF, as they do not address structural and systemic issues...such as the need for greater flexible work, career options and locational stability.²¹

¹⁸ Paul Kearney, "The PCS Penalty and the Army Family," United States Army War College War Room, last accessed 5 Feb 2021: <https://warroom.armywarcollege.edu/articles/pcs-penalty>.

¹⁹ Nicole Brangwin, Nathan Church, Steve Dyer, and David Watt, *Defending Australia: A History of Australia's Defence White Papers*, (Parliamentary Library, 2015), 37.

²⁰ Australian Defence Force, *2016 Defence White Paper*, last accessed 1 Feb 2021, <https://www.defence.gov.au/whitepaper/>, 149.

²¹ Department of Defence, *Report on the Review of the Treatment of Women in the ADF*, last accessed 1 Feb 2021: <https://defence.humanrights.gov.au/report-review-treatment-women-australian-defence-force>, 137.

16. Other ADF efforts that support easing the burdens of relocation and promote financial and family well-being include a robust subsidized housing program. Under the ADF Housing initiative, the government recognizes that “ensur[ing] Defence members and their families are suitably housed when they are posted to a new location is a key part of supporting mobility and retention within the ADF.”²² As such, there are numerous housing options available to serving members being relocated along with home purchase assistance benefits, which are detailed in Annex C. These benefits are standardized such that an ADF member in Sydney choosing the same housing option as a member in Adelaide pays the same cost. These efforts are entirely aimed at promoting financial stability and allowing families to maintain a similar quality of life regardless of posting location.

17. The ADF has several other initiatives (as detailed in Annex C) aimed at reducing the stressors of relocation on family life, including: free basic health care for dependents; education liaison officers and school mentors to ease school transitions; case manager for childcare requirements, and a Partner Employment Assistance Program (PEAP) that provides funding towards initiatives such as professional re-registration, resume development, coaching for interviews to assist spousal re-employment. The RCAF and CAF are making strides in this area, but as noted in an *Evaluation of Military Family Support Programs and Services* completed in 2013, there “are unmet needs with respect to continuity of and/or access to childcare and healthcare, as well as spousal employment/career support.”²³

18. One of the most recent initiatives undertaken by the ADF to promote R2 is a contemporary workforce management model that was fully realized in 2015. Understanding frequent relocations as the biggest detraction from military service, the new employment model “increase[s] the ability of ADF members to move between the Permanent ADF and Reserves to better meet their individual circumstances.”²⁴ Put simply, the ADF created the HR processes necessary to allow members to transition easily between the different forces to support geographic stability, work-life balance, or career progression. Additionally, the model expanded upon several flexible working arrangements that all ADF members can apply for including temporary home located work, variable working hours or part-time leave without pay (PTLWOP) to work a reduced number of days through a job sharing arrangement.²⁵ The *Report on the Review of the Treatment of Women in the ADF* have hailed these initiatives as a success towards supporting R2 efforts by:

allowing greater participation in the care and nurturing of a child, or children...enabling respite from arduous periods of ADF service...fulfilling education, training or other aspirations without terminating ADF service...enabling members to meet their personal responsibilities and obligations...enabling members who are accompanying their spouse or

²² Australian Defence Force, *2016 Defence White Paper*, last accessed 2 Feb 2021: <https://www.defence.gov.au/whitepaper/>, 149.

²³ Department of National Defence, 1258-195 (Chief of Review Services), *Evaluation of Military Family Support Programs*, Ottawa: DND, 2013, 15.

²⁴ Australian Defence Force, *2016 Defence White Paper*, last accessed 1 Feb 2021: <https://www.defence.gov.au/whitepaper/>, 149.

²⁵ Department of Defence, *Report on the Review of the Treatment of Women in the ADF*, last accessed 1 Feb 2021: <https://defence.humanrights.gov.au/report-review-treatment-women-australian-defence-force>, 227.

Service-recognised interdependent partner on posting interstate or overseas to continue working instead of taking Leave Without Pay (LWOP).²⁶

CONCLUSION

19. The excessive span of control of CMP and complex governance of the CAF HR system have made it challenging to adapt current HR policies and practices to compensate for and alleviate the stressors of military service. Frequent relocations cause significant disruptions to family life and can result in financial instability due to volatile housing markets, spousal unemployment and increased cost of living. Several allied militaries have recognized the impact of frequent moves on family well-being and are concentrating their efforts to develop compensation and benefits schemes, alternate work arrangements and comprehensive family support programs to improve retention of its serving members, but also make military service more appealing to the civilian population. *The Journey*, Op TALENT and Op EXPERIENCE have begun the CAF effort to address the R2 challenges impeding the CAF's ability to meet the current force requirements and the growth necessary to be successful in the future operating environment laid out in *SSE*. However, additional steps need to be taken to transform the HR management system and its policies and practices to ensure "a better balance between work and family by reducing the impacts and stresses associated with military life."²⁷

RECOMMENDATION

20. Reform of the CAF HR management system is required to shift from a "Mission First/People Always"²⁸ to a "People First" mentality. Mission effectiveness is not achieved by a capability or platform, it is achieved through the dedication and expertise of the members operating, supporting, and directing that capability. Therefore, it is recommended that CMP work closely with the Environmental Commanders and TB to review and update several HR policies and practices to place members' needs at the forefront, such as:

- a. the requirement of frequent relocations to support operational requirements or career progression. The adaptive career path efforts under *The Journey* should be expanded to include consideration of the ADF Work/Life Balance efforts as detailed in Annex C. As part of the policy considerations, a comprehensive review should be completed with Level One input to determine exactly which positions in each organization could support flexible work arrangements;
- b. military housing and relocation benefits. These programs/benefits should be examined with a similar lens as the ADF towards promoting financial stability. An OAG report released in 2016 on the Canadian Forces Housing Agency (CFHA) found that the CAF "did not have adequate plans that defined the work, time, and resources needed to modernize the military housing portfolio and meet

²⁶ Department of Defence, *Report on the Review of the Treatment of Women in the ADF*, last accessed 1 Feb 2021: <https://defence.humanrights.gov.au/report-review-treatment-women-australian-defence-force>, 442.

²⁷ Department of National Defence, "Defence Team Human Resources Strategy," (Ottawa: DND, 2019), 7.

²⁸ *Ibid.*, 6.

the current and future needs.”²⁹ Adequate amounts of subsidized housing as well as rental allowances and home ownership assistance should be a high priority focus area of *The Journey* to reduce the financial stressors of relocation and incentivize military service;

- c. retention bonuses. While they have not been completely effective on their own, when coupled with other efforts to support financial stability and family well-being, they may incentivize continued service. The bonuses in place within the ADF as described in Annex C should be considered as possible retention measures;
- d. expansion of The Military Family Doctor Network concept that was launched in 2020 as part of *The Journey's* Seamless Canada initiative. This concept could be applied to childcare services since several MFRCs are beyond capacity or only available in less than ideal locations, such as in Ottawa; and
- e. school integration and spousal employment supports. The funding currently in place within the ADF as detailed in Annex C should be considered as part of *The Journey's* Seamless Canada initiative.

Annexes: A. *The 2016 CAF Retention Survey Results* Summary

B. *The Journey*, Op TALENT and Op EXPERIENCE Initiatives Summary

C. ADF R2 Initiatives Summary

²⁹ Office of the Auditor General, *2015 Fall Reports of the Auditor General of Canada Report 5 - Canadian Armed Forces Housing*, para 5.39, last accessed 1 Feb 2021: https://www.oag-bvg.gc.ca/internet/English/parl_oag_201602_05_e_41062.html#hd3b

BIBLIOGRAPHY

- Australia. Department of Defence. *2016 Defence White Paper*. Last accessed 5 Feb 2021. <https://www.defence.gov.au/whitepaper/>.
- Australia. Department of Defence. *ADF Pay and Conditions Policy*. Last accessed 5 Feb 2021. <https://www.defence.gov.au/payandconditions/>.
- Australia. Department of Defence. *Report on the Review of the Treatment of Women in the ADF*. Last accessed 5 Feb 2021. <https://defence.humanrights.gov.au/report-review-treatment-women-australian-defence-force>.
- Brangwin, Nicole, Nathan Church, Steve Dyer, and David Watt. *Defending Australia: A History of Australia's Defence White Papers*. Parliamentary Library, 2015.
- Canada. Department of National Defence. *Director General of Personnel Requirements Occupational Status Report*, effective date 20 June 2018. Last accessed 27 Jan 2021. <http://cmp-cpm.mil.ca/en/suport/military-personnel/dpgr-index.page>.
- Canada. Department of National Defence. "Defence Team Human Resources Strategy." Ottawa, ON: DND, 2019.
- Canada. Department of National Defence. *Evaluation of Military Family Support Programs*. Ottawa, ON: Chief of Review Services, 2013.
- Canada. Department of National Defence. "Royal Canadian Air Force Quality of Life – Quality of Service." Last accessed 4 Feb 2021. <http://www.rcf-arc.forces.gc.ca/en/services/benefits-military/quality-life-quality-service.page#initiative16>.
- Canada. Department of National Defence. *Strong, Secure, Engaged: Canada's New Defence Policy*. Ottawa, ON: DND, 2017.
- Canada. Department of National Defence. *The Journey Pamphlet*. Ottawa, ON: DND, 2017.
- Canada. Financial Consumer Agency of Canada. *Financial Well-Being in Canada: Survey Results*. Ottawa, ON: FCAC, 2019.
- Canada. Office of the Auditor General. *2015 Fall Reports of the Auditor General of Canada Report 5 - Canadian Armed Forces Housing*. Last accessed 1 Feb 2021. https://www.oag-bvg.gc.ca/internet/English/parl_oag_201602_05_e_41062.html#hd3b.
- Canada. Senate of Canada. "Reinvesting in the Canadian Armed Forces: A Plan for the Future," *Report of the Standing Senate Committee on National Security and Defence*. Ottawa, ON: Senate, 2017.

Daigle, Pierre. “On the Homefront: Assessing the Well-Being of Canada’s Military Families in the New Millennium.” Ottawa, ON: Office of the Ombudsman, National Defence and Canadian Forces, 2013.

Kearney, Paul. “The PCS Penalty and the Army Family.” United States Army War College War Room. Last accessed 5 Feb 2021. <https://warroom.armywarcollege.edu/articles/pcs-penalty>.

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

Mayer, Paxton. “What’s in a Soldier? How to Rebrand the Canadian Armed Forces.” Calgary: Canadian Global Affairs Institute, 2020.

Patel, Deep. “8 Ways Generation Z Will Differ From Millennials In The Workplace.” In *Forbes Magazine*, 2017. Last accessed 4 Feb 2021. <https://www.forbes.com/sites/deeppatel/2017/09/21/8-ways-generation-z-will-differ-from-millennials-in-the-workplace/?sh=335e4c1976e5>.

Spanner, Leigh. “Governing “dependents”: The Canadian military family and gender, a policy analysis.”

ANNEX A: THE 2016 CAF RETENTION SURVEY RESULTS SUMMARY

Table A.1: Factors Motivating Release Prior to Mandatory Retirement Age

Category	Internal Factors (% of participants)
Career Management and Progression	Job dissatisfaction (17.9%)
	Dissatisfaction with occupation (10.6%)
	Dissatisfaction with promotion (8.6%)
	Dissatisfaction with career management (7.2%)
	Dissatisfaction with postings (6.4%)
	Dissatisfaction with deployments (3.8%)
	Dissatisfaction with training and development (3.0%)
	Second language issues (2.9%)
Compensation and Benefits	Dissatisfaction with pay (9.6%)
Work Environment	Lack of meaningful, satisfying or challenging work (9.4%)
	Operational tempo (3.3%)
	Lack of recognition (2.5%)
	Lack of fairness and equity (2.4%)
Family Well-Being	Impact on spouse/partner (13.6%)
	Impact on children (10.5%)
	Lack of geographical stability (9.9%)

Source: Nicolas Bremmer and Glen Budgell, *The 2016 CAF Retention Survey: Descriptive Analysis*, (Ottawa: Human Resources Systems Group Ltd, 2017), 24. *International Journal: Canada's Journal of Global Policy Analysis*, 2017.

ANNEX B: *THE JOURNEY*, OP TALENT AND OP EXPERIENCE INITIATIVES SUMMARY

The Journey

The JOURNEY is a quest to ensure that the implementation of a “comprehensive suite of initiatives...to deliver on [its] commitment to [its] people and their families is prioritized, synchronized, planned, resourced and implemented – over the full 20-year implementation horizon of SSE – with careful consideration of the human dimension of the military experience.”¹ It is essentially the campaign plan for the initiatives outlined in Chapter 1 of *SSE* to produce “well supported, diverse and resilient people and families committed to ensuring the CAF can act decisively with effective military capability.”²

Table B.1: *The Journey* Initiatives

Initiative	Description	Status
Modernize the Employment Model	Comprehensive review of conditions of service and career paths including Force Mix & Structure Design (FMSD) initiative, Universality of Service Review Project, Integrated HR Strategy and adaptive career paths	In Progress
	Modernize Honours and Awards	In Progress
	Implement tax relief for named international operations	Completed
	Align remuneration and benefits	In Progress
Leverage Diversity & Promote a Culture of Leadership, Respect and Honour	Promote diversity and inclusion as a core institutional value	In Progress
	Appoint Diversity Champion	Completed
	Reinvigorate core institutional values	In Progress
	Align conduct and culture with the better values of the profession of arms	In Progress
Renew Personnel Generation	Reform all aspects of mil recruiting with a New Recruiting Model through a targeted Attractions campaign to increase diversity and overall numbers and decrease processing times	In Progress
	Enhance Training Production through pan-CAF training coordination, restoring CMR St Jean and increasing the capacity of CFLRS	In Progress
Improve Supports to Military Families	Develop a Comprehensive Military Family Plan	In Progress
	Enhance MFRC services with increased Family Access to Mental Health Services and Military Spousal Employment Network / Military Spouse Initiative	Completed

¹ Department of National Defence, *The Journey Pamphlet* (Ottawa: DND, 2017), 1.

² *Ibid.*, 2.

	Launch <i>Seamless Canada</i> , which involves working with provincial authorities to align programs and services for military members and their families that change within different provinces across Canada, such as health care, education, employment credentials, and licensing for vehicles and drivers.	In Progress
Optimize Health and Wellness	Launch Total Health & Wellness Strategy, which is a comprehensive approach to care that considers psychosocial well-being in the workplace, the physical environment impacting personnel's health (physical, mental, spiritual, familial)	In Progress
	Augment CAF Health System to provide the supports needed by CAF personnel across Canada	In Progress
	Implement Joint DND/VAC Suicide Prevention Strategy	Completed
	Remove barriers to care and stigmas surrounding mental health through increased communication and awareness campaigns	In Progress
Reinvent the Transition Experience	Create a new CAF Transition Group to improve the transition experience and ensure all benefits are in place	Completed
	Complete JPSU Renewal	In Progress
	Complete Release Process Renewal to ensure all benefits in place	In Progress

Source: Department of National Defence, *The Journey Pamphlet* (Ottawa: DND, 2017), 2.

Op TALENT

Op TALENT “is an initiative undertaken by the RCAF to implement a comprehensive set of actions to address Intake, Training, Absorption, and Employment – including quality of life and quality of service – of RCAF personnel in general.”³ The below table summarizes the initiatives currently being undertaken by the RCAF in conjunction with CMP as part of Op TALENT. These initiatives are planned to be implemented over the next five years.

Table B.2: Op TALENT Initiatives

Initiative	Description	Status
Work/Life Balance Assessment	Empowering leaders down to the unit level to improve work-life balance by considering alternate work arrangements, including flexible working hours, limiting or managing shifts, and offering the option to work remotely.	In Progress
Minimize gaps in training pipeline	Optimize the path for RCAF members to become fully trained to minimize unproductive time in the training system.	In Progress
Review restricted release	Review current restricted release policy for air occupations, beginning with pilots, to determine the appropriate period of service.	In Progress
Family Sponsor Program	Designed to build the community and improve communications at the Wing and unit level to ease the stress of relocation and service-related separation by connecting families to each other and to local leadership.	In Progress
Air Operations Support Technician	Finalize implementation of the Air Operations Support Technician trade that will concentrate on providing functional maintenance, Force Protection, and Search and Rescue support so highly qualified personnel focus on their primary functions.	In Progress
Air Operations Officer	Implement the new Air Operations Officer occupation that will concentrate on non-flying activities to reduce the number of aircrew filling non-flying positions.	In Progress
Facilitated Re-Enrolment for Skilled Applicants	The enrollment process has been streamlined for skilled applicants returning to the RCAF.	In Progress
Facilitated Enrolment of Foreign Applicants	The RCAF is encouraging the enrolment of skilled and foreign applicants (from Allied forces) into air occupations by streamlining the process and prioritizing their applications	In Progress

³ Department of National Defence, “Royal Canadian Air Force Quality of Life – Quality of Service,” last accessed 4 Feb 2021: <http://www.rcaf-arc.forces.gc.ca/en/services/benefits-military/quality-life-quality-service.page#initiative16>.

Flexible Reserve employment	Continue to reduce the administration and increase flexibility to shift resources across Wings to enable easier access to reserve employment. Enable greater access to Class C for Reserve Force members employed on domestic operations.	In Progress
Review training and professional development requirements	Review and adjust the balance between training and professional development with other professional and personal demands on RCAF members.	In Progress
Adaptive training	Adapt the training system to better recognize existing skills and qualifications for RCAF-managed occupations to create more flexibility in achieving operational effectiveness.	In Progress
Modernize compensation and benefits	In coordination with Military Personnel Command, explore a modern compensation and benefit model based on skill sets vice only rank progression across RCAF occupations.	In Progress

Source: Department of National Defence, “Royal Canadian Air Force Quality of Life – Quality of Service,” last accessed 4 Feb 2021: <http://www.rcaf-arc.forces.gc.ca/en/services/benefits-military/quality-life-quality-service.page#initiative16>.

Op EXPERIENCE

Op EXPERIENCE in conjunction with the efforts of Op TALENT “will implement immediate actions to stabilize and rapidly grow levels of pilot experience.”⁴ The below table summarizes the initiatives currently being undertaken by the RCAF in conjunction with CMP as part of Op EXPERIENCE. The initiatives are designed specifically to address pilot retention, increased pilot recruiting and improved training capacity.

Table B.3: Op EXPERIENCE Initiatives

Initiative	Description	Status
Four-Year Initial Flying Tour	Implementation of four-year initial flying tours at the line squadrons so that pilots can develop the required expertise to support operations and mentor more recently qualified pilots.	Completed
Occupation Analysis for Pilot and Air Combat Systems Officer (ACSO)	An analysis of each occupation to update the respective Occupation Specifications by identifying current job requirements, employment conditions, job conditions, and occupational sustainability in the context of future job functions and requirements. The result is an updated Military Employment Structure Implementation Plan (MESIP) which is the basis to update all documentation and process governing each trade.	In Progress
Contracted Instructor Pilots	Hiring of a cohort of contracted Instructor Pilots for basic flying training to free up RCAF personnel so they can return to line and operational training squadrons.	In Progress
Public Service Aircrew Classification	Working with the Public Service and the Associate Minister of Human Resources (Civilian) to explore the creation of Public Service instructor positions. This will free up RCAF pilots from instructor positions so that they can return to/remain in flying positions at the tactical units.	In Progress
Restricted Release Period Policy Review (for ACSO, AEC, AESOP, SAR Tech & FE)	Comprehensive review of the current policy regarding restricted release periods for air operations occupations, including Air Combat Systems Officer (ACSO), Aerospace Control Officer (AEC), Airborne Electronic Sensor Operator (AES Op), Search and Rescue Technician (SAR Tech) and Flight Engineer (FE), to determine whether the periods are appropriate for the training effort expended.	Not Started

⁴ Department of National Defence, “Royal Canadian Air Force Quality of Life – Quality of Service,” last accessed 4 Feb 2021: <http://www.rcaf-arc.forces.gc.ca/en/services/benefits-military/quality-life-quality-service.page#initiative16>.

Allied/Industry Partnership - Initial Report	Seek partnerships with Allies and within aviation industries to help retain, attract, and grow experience within the RCAF.	In Progress
OUTCAN Training Options	Work with key allied air forces regarding the training of RCAF pilots outside of Canada. This will help to optimize pilot production, increase production in required areas and mitigate training gaps as the RCAF undergoes a training system transition over the next four to eight years.	In Progress
Expansion of Utility Flights	Designed to augment the specific fleets with Yearly Flying Rates (YFR) from a Multi-Engine Utility Flight (MEUF) type aircraft. A prime intent/desired outcome is to maintain flying currency while posted to non-flying positions and season newly winged graduates who have completed basic pilot training and are awaiting operational training.	In Progress
Review/Adjust Pilot Positions	Rebalancing of flying to staff positions within the Pilot occupation to ensure that it returns to a sustainable state. This is being executed as part of the stand-up of the Air Operations Officer occupation as well is a focal point of the Occupation Analysis.	In Progress
Deferred Degree Program for Pilots	Exploring options for deferring the completion of degree programs for pilots. This will enable them to continue to build their operational experience without interruption due to education demands. Ultimately, this will provide both the individual and the unit with better flexibility, while enhancing work-life balance.	In Progress
Reimbursement of Civilian Flying Costs	Together with Military Personnel Command (MPC), the RCAF will investigate the potential requirement, including eligibility criteria, for pilots employed in non-flying positions to seek reimbursement of civilian flying costs incurred in order to maintain currency in flying skills.	Not Started
Fighter Force Maintenance Renewal Program (Contracted 3rd Line)	The Fighter Force Maintenance Renewal Program is adds contracted technicians into line units (from 2nd line units) to further enhance maintenance capacity and experience.	In Progress

Source: Department of National Defence, “Royal Canadian Air Force Quality of Life – Quality of Service,” last accessed 4 Feb 2021: <http://www.rcaf-arc.forces.gc.ca/en/services/benefits-military/quality-life-quality-service.page#initiative16>.

ANNEX C: ADF R2 INITIATIVES SUMMARY

Table C.1: Australian Defence Force Recruiting and Retention Initiatives

Focus Area	Initiative	Description
Retention	Military Superannuation Benefit Scheme	Offers a bonus for continued service beyond 15 years that is equal to the member's annual salary at time of eligibility
	Retention Bonus	Offers a bonus to members who have completed their initial period of service up to a maximum of \$100K for a negotiated period of continued service
	Individuals Critical to Navy Capability Retention Bonus	The Navy offer bonuses to individuals to continue service in a critical role for a set period of time up to a maximum of \$50K per year
	Army – targeted rank and employment category completion bonus	Offer bonus payments to members to encourage them to complete three years service in certain Army ranks, corps and employment categories. The bonus is intended to reduce shortfalls in critical employment category structures and is equal to the member's salary for rank, pay grade and increment at the end of three years of service
Housing	Service Residence	Subsidised house or apartment that Defence provides to eligible members with dependants located in proximity to Defence bases and offices throughout Australia
	Member's Choice Accommodation	Subsidised off-base rental properties close to base or in city centers that Defence provides to eligible members throughout Australia
	Rent Band Choice Accommodations	Approved rental properties within the local housing market where the ADF will pay contributions towards rent up to a specified cap
	Rent Allowance	Subsidizes the cost of renting in the private market and is not determined by geographical location, but rather rank, categorization and number of dependents residing with the service member
	Home Purchase Assistance Scheme	Provides members with a one-time benefit up to \$16,949 towards the purchase of a home
	Defence Home Ownership Assistance Scheme (DHOAS)	Assists members with paying off a home loan early to reduce interest payments and the benefit increases with the number of years served
Family Well-Being	National Australian Defence Force Family Health Program	All dependents receive free basic health care and are able to claim up to \$400 per year for specialty health care.
	Children Education Supports	Provides funding to hire education liaison officers and school mentors to help relocating families and

		children and minimize the impact of starting over in a new school
	Individual Case Management for Childcare	Provides placement assistance services to help relocating families find appropriate childcare
	Partner Employment Assistance Program (PEAP)	Provides funding towards initiatives such as professional re-registration, resume development, coaching for interviews, etc to assist dependents with the difficulties of finding employment when the member is relocated on posting or medically transitioning
Work/Life Balance	Project SUKAIN	Improves the ability of ADF members to move more freely between the Permanent ADF and Reserves to better meet their individual circumstances and best harness their skills
	Temporary Home Located Work	Can be used in a temporary or occasional arrangement, or as an ongoing arrangement for a specified time, on a part-time or full-time basis to suit individual circumstances
	Variable Working Hours	Members may vary their start and finish times and periods of absence from the workplace to suit their individual circumstances. This may be used in one-off cases or as an ongoing arrangement
	Part Time Leave Without Pay (PTLWOP)	Enables members to work a reduced number of days in any fortnightly (2 week) pay period under a job sharing arrangement.

Source: Department of Defence, *ADF Pay and Conditions Policy*, last accessed 5 Feb 2021: <https://www.defence.gov.au/payandconditions/>.