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*The Minister of National Defence
and
The Minister of Veterans Affairs Canada
2001 Annual Report
to the
Standing Committee on
National Defence and Veterans Affairs on*



in the Canadian Forces



Canada

Preface 30 March 2001

Once again we are pleased to submit an Annual Report to the Standing Committee on National Defence and Veterans Affairs (SCONDVA) on its Report tabled in the House of Commons on 28 October 1998, entitled, "*Moving Forward – A Strategic Plan for Quality of Life Improvements in the Canadian Forces.*" This is the second annual report that follows up on the Government's Response published on 25 March 1999 and updates the information provided in the 2000 Annual Report to SCONDVA dated 24 March 2000.

Improving the quality of life of our Canadian Forces' members and families remains one of our top priorities. During the past year, the Government implemented a further 20 of the SCONDVA recommendations, bringing to 55 the number of recommendations completed in the two years since the Government accepted the 89 recommendations contained in the SCONDVA report. Of exceptional note, this past year we introduced Post Living Differential, a significant allowance that helps offset the high cost of living in certain areas within Canada, such as Toronto and Victoria. Canadian Forces' members, whether they rent or own their accommodations, now have an equitable cost of living wherever they serve in Canada. Post Living Differential rates are reviewed annually to ensure adequate compensation values are applied. In addition, great strides were made toward improving family assistance programs, developing transition programs aimed at caring for injured members and veterans, and maintaining Public Service comparability with respect to Maternity and Parental Leave benefits. Finally, to improve our health services system a Project Management Office, entitled Rx 2000, has been established to champion this reform initiative.

With respect to disability pension benefits, effective 27 October 2000, in response to SCONDVA recommendation 55, the Government passed amendments to the Pension Act, which provide pension benefits to still serving members injured in the service of Canada. These benefits apply from the date of application and are effective regardless of where the injury occurred. Through the Quality of Life Project, the Department of National Defence and Veterans Affairs Canada continue to increase the quality and quantity of information on medical benefits available to all Canadian Forces' members and their families. As well, the information available to Veterans Affairs Canada staff on the needs of Canadian Forces' members has been significantly improved. The Centre¹ has implemented a Transition Assistance Program to help medically released Canadian Forces' members receive priority hiring within the Department of National Defence or find civilian employment. The Government continues to assess the implications of recognizing as veterans all those members who have served in Special Duty Areas abroad. The Department of National Defence and Veterans Affairs Canada are also working together on the Continuum of Service Project (formerly a Joint Task Force).

¹ The Centre for the Support of Injured and Retired Members and their Families is a combined Department of National Defence and Veterans Affairs Canada organization within the Directorate of Casualty Support Administration.

This project will outline recommendations to modernize the Government's current compensation scheme for still serving and retired Canadian Forces' members, including areas of disability pensions, income, health, rehabilitation and retraining.

This second Annual Report to SCONDVA illustrates how well we are progressing the quality of life issues within the Canadian Forces for still serving and retired members and their families. We have accomplished much in the last two and a half years; however, there is still a lot more to be accomplished in the years ahead. In light of the on going quality of life needs, a Directorate of Quality of Life will stand-up in September 2001, as a permanent organization within the Department of National Defence. This Directorate will immediately continue the work that the Quality of Life Project Management Office had initiated. Additionally, as the importance of The Centre is clear, Veterans Affairs Canada has appointed a permanent Deputy Director to that organization. We will continue working hard to resolve the issues of increased personnel tempo, pension for reservists, a universal Regular/Reserve Force pay system, and improved accommodations, to name just a few.

Our thanks must go to the Standing Committee for playing a key role in improving the quality of life for Canadian Forces' members. Without the efforts and vigilance of the committee's members, we would not have progressed as far as we have with these quality of life issues. The Government remains committed to improving the lives of our military and will continue to support the efforts of the Canadian Forces' Quality of Life program and the Standing Committee.

Sincerely,



The Honourable Art Eggleton,
Minister of National Defence



The Honourable Ron Duhamel
Minister of Veterans Affairs

List of Acronyms

AFC	Armed Forces Council
ASD	Alternate Service Delivery
CCRA	Canada Customs and Revenue Agency
CDS	Chief of Defence Staff
Centre (The)	The Centre for the Support of Injured and Retired Members and their Families
CF	Canadian Forces
CFAO	Canadian Forces Administration Orders
CFAS	Canadian Forces Assignment System
CFB	Canadian Forces Base
CFCEP	Canadian Forces Continuing Education Program
CFHA	Canadian Forces Housing Agency
CFMS	Canadian Forces Medical Services
CFPSA	Canadian Forces Personnel Support Agency
CFS	Canadian Forces Station
CFSA	Canadian Forces Superannuation Act
COLA	Cost of Living Allowance
CRS	Chief of Review Services
DAOD	Defence Administrative Order and Directive
DND	Department of National Defence
DPSP	Director of Pensions and Social Programs
DRET	Director Recruiting, Education and Training
DTEP	Director Training Education Policy
DSG	Deployment Support Group
EE	Employment Equity
FVF	Family Visitation Fund
FCP	Family Care Plan
FCA	Family Care Assistance
FY	Fiscal Year (1 st April - 31 st March)
HRDC	Human Resources Development Canada

IRPP	Integrated Relocation Pilot Program
LTD	Long-term Disability
MFRC	Military Family Resource Centres
NJC	National Joint Council
NYS	National Youth Summit
PDRHC	Post Deployment Regional Health Centre
PEP	Personal Enhancement Program
PLD	Post Living Differential (allowance)
PMO	Project Management Office
PMQ	Private Married Quarter
PS	Public Service (Federal)
PSC	Public Service Commission
PSP	Personnel Support Program
PTSD	Post-Traumatic Stress Disorder
QOL	Quality of Life
RFP	Request for Proposal
Rx 2000	PMO for the reform of the CF medical services
RMC	Royal Military College, Kingston
SCAN	Second Career Assistance Network
SCONDVA	Standing Committee on National Defence and Veterans Affairs
SDA	Special Duty Area
SHARP	Standards for Harassment and Racism Prevention
SISIP	Service Income Security Insurance Plan
SRB	Senior Review Board (Co-chaired by Deputy Minister and CDS)
TC	Total Compensation (factor or methodology)
UN	United Nations
UTPNM	University Training Plan for Non-commissioned Members
UTPO	University Training Plan for Officers
VAC	Veterans Affairs Canada
Y2K	Year 2000

Introduction

Much has been accomplished this past year to satisfy the 89 recommendations made in the report of the Standing Committee entitled *Moving Forward: A Strategic Plan for Quality of Life Improvements in the Canadian Forces*, which was tabled in the House of Commons in October 1998. The Minister of National Defence and the Minister of Veterans Affairs Canada are proud to provide the second Annual Report on Quality of Life in the Canadian Forces to SCONDVA. This report outlines the accomplishments made with respect to the Government's commitment tabled on 25 March 1999 and enhances the first Annual Report to SCONDVA that was published on 24 March 2000.

The Government is committed to seeking improvements to the social and economic aspects of life within the Canadian Forces. To this end, another 20 of the 89 SCONDVA recommendations were completed during this past year bringing the total completed to 55. Significant accomplishments have been made in the areas of maternity and parental leave benefits, family care assistance, and regional cost of living assistance (now called Post Living Differential (PLD)). With the closing of the QOL PMO in August 2001, a permanent Directorate of Quality of Life (DQOL) will be created, and this 12-person organization will immediately continue to work to resolve the remaining SCONDVA-related initiatives and other QOL-related issues that will arise.

The Quality of Life Pillars

This annual report is organized into five parts, which continue to reflect the five pillars that support the Department of National Defence's Quality of Life program. Those pillars are:

- Pay and Allowances (compensation for work),
- The Housing Portfolio (accommodation),
- The Injured, Retired, and Veterans (care of injured personnel),
- The Military Family, and
- Transitions (including recognition, work expectations and conditions of service).

This report is intended to provide a complete, concise overview of the Government's progress toward fulfilling the recommendations made by the Standing Committee. The main body of the report will provide an executive summary of the year's progress, while the Annex will provide details on the status of each of the SCONDVA-related initiatives.

Commanding Officers continue to ensure that details of the Quality of Life (QOL) initiatives are passed onto their personnel. To assist in this endeavour, this report and other QOL-related information, with many links to other internal and external Websites, are also available on the Internet at <http://www.dnd.ca/hr/qol> and DND Intranet at <http://hr.dwan.dnd.ca/qol>.

I. Pay and Allowances (Compensation for Work)

The compensation provided to members of the Canadian Forces must reflect the unique contributions, demands and risks of military service. Military compensation must be comparable to pay provided within the Public Service at all levels and ranks within the military; it must allow the CF to attract and retain high-quality personnel to meet military mission requirements; and it should better recognize regional differences in the cost of living, both within Canada and abroad.

The Report: The Committee made 20 recommendations designed to deal with the issue of compensation and benefits provided to members of the Canadian Forces, especially at junior ranks.

The Government's Position: The Government accepted the vast majority of the Committee's recommendations, particularly those related to pay comparability and to relieving financial stress for lower-ranking individuals. Many of the recommendations have been implemented with existing funds, while others will be implemented with incremental funding.

Specifically: Within the area of *pay and allowances*, significant pay raises were achieved in 1999 primarily as a result of an increase in the Military Factor, which recognized the unique conditions of military life, and the step toward restoration of pay comparability with the Public Service. Additionally, in 2000, CF members received a 2.5% economic increase and a small adjustment for acting pay. Vigilance must, however, be maintained to ensure that the principle of timely comparability with the Public Service continues effectively. With respect to overtime, a survey of CF personnel to determine the current extent of overtime in the CF was completed in October 1999. DND is reviewing this overtime data and will determine the appropriate value of the overtime factor and implement any changes as soon as feasible, possibly by FY 2002/2003.

[Recommendations 1, 2, 3, 4, 5, 9 and 10]

With respect to the *pay system*, the Government is still committed to introducing a new integrated pay system that will, when fully implemented, provide the comparable and effective pay services to both Regular and Reserve Forces. During the last two years, major re-programming of the Regular Force pay system that corrected all Y2K problems took first priority over other pay-related changes, but work will now commence on an integrated pay system. This project cannot, however, be implemented before 2004 because of technical reasons and skilled personnel shortages; nevertheless, these issues will be addressed as soon as practicable. In 1999, Reserve pay accounts were reconciled to ensure that each individual's pay was accurate and issued in a timely manner; additionally, reserve unit pay clerks have undergone refresher training, and a toll-free 1-800-773-7705 number continues to be available to handle queries or problems about reservists' pay. **[Recommendations 7, 8 and 17]**

With respect to *leave policy and practices*, the Department has concluded a thorough review of the existing leave policy, and new Defence Administrative Order and

Directives (DAODs), although delayed due to the complexity of changes required, should be in place for 1 April 2002. While waiting for the permanent DAODs, interim guidance will be issued via messages when changes to the leave policy have been finalized. The new policy will include such previous changes as the introduction of Special Relocation Leave, which ensures that adequate non-duty time is provided to members and their families to deal with the many details relating to relocation. As well, the new policy will address special leave granted after members return home from extended deployments.
[Recommendation 11 and 40]

With respect to a *pension plan for reservists*, the Canadian Forces Superannuation Act (CFSA) Review Project is studying this issue. Feasibility study and option analysis have been completed, and a detailed plan design is under development. A Reserve Force pension plan is a priority within the CF, with plan development relying on the approved recommendations made in phase one of the study, and Treasury Board approval.
[Recommendation 6]

With respect to *pay - acting rank*, this recommendation has been accepted and implemented in two parts. Firstly, members are compensated on a universal basis over their entire career under the system of comparability with the federal PS for acting in replacement or "fill-in" situations. This has been evaluated and increased to ensure CF comparability with the PS. A regular review will ensure compensation is accurate and personnel get full compensation for work done. Secondly, policies, guidelines and administrative procedures have been implemented that will provide for Acting Rank, when members are formally posted to a position that calls for a higher rank level, and the holding of the Acting Rank is essential for the performance of the job.
[Recommendation 12]

With respect to *allowances*, a number of steps are being taken. The special CFS Alert allowance, effective 1 April 1999, is now payable from the date of arrival in Alert. The development of the specific structure of a new ALERT allowance will require further review and is included as part of a major review of military allowances that commenced in 2000. Maternity Leave and Parental Leave now qualify as time towards severance pay. A new regulation is in place, which extends Parental Leave to 26 weeks and creates a new Parental Allowance for up to 12 weeks; additional review is on-going to determine how this benefit should be further changed to reflect the new federal benefit of 35 weeks of Parental Leave. Regional cost of living disparity has been a serious concern within the Canadian Forces; therefore, a Post Living Differential (PLD) study was conducted in 1999. The study confirmed that the cost of living differences in Canada were substantial and warranted compensation. A new allowance was approved with effect from 1 April 2000 -- Post Living Differential (PLD) allowance provides compensation for overall cost of living differences at locations in Canada. It compensates for cost of living differences above a baseline cost set at the CF average. In the case of foreign postings, changes considered appropriate and feasible will be recommended as a part of the National Joint Council Triennial Review of Foreign Service Directives. The Government endorses the principle that the cost of living for CF personnel and their families should be maintained at a relative and predictable level, regardless of where personnel are called upon to serve. At the same time, the Government has decided that allowances should continue to be

taxable in the hands of recipients. **[Recommendations 13, 14, 15, 16, 18, 19, 27, 28 and 41]**

With respect to regular reviews of pay and allowances, the requirement for, and mandate and composition of a formal review body will be determined as part of a Departmental review of basic compensation methodology to be conducted in the latter half of 2001. **[Recommendation 20]**

With respect to *relocation*, the new Integrated Relocation Pilot Program (IRPP) has been in place for two years and has recently been extended for an additional two years. This program enhances previous relocation benefits and provides greater flexibility to reimburse legitimate relocation expenses. The IRPP contains home equity protection provisions, which are an improvement over the former Home Equity Assistance Program. Military spouses may now claim various professional relocation expenses, and children may accompany their parents on extended house hunting trips. As stated previously, members and their families are now entitled to Special Relocation Leave of up to 5 days at the old residence location and another 5 days at the new one, which will help families deal with the many details involved in moving households. There continue to be refinements to the relocation process that will ensure all members and their families are treated in a fair, equitable manner and have maximum flexibility during relocation. **[Recommendations 35, 36, 37, 38, 39, 40, 41, 67, 70 and 71]**

II. The Housing Portfolio (Accommodation)

Canadian Forces members and their families must be able to secure safe, suitable accommodation wherever they are posted. Previous under-funding of housing stock and repairs must be corrected.

The Report: The Committee made 21 recommendations designed to provide much-needed improvements to military housing stock and greater flexibility to the Canadian Forces Housing Agency (CFHA).

The Government's Position: The Government supported the aim of the Committee's general statement of principles on accommodation and accepted the intent of their recommendations with respect to the CFHA. Key to correcting these issues has been the development of a Department of National Defence accommodation policy that was issued in June 1999. To be consistent with this policy, the Department is completing as quickly as possible the phasing in of market value rents for married quarters. This accelerated rationalization of married quarter rents, to rates comparable to local private sector rents for similar housing, has already been more than offset by compensation and benefit increases received by members of the CF. A comparison of rent increases to compensation and benefit adjustments is provided at the Appendix . The Department has spent approximately \$100 million in the past three years on remedial health and safety repairs to bring military housing to an acceptable level in this regard. The Committee's recommendations relating to the role, responsibilities and funding of the Canadian Forces

Housing Agency continue to be under study. The Minister of National Defence will inform SCONDVA when decisions on the status of the Housing Agency are finalized.

Specifically: With respect to *health and safety repairs*, the Department has provided to CFHA approximately \$100 Million in the last three fiscal years to implement a dedicated Married Quarter Health and Safety Repair Program. Approximately \$20 Million will be spent on PMQ Health and Safety work for FY 2001/2002. CFHA is developing a long-term maintenance program that will ensure that an acceptable standard is maintained.

[Recommendations 24, 25, 26]

With respect to *single quarters*, the DND accommodation policy addresses the need to respect the dignity, privacy, safety, and security of occupants. A survey of existing single quarters has been completed and a long-term rationalization and recapitalization program will be developed. The Housing Agency must also integrate this program with the long-term family housing program currently under study. All means of providing access will be examined; including the possibility of public/private joint ventures similar to those contemplated for family housing off base. **[Recommendations 21, 22 and 23]**

With respect to *housing of military families*, CFHA initiatives include site-by-site married quarters condition assessments and housing requirement studies. These have been completed and will be used to formulate a CFHA Long-Term Crown Housing Rationalization and Recapitalization Program. This program will then serve as the blueprint for a modified housing portfolio that will better meet the housing needs of CF personnel and their families. Affordability for the CF member will be addressed through adequate compensation and not through subsidized or sub-standard on-base housing. The PLD allowance implemented on 1 April 2000 is the vehicle by which this compensation is delivered; additionally, CFHA must now include the effect PLD has had on the members' housing requirements. **[Recommendations 27, 29]**

With respect to a *new or expanded mandate for the Agency*, the Department is currently examining the total accommodation needs of CF members, including housing, related services, information or direct-assistance. The extent to which CFHA can deliver these elements to all CF members, and the financial implications for the Department, the Agency and the CF member, are under study. **[Recommendations 29, 30, 31, 32, 33, 37]**

III. The Injured, Retirees, and Veterans (Care of Injured Personnel)

The Canadian Forces must be able to provide appropriate care for members who are injured while serving; care must also be provided once an injured member is released or retires; failure to provide such care can have negative consequences for the member and the member's family, as well as a deleterious impact on the morale of other members of the CF.

The Report: The Committee made 16 recommendations, most of them relating to disability and pension issues, which included some changes to the Pension Act.

The Government's Position: The Government accepted the thrust of the Committee's recommendations in this area and has implemented many of them. To advance this Pillar's initiatives in the areas of improved pension benefits and care of injured personnel, an additional \$114 million over the next five years was dedicated with \$36 million annually recurring after that time. The Department of National Defence has completed a comprehensive review of the report on Care of Injured Personnel and their Families that will lead to further changes.

Specifically: With respect to *disability pension benefits*, in October 2000, Royal Assent was given to Bill C-41, amending the Pension Act providing pension benefits to still serving members injured in the service of Canada, from the date of application, regardless of where the injury occurred. **[Recommendation 55]**

With respect to the *care of injured personnel and their families*, a combined DND-VAC Centre for the Support of Injured and Retired Members and their Families, known as The Centre, has been in operation since April 1999. It is providing information and assistance, client tracking services, a toll-free line (800-883-6094), contingency funding as well as other essential services to injured and retired members and their families. It provides a monitoring, referral and assistance service to aid clients in obtaining appropriate care and compensation benefits. The Centre also reduces duplicate medical reporting and accelerates administration and transfer of medical records, while safeguarding confidentiality. Additionally, it provides emergency support to injured members in meeting their immediate daily needs. **[Recommendations 42, 50, 52, and 53]**

With respect to priority *hiring of injured or ill CF members*, the Federal Public Service Commission approved priority hiring status for personnel injured in designated SDAs; these members may apply to any Federal department for available employment. The Public Service Commission (PSC) has denied the Canadian Forces' request for expansion of this status to personnel injured on domestic operations as well as those injured in inherently dangerous occupations. The PSC agreed, however, to consider a request to amend the DND Employment Equity Program to include these persons for priority hiring within DND. A Transition Assistance Program (TAP) has been established within the DND/VAC Centre to provide individual employment assistance to CF members who are medically released. Ongoing negotiations with Provincial Governments² and private industry³ for priority hiring of injured or disabled former service members have progressed well and received considerable support from many of these organizations. Of

² Currently, very encouraging negotiations are on going with the Provincial Governments of British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, Quebec, New Brunswick, Nova Scotia, and Newfoundland.

³ Industrial partners are increasing in number monthly; some of our current partners include Arnold Brothers Transport, Bombardier, Calian Technologies, GM Canada, Highland Transportation, IBM Canada, IT Net (Ottawa), Manpower Technical, Royal Bank of Canada, Spar Aerospace, The ADGA Group, and Microtime INC.

the 99 applicants registered within the TAP, 44 have been hired in the first year.
[Recommendation 44]

With respect to *training*, the Canadian Forces are refining the training provided to Officers and Non-Commissioned Members concerning the care of injured personnel and on the ethos of caring. The Officer General Specification has been expanded to include caring leadership, and training standards rewritten to reflect this fact. Similar efforts are underway with respect to Non-Commissioned Member leadership courses.

[Recommendation 43]

IV. The Military Family

Given the need to ensure the individual effectiveness of CF members, so they can be deployed quickly to international hot spots, it is critical to maintain family well being. This in turn requires consistent support for families; it requires adjustments to take into account the changes both in the nature of armed forces deployments (less warning and shorter stints than, for example, in earlier operations in Cyprus or Germany) and in the nature of family units (more single parents, more dual income families and more women as active members of the CF); and it requires greater attention to the challenges facing military spouses.

The Report: The Committee made 16 recommendations designed to improve conditions for the families of serving members.

The Government's Position: The Government accepted all of the recommendations relating to spouses and children of CF members, and to the military family overall, and will introduce a Family Care Plan for Deployments and Emergencies. An additional \$45.1 million was allocated, from the Defence reference level over five years, to be spent under this pillar of the Quality of Life Initiative.

Specifically: With respect to *children and spouses*, and in recognition of the responsibilities of parents, effective April 1999, the Canadian Forces have established Emergency ChildCare Co-ordination positions in all Military Family Resource Centres to assist and support service families. In addition, all Canadian Forces members with children or other family members for whom they are financially responsible (e.g., elders or disabled) will be required to submit a Family Care Plan (FCP) form for deployments and emergencies. The FCP will ensure that primary caretakers have thoroughly considered and put in place appropriate arrangements for their children (elders, etc.). The activation of the FCP will confirm, not only to those parents but also to unit Commanding Officers, that CF members' families will be properly taken care of when the member deploys. Contingency funding is now in place to reimburse those CF members who incur emergency childcare costs for up to 72 hours, with assistance for any follow-on period.

In addition, since 1 April 2000, a Family Care Assistance (FCA) has been available to provide some financial assistance to help service couples and single parents who incur additional family care costs when faced with an absence away from home overnight due to military requirements. With respect to spouses, the Government continues to reimburse members for spousal professional fees and travel costs associated with job interviews at their new posting location. The CF continues to promote awareness of spousal skill sets and provide employment counselling, to improve employment opportunities for spouses; additionally, the Government is expanding its second language training to spouses. With Employment Assistance Counsellors established at all of the Military Family Resource Centres for two years, counselling and job search support for spouses is continually increasing as members appreciate the new services. The new Integrated Relocation Pilot Program has allowed for reimbursements of all relevant costs to spouses. Lastly, the MFRCs are now empowered and funded to give better support to reservists and augmentees to UN operations. **[Recommendations 64, 65, 67, 68, 69, 71, and 72]**

With respect to the *family overall*, to help families when members are deployed, the Department of National Defence has defined common support standards to be administered by the Deployment Support Groups (DSGs) to ensure that families will receive the same level of support and service across the country. It has also established a Canadian Forces Family Policy and continues to support and expand the programs available through the Military Family Resource Centres. Effective 1 June 2000, the Department implemented a Compassionate Travel Assistance Plan to provide financial assistance to CF members and their spouses for travel in times of family emergencies. The Department will continue to provide and monitor bilingual services and programs, recognizing the needs of families. To assist members who have valid reasons for desiring a specific location, but do not qualify for a “Compassionate Posting,” contingency cost moves continue to be available. In 2000, 170 members were granted contingency cost moves. As well, the Canadian Forces has almost finished its review of posting policies with the aim of considering family requirements in decisions; nonetheless, recognizing that meeting operational requirements and providing for career and professional development for CF members must remain paramount. A DAOD for Compassionate Postings is in its final stage of completion while a full review of the Imposed Restriction policy will be completed in 2001. Finally, following a CFPSA study of youth requirements, a detailed breakdown of all costs associated with the provision of the required services was approved in principle by the Quality of Life Senior Review Board. The CFPSA has created the position of a National Recreation and Youth Services Manager to oversee the enhancement of programs aimed at young people. Concerns identified in the youth study will be used to formulate and deliver better youth programs within the mandate of the Canadian Forces Personnel Support Agency (CFPSA). **[Recommendations 58, 59, 60, 61, 62, 63, 66, 70, and 73]**

V. Transitions (including recognition, work expectations and terms of service)

The work environment is critical to attracting and retaining the highly-skilled members needed to fulfil the operational challenges facing the Canadian Forces; treating all members with dignity, honesty and respect is also critical, as are encouraging a good balance between career and family, feedback, performance evaluation and appropriate reward and recognition.

The Report: The Committee made 14 recommendations designed to improve the conditions of work generally; it focused particularly on career management, advanced training, and protection for employees when functions are considered for alternative service delivery.

The Government's Position: The Government fully accepted the principles upon which the recommendations were based and agreed to review all of the recommendations, while at the same time recognizing that other operational considerations may limit the Department's ability to accept and implement all recommendations. In FY 1999/2000, \$171 million was allocated from the DND reference level for this QOL pillar.

Specifically: With respect to *career management*, the Director General Military Careers has undertaken a review of the planning cycle and is developing policies and practices to address this recommendation. The Canadian Forces Assignment System is designed to improve the overall planning and delivery of career management to members of the Canadian Forces. The Canadian Forces Assignment System was subjected to a validation process in 2000. The weaknesses identified in the validation are being systematically corrected. As the corrections are made, the related career management practices are being made accessible to members of the military through the Director General Military Careers' website. The intent is to share the procedures and criterion used by career managers in order to better convey the career management function to the CF membership at large and to thereby facilitate a dialogue between CF members and their career managers. The CF is attempting to provide an average 90 days advance notice of new postings; however, operational requirements sometimes become overriding factors that make this advance notice difficult. **[Recommendations 75, 76, and 77]**

With respect to *career development*, the Second Career Assistance Network (SCAN) program, which is part of the Personal Enhancement Program (PEP), is under review, including the issue of accessibility and funding of the program. The program is currently available to all CF members who have achieved career status and to those who are being released due to injury on-duty. The Director Training Education Policy (DTEP) has studied the issue and has made several recommendations to address the accessibility and relevancy concerns expressed by SCONDVA. DTEP received endorsements of the recommendations from AFC in September 2000 and QOL SRB in October 2000. The recommendations were presented to Program Management Board in Feb 01. Funding was approved at that time, and implementation of the benefits will commence on 1 April 2001. DTEP has acquired the necessary additional resources and has begun increasing the scope of military training for which equivalent civilian accreditation is granted. At

the same time, it has developed a new programme that sets in place the policy and process for recognition of civilian training qualifications for military credit. To support these recognition activities a new Canadian Forces Equivalency Database is currently being established and will soon be able to provide information to members regarding both military and civilian equivalencies. The DND will continue to conduct an analysis of CF training and seek appropriate accreditation with civilian agencies. In addition, to provide additional developmental options, the Royal Military College (RMC) Distance Learning Program has expanded. **[Recommendations 81, 82, 83 and 84]**

VI. Follow-Up

The Committee has asked for follow-up reports on several of its recommendations. The Deputy Minister and the CDS will provide verbal briefings and written reports to the Committee on decisions and on progress, as appropriate. In the future, SCONDVA can anticipate another annual report for 2002. The QOL Project Office will complete its mandate in August 2001. Commencing in September 2001, a newly developed 12-person organization, the Directorate of Quality of Life will continue working on QOL-related issues and reporting to SCONDVA. **[Recommendations 88 and 89]**

In addition, the CDS will continue to address quality of life issues in his annual report to Parliament. As recommended by the Committee, the Government believes that this kind of continuing dialogue on the vital issues raised in the Report is the best way of informing Parliament about what is being done. It will also serve to remind all concerned Canadians of the valuable contribution made to the Canadian Forces by Members of Parliament through their work on the issue of Quality of Life.

**2001 Annual Report to the
Standing Committee on National Defence and Veterans Affairs
on
Quality of Life in the Canadian Forces**

SCONDVA RECOMMENDATIONS

I. Pay and Allowances (Compensation for Work)

- 1. That the pay gap between Non-Commissioned Members and their Public Service equivalents be closed no later than 1 April 1999.**

This recommendation was accepted and implemented. Effective 1 April 1999, Non-Commissioned Members received a 1.13% “catch-up” pay increase, which restored full comparability with the public service to that point.

- 2. That the base pay gap between General Service Officers and their Public Service equivalents be closed by December 1999.**

This recommendation was accepted and implemented. Effective 1 April 1999, General Service Officers received a 7.02% “catch-up” pay increase, which restored full comparability with the Public Service to that point. It is noted that this initiative was completed earlier than the December 1999 time frame recommended by SCONDVA.

- 3. That, effective 1 April 1999, the pay for Privates, Second Lieutenants and Lieutenants, essentially entry-level ranks, be increased by not less than 10%.**

The recommendation to increase entry-level pay was accepted and implemented. The Department, in conjunction with Treasury Board, developed new benchmarks for the pay of Privates, Second Lieutenants and Lieutenants that allow comparison with their counterparts in the Public Service. The resulting overall average pay increases of 1 April, 1999, including those for other pay elements, were approximately 14.4% for Privates and

**Annex to the Minister of National Defence and
the Minister of Veterans Affairs Canada
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18.1% for Second-Lieutenants and Lieutenants. The entry-level component increases for these groups were 6.67% and 5.4% respectively.

4. That, effective 1 April 1999, the pay for Non-Commissioned Members be increased by approximately 6%; for Captains, through and including Lieutenant-Colonels, by approximately 3%; and for Colonels and above by approximately 2%.

This recommendation was accepted and implemented. Effective 1 April 1999, total average pay increases (less comparability increases in recommendations 1 and 2, and not including entry-level pay increases) were 6.081% for Non-Commissioned Members and 4.704% for General Service Officers (Captain through Lieutenant Colonel). An average 2.01% increase was achieved for Colonels and above through implementation of recently revised benchmarks with the Public Service.

5. That the Canadian Forces pay increases should then mirror the economic increases of the Public Service and be granted in a timely fashion.

This recommendation was accepted. The Government has committed itself to providing the Department with the necessary additional funds to expeditiously match future increases in compensation for the Public Service. Large pay increases were implemented in 1999, and effective 1 April 2000, General Service Officers received an economic increase of 2.5% and an Acting Pay adjustment of 0.49%. Non-commissioned Officers received an economic increase of 2.5%, and Acting Pay adjustment of 0.22%, and a benchmark adjustment of 0.513%. Also, effective that same date, Senior Officers above the rank of Lieutenant Colonel, who were benchmarked against the Public Service, received an increase of approximately 8%.

6. That the Department of National Defence pursues initiatives to put in place a real pension plan for the Reserves and report annually to SCONDVA on the progress achieved.

This recommendation was accepted in principle and is being implemented as part of the Canadian Forces Superannuation Act (CFSA) Review Project, which has the mandate to identify CFSA areas that require change and to develop proposals in response to those requirements. DND sought and received from parliament via Bill C-78 the flexibility to develop within a regulatory framework a pension plan for the Reserve Force. DND has begun to exercise this flexibility using a phased approach, starting with an examination of the factors related to the feasibility, design and implementation of a pension plan vis-à-vis the Reserves. A feasibility study and option analysis have been completed and accepted. Development of a detailed plan has commenced and results will be reported as the initiatives are implemented in the future. The Reserve Force pension plan is a priority within the CF and will be pursued dependant upon Treasury Board approval.

7. That, in the interim, the Department of National Defence immediately rectifies the current problems with the Reserve Force pay system by 31 December 1999.

This recommendation was accepted and has been implemented. As stated in the response to recommendation 8, the new integrated pay system will serve both Regular and Reserve Force personnel. In the interim, a team has reconciled individual Reserve pay accounts and taken special steps to ensure that an individual's pay was accurate and disseminated in a timely manner. Reserve unit pay clerks received refresher training and a special 1-800 number is now available to handle queries or problems from Reservists regarding their pay.

8. That, by 31 December 1999, as soon as practicable, a common pay system be adopted for the Regular Force and the Reserves.

This recommendation was accepted in principle and will be implemented. A major re-programming of the Regular Force pay system was required to ensure its ability to continue to operate in the year 2000. Work on the integration of the Reserve Force pay system into the Regular Force pay system will begin in 2001; however, this work is expected to take several years and will not be completed before 2004.

9. That the Department of National Defence immediately review the Military Factor to ensure that both the criteria and the values assigned properly reflect the uniqueness of military service and that the results be reviewed by SCONDVA on an annual basis.

This recommendation was accepted and implemented. Effective 1 April 1999, the Military Factor value for Non-Commissioned Members was increased from 4.0% to 7.5%. For General Service Officers (Lieutenant Colonel and below) it was increased from 4.0% to 6.5%. These increases provided a large portion of the overall pay increases noted in recommendation 4.

10. That the Department of National Defence, in recognizing that overtime is a reality of military service, re-examine the valuations of the overtime factor in order that they properly reflect the workloads experienced by CF personnel and report to SCONDVA on an annual basis. The calculation for overtime should remain integrated to the total compensation formula.

This recommendation was accepted. The Department agreed to re-examine the overtime factor within the total compensation formula. A stratified random sample survey of CF personnel, designed by DND and reviewed by Treasury Board Secretariat to determine the current extent of overtime in the CF has been completed. In conjunction with Treasury Board, the overtime figures are being reviewed and a determination will be made of the appropriate value of the overtime factor in the total compensation formula.

11. That the Department of National Defence develops management practices that will allow CF members to take leave in order to meet personal and family expectations. Subject to operational requirements, designated leave periods should be mutually acceptable to commanding officers and those desiring leave. A report should be made to SCONDVA on an annual basis.

This recommendation was accepted in principle and the current regulations allow for this under certain circumstances. The Director Pension and Social Programs continually reviews the existing leave policy and monitors changes outside the Department to ensure that the CF remains an employer of choice with comparable compensation and benefits for its workforce. Constant consultations throughout the Department continue to have an emphasis on ensuring that CF personnel are afforded appropriate periods of leave with their family or for other well-defined purposes. Improved benefits programs such as Maternity and Parental leave and allowance benefits, and compassionate travel assistance to support compassionate leave have been developed and put in place during Year 2000. These were well received by our CF members. Although delayed due to the complexity of changes required, these changes along with previous amendments and other directives are being integrated into a suite of Defence Administrative Order and Directives that should be finalized and implemented in 2002. While waiting for the permanent DAODs, interim guidance will be issued via messages when changes to the leave policy have been finalized.

12. That when an individual in the Canadian Forces is posted to a position that calls for a higher rank level, acting pay, at the higher rank level, should apply immediately.

This recommendation has been accepted and has been implemented in two parts. First, all members are compensated on a universal basis through an appropriate increase in the acting pay component of the Total Compensation (TC) methodology of pay comparability with the Public Service (PS). This provides comparable compensation with the PS on an average annual basis for all members acting in replacement or "fill-in" situations over their whole career. This TC component has been evaluated and increased to re-establish CF comparability with the PS. A regular review will continue to ensure compensation is accurate and personnel get full compensation for work done. Second, policies, guidelines, and administrative procedures have been implemented that provide for Acting Rank when an individual is formally posted to an established position. That position must also call for a rank level at least one rank higher than the member's substantive rank and the higher rank must be essential for the performance of the job.

13. That the CF rethink within a year the current relevance of military messes with a view to demonstrating their utility, particularly to younger members. Mess dues should be tax deductible. A report should be made to SCONDVA on an annual basis.

This recommendation was accepted; however, with regard to mess dues, it was determined that it is not possible to obtain tax exempt status owing to the nature of mess dues not falling within the definition of professional dues as defined by Canada Customs and Revenue Agency.

The Department has been reviewing the nature and the structure of messes during the past year. Additionally, the Canadian Forces Personnel Support Agency (CFPSA) has taken steps to improve the efficiency of delivery of services within messes. The CFPSA has begun providing professional marketing assistance to five selected CF messes with the goal of increasing the relevance of these messes to their membership. The lessons learned at these messes will be shared with all messes of the CF through an interactive website. In the year ahead, all CF messes will be required to analyse their policies and practices in light of the lessons learned at the five test sites to continue to increase the relevance of messes, particularly to their younger members.

14. That the Special Allowance - CFS Alert be replaced by an allowance similar to that of the Foreign Duty Allowance, and that it be applicable from the date of arrival at Alert.

These recommendations were accepted in principle and have been implemented in part. The current CFS Alert allowance, effective 1 April 1999, is now payable from the date of arrival in Alert. The development of the specific structure of a new allowance requires further review with Treasury Board and is included as part of a major review of military allowances that began in Autumn 2000.

15. That the appropriate level for the new CFS Alert allowance be significant and therefore set at rating level IV of the Post Differential Allowance.

Please see recommendation 14.

16. That the Department of National Defence immediately adopt the benefit counting maternity leave as time qualifying for severance payment.

The recommendation was accepted and implemented effective 1 April 1999. In addition, a review of Canadian Forces maternity and parental policies was conducted to ensure that they are in accordance with contemporary societal norms and support the new Canadian Forces Family Policy. DND has implemented a new parental allowance that provides 93% of pay for a period up to 12 weeks and increases the current parental leave from 10 to 26 weeks. Treasury Board approved these new benefits with effect from 1 April 2000.

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17. That the Department of National Defence move to a bi-weekly pay system by 31 December 1999.

This recommendation has been accepted in principle. Prior to implementation of a bi-weekly pay regime, the impact of such a change to CF members and the pay system will be studied. A change to bi-weekly pay is a major undertaking, from the point of view of both the compensation regime and the pay delivery system, and requires careful study to determine demand, technical feasibility and cost. If deemed as desirable and feasible, work on this in the pay system will begin after development of the common pay system is underway. This initiative will not be completed before 2004.

18. That the Department of National Defence establishes a non-taxable global Cost-of Living Allowance (COLA) to be paid to CF personnel posted at locations in Canada.

This recommendation was accepted in principle. The Government recognized that hardships might be imposed on Canadian Forces members and their families because of regional cost of living differences. Regional cost of living disparity has been a serious concern within the Canadian Forces. A Post Living Differential (PLD) study was conducted in 1999, which embodied a fundamental review of the requirement for a cost of living allowance and an objective examination of the cost of living at CF locations in Canada. Additionally, the study included a CF family questionnaire related to their financial situation and an analysis of options for a suitable compensation program to address the net-after-tax differences in cost of living. The study confirmed that the cost of living differences in Canada were substantial and warranted compensation. It also concluded that CF requirements for mobility and unlimited liability have created a level of financial inequity on CF members and families that are not shared by Public Service employees and their families. For those CF members within Canada whose principal residence is not at an isolated post, the current Accommodation Assistance Allowance has been replaced, effective 1 April, 2000, with a new allowance that provides compensation for overall cost of living differences at Canadian locations. The allowance compensates for cost of living differences above a baseline cost set at approximately the CF average. This result is a much-improved benefit, compared to Accommodation Assistance Allowance, in the highest cost locations. Although PLD is taxable, the allowance formula includes some taxation compensation to offset the payable tax, especially aimed at the lower income members.

19. That the Department of National Defence adopt a similar approach, in line with the domestic COLA, to the cost-of-living entitlements for CF members serving overseas. The Department should report to SCONDVA within a year.

This recommendation was accepted in principle; however, the objectives are being achieved through other means. The DND representative on the National Joint Council (NJC) will, as part of the NJC Triennial Review of Foreign Service Directives,

recommend that the Department apply applicable aspects of the Post Living Differential allowance to postings outside of Canada.

20. That the Government appoint an independent review panel, at least once every five years, to examine, and make recommendations with regard to the appropriateness of compensation and benefits provided to the Canadian Forces. The panel should report to SCONDVA.

This recommendation was accepted in principle, with compensation and benefits to be reviewed on a triennial basis commencing in 2001. Work was begun to develop the mandate and composition of a committee to perform this review, based on current compensation methodology. However, in October 2000, DND was directed by Treasury Board to review its basic compensation methodology and make recommendations on the way ahead by 1 September 2001. Development of the form and mandate of any required body to assess the resultant compensation will be pursued as part of this review.

II. The Housing Portfolio (Accommodation)

21. That the Department develops and adopts a policy to ensure those personnel at all bases and major facilities have access to well-maintained single quarters. An annual progress report should be made to SCONDVA.

This recommendation was accepted in principle, subject to operational or training imperatives.

The Department of National Defence issued the DND Accommodation Policy in June 1999. Embedded in this policy is the commitment to ensure CF members have access to suitable accommodation wherever they may serve. Suitability standards have been developed and will be incorporated into subordinate policy documents.

22. That a common standard for the design and operation of modern single quarters at all bases and stations of the Canadian Forces be established and that facilities not meeting this standard should be upgraded or replaced as soon as possible. SCONDVA should receive a progress report within a year.

This recommendation will be implemented through a long-term rationalization and recapitalization program. As noted in response to recommendation 21, the functional accommodation standards for single quarters have been developed. Existing facilities will be evaluated against these new standards and deliberate upgrade or replacement programs will be undertaken where priorities and funding permit. New single-quarter facilities constructed or otherwise obtained by the Department will adhere to the new functional accommodation standards.

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23. That departmental planners and contractors must give a high priority to the protection of the dignity, privacy, and safety of individuals in the design and administration of single quarters. SCONDVA should receive a progress report within a year.

These recommendations are accepted, subject to operational and training imperatives.

The single quarters functional accommodation standards policy will provide the necessary guidance to ensure that single quarters are properly planned, constructed and administered. However, as noted in the responses to recommendations 21 and 22, it will only be possible to implement these improvements as a long-term undertaking provided the funding could be identified. Administrative orders and directives are being amended to reflect an emphasis on the protection of dignity, privacy and safety of individual service members in single quarters.

24. That the Canadian Forces Housing Agency must review its policies and its arrangements with contractors at all bases to ensure that efficient and appropriate repairs are made to PMQs at the earliest possible time when emergencies occur.

This recommendation was accepted. A more effective response process for accommodation-related emergencies has been implemented. Corrective action has included increasing the number of available contractors on each base, as well as the introduction of staff training and an improved system of customer service.

25. That the Housing Agency must ensure that its officials at all bases are properly trained to provide fast and courteous service to residents of PMQs, especially in emergencies.

This recommendation was accepted. Please see response to recommendation 24.

26. That the Housing Agency must provide adequate and efficient services, including emergency repairs, for PMQs slated or likely to be abandoned in the next few years because of the closure of a base, the transfer of military units or other reasons until alternative housing becomes available.

This recommendation has been accepted and instituted. The Department has provided CFHA with approximately \$100 Million over the past three years to specifically address remedial health and safety repairs. Approximately \$20 Million will be spent on PMQ Health and Safety work for FY 2001/2002. A demolition program is underway for PMQs judged to be Beyond Economical Repair (BER).

27. That to ensure that military personnel pay the same rents regardless of the base to which they are posted, the Accommodation Assistance Allowance should be replaced by an accommodation expense allowance to compensate for the difference, if any, between regional housing costs and standardized rents determined by using the average housing costs of a number of major bases.

This recommendation was accepted in principle. Accommodation is a major component in variations in the cost of living. Consequently, it has been included as an integral part of the Post Living Differential that addresses location-to-location differences in cost of living referred to in recommendation 18.

28. That the accommodation expense allowance should not be considered taxable income.

This recommendation was acknowledged. The establishment of a non-taxable accommodation expense allowance is, however, not in keeping with current government policy and therefore not an appropriate mechanism for this allowance. The Post Living Differential, which addresses location-to-location differences in cost of living, as discussed in recommendation 18, maintains the principle of a tax-effective payment.

29. That the Housing Agency should proceed with the task of determining the best way of providing modern and environmentally efficient Permanent Married Quarters, in consultation with Base Commanders and the Department, which should report on an annual basis to SCONDVA. The Agency should keep in mind the need to:

- a. tailor the housing to the specific requirements of each base;**
- b. select the most cost-effective option available even if this involves the construction or leasing of homes off the bases and arrangements with private developers; and**
- c. ensure that the housing remains suitable and affordable regardless of the options selected.**

This recommendation was accepted in principle. The DND Accommodation Policy promulgated in June 1999 committed the Department to ensuring that all CF members and their families have access to suitable accommodation wherever they are posted. The policy also reflects the need for housing solutions to be site-specific, cost-effective, and suitable to personal circumstance. Finally, the policy states that affordability will be addressed through adequate compensation and not through subsidized or sub-standard Crown-owned housing.

Site-by-Site Housing Requirement Studies are completed and the results are currently under review. The effect of PLD on members' housing requirements will also be examined in this review. Individual housing project initiatives will be programmed and

implemented based, in part, on the results of these studies. Given current resource levels within the Department, the timeframe to effect the individual site initiatives may stretch beyond the 2010 timeframe.

30. That the Housing Agency be given an expanded mandate in order to undertake any option it determines to be the most cost-efficient to provide housing and housing services for military bases.

This recommendation was accepted and fully supported.

The legal authority of the Canadian Forces Housing Agency is limited, under its current mandate, to the operation and maintenance of the existing housing portfolio. The Department is examining the accommodation needs of all CF members, including those living in the private sector. This holistic examination may suggest additional amendments to the mandate of the Agency beyond the management of strictly Crown housing. The Department will explore various means of restructuring the Agency so that it has the flexibility and authority it needs to carry out a wider mandate.

31. That the Department of National Defence be allowed to use the funds generated by the sale or long-term leasing of departmental lands and facilities or to swap land with private developers primarily to help the Canadian Forces Housing Agency finance the construction or leasing of Permanent Married Quarters.

These recommendations are accepted in principle. Please note the response to recommendation 30.

32. That the Department be empowered to use the proceeds from the sale of capital assets primarily to help the Housing Agency finance the construction or leasing of PMQs. Indeed, we further recommend that revenues generated by the sale of departmental assets be retained by the Department in order to enable it to meet other requirements as well.

The recommendations regarding the retention of funds relating to the disposal or leasing of assets are fully supported as they pertain to property and assets linked to housing. Future Agency authorities to be sought will include the ability to form a wide variety of joint ventures including the provision for the use of land in exchange for property, capital, or services. Experience to date indicates that funds from sale of assets are often not available in time to finance the related initiatives. This would further support recommendation 33 regarding loans.

33. That the government grants the Housing Agency a repayable low-interest loan to help it proceed with its business. The Housing Agency should obtain other revenues through long-term lease arrangements with contractors.

The provision of capital will be required to assist CFHA to achieve its current or expanded mandate. DND will prepare a comprehensive Master Accommodation Implementation Plan, incorporating both family housing and single quarters, with detailed funding projections based on the site-by-site studies

34. That the Department and the Housing Agency together with municipal officials, where necessary, co-ordinate their efforts to improve as quickly as possible the quality of water supplied to PMQs at bases where problems with the colour and odour have been documented.

This recommendation was accepted. Specific projects to address this issue have been completed at CFB Borden and CFB Valcartier, the two locations mentioned during the SCONDVA testimony. Significant improvements have been noted to date and additional improvements are expected as follow-on projects are implemented.

35. That the Guaranteed Home Sale Plan be continued beyond March 1999, at least for military personnel.

This recommendation is being addressed by a different initiative. The Guaranteed Home Sale Plan, designed in part to protect homeowner equity, was initiated by Treasury Board as a three-year government-wide pilot project in response to Program Review decisions and their application in a generally difficult housing market in Canada. This pilot program ceased on 31 March 1999 (end of the contract period). However, the Government has implemented the Integrated Relocation Pilot Program (IRPP), which addresses homeowner equity as well as other aspects of the relocation process.

36. That the Home Equity Assistance Programme be revised, notably by eliminating the 10% rule, to ensure that homeowners have access to fair and equitable assistance when, because of a new posting, they have to sell their home while the local real estate market is depressed.

This recommendation has been accepted and implemented effective 1 April 1999. The Integrated Relocation Pilot Program (IRPP) removed the 10 % home resale market decline eligibility criterion. It compensates for 80% of the loss on the sale of a residence up to a maximum of \$15,000. Amounts above the 80% and/or above the \$15,000 may be reimbursed from the funds still available within the IRPP "Customized Component." However, 50% of the reimbursement in excess of \$15,000 will be subject to taxes in accordance with the Income Tax Act. To assist members in long-term improvement of their equity, the IRPP offers financial incentives to retain their homes when posted to new locations, including the reimbursement of property management fees under the

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“Customized Component,” as well as financial incentives to rent accommodation at the new location.

37. That a program be developed to facilitate the leasing by the Housing Agency of homes owned by military personnel for use as PMQs when homeowners are posted to another region of the country or overseas. The status of the program should be reported to SCONDVA on an annual basis.

This recommendation was accepted in principle. Its feasibility and applicability are being examined as part of the development of the CFHA mandate in preparation for seeking approval of CFHA’s enhanced status and in relation to the property management dimension of the Integrated Relocation Pilot Program (IRPP).

38. That the contracts with moving companies be modified to allow much more time for individuals to report and document damages to possessions resulting from a move. These contracts should be reviewed on an annual basis.

This recommendation has been accepted and is being addressed as part of the re-engineering of the relocation process as well as through the household goods movement contract with the moving industry. In the interim, the Department has taken action to ensure CF members are fully aware of both their rights and responsibilities regarding insurance coverage.

39. That the Department of National Defence or some other agent such as the Canadian Forces Housing Agency assist members of the Forces in making claims for compensation of damages caused by movers during a move. A report to SCONDVA should be made on an annual basis.

This recommendation has been accepted and is being addressed as part of the re-engineering of the relocation process. Options have been developed to assist CF members in making claims for loss or damage to household goods. A *Move Education Program* for members and spouses has been developed and will be implemented for the 2001 annual posting season. The Department continues to study ways of providing direct assistance to members such as the establishment of a position for a claims advisor.

40. That the time allowed for taking possession or vacating a domicile be increased.

This recommendation has been accepted and was implemented in June 1999. The Chief of the Defence Staff (CDS) approved a new Special Relocation Leave benefit to ensure that adequate off-duty time is provided to members and their families to deal with the myriad of details involved with a move. Members on normal relocations within Canada receive five days special leave at the old location to prepare for their move and a further five days special leave on arrival at the new location to complete the move into the new residence.

41. That the posting allowance be replaced with a new non-taxable posting benefit that will adequately compensate all personnel for the turbulence associated with new postings. The allowance should be uniform and not tied to rank.

This recommendation was accepted in principle. The current posting allowance has been incorporated into the Integrated Relocation Pilot Program (IRPP). The posting allowance is included in the funding of the IRPP "Customized Component" and is available to compensate members for any legitimate relocation expenses that are not otherwise compensated directly under the "Core Component." The need for any new or modified posting benefit is being addressed as part of the re-engineering of the relocation process.

III. The Injured, Retirees and Veterans (Care of Injured Personnel)

42. That the Combined Centre for the Support of Injured, Retirees, Veterans, and their Families be established as quickly as possible and have all the resources required to fulfil its mandate and to inform all military personnel and their families of the availability of its services.

This recommendation was accepted and was implemented. The DND/Veterans Affairs Canada Centre for the Support of Injured and Retired Members and their Families was opened in 1999. It provides information, referral, and VAC pension assistance support to serving and former CF members (Regular and Reserve), their families and survivors of deceased CF members.

43. That the recommendations of the McLellan report concerning the training of leaders on care of injured issues be implemented as quickly as possible and that other measures be taken to inculcate leaders on the importance of caring leadership. A report should be made to SCONDVA on an annual basis.

This recommendation was accepted and is being implemented. Leadership course content is in the process of being changed to ensure that proper training is given with respect to the care of injured personnel. Sections within the Officer General Specification, the Officer Professional Development Plan and the Non-Commissioned Officer Development Plan have been changed to reflect greater emphasis on caring leadership.

44. That the programs be developed to make public and private sector corporations more aware of the skills and experience offered by individuals leaving the Forces and to help facilitate their hiring of personnel who must end their military careers prematurely because of serious injuries or illness.

This recommendation was accepted. The Public Service Commission (PSC) has approved priority hiring for personnel injured in designated Special Duty Areas. The

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DND request to the PSC to expand this priority to personnel injured in domestic operations as well as those in inherently dangerous occupations such as search and rescue and explosives ordnance disposal has been denied. However, the PSC has agreed to consider a request to amend the DND Employment Equity Program to include these individuals. Requests to provide similar hiring priority have been sent to provincial public service commissions and discussions have taken place with several provinces. Private industry has also been approached to assist in this initiative. A Transition Assistance Program has been established within the DND/VAC Centre to provide individual employment assistance to CF members who are medically released. See recommendation 84.

45. That rehabilitation training of their choosing for injured members of the Canadian Forces start six or more months before their release from the military.

This recommendation has been accepted and implemented. Policy direction has been issued to allow personnel being released for any medical reason including injury to commence full-time rehabilitation training six months prior to release.

46. That the Departments of National Defence and Veterans Affairs establish a single access source of assistance, research, and information to individuals suffering severe and debilitating illnesses since their service during the Persian Gulf War.

This recommendation has been accepted and is being implemented. Post Deployment Regional Health Centres (PDRHCs) have been established by DND. A DND/VAC Memorandum of Understanding allows VAC to refer former CF members with service in any designated Special Duty Area, such as the Persian Gulf, to these Centres for diagnostic investigation related to an application for a disability pension and the development of a treatment plan for their disabilities. Former CF members who served in Croatia can also access the PDRHCs if they have general health concerns.

47. That guidelines be established to ensure that exposure by personnel to recognized toxic materials during military operations is properly documented.

This recommendation was accepted. DND casualty reporting documentation will be changed to include exposure or suspected exposure to toxic substances or material. Specialized staff has been hired within the Canadian Forces Medical Services (CFMS) to develop other procedures and protocols required to ensure that such conditions are fully documented and dealt with appropriately.

48. That the importance of programs to assist individuals dealing with the effects of post-traumatic stress disorder (PTSD) and other types of stress be reaffirmed and that their funding be reinforced.

This recommendation has been accepted and is being implemented. Please see response to recommendation 49.

49. That the requirements of Reservists, especially those who have served on peacekeeping operations, for assistance in dealing with the effects of post-traumatic stress disorder and other types of stress be addressed as fully as possible.

These recommendations were accepted and resulted in the following initiatives:

- a. four additional Operational Trauma and Stress Support Centres at Halifax, Valcartier, Edmonton, and Esquimalt were opened¹;
- b. an additional Critical Incident Stress debriefing course is run yearly;
- c. additional PTSD training will be given to CFMS personnel including doctors and other medical professionals;
- d. a Post Deployment Follow-up Policy has been developed and is awaiting final approval. This policy includes standardized compulsory physical and psychological evaluation for both Regular and Reserve Force members; and
- e. VAC plans to operate an assistance service (formerly referred to as a 'crisis line') beginning in April 2001. This service will be modelled on the successful CF Members Assistance Program (CFMAP).
- f. VAC has made changes to the management of PTSD and other psychiatric illnesses including the development of a Pensions and Health Care protocol to ensure timely and responsive services and interventions to clients suffering from these illnesses. VAC is also revisiting policies and processes related to the award of health care benefits to ensure that the domestic, social and other physical circumstances of PTSD clients are considered in their treatment. VAC continues to explore mechanisms with DND for further integration of evaluation and assessment processes and examinations of psychiatric clients. There are also concerted efforts to coordinate related processes through interdepartmental training and sharing of PTSD expertise. VAC has increased the staff's knowledge level through in-service training, participation at relevant workshops presented by experts in the field, and dissemination of reference material on PTSD.

¹ Phone numbers for the Operational Trauma and Stress Support Centres are: Ottawa (613) 945-8062 ext. 3676; Halifax (902) 427-0550 ext. 1851; Valcartier (418) 844-5000 ext. 7373; Edmonton (780) 973-4011 ext. 5332; and Esquimalt (250) 363-4411.

50. That the re-engineering of the Canadian Forces Medical and Dental Systems be reviewed to ensure that future requirements will be met. Attention should also be paid to the medical requirements of military families and the problems they encounter with respect to medical insurance coverage when they move from one province to another.

This recommendation was accepted. Chief of Review Services (CRS) conducted an internal program evaluation of the CFMS, and the Rx 2000 Project Management Office has been established to rectify the identified deficiencies. DND is reviewing current regulations with respect to medical coverage in isolated and semi-isolated locations (as they pertain to CF families). Revisions to the appropriate sections of these regulations will be made once the review is completed. In the meantime, DND has provided The Centre² with \$51K annually to implement the Family Visitation Fund (FVF). For families in semi-isolated locations, such as Gander and Cold Lake, this fund will provide travel cost assistance to visit hospitalized family members who must obtain medical attention outside their area. Members may apply for FVF through their chain of command.

51. That the policies governing the reporting of injuries and medical conditions be reviewed to ensure that leaders and personnel in general clearly understand the procedures and apply.

This recommendation has been accepted and is being implemented. A review of medical and other administrative policies and procedures is underway. Documentation and procedures in the reporting of injuries were simplified, and Defence Administrative Orders and Directives concerning casualty reporting have been reviewed and changes made where required. Those that may affect disability pension entitlement have been reviewed by VAC to ensure their effectiveness within the pension adjudication process. A revised CF98 "Report on Injuries" has been produced that improves the timeliness of injury notification and should improve the availability and quality of information required for VAC's disability pension process. This form has been in use since May 2000. DND personnel will be advised on the importance of these processes, particularly those which affect disability pensions, and will be encouraged to monitor their own individual cases.

52. That the Departments of National Defence and Veterans Affairs together with other agencies develop streamlined procedures to ensure quick and effective transfer of all relevant records of personnel leaving the Forces. A report on the progress achieved should be made to SCONDVA within a year.

This recommendation was accepted and has been implemented. An easily recognizable standardization request for medical records form with established turnaround times has

² The Centre for the Support of Injured and Retired Members and their Families is a combined DND/VAC organization within the Directorate of Casualty Support Administration (DCSA).

been developed by VAC. A project plan to facilitate electronic access by VAC to DND non-medical records has been approved by the VAC/DND Steering Committee. The CF has recently established "Case Managers" on major bases as a pilot project, and these will be followed shortly by a VAC pilot project for "Transition Co-ordinators." These two initiatives will greatly help to streamline procedures and ensure quick and effective transfer of all relevant records of members leaving the CF. Additionally, through various working committees and liaison officers between the two departments, actual and potential problem areas are being identified early and actions taken to eliminate or minimize delays.

53. That the Departments of National Defence and Veterans Affairs and other agencies change their procedures to minimize the duplication of medical examinations and other requirements during the processing of disability pension applications. A report should be made to SCONDVA within a year.

These recommendations have been accepted and the specifics of implementation are being considered. A Working Group composed of DND, VAC, HRDC and SISIP are examining methods of reducing duplication of medical examinations by developing a medical examination information package for use when a CF member is being released. The work continues on this initiative and the Interdepartmental Committee has made progress.

54. That the Department of Veterans Affairs pursue its vigorous actions to reduce as much as possible the time necessary to process disability pension applications and appeals. A report should be made to SCONDVA on an annual basis.

This recommendation has been implemented. VAC is currently maintaining a six-month turnaround in the processing of first applications for disability pensions. Strategies are being developed and processes are being changed with the new client service delivery network.

55. That legislation be amended so that major deployments within Canada to deal with national and regional emergencies be designated as Special Duty Areas for disability pension purposes. Measures should also be taken to ensure that personnel who suffer major injuries while on duty in Canada have access to disability pension benefits.

This recommendation was accepted in principle. VAC does not propose extending the insurance principle to domestic deployments, where it can readily be determined whether a disability is directly connected with such military service. However, legislation amending the Pension Act has been passed, in October 2000, which provides benefits to still serving members of the CF disabled as a result of service related injuries regardless of where those injuries occurred. Proposed regulatory amendments arising from these

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legislative amendments will provide still-serving and former members with treatment and Veterans Independence Program services for their VAC pensioned conditions regardless of where they served. VAC is also considering the implications of a review it carried out on the needs of its clients to determine what services they may require and whether existing programs are relevant and appropriate.

56. That military personnel who have served in Special Duty Areas (SDAs) overseas be recognized as veterans.

Recommendation accepted and implemented. Over the past few years, VAC has been working in close collaboration with the Department of National Defence (DND) and representatives of traditional and peacekeeping veterans' organizations to resolve this important issue. On March 29, 2001, the Minister of Veterans Affairs informed SCONDVA that VAC and DND would recognize as "veterans" not only those former members of the Canadian Forces who have served in Special Duty Areas but, in fact, all former members of the Canadian Forces who have met both DND's military occupational classification requirements and been released from the Canadian Forces with an honourable discharge. These requirements apply equally to those Canadian Forces members who have served in the Reserves. In conferring "veteran recognition" to former members of the Canadian Forces, it must be reiterated that access to VAC benefits and services are based on need or other defined eligibility - not recognition as a "veteran."

57. That programs be developed to better inform military personnel on disability compensation and other benefit entitlements for Reserve Force members. SCONDVA should receive a report on this on an annual basis.

This recommendation was accepted. VAC, in consultation with DND, has developed information packages and is presenting seminars on VAC benefits and services at several levels. VAC has also produced and widely distributed a brochure entitled "Veterans Affairs: In Service to the Canadian Forces" that outlines the services and benefits available from Veterans Affairs to Canadian Forces members. Additionally, a short video entitled "Veterans Affairs - In Service to the Canadian Forces" has also been produced, and distributed widely to VAC locations, Royal Canadian Legion Provincial Command Offices, and CF bases. In addition, VAC is promoting increased learning amongst its staff in the belief that better knowledge and awareness of the needs of its CF clientele will enhance understanding and service of those clients. VAC staff has enthusiastically participated in such learning events.

IV. The Military Family

58. That guidelines be developed to govern the operation of rear parties and other unit support groups in order to ensure a standard level of support to families of both Regular Force and Reserve personnel during deployments of units. These measures must also take into account the need for access to services in both official languages for military personnel and their families. Special attention should be paid to the needs of personnel from other units deployed overseas with larger units. A report should be made to SCONDVA on an annual basis.

This recommendation was accepted. The term Deployment Support Group (DSG) has been created to describe the universal Canadian Forces' title for the already existing army "rear party", naval "shore element" and air force "sponsor group." A Defence Administration Order and Directive describing the standards applicable to the formation and activities of DSGs has been developed to ensure that the families of all deployed personnel are provided with the same level of support and service across the country. The Director of Military Family Services continues, with the use of a newly developed National Information Database, to monitor guidance and funds provided to the Military Family Resource Centres for expanded support to Reservists, and UN augmentees.

59. That a clearly defined policy on compassionate leave and travel arrangements be developed to ensure that military personnel and their families can be certain of being able to travel in an appropriate fashion as soon as possible whenever family emergencies occur. When compassionate leave is requested, padres and commanding officers should consult on appropriate arrangements. A report to SCONDVA should be made on an annual basis.

This recommendation was accepted. The Compassionate Travel Assistance (CTA) was approved by Governor General in Council in June 2000. The assistance will be reviewed by Treasury Board Secretariat in terms of the total compensation package after a two-year period. The aim of CTA is to provide financial assistance to CF members and their families for travel in times of family emergencies. To ensure that the most economical rate is obtained, members are required to seek the transportation carrier's compassionate fare, where such fares are offered. The QOL Project requested a Canada Customs and Revenue Agency (CCRA) opinion on the taxability of CTA, in their reply, CCRA have confirmed the taxability of this new benefit pursuant to subsection 6(1) of the Income Tax Act. In November 2000, the QOL Project transferred the responsibility for internal staffing of Duty and Non-Duty Travel Departmental Administrative Orders and Directives (DAODs) to the Director of Compensation and Benefits Administration. Pertaining to compassionate leave, a review of the CF's entire leave policy has been coordinated by the Director of Pensions and Social Programs (DPSP). The updated leave policies will be promulgated as a suite DAODs prior to 1 April 2002. One of the

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functions of the new suite of DAODs will be to ensure the consistent interpretation of criteria for the granting of compassionate leave.

60. That the commitment to support Military Family Resource Centres be reaffirmed and that policies governing their operations be reviewed to ensure that the implications of new housing policies and the changing complexion of the military community on and off bases are taken into account. The proposed measures must also take into account the need for access to services in both official languages for military personnel and their families. A report should be made to SCONDVA on an annual basis.

This recommendation has been accepted. New policies have been developed regarding the CF Personnel Support Program (PSP) and these will be closely monitored and adjusted, where necessary, to ensure that they are responsive to the needs of all CF families. The CF has reaffirmed its commitment to Military Family Resource Centres (MFRCs) and has undertaken a Chief of Review Service review of the Military Family Support Program (MFSP) to maximize the effectiveness of the program. The major observation made by the PSP Study is that there are no personnel dedicated to the delivery of PSP programs and services at downsized locations. The Canadian Forces Personnel Support Agency (CFPSA) believes this is the single greatest obstacle to ensuring adequate PSP services in these locations. CFPSA and the QOL Project have presented options for the provision of these PSP services to senior leadership. The QOL Senior Review Board provided approval in principle to the selected PSP model in October 2000, and the funding requirement has been identified in the long-term capability plan for ADM(HR-Mil).

61. That the Canadian Forces develop a military family policy to ensure better co-ordination and co-operation between all the elements of the family network and to guide decisions on matters which affect the quality of life of military families. That this policy takes into account the need for access to services in both official languages for military personnel and their families. A report should be made to SCONDVA on an annual basis.

This recommendation was accepted. A CF Family Policy has been developed and was published as Defence Administrative Order and Directive (DAOD) 5044-1, Families, in June 2000. The policy recognizes the military family relationship, reiterates the CF's commitment to the family, and describes the core principles and areas of responsibility for program delivery. One of the goals of the policy is to establish a military family network that incorporates all of the elements of service and support to the family. Additionally, the Family Care Plan (FCP) has been incorporated as an amendment to the CF Families DAOD.

62. That special requirements of military families such as health and education be one of the major factors taken into consideration during preparations for

postings of personnel. That these requirements take into account the need for access to services in both official languages for military personnel and their families.

This recommendation has been accepted. Career management practices will be formalized to build in the flexibility to address the issues of health, education, and official language access to the family (refer to recommendation 75) while respecting the validated service needs. The Director General Military Careers is implementing the new processes that include revised procedures for planning the selection and posting of CF personnel; an updated administrative review process; and streamlined procedures pertaining to administrative inquiries and release. A Validation of the CF Assignment System (CFAS) was completed in 2000 and is being reflected as increased visibility to the CF at large of internal career management practices and posting/selection criteria.

The CF expects that its members will relocate their families when posted to a new location. The CF does, however, recognize that there are temporary circumstances that may require the member to elect to be separated from the family. A Posting Policy Working Group (PPWG) was established to review the Canadian Forces' policy on Imposed Restriction (IR) - moving the CF member but leaving the family behind. The policy review intends to provide the member more control over what is very much a personal decision to move the family. The QOL Senior Review Board (SRB) directed that IR costs were to be tracked for fiscal year 2000 in order to obtain a complete assessment of the cost of IR to DND. This costing exercise is on-going and will assist in the formulation of IR policy in mid-2001.

63. That posting guidelines be modified to provide career managers greater flexibility to facilitate postings for special family needs without limiting the career prospects of personnel. That posting guidelines take into account the need for access to services in both official languages for military personnel and their families.

This recommendation was accepted. In December 1999, the QOL Senior Review Board (SRB) authorized the formalization of Contingency Cost Moves. Contingency Cost Moves are designed to give the career manager the necessary flexibility to post personnel to new locations due to exceptional personal circumstances. If the CF members' personal circumstances do not affect the members' employability, deployability and ability to perform their duties, the member may be considered for a Contingency Cost Move. Where this is not the case, the member may be considered for compassionate status, and if necessary, a compassionate posting. For the duration of the compassionate status, the member will be subject to career restrictions. The CF's Compassionate Posting Policy has been revised and a Defence Administrative Order and Directive (DAOD) has been written and promulgated.

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64. That all military personnel with children be required to prepare a plan according to predetermined criteria to ensure that whenever they deploy, their child care requirements will be met.

This recommendation was accepted. By the Spring of 2001 all Canadian Forces members, will be required to submit a Family Care Plan (FCP) form in anticipation of deployments and emergencies. The FCP will ensure that CF members have thoroughly considered and put in place appropriate arrangements for those family members who are dependant on them (children, elder parents, etc.). If a member consents, a copy of the FCP shall be provided to the appropriate Military Family Resource Centre (MFRC) to facilitate the provision of support and information to the family during any period of absence for duty reasons.

65. That the Department develops a plan to ensure emergency childcare when military members must deploy with less notice than provided for in their child care plan submitted to their commanders. That the Department's plan takes into account the need for access to services in both official languages for military personnel and their families. A report should be made to SCONDVA within one year.

This recommendation was accepted and implemented. Emergency Childcare Co-ordinators were appointed at all Military Family Resource Centres in April 1999. Contingency funding is in place to reimburse CF members for emergency childcare costs. The activation of the Family Care Plan (for Deployments and Emergencies) will confirm, not only to parents but also to unit Commanding Officers, that CF members and their families will be properly taken care of when the member deploys. The Military Family Services Program (MFSP) through the National Information Database will be tracking the results obtained from the provision of this service throughout all Military Family Resource Centres (MFRCs). In addition to the Emergency Childcare services provided through MFRCs, the department has instituted a Family Care Assistance for its single parents and service couples. This benefit provides some measure of relief for those incremental costs incurred to care for the member's family during absence away from the home unit for service reasons.

66. That programs for teenage members of military families be given special attention in the development of policies. Efforts should be made to recognize special education needs and to encourage the development and use of programs such as the Individual Educational Plan. That these programs take into account the need for access to services in both official languages for military personnel and their families.

This recommendation was accepted. The National Youth Summit (NYS) Report has been studied by the Canadian Forces Personnel Support Agency (CFPSA) and the QOL Project to develop a plan that would provide viable solutions to local and national Youth services requirements. The CFPSA have assessed which recommended activities are

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already in place and which additional recommendations could be implemented with existing resources at both the local and national level. The CFPSA will monitor enhancement of services at MFRCs/Community Recreation Services through staff advisory visits. In response to the need for a CF focal point for youth services at national level, the CFPSA Programs Division has created, from its own resources, a National Recreation and Youth Services Manager (NRYSM) position. The NRYSM is developing guiding principles for youth services and the associated national minimum service standards. The Canadian Forces Personnel Support Agency (CFPSA) has prepared a detailed breakdown of the Youth Services Program services required and the costs associated with providing these services. Youth services have received the SRB's endorsement in principal in October 2000.

67. That military spouses with professional qualifications be reimbursed up to 50% to alleviate costs of taking exams and renewing licences for the purpose of seeking employment when they have to move to a new province or return to Canada.

This recommendation was accepted and implemented in April 1999. The spousal expenses referred to above are currently reimbursable on return to Canada under the Military Foreign Service Regulations. Under the "Customized Component" of the Integrated Relocation Pilot Program (IRPP), appropriate spousal employment search expenses such as travel to interviews and preparation of resumes will be reimbursed. The "Customized Component" may also be used to pay for required licences and professional qualifications; however, in accordance with the Income Tax Act, reimbursement for these expenses is subject to tax. Reimbursement of additional expenses will be examined under the Relocation Process re-engineering project.

68. That the Department develop a program to encourage greater awareness among local and national employers of the problems faced by military spouses seeking jobs and to explore opportunities to make more jobs available. A report should be made to SCONDVA on an annual basis.

This recommendation was accepted and implemented. Full-time or, where appropriate, half time Employment Assistance Counsellors were established at all Military Family Resource Centres in April 1999. Significant inroads have been made with civilian employers at the national and local levels, such as banks, the Canadian Corps of Commissionaires and others through a national employment advisor employed at the Directorate of Military Family Services (DMFS).

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69. That all bases offer employment counselling through the Military Family Resource Centre to assist military spouses find employment. That counselling services be made available in both official languages for families of military personnel.

This recommendation was accepted and implemented. Military Family Resource Centres have completed the hiring and are employing Employment Assistance Counsellors using guidance issued by the Director of Military Family Services. The Military Family Services Program (MFSP) through the National Information Database will be tracking the results obtained from the provision of this service throughout all Military Family Resource Centres (MFRCs).

70. That the period of leave allocated to military personnel to visit an area prior to a posting to find accommodation and make other arrangements be increased to seven days to, among other things, give more time to military spouses to start job searches.

This recommendation was accepted and has been implemented in April 1999. The existing pre-posting house-hunting trip can be extended beyond five days under the Integrated Relocation Pilot Program (IRPP). In addition, under the "Customized Component" of the Integrated Relocation Pilot Program children may accompany parents on house-hunting trips and appropriate expenses will be reimbursed.

71. That in exceptional circumstances, prior to the move to a new location, military spouses be reimbursed for the reasonable costs of travel and accommodation to that area to participate in job interviews which cannot otherwise be held during the trip to find accommodation.

This recommendation has been accepted and implemented in April 1999. These spousal expenses may be reimbursed under the "Customized Component" of the Integrated Relocation Pilot Program (IRPP).

72. That second language training policies be amended to ensure that military spouses can have access to language courses on bases when requested. A report on developments should be made to SCONDVA on an annual basis.

This recommendation was accepted. The response to the Director of Military Family Support (DMFS) study on Second Language Training (SLT) and the preliminary results of the Pilot Project reinforce the requirement for SLT for purposes of both community integration and employment. The recommendations contained in the Report National Youth Summit (NYS) also highlighted the requirement for SLT for CF youth in order to facilitate their adjustment and integration on posting to communities where their mother tongue is not that of the surrounding population.

The pilot project and the DMFS study indicated that a strong need and desire for SLT. Key findings/recommendations were that policies, procedures, and delivery for SLT programs be standardized and that a common curriculum be established.

DMFS has completed the SLT training standards and has distributed them to all MFRCs. A request for increased funding and approval in principal to proceed with greater availability was obtained from QOL SRB in October 2000.

73. That in the future, all services and programs offered by the Department of National Defence to military personnel and their families be available in both official languages.

This recommendation was accepted. In support of the overall need to provide services and programs in both official languages, the Department began reviewing the content of the existing NDHQ Policy Directive P1/97 on basic services provided in both official languages to military families. All base/unit annual service delivery reports have arrived at the Directorate of Official Languages (DOL). The overall success of the services provided in both official languages based on the return was 85%. DOL staff continues to study and assess the effectiveness of language services provided to families.

**V. Transitions (including recognition, work expectations
and terms of service)**

74. That the Canadian Forces re-examine the relevancy of its alcohol policy and consider deleting it entirely.

This recommendation was accepted. With respect to the *alcohol policy*, it is clear that military operations and alcohol cannot mix; consequently, alcohol consumption by deployed members must be strictly controlled. The requirement to provide adequate opportunity for rest and relaxation (R&R), however, is recognized as essential to the quality of life of our members, and is integral to the Contingent Commander's planning process. With this level of scrutiny and the care and well being of CF members in mind, the alcohol policy is considered fair and appropriate at this time.

75. That the Department of National Defence examines the feasibility of adopting a longer planning cycle whereby members could be given greater notice of their next posting. A report should be made to SCONDVA on an annual basis.

This recommendation was accepted. The Director General Military Careers has undertaken a review of the planning cycle and is developing policies and practices to address this recommendation. The Canadian Forces Assignment System was subjected to a validation process in 2000. The weaknesses identified in the validation are being systematically corrected. As the corrections are made, the related career management

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practices are being made accessible to members of the military through the Director General Military Careers' website. The intent is to share the procedures and criterion used by career managers in order to better convey the career management function to the CF membership at large and to thereby facilitate a dialogue between CF members and their career managers.

76. That CF personnel be able to have reasonable access to consult directly and privately with their career managers. That this measure take into account the need for military personnel to have access to service in the official language of their choice.

This recommendation was accepted. This has always been and will continue to be the normal practice. On occasion it is appropriate that the supervisor be present; however, the individual may ask to speak privately with the career manager during an interview. If a supervisor were present, the individual would be aware of the issues raised and discussed between the career manager and the supervisor.

77. That the Canadian Forces ensure that the career management component remains adequately staffed, to meet both human resources and operational requirements.

This recommendation was accepted. The Canadian Forces Assignment System is designed to improve the overall planning and delivery of career management to members of the Canadian Forces.

78. That as soon as Alternative Service Delivery (ASD) is being considered, those affected be informed and consulted.

79. That those wishing to make an in-house bid be provided with adequate time and resources to ensure that their bid is professional and competitive. Personnel should be given a realistic chance to prepare bids.

80. That when job cuts or mandated relocations are an inevitable consequence of the introduction of ASD, those affected be provided with fair compensation and benefits.

These recommendations have been accepted. Effective internal communication is mandated for every ASD review to ensure local personnel are aware of the progress.

The Department is both responsible for and committed to providing sufficient resources to support management-initiated in-house bids.

The Department has in place a framework to maximize employment opportunities for employees affected by ASD. The framework for civilian employees includes the maximization of employment continuity for affected employees with the new service

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provider. In the case of military personnel, similar Human Resource management tools are available to address any surplus personnel resulting from Alternate Service Delivery reviews.

81. That the Second Career Assistance Network be made available to CF personnel at an earlier date in their careers and that adequate funding be sustained in order to ensure its effectiveness. A report should be made to SCONDVA on an annual basis.

This recommendation was accepted. The Second Career Assistance Network (SCAN) program, which is part of the Personal Enhancement Program (PEP), is under review, including the issue of accessibility and funding of the program. The program is currently available to all CF members who have achieved career status of 20 years service or more and to those who are released due to injury on duty.

The Director Training Education Policy (DTEP) has studied the issue and has made several recommendations to address the accessibility and relevancy concerns expressed by SCONDVA. DTEP received endorsements of the recommendations from AFC in September and from the QOL SRB in October 2000. The recommendations were presented to Program Management Board in February 2001. Implementation of the proposed benefits will commence in 2001. As of 1 January 2000, through DAOD 5031-3 Reimbursement under the Canadian Forces Personal Enhancement Program, CF members were given a single account of \$5000 that they may access at the rate of 50%. It is the member's decision as to the type of courses that they want to take. PEP is a program that has been developed to correct some of the irregularities that were encountered under the old CFAO 9-2, Education Upgrading and Training Reimbursement under the SCAN. The new policy offers members more flexibility in the selection of the courses that they want to take under the SCAN/PEP. Some of those education reimbursement benefits may, in the future, be extended to the spouses if the results of a study conducted by DGMHRPP / DRET determines that it is feasible.

82. That the Canadian Forces give consideration to increasing the number of UTPO positions made available each year and consider expanding the Royal Military College's Distant Education Program. A report should be made to SCONDVA on an annual basis.

This recommendation was accepted in principle. The University Training Program for Officers (UTPO) program remains one of the means for an officer to pursue an undergraduate degree. The Department has also introduced additional measures to improve the access to university training for officers. For example, the benefits for academic upgrading under Canadian Forces Administrative Order (CFAO) 9-2 have been expanded for serving Regular Force officers. As a result, Regular Force officers who start and complete an undergraduate (baccalaureate) degree credit course after September 1999 are eligible to request reimbursement of 100 per cent of the tuition and other

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mandatory costs. In addition, each of the Environmental Commanders has initiated separate programs to send selected officers to university on a full-time basis to complete undergraduate degree programs.

Furthermore, CFAO 9-2 is under review through a Defence Administrative Order and Directive (DAOD 5031-3). The aim is to provide limited financial support to eligible CF members who wish to either achieve personal learning goals or prepare for the transition to civilian life. The DAOD improves CFAO 9-2 in several areas. Major enhancements include a revised orientation, which enables the member to consolidate and deal with all educational and training reimbursements in one account, support for more mandatory ancillary costs and a clear Reserve force policy. Additionally, to ensure equitable access to the available funds, effective Jan 2000, all eligible members may access a fixed account of \$5,000, over the period of their CF career, at a reimbursement rate of 50% per course/qualification.

The Canadian Forces Military College Office of Continuing Studies was established in 1996 and offers degree program courses to all members of the CF (Regular and Reserve). The Minister's Monitoring Committee indicated that they "have found the work being undertaken at RMC commendable, and feels compelled to remark on the dedication, hard work and genuine concern for the CF officer corps that individuals at the institution have exhibited."

83. That the Canadian Forces facilitate increased access to academic upgrading for Non-Commissioned Members to meet personal as well as military requirements.

Under the Personal Enhancement Program, members of the Regular Force and full-time Reserve Force members with three years completed, or four years cumulative full time (Class "B" or "C" service) are eligible for 50% reimbursement of tuition and mandatory costs related to courses taken to improve or expand a member's personal education initiatives. There are no limitations for access to this program based on rank. Armed Forces Council in September and the QOL SRB in October 2000 endorsed, among other related recommendations, a recommendation to increase reimbursement to 75% and raise the career maximum from the current \$5,000 ceiling to \$20,000 (based on \$1,000 for each year of service). If funding is approved, implementation of the proposed benefits is expected to commence in 2001.

Focussing on part time Primary Reserve Non-Commissioned Members (NCMs) who are not eligible for the Personal Enhancement Program, Armed Forces Council has endorsed, subject to the availability of funds, reimbursement of the lesser of 50% of tuition or \$2,000 annually for initial undergraduate degrees or other post-secondary courses formally recognized as an equivalency for the member's Military Occupational Classification. A four-year trial is proposed.

The University Training Plan for Non-Commissioned Members (UTPNCM) program will continue as a means of providing Regular Force NCMs with the opportunity to obtain a degree. The aim of this program is to address military requirements by permitting NCMs to complete the program and to be commissioned as officers. The Continuing Studies division of Royal Military College offers degree programs to all occupation-qualified members of the Canadian Forces, both Regular and Reserve Force. There are also continuing education programs offered through the Canadian Forces Continuing Education Program (CFCEP) for all ranks. [CFCEP includes support services provided by the University of Manitoba, Télé-Université du Québec, College Ahuntsic and the CF Community College Network.](#)

84. That the Department of National Defence increase its efforts to facilitate the provision of appropriate civilian accreditation to military personnel for their military training and appropriate recognition for their civilian training.

This recommendation was accepted in principle. The Director Training Education Policy (DTEP) has acquired the necessary additional resources and has begun increasing the scope of military training for which equivalent civilian accreditation is granted. At the same time it has developed a new programme that sets in place the policy and process for recognition of civilian training qualifications for military credit. To support these recognition activities a new Canadian Forces Equivalency Database is currently being set to work and will soon be able to provide information to members regarding both military and civilian equivalencies.

85. That the Canadian Forces intensify their efforts in ensuring that all military members are aware of what constitutes a poisoned work environment for women and visible minorities and what constitutes harassment. A report should be made to SCONDVA on an annual basis.

86. That the Canadian Forces continue to emphasize and make known to all members the serious nature and consequences of not respecting harassment and discrimination policies. A report should be made to SCONDVA on an annual basis.

These recommendations were accepted. The first Canadian Forces Employment Equity plan was adopted in December 1999. It is a comprehensive effort to maximise human potential. The Plan strives to ensure fair treatment of all persons based on merit and capability, which supports teamwork, unit cohesion, and ultimately operational effectiveness.

Although the CF has not been previously subject to Employment Equity (EE) legislation, it has been proactive in putting in place programs and initiatives in support of EE and Gender Integration. This plan is based on information gathered by the CF in 1995. This survey allowed statistical information to be gathered on women, Aboriginal peoples, and visible minorities serving in the CF. As persons with disabilities were not considered in

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this survey, comparative information was not available to assist in the planning of activities for this designated group. This will be corrected in the next survey to be administered this fiscal year.

Revisions to the plan will follow to meet the requirements of the CF EE Regulations now in final draft. Once the Regulations have received departmental approval, a government Order-in-Council will bring the CF under the Employment Equity Act.

In CANFORGEN 053/98 of May 1998 concerning the establishment of the Sexual Assault/Harassment Complaint Service, the CDS stated:

I want to remind all CF personnel that it is their personal and professional responsibility to be vigilant and to take necessary action when inappropriate behaviour is observed. Turning a blind eye and hoping the problem will go away is not an acceptable approach and individuals at all levels will be held accountable for their actions. Sexual assault and harassment are not acceptable behaviours in the CF.

In addition to the initial training provided to CF members through the Standard for Harassment and Racism Prevention (SHARP) program, there is continuing emphasis by the chain of command placed on the consequences of not respecting the stated policies.

87. That the Department of National Defence make every effort to ensure that, in future, there be no supply problems with respect to proper fitting and issuance of clothing and personal kit. Uniforms, environmental clothing, and specialized kit such as boots for tank crews must be suitable for the work and training undertaken and be issued when required. A report should be made to SCONDVA on an annual basis.

Additional funds were provided for national procurement in 1998 to address the immediate critical shortfalls of clothing. The army continues to introduce new clothing through the "Clothe the Soldier" program. Similarly, the air force and the navy continue to introduce new clothing or modify the scale of issue to address requirements. The air force introduced, in 1998, new winter environmental clothing to rectify a long-standing deficiency; all air force personnel at Wings have been issued with this kit. The navy has issued a new set of Naval Combat Dress.

VI. The Future

88. That the Chief of the Defence Staff table with SCONDVA an interim report within one year and a comprehensive report within two years on the progress made with respect to quality of life issues in the Canadian Forces.

This recommendation was accepted. The Committee asked for follow-up reports on several of its recommendations. An Interim Report was submitted to the Committee in December 1999 with the 2000 Report being the first annual report. The Deputy Minister and the CDS will continue to provide briefings and reports to the committee on decisions and on progress, as appropriate. There will be a survey conducted in 2001 to obtain opinions from personnel in the field; additionally, there will be similar regular performance measurement surveys conducted in the future to ensure that QOL-issues are discovered and corrected as soon as possible.

In addition, the CDS will continue to address quality of life issues in his annual report. As recommended by the Committee, the Government still believes that this kind of continuing dialogue on the vital issues raised in the Report is the best way of informing Parliament about what is being done. It will also serve to remind all concerned Canadians of the valuable contribution made to the Canadian Forces by Members of Parliament through their work on the issue of Quality of Life.

89. That SCONDVA be empowered, when it deems it appropriate, to visit selective bases to enquire into the effectiveness of reforms made with respect to quality of life issues in the Canadian Forces.

As per comment at recommendation 88.

1. The following tables are representative of the positive financial impact that has been achieved regarding pay and cost of living compensation for CF members across Canada. The tables present the total monthly increase in the basic rate of gross pay for a Corporal in his or her first year in rank as of 1 April 1997 to 1 April 2001, with or without the total gross Post Living Differential amount as applicable by location. Those totals can then be compared to the total increase in monthly rental charges for over the same period for that same Corporal in both a 2-bedroom and a 3-bedroom married quarter. The Corporal rank was selected because it is the most numerous in the CF (17,997 of 57,263 Effective Strength as of 3 May 01), in MQs (5,258 of 12,881 CF occupants eff 30 Apr 01) and is the representative rank profile used for PLD calculation purposes.
2. Where possible, actual occupancy rental data has been presented. Where a long-term occupant has not been identified, then a recent occupant of the appropriate rank profile has been used, the more recent actual rent data has been presented and extrapolated back in time to 1997. Where insufficient occupants of the appropriate rank profile have been available to make up a statistical base, then N/A has been inserted. The profile for an on-going occupant was selected in order to provide a consistent point of reference for comparison purposes.
3. The married quarter inventory occupancy records were scanned for all 2-bedroom married quarters within a floor area band of 700 to 899 square feet. The 3-bedroom married quarters included all those with a floor area up to 1,200 square feet. The rent values portrayed are averages for all types of married quarters, including apartments (Kingston only), row-houses, townhouses, semi-detached and single family dwellings.
4. The married quarters at CF locations in Manitoba and Ontario are subject to provincial rent control legislation for year-over-year occupants. Rent increases may be greater than the cumulative effect of rent control due to occupants paying less than Base Shelter Value (BSV) at time of initial occupancy.
5. The Year 2001 rent data attributed to the Chilliwack location is based on the 1 December 2000 rent level, which is the date at which the administration of the married quarters was officially transferred from the Canadian Forces Housing Agency (CFHA) to Canada Lands Corporation (CLC).
6. In assessing the rent for MQs as a percentage of gross pay plus other compensation for CF members, it should be noted that the Canadian societal benchmark for affordability of shelter is considered to be an amount less than 25% of gross family income, paid either as rent or principal, interest and taxes for homeowners, exclusive of utilities. The tables only consider the CF member's gross salary and PLD as applicable, and makes no allowance for spousal income.

**A Listing of those CF Locations with Married Quarters
Where CF Members are in Receipt of Post Living Differential**

Location	Corporal Lowest Rate of Monthly Gross Pay Effective 1 April					Monthly Post Living Differential Effective 1 April 2000	Monthly Rent for 2 Bedroom MQ for Same Occupant Eff 1 September					Monthly Rent for 3 Bedroom MQ for Same Occupant Eff 1 September					
	1997	1999	Total Increase After 3 Years (Without PLD)	2001	Total Increase After 5 Years (With PLD)		1997	2001	Total Increase Over 5 Years	Rent As % Of Pay+PLD		1997	2001	Total Increase Over 5 Years	Rent As % Of Pay+PLD		
												1997	2001				1997
Toronto	\$2833	\$3203	\$370	\$3497	\$1612	\$948	\$561	\$645	\$84	20%	15%	\$538	\$646	\$108	19%	15%	
Vancouver	\$2833	\$3203		\$3497	\$1414	\$750	N/A	N/A	N/A	N/A	N/A	N/A	\$730	\$920	\$190	26%	22%
Victoria	\$2833	\$3203		\$3497	\$1162	\$498	\$505	\$695	\$190	18%	17%	\$635	\$825	\$190	22%	21%	
Montreal	\$2833	\$3203		\$3497	\$1110	\$446	\$340	\$445	\$105	12%	11%	\$440	\$550	\$110	16%	14%	
Aldergrove	\$2833	\$3203		\$3497	\$1051	\$387	N/A	N/A	N/A	N/A	N/A	\$645	\$625	-\$20	23%	16%	
St John's	\$2833	\$3203		\$3497	\$857	\$193	\$388	\$520	\$132	14%	14%	\$348	\$548	\$200	12%	15%	
Calgary	\$2833	\$3203		\$3497	\$841	\$177	N/A	N/A	N/A	N/A	N/A	\$480	\$670	\$190	17%	18%	
Winnipeg	\$2833	\$3203		\$3497	\$787	\$123	\$255	\$350	\$95	9%	10%	\$392	\$427	\$35	14%	12%	
Ottawa-Hull	\$2833	\$3203		\$3497	\$778	\$114	\$487	\$594	\$107	17%	16%	\$661	\$778	\$117	23%	22%	
Borden	\$2833	\$3203		\$3497	\$770	\$106	\$212	\$311	\$99	7%	9%	\$258	\$358	\$100	9%	10%	
Quebec City/ Valcartier	\$2833	\$3203		\$3497	\$762	\$98	\$310	\$400	\$90	11%	11%	\$580	\$550	-\$30	20%	15%	
North Bay	\$2833	\$3203		\$3497	\$750	\$86	\$309	\$411	\$102	11%	11%	\$399	\$447	\$48	14%	12%	
Chilliwack	\$2833	\$3203		\$3497	\$733	\$69	N/A	N/A	N/A	N/A	N/A	\$460	\$470	\$10	16%	13%	
Shilo	\$2833	\$3203		\$3497	\$721	\$57	\$220	\$314	\$94	8%	9%	\$343	\$407	\$64	12%	11%	
Dundurn	\$2833	\$3203		\$3497	\$686	\$22	\$205	\$320	\$115	7%	9%	\$330	\$380	\$50	12%	11%	
Edmonton	\$2833	\$3203		\$3497	\$675	\$11	\$317	\$515	\$198	11%	15%	\$424	\$575	\$151	15%	16%	

**A Listing of those CF Locations with Married Quarters
Where CF Members are not in Receipt of Post Living Differential**

Location	Corporal Lowest Rate of Monthly Gross Pay Effective 1 April			Monthly Rent for 2 Bedroom MQ for Same Occupant Eff 1 September					Monthly Rent for 3 Bedroom MQ for Same Occupant Eff 1 September				
	1997	2001	Total Increase After 5 Years	1997	2001	Total Increase Over 5 Years	Rent As % Of Pay		1997	2001	Total Increase Over 5 Years	Rent As % Of Pay	
							1997	2001				1997	2001
Cold Lake	\$2833	\$3497	\$664	\$260	\$355	\$95	9%	10%	\$471	\$560	\$89	17%	16%
Comox	\$2833	\$3497		\$415	\$515	\$100	15%	15%	\$515	\$580	\$65	18%	17%
Gagetown	\$2833	\$3497		\$290	\$390	\$100	10%	11%	\$390	\$455	\$65	14%	13%
Gander	\$2833	\$3497		\$370	\$475	\$105	13%	14%	\$391	\$480	\$89	14%	14%
Goose Bay	\$2833	\$3497		N/A	N/A	N/A	N/A	N/A	\$300	\$395	\$95	11%	11%
Greenwood	\$2833	\$3497		\$210	\$300	\$90	7%	9%	\$350	\$390	\$40	12%	11%
Halifax	\$2833	\$3497		\$316	\$465	\$149	11%	13%	\$450	\$565	\$115	16%	16%
Kingston	\$2833	\$3497		\$308	\$458	\$150	11%	13%	\$548	\$613	\$65	19%	18%
Petawawa	\$2833	\$3497		\$231	\$330	\$99	8%	9%	\$395	\$442	\$47	14%	13%
Trenton	\$2833	\$3497		\$345	\$448	\$103	12%	13%	\$454	\$508	\$54	16%	15%
Bagotville	\$2833	\$3497		\$229	\$235	\$6	8%	7%	\$329	\$332	\$3	12%	9%

Appendix to the Minister of National Defence and the Minister of Veterans Affairs Canada
2001 Annual Report to SCNDVA