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Evaluation of the Military Transition Program



Performance Measurement and Evaluation Committee (PMEC) Meeting

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Acronyms and Abbreviations

ACVA	Standing Committee on Veterans Affairs
ADM(RS)	Assistant Deputy Minister (Review Services)
B/W	Base/Wing
CA	Canadian Army
CAF	Canadian Armed Forces
CAF TC	Canadian Armed Forces Transition Centre
CAF TG	Canadian Armed Forces Transition Group
CAFRA	Canadian Armed Forces Release Administration
CAFTWS	Canadian Armed Forces Transition and Well-being Survey
Cdn	Canadian
CDA	Canadian Defence Academy
CDS	Chief of the Defence Staff
CFB	Canadian Forces Base
CFHS	Canadian Forces Health Services
CMP	Chief of Military Personnel
DAOD	Defence Administrative Orders and Directives
DGCB	Director General Compensation and Benefits
DGE	Director General Evaluation
DGMPRA	Director General Military Personnel Research and Analysis
DND	Department of National Defence
DRF	Departmental Results Framework
ETT	Enhanced Transition Training
FOC	Final Operational Capability
FTE	Full-Time Employee
FY	Fiscal Year
GC	Government of Canada
HQ	Headquarters
HR	Human Resources

IOC	Initial Operational Capability
IPSC	Integrated Personnel Support Centre
IT/IM	Information Technology/Information Management
JPSU	Joint Personnel Support Unit
LASS	Life After Service Survey
MFRC	Military Family Resource Centre
MTP	Military Transition Program
NCM	Non-Commissioned Members
NCR	National Capital Region
OAG	Office of the Auditor General
ON	Ontario
PAA	Program Alignment Architecture
PIP	Performance Information Profile
PMEC	Performance Measurement and Evaluation Committee
PSO	Personnel Selection Officer
QC	Quebec
RCAF	Royal Canadian Air Force
RCN	Royal Canadian Navy
SCAN	Second Career Assistance Network
SISIP	Service Income Security and Insurance Plan
SSE	Canada's defence policy: <i>Strong, Secure, Engaged</i>
TA	Transition Advisor
TB	Treasury Board
TBS	Treasury Board of Canada Secretariat
VAC	Veterans Affairs Canada
VRPSM	Vocational Rehabilitation Program for Serving Members

Executive Summary

This report presents the findings and recommendations of the Evaluation of the Military Transition Program (MTP). The evaluation was conducted by Assistant Deputy Minister (Review Services) (ADM(RS)) as a component of the Department of National Defence (DND) Five-Year Evaluation Plan, in accordance with the Treasury Board (TB) Policy on Results (2016). The evaluation adopted an ex-ante, or forward-looking, approach examining the relevance, effectiveness and efficiency of the MTP for fiscal years (FY) 2013/14 to 2017/18 (referred to in the report as “historic transition services”), as well as the Canadian Armed Forces Transition Group (CAF TG) at its Final Operational Capability (FOC) (referred to as “the new Military Transition Program”).

Evaluation methods included document and literature review, financial and Human Resources (HR) data analysis, key informant interviews, a performance measurement working group and Second Career Assistance Network (SCAN) seminar feedback forms. This evaluation did not assess compliance with legislation, policies or regulations, or the adequacy of internal controls.

Overall Assessment

- The design of the new Military Transition Program addresses the known gaps and deficiencies experienced in the past in the CAF’s transition services.
- The Program is, therefore, likely to be effective if appropriately resourced and implemented.
- Unless performance measurement is improved, the Transition Group will not be able to demonstrate its long-term effectiveness.

Program Description

Every year, on average since 2012, over 10,000 military members transition out of the Canadian Armed Forces (CAF). The MTP aims to provide support for all CAF members as they prepare to leave the military to seamlessly transition to post-military life, which includes ensuring that all benefits to which the member is entitled are in place at the time of release. In collaboration with its partners, the new CAF TG, which stood up on December 10, 2018, is mandated to deliver personalized, professional and standardized transition services to CAF members and their families to enable seamless transition and enhanced well-being with special attention provided to ill and injured personnel, their families and the families of the deceased.

Relevance

Evaluation findings suggest that the CAF’s historic transition services generally meet the needs of transitioning members and their families. However, evidence indicates that there are gaps in available services and some deficiencies pertaining to communication. A lack of direct outreach to the spouses/families, and lack of integration of transition-related policies and procedures between CAF and Veterans Affairs Canada (VAC), are among the gaps identified through interviews and literature review. Evidence from interviews and literature review also shows

that historical transition services have been inconsistent in their quality, availability, timeliness, frequency and accessibility depending on the member's location.

There is evidence that the design of the new program will sufficiently address these gaps. The most important stakeholders have been involved in the design, and the new features of the program are tailored to address the gaps. The staged approach to the implementation of the new program improves its chances of success. There is also evidence that the new transition program has been responsive to previous recommendations made by oversight bodies.

There is a lack of performance information for historic transition services within the CAF. The performance measurement system for the MTP is currently being revised. Some performance measurement for historic transition services is taking place, but due to resource limitations the data from this activity is not being aggregated and stored systematically, and is therefore not being used for decision making.

Effectiveness

Although the experience of transitioning members from military to civilian life has been well researched, there is limited evidence of the extent to which CAF transition services have contributed to the long-term success of a member's transition. Surveys confirm that the majority of CAF members who participate in CAF transition services believe that these services would contribute to a more successful transition. However, the actual success of transition could not be assessed as they were conducted prior to a member's release and CAF members are not tracked after release. Adequate performance measurement could assist in identifying which aspects of the new program are working as intended as well as areas for improvement.

The design of the new MTP addresses the available evidence on what makes for a successful transition by recognizing the complex and personal nature of transition success. While historical transition services have been focused largely on the medically releasing with less attention to the rest of the CAF, the literature paints a more complex picture of who is most in need of support. The new program will adopt an evidence-based approach to recognize members' needs, identifying those most in need of support and in which areas, and will therefore help guide the transition process for each individual towards the needed areas.

Efficiency

The evaluation was unsuccessful in assessing the anticipated cost effectiveness of the new MTP at FOC, and was unable to compare it to the historical program. It is not possible to assess the cost effectiveness of either the historic transition services or the new transition program as its design is still evolving, and resources, both personnel and financial, for the new program have yet to be confirmed. There is some evidence that the resourcing of historical transition services has been insufficient, but it is unclear whether or not the increased resources anticipated for the new program will be sufficient. Going forward, it will be important to capture the necessary financial information in order to conduct cost-efficiency analyses in the future.

Key Findings and Recommendations

Key Finding	Recommendation
Relevance	
1. The CAF's historic transition services are perceived as relevant to transitioning members, however, gaps in available services and deficiencies in communicating services were identified.	1. Ensure CAF members and their families are kept abreast of any developments in new or existing transition services, with a specific emphasis on spouses and partners.
2. The new MTP's design addresses existing challenges in meeting the needs of transitioning members and their families.	
3. There is a lack of performance information for historic transition services.	2. Ensure the Performance Information Profile (PIP) for Military Transition adequately covers activities for historic transition services. Establish lines of reporting from bases/wings for performance information.
Effectiveness	
4. The characteristics of a successful transition, and the factors that influence it, are well understood.	
5. There is limited evidence of the extent to which CAF transition services have contributed towards the long-term success of members' transition.	3. Working with the appropriate stakeholders, develop an approach for communicating with members post-release to enable reporting on longer-term transition outcomes.
6. The design of the new transition process, including its personalized approach and long-term planning, addresses the available evidence on transition success.	
Efficiency	
7. It is not possible to assess the cost effectiveness of the new Transition Program or of historical transition services, but there is evidence that this area has been under resourced in the past.	4. Once resources are confirmed for CAF TG, assess the adequacy of these resources to implement the full suite of transition services at all CAF Transition Centres (CAF TC) as per FOC design. 5. Ensure the full costs of delivering transition services are accurately captured and coded under the Departmental Results Framework (DRF) program 3.5, and regularly reviewed for the purposes of informing decision making.

Table 1. Summary of Key Findings and Recommendations. This table provides a consolidation of report findings and recommendations.

Note: Please refer to [Annex A—Management Action Plan](#) for the management responses to the ADM(RS) recommendations.

1.0 Introduction

1.1 Context for the Evaluation

The evaluation was conducted between April 2018 and March 2019, in accordance with the DND/CAF Departmental Evaluation Plan, approved in March 2018 by the Performance Measurement and Evaluation Committee (PMEC). The evaluation covers the MTP (Program 3.5 in DND/CAF's Program Inventory). Its purpose, in part, was to assist with the development of the new program and to ensure its readiness for performance measurement and evaluation.

The CAF MTP is a new initiative announced as part of DND's 2017 defence policy: *Strong, Secure, Engaged* (SSE). Through the stand-up of the new CAF TG, the program aims to provide support for all CAF members to seamlessly transition to post-military life, which includes ensuring that all benefits to which the member is entitled are in place at the time of release. More information on the MTP can be found in the following section.

CAF transition has been extensively examined in recent years. The following reviews were undertaken between FY 2013/14 and 2017/18 and examined the effectiveness of the CAF transition program and/or provided recommendations to DND/CAF in this area:

1. Chief of the Defence Staff (CDS) - Directed Review of Care for the Ill, Injured and Transitioning (2015).
2. DND Evaluation of the Governance of the Chief of Military Personnel (2016).
3. Veterans Affairs Canada (VAC) Evaluation of the Career Transition Program (2016).
4. Two VAC & DND Ombudsmen reviews (2016, 2017).
5. Three reports from the House of Commons Standing Committee on Veterans Affairs (2016, 2017 and 2018).

1.2 Program Profile

1.2.1 Program Description

Over 10,000 members leave the CAF each year, including members of the Regular Force and of the Reserve, of which on average 1,667 are released for medical reasons.¹ Due to numerous interrelated factors, many CAF members have difficulty transitioning to civilian life. In order to support members through the complex transition process, DND and the CAF offer a variety of programs and services to support CAF members as they prepare to leave the military. Prior to December 2018, these programs and services were the responsibility of the Joint Personnel

¹ DND/CAF internal records.

Support Unit (JPSU) within Military Personnel Command. Services were available to serving or former members who had been honourably released and were qualified in their occupation. Some of the offerings were restricted to members who were leaving for medical reasons.

Transition services offered to all CAF members (largely through the SCAN program) included:

- transition and long-term planning seminars;
- transition counselling;
- career transition workshops;
- interest inventory; and
- a military to civilian job translator (Military Occupational Structure Identification Code/ National Occupation Code Equivalency Tool).

Support offered uniquely to medically releasing members included:

- physical rehabilitation, mental health and peer support programs;
- case management by a CAF nurse;
- financial planning and financial counselling;
- transition planning and referral services;
- advocacy services to identify support and benefits entitlements; and
- Vocational Rehabilitation Program for Serving Members (VRPSM).

In addition to these transition services, a number of other offerings are provided to veterans and their families by CAF and its partners, including pension and other benefits. Administration of these benefits is not part of the MTP, but rather is covered under Program 3.4: Defence Team Management.

Despite these offerings, CAF members continue to experience difficulties, as documented in numerous reviews by the DND Ombudsman, the Office of the Auditor General (OAG), and the House of Commons Standing Committee on Veterans Affairs, among others. For reasons such as lack of availability or awareness of the afore-mentioned services, members have reported feeling inadequately prepared for transition, experiencing challenges navigating the bureaucracy, and enduring unnecessary wait times for benefits to kick in.

In recognition of this, the mandate letters of both the Minister of National Defence and the Minister of Veterans Affairs and Associate Minister of National Defence directed the departments to work closely together to ensure a seamless transition for releasing CAF members.² In response, the Government's new defence policy, SSE, 2017 introduced a renewed approach to transition that aims to ease the adjustment of releasing CAF members to civilian

² CAF/VAC Transition Implementation Directive: CAF/VAC Transition Process Renewal - The New Transition Model. July 27, 2016.

life by ensuring they receive the professional, standardized and personalized support they need. The SSE initiatives covered within the MTP are:

- SSE initiative 27: aims to create a new CAF TG that provides support to all members to seamlessly transition to post-military life. The group will provide a fully engaged, personalized, guided support to transition all CAF members, with special care and attention being provided to those who are ill or injured, including those with psychological or critical stress injuries.
- SSE initiative 28: ensures that all benefits will be in place before a member transitions to post-military life.

These initiatives work in tandem with SSE initiative 26 which will allocate some of the growth in the Medical Service Branch to support transition care (which is covered under Program 3.3: Total Health Care). Military transition is an essential component of the Journey initiative, which refers to the way the military recruit, train and treat members.

On December 7, 2018, the CDS and Deputy Minister jointly issued a Directive on Operation TRANSITION, announcing the standing up of the CAF TG. Once fully operational, the CAF TG will lead, integrate and synchronize all transition functions provided by the CAF. Thirty-two CAF TC will be established in bases across Canada, which may subsume other entities previously involved in transition, including the Integrated Personnel Support Centres (IPSC), Military Family Resource Centres (MFRC), and Base and Wing Personnel Selection Officers (B/W PSO). The majority of the services currently offered (previously listed) will continue, and will be complemented by new services and tools, including the following:

- transition guide;
- transition plan tailored to the needs of the individual member;
- career-long education and training program beginning with mandated Enhanced Transition Training (ETT) which takes effect Apr 1, 2019;
- centralized online transition access portal;
- release process tracking tool to ensure key benefits are in place at time of release;
- My Transition Application; and
- Veterans Service Card.

These new services and tools will be offered to CAF members regardless of release category, although some may be targeted to those assessed as higher-need.

Central to the new transition approach will be a revised five-step process, which will be personalized to the individual member. The process will involve integration between CAF and VAC, and will occur over the entire career of the CAF member, continuing on after transition (see Figure 1).

“This seamless transition begins early in one's military career with a registration for a My VAC Account within the first year after enrolment. Preparation to transition of CAF members will be part of a professional development throughout their career. Navigation assistance will be provided throughout to aid transitioning personnel. Successful re-establishment will be achieved through a single harmonized CAF/VAC employment strategy to help enable the aspirations of CAF members in transition. A thoroughly integrated Information Technology/Information Management (IT/IM) system will provide seamless interoperability between DND/CAF and VAC and all other stakeholders.... Ultimately, the outcome is that the CAF member will have a successful transition to civilian life and for those requiring VAC services, these will be in place prior to release resulting in a single decision, communicated through a single comprehensive document, with benefits paid in a consistent and timely manner.”

CAF/VAC Transition Implementation Directive: CAF/VAC Transition Process Renewal - The New Transition Model. July 27, 2016.

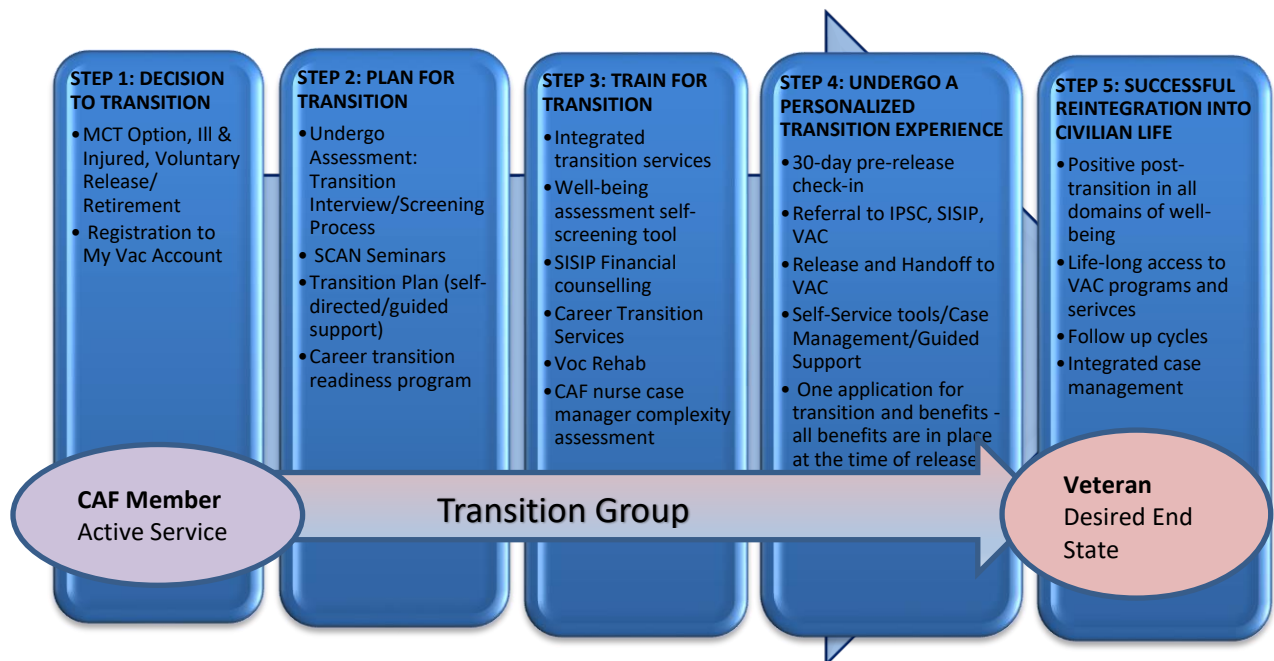


Figure 1. Military to Civilian Transition Process. This figure displays the centralized system to the new Transition approach.

The personalized transition process will include a transition advisor (TA) who will become the member and their family's personal point of contact. A Transition Interview/Conditions check will be conducted where the TA will assess the member's transition readiness, based on

recognized domains of well-being, which will support the formulation of the transition plan, the resultant transition timeline and refer the member and their family to the applicable service partners for resources, benefits and services. The process will ensure that the members and their family are ready to transition. The final step is attending a transition meeting and ensuring that all CAF/VAC administration is complete and will conclude with a positive handoff to VAC if applicable. Anytime throughout or after transition, members will have the option to reach back to the CAF TG for assistance if required.

A Performance Measurement Working Group, chaired by Director General Evaluation (DGE) and undertaken as part of this evaluation, has been tasked with supporting the development of the PIP. Because the evaluation is an ex-ante, or forward-looking, evaluation, the working group was included as a component of the evaluation to help ensure the program design is set up for performance measurement and future evaluations. A draft version of the logic model for the MTP, created by this working group, is included in [Annex C](#).

1.2.2 Program Resources

Military Transition is a new program as of April 2018 and, therefore, historical expenditure data is not available.³ Table 2 shows expenditures for the Transition and Release Program (former PAA Program 4.1.4), the program that encompassed services and support to transitioning CAF members.⁴ According to the new defence policy (SSE), expenditures for the new MTP are to increase substantially over the next seven fiscal years. As seen in Table 2, expenditures already increased in 2017/18 due to the first year of SSE implementation. Planned expenditures for the next three fiscal years are shown in Table 3.⁵ However, the exact level of planned expenditures for the program at FOC is still to be determined.

	2014/15	2015/16	2016/17	2017/18
Expenditures	\$11,341,788	\$8,892,790	\$8,760,634	\$35,300,584

Table 2. Expenditures for PAA 4.1.4. This table shows expenditures for the Transition and Release program from 2014/15 to 2017/18.

³ The DND/CAF Departmental Results Framework (DRF) came into effect on April 1, 2018. Military Transition is Program 3.5 under Core Responsibility 3, Defence Team, in the DRF.

⁴ Internal financial records. Negative expenditure in FY 2016/17 is due to the removal of low-value accounts payable in that year.

⁵ Government of Canada Infobase, <https://www.tbs-sct.gc.ca/ems-sgd/edb-bdd/index-eng.html#start>.

	2018/19	2019/20	2020/21
Planned spending (\$000s)	\$167,598	\$168,794	\$169,931

Table 3. Planned Spending for Military Transition Program. This table shows the planned spending for the Military Transition Program from 2018/19 to 2020/21.

The design of the MTP is ongoing at the time of evaluation, therefore, Full-Time Employee (FTE) levels at FOC are not known at this time. SSE commits to a group that will be “1,200 personnel strong and include specialized staff and holding positions for ill and injured who are preparing to return to duty or transition out of the Canadian Armed Forces.”⁶ According to CAF TG, achieving this required growth will be imperative to deliver on the necessary transition changes required and previously outlined.

1.2.3 Stakeholders

Transition services in the CAF are led by the CAF TG, which also provides support to ill and injured military personnel. Although policy establishing authority for military transition is out of date, CAF TG is the *de facto* functional authority for transition services for all CAF members.⁷ Currently, CAF TG consists of 505 personnel, with close to 1,500 ill and injured members on its holding list.⁸

Historically, JPSU delivered transition services and support to all ill and injured members, including those on its Service Personnel Holding List, while B/W PSOs were responsible for delivering the majority of transition services to all other CAF members.

Other stakeholders involved in military transition include:

- Within Chief of Military Personnel (CMP):
 - Director General Compensation and Benefits (DGCB): responsible for CAF benefits and release administration;
 - Director Military Careers Administration: posting and release authority;
 - Canadian Forces Health Services Group: responsible for some medical aspects of transition, including case management by a CAF nurse;
 - Personnel Selection Officers: responsible for informing members about retention options and supporting members to better prepare for life after service;

⁶ Canada’s defence policy: *Strong, Secure, Engaged*. DND, 2017.

⁷ The CAF directive on the SCAN Programme (DAOD 5031-4) establishes the Canadian Defence Academy (CDA) as the functional authority for this program. However, this DAOD is obsolete and should be cancelled in the near future, to be replaced by a policy suite covering all new transition processes and tools. CDA transferred all responsibility for SCAN to JPSU (now CAF TG) in 2012.

⁸ CAF Transition Group Plans for IOC, DND/CAF, 2018, and internal records.

- Canadian Forces Morale and Welfare Services/Service Income Security and Insurance Plan (SISIP)/Manulife: provide services for transitioning members/veterans and their families;
- Base/Wing Administration Officer: responsible for delivering administrative services to members and their families at Bases/Wings across Canada;
- Unit chain of command: responsible to continue to care for and support their members undergoing release/transition services; and
- VAC: provide support and benefits to transitioning CAF members and veterans.

1.3 Evaluation Coverage

1.3.1 Evaluation Scope

The evaluation covers the MTP – Program 3.5 in the DND/CAF Program Inventory. As the MTP is still in the planning stages in FY 2018/19, the evaluation adopted an ex-ante, or forward-looking, approach. Consistent with the TB Policy on Results (2016), the evaluation examined the historical relevance and effectiveness of past CAF transition services, and the anticipated relevance, effectiveness and cost effectiveness of the new MTP. It also supported the design of performance measurement for both the historical program and the new program. This will ensure the future evaluability of the new program once implemented. As a program evaluation, this study did not assess compliance with legislation, policies or regulations, nor did it assess the adequacy of internal controls.

The evaluation focused on transition for Regular Force members (i.e., excluded Reserve members), and covered only the transition services portion of the MTP, excluding care of the ill and injured. It also excluded areas outside of the MTP that are related to it, such as benefits and health care for transitioning members and veterans.

The evaluation covered two time periods: a historical examination of CAF transition services during the previous five fiscal years (FY 2013/14 to FY 2017/18) as well as the new CAF TG at its FOC. The report refers to the former time period as “historic transition services” and the latter as “the new Military Transition Program.” The evaluation excluded the early implementation of the new transition program, including the transition trial at Canadian Forces Base (CFB) Borden, which is underway at the time of the writing of this report.

1.3.2 Issues and Questions

An evaluation matrix listing each of the evaluation questions, with associated indicators and data sources, is provided in [Annex D](#). The methodology used to gather evidence in support of the evaluation questions can be found in [Annex B](#).

2.0 Findings and Recommendations

2.1 Relevance and Program Design

Key Finding 1: The CAF's historic transition services are perceived as relevant to transitioning members; however, gaps in available services and deficiencies in communicating services were identified.

Evaluation findings suggest that the CAF's historic transition services generally meet the needs of transitioning members and their families. Evidence from the document and literature reviews, as well as key informant interviews demonstrated that the transition services currently offered to CAF members are numerous and that the CAF provides extensive support to its transitioning members. Overall, key informants reported that CAF members who make use of transition services receive a sufficient level of assistance to meet their needs.

Most transitioning members believe that the CAF services meet their needs, as evidenced in part by their satisfaction with them. For example, a 2017 survey found that three quarters (75.7 percent) of all CAF members who had used the CAF transition services were satisfied with them.⁹ Less than a tenth (8.6 percent) reported being dissatisfied. Similarly, three quarters of Regular Force respondents (76.1 percent) were satisfied with the relevance of transition program information provided to them.¹⁰ According to feedback forms from SCAN seminars in October - November 2018 that were analyzed as part of this evaluation, the overwhelming majority (95 percent) of participants agreed or strongly agreed that they were satisfied with the seminar,¹¹ and nine in ten (89.5 percent) agreed that the seminar was very relevant to their circumstances.

Despite the perceived satisfaction previously noted, evidence from the literature review and interviews indicates that gaps in available services exist, and that there are some deficiencies in communicating the available transition services; for example:

- Insufficient information provided to spouses/families;
- Gaps in integration from CAF to VAC;
- Inconsistent quality of and access to services; and
- Limited and inconsistent communication about transition services.

⁹ Fall 2017 Your Say Survey Results: Programs Available to Ill and Injured Canadian Armed Forces (CAF) Members, DND/CAF, 2018. Percentage includes both Regular Force and Reserve Force members.

¹⁰ Ibid.

¹¹ Response from the SCAN feedback forms should be interpreted with caution due to low response rates. See methodology notes in Annex B.

Insufficient information provided to spouses/families

Historically, the involvement of CAF members' families has been relatively low. Nearly half (47 percent) of all key informants interviewed for this evaluation, both at the Headquarters (HQ) and the B/W levels, reported that the proportion of members' families who are involved in the transition process and access transition services remains relatively low, and family events are poorly attended.¹² Studies have shown that families often do not receive sufficient information during the transition process.¹³ Several interviewees noted that, unless members actively engage their spouses/families, it is unknown how much information the spouses/families are receiving regarding available transition services. Evidence from both the literature review and interviews suggests that a releasing member's family participation is dependent on the member's choice to involve them. However, a few B/W interviewees noted that members often do not invite spouses/families to attend information sessions. The lack of a mechanism to make information available to spouses/families means that information on the various transition programs and services is not readily available to them, resulting in the low awareness of transition services among the spouses/families.

The limited information available to the spouses/families is viewed as a major gap, given that families provide a significant amount of support to members, both during their careers with the CAF and especially during the period of transition to post-military life. This is particularly true in cases with ill and injured CAF members and members dealing with mental health issues; although some programs such as the joint CAF/VAC Operational Stress Injury Social Support Program do provide a mechanism of support to both members and their families. Spouses, adult children and parents frequently assume a significant role in caring for ill and injured military personnel and veterans. In addition to providing emotional support, they often assist with members' physical care, therapy, coordinating formal health care services, helping navigate health insurance and legal systems, etc.¹⁴ However, caregiving can pose significant challenges for members' spouses/families. A 2015 study found that almost half of all caregivers report needing to adjust their work schedules as a result of caregiving, and more than half suffered some financial strain.¹⁵ A few B/W interviewees noted that spouses assisting the members at home with activities of daily living are often too fatigued or unable to work outside of the home. For spouses/families of members dealing with mental health issues during their

¹² Interviewees at headquarters level included program managers and stakeholders involved in the design of the Military Transition Program. Interviewees at base/wing level included personnel involved in delivery of transition services and products.

¹³ A Seamless Transition to Civilian Life for All Veterans: It's Time for Action. Report of the Standing Committee on Veteran Affairs. May 2018, 42nd Parliament, 1st session.

¹⁴ The Needs of Medically Releasing CAF Personnel & Their Families - A Literature Review. DND, 2015.

¹⁵ Ibid.

transition to civilian life, the adaptation can be especially difficult, as spouses/families are often “the first line” in members’ support network.¹⁶

While spouses/families play a key role in members’ transition success, they receive little direct support during the transition process. The literature review indicated that there is a considerable gap in the services offered to transitioning members’ families. Many government programs are still in their infancy and community resources are scattered and un-coordinated. Furthermore, there are additional difficulties in accessing services due to eligibility criteria.¹⁷ For example, a 2016 study found that one of the most common problems experienced by families of veterans is the difficulty in obtaining services directly in their own right when the veteran is dealing with mental health issues, as the VAC’s internal policies prevent departmental employees from providing services to anyone but the veteran.¹⁸ A 2015 study on the needs of medically releasing CAF personnel and their families found high levels of distress about service availability and access among caregivers.¹⁹ Half of B/W interviewees stated that there needs to be a larger focus on providing information on available services and support to spouses/families/children of transitioning CAF members. While the new Transition Program has been designed to seek further involvement of members’ families, the interviewees highlighted a need to establish a more direct and accessible mechanism to ensure families/spouses are provided with the information about available services and receive the support they need.

ADM(RS) Recommendation

1. Ensure CAF members and their families are kept abreast of any developments in new or existing transition services, with a specific emphasis on spouses and partners.

OPI: Transition Group

Need for improved integration between CAF and VAC

Multiple previous studies found that, historically, there has been a lack of integration of transition-related policies, procedures and associated paperwork between DND/CAF and VAC.²⁰

¹⁶ Mental Health of Canadian Veterans: A Family Purpose. Report of the Standing Committee on Veterans Affairs. June 2017. 42nd Parliament, 1st session.

¹⁷ The Needs of Medically Releasing CAF Personnel & Their Families - A Literature Review. DND, 2015.

¹⁸ Reaching Out: Improving Service Delivery to Canadian Veterans. Report of the Standing Committee on Veterans Affairs. December 2016. 42nd Parliament, 1st Session.

¹⁹ The Needs of Medically Releasing CAF Personnel & Their Families - A Literature Review. DND, 2015.

²⁰ Mental Health of Canadian Veterans: A Family Purpose. Report of the Standing Committee on Veterans Affairs. June 2017. 42nd Parliament, 1st session; Reaching Out: Improving Service Delivery to Canadian Veterans. Report of the Standing Committee on Veterans Affairs. December 2016. 42nd Parliament, 1st Session; Comparative Study of Services to Veterans in Other Jurisdictions. Report of the Standing Committee on Veterans Affairs. December 2017.

Both DND/CAF and VAC recognized the challenges and have been working on solutions. Thus, a DND/VAC Joint Steering Committee was established to help manage the transition, reintegration and continuity of support to members and veterans. However, the governance framework did not specify the authority, responsibility, and accountability of the Committee, and measurable objectives and specific timelines were not established for all joint priorities approved by the Committee.²¹ Therefore, despite increased efforts to better coordinate between the two departments, the transition from CAF to VAC remains challenging for many CAF members, although it should be noted that improvements have been made in this area in the past year.

The gap in coordination has resulted in the transition process being complex, lengthy and difficult to navigate for CAF members and veterans, as well as departmental staff responsible for assessing eligibility and managing the delivery of services.²² Challenges remain in accessing services and benefits due to the complexity of eligibility criteria, lack of clear information on support available, the amount of paperwork involved and case management services that require further improvement.²³ Additionally, both departments experience difficulties in communicating and meeting service delivery standards and requirements, particularly those related to assessments and case management services. Evidence from the literature review and key informant interviews suggests that this often leads to members and veterans not receiving the services and benefits they are entitled to or not receiving them in a timely manner. Several key informants in the HQ noted that insufficient collaboration between CAF and VAC often leads to challenges in accessing VAC benefits.

Challenges in client transition from the CAF to VAC are, in part, the result of Canadian Forces Health Services (CFHS) and VAC assessing the same clients using different sets of policies, programs, and requirements.²⁴ Another issue has been a lack of information sharing between the CAF and VAC rehabilitation programs.²⁵ Thus, the transfer of medical records between CAF and VAC has been challenging due in part to the *Privacy Act*, but recent initiatives have improved the efficiencies in the exchange of electronic medical information. The current process requires members to re-tell their stories to different people in three distinct organizations – thereby taking away from the energy required for medically-releasing members to get well and move forward with their lives outside of the CAF.²⁶ This often creates a level of

42nd Parliament, 1st Session; (Office of the Auditor General of Canada). 2012 Fall Report. Chapter 4: Transition of Ill and Injured Military Personnel to Civilian Life. 2012.

²¹ Office of the Auditor General of Canada. 2012 Fall Report. Chapter 4: Transition of Ill and Injured Military Personnel to Civilian Life. 2012.

²² Ibid.

²³ Ibid.

²⁴ National Defence. Evaluation of the Governance of Chief of Military Personnel. May 2016.

²⁵ Simplifying the service delivery model for medically releasing members of CAF.

²⁶ Ibid.

uncertainty when a member is released from the CAF before all benefits and services have been confirmed and put in place.²⁷

Furthermore, the existence of similar and often overlapping programs within CAF, VAC and SISIP adds to the complexity of the process. In particular, the existence of similar income support and vocational rehabilitation programs created confusion and difficulties for members, veterans and program staff. SISIP's Vocational Rehabilitation Program, VAC's Rehabilitation Program and the CAF VRPSM for ill and injured each have different eligibility criteria, different rules, assessment requirements and benefits. However, there is no mechanism to ensure the coordination of benefits or to verify that members are getting the best support to meet their needs. Moreover, the CAF, SISIP and VAC case managers do not have the same professional backgrounds or the same responsibilities.²⁸ Several HQ interviewees noted that the lack of consistency in CAF and VAC case managers' training often leaves members and veterans feeling confused and left to their own devices. One interviewee stated that communication to members and veterans about benefits and services needs improvement, and the flow of information between the CAF and VAC needs to be better organized.

Several changes affecting the transition process were introduced in recent years, with mixed effects on the transition process. Changes to the Career Transition Services Program, implemented in 2012, clearly established that the CAF handles the members' needs up to the day of release and then VAC takes over. This change resulted in a program design flaw in relation to employment, as studies have shown that the most appropriate time to render assistance relating to the pursuit of employment is before the member becomes unemployed (i.e., before the member's release).²⁹ In 2015, VAC had a legislative mandate change allowing it to work with CAF members still serving, as VAC case managers were integrated into the IPSC. This has improved the integration of CAF and VAC services as they were able to work more closely together, but the lack of proper manning still affects the system.³⁰ Furthermore, several B/W key informants reported that VAC's 2016 changes to pension administration introduced additional challenges for the members, preventing them from accessing pension centres and getting information on the estimate of their pensions.

Inconsistent quality of and access to services

²⁷ Ibid.

²⁸ A Seamless Transition to Civilian Life for All Veterans: It's Time for Action. Report of the Standing Committee on Veteran Affairs. May 2018, 42nd Parliament, 1st session.

²⁹ Veterans Affairs Canada. Evaluation of the Career Transition Program. September 2016.

³⁰ Office of the Auditor General of Canada. 2012 Fall Report. Chapter 4: Transition of Ill and Injured Military Personnel to Civilian Life. 2012.

The evaluation found that the historical transition services have been inconsistent in their quality, including services availability, timeliness and frequency of services, and accessibility of services across geographic locations and online.

A 2017 survey found that 70 percent of Regular Force respondents were satisfied with the timeliness of transition program information provided to them.³¹ However, some accessibility issues were noted in the SCAN seminar feedback forms and interviews with key informants. Although half of feedback form respondents agreed or strongly agreed that the seminar runs often enough that they can attend when needed (51 percent), this represents a lower level of agreement than for other aspects of the seminar. Respondents from B/Ws west of Ontario (ON) were less likely to agree that the seminar runs often enough, while those in ON and medically releasing members were more likely to agree. The availability of the seminar was a fairly common criticism noted in the open-ended section of the feedback form. A few interviewees, both at the HQ and B/Ws, reported that there have been issues with the capacity to deliver services in a timely manner, resulting in long wait times to access services. For example, a few HQ interviewees noted that pension delays have been a major concern, and priority hiring processes for medically releasing members has been lengthy and inefficient. Interviewees also noted that SCAN seminars only run once a year and are inconsistent in their quality.

Evidence from the literature review and interviews also suggests that the quality and accessibility of transition services varies across the country. Nearly half of all interviewees reported that service accessibility varies depending on geographic location, and access to transition services may be more limited or challenging for CAF members located in remote areas as it often requires travel. All interviewees in the National Capital Region (NCR) commented that transition services are spread out, and some locations are remote and inconvenient for many members. Interviewees noted that, in some places (e.g., Petawawa), key services are concentrated and easy to access, but in other areas members often need to travel to access services: distance to services was noted as a barrier by interviewees in Edmonton and Valcartier. Accessibility is especially challenging for releasing members outside of large urban areas who require mental health services, as their access to these services can be limited compared to releasing members close to wing/base/large urban areas.

Literature review and interview data also indicate that more programming is being offered to medically releasing members compared to non-medically releasing members, as a large number of services are specifically designed to address the needs of medically releasing members. Non-medically releasing members have access to limited support while they are still serving.³² Findings from previous studies suggest that an employment strategy to address the needs of all

³¹ Fall 2017 Your Say Survey Results: Programs Available to Ill and Injured Canadian Armed Forces (CAF) Members, DND/CAF, 2018.

³² A Seamless Transition to Civilian Life for All Veterans: It's Time for Action. Report of the Standing Committee on Veteran Affairs. May 2018, 42nd Parliament, 1st session.

releasing CAF members is required.³³ Several HQ interviewees noted that there is a need to address gaps in services after CAF members' transition, in particular in finding employment and connecting CAF members to potential employers.

Additionally, several interviewees identified accessing information and forms online as a barrier. They reported that the need to use the Defence Wide Area Network versus Internet makes access to services more difficult and limiting for some CAF members. The interviewees noted that information and forms should be accessible online and not limited to the internal network.

Limited and inconsistent communication about transition services

Evaluation evidence suggests that, while almost all members receive some form of information on transition services prior to their release, the quality of that information is inconsistent, leading to limited awareness and understanding of available services among CAF members. Previous studies found that members, veterans and their families do not understand what they are entitled to.³⁴ Several key informants, both at the HQ and B/W, also reported that many CAF members lack or have insufficient awareness and knowledge of the various programs available to them. The interviewees stated that there is a need for a consistent approach in getting information out to CAF members to help guide them through the transition process. Several HQ interviewees noted that the abundance of information from various sources makes it difficult for members to navigate and that the messages they get are often inconsistent and confusing. Similarly, several B/W interviewees noted challenges in disseminating information and advertising services, as well as sharing information among stakeholders.

This lack of awareness often leads to members and veterans not accessing the services they are entitled to. Feedback forms from SCAN seminars revealed that the dearth of advertising and communication about the seminar was the most frequent complaint (representing 18 percent of comments received). Despite this, half of respondents (52 percent) agreed or strongly agreed that the seminar was well advertised in advance of the date it was held. Participants from ON bases were more likely to agree with this than those from other regions. While the results of the 2018 CAF Transition and Wellbeing Survey (CAFTWS) show that the majority (over 80 percent) of CAF members attend a SCAN seminar prior to their release, the majority of B/W interviewees noted that many members struggle with information overload during the seminars and wish they had attended these seminars sooner. Part of the issue is that there is low awareness of SCAN seminars among CAF members, including medical SCAN seminars, as these seminars are not mandatory. Often members only attend these seminars shortly prior to release, and struggle with retaining the information provided to them at that time.³⁵ Results

³³ Veterans Affairs Canada. Evaluation of the Career Transition Program. September 2016.

³⁴ Reaching Out: Improving Service Delivery to Canadian Veterans. Report of the Standing Committee on Veterans Affairs. December 2016. 42nd Parliament, 1st Session.

³⁵ Backgrounder for the Road to Civilian Life (R2CL) Program of Research, VAC, 2015.

from the SCAN feedback forms reviewed for this evaluation suggest that the time and availability of SCAN seminars may also affect attendance. Some participants commented that these seminars need to be more frequent and accessible, and the information needs to be provided in a more straightforward manner, possibly in several sessions to reduce information overload.

Finally, the stigma of signalling an intent to leave the CAF may dissuade some members from participating. Some members choose not to attend SCAN seminars because of the stigma associated with attending a SCAN event, as there is a perception that attending a seminar may signal to the others that the members wants to leave CAF.³⁶ A few B/W interviewees noted that there is still stigma around asking for help and the associated perception of weakness. Many members do not ask for help or access transition services because they fear judgement, actual impact on their careers, etc. Several interviewees noted that, while the services provided are for the most part excellent and there are sufficient services being offered, many members choose not to attend SCAN seminars because they are not mandatory. The interviewees commented that those members who choose not to attend do not receive the information about transition services and how to access them in a timely manner, and are left to navigate the transition process on their own.

Key Finding 2: The new MTP's design addresses existing challenges in meeting the needs of transitioning members and their families.

While gaps in the ability of historic transition services to meet the needs of transitioning members have been identified, there is evidence that the new program addresses these gaps. In addition, the most important stakeholders have been involved in the design of the new program. As such, the new program design addresses the gaps and previously identified recommendations.

There is a widespread perception that the new program is well designed. The majority of HQ interviewees agreed that the new program is on the right track, and will introduce improvements to the transition process. Similarly, the majority of HQ interviewees agreed that sufficient consultations have been conducted, and all the most important stakeholders, both internal and external to the CAF, have been involved in the design. Several interviewees also suggested that bringing in help from organizations outside government – such as employers – would be beneficial later on in the program's development.

Some of the key features of the new program that address gaps identified in the previous studies' recommendations include:

- **One-stop service:** To address known challenges around the quality, availability and consistency of information on transition and transition services, the CAF TG will provide

³⁶ Ibid.

information and direction on all aspects of a member's transition from military to civilian life in the form of both physical and online assistance in a cohesive "one-stop shop" format. Already, an online portal has been established as a central repository of information and guidance. Similarly, changes are underway to establish CAF TCs across Canada, which will gather together transition-related services into one location on each base. Several HQ interviewees were optimistic that the new program will improve communication to both members and the Chain of Command with guidance on available tools, services and resources.

- **Greater integration between CAF and VAC:** The CAF TG has been working closely with colleagues in VAC to improve the "seamlessness" of members' transition experience. Under the new design, for example, members will register for a My VAC Account after recruitment (at a point to be determined), which will inform them about Government of Canada (GC)/CAF/VAC tools and portals that will assist them in their transition, and will advise about VAC benefits and services and guide members through the online application process.
- **Mandatory participation:** As previously noted, the rate of participation in CAF transition services has been an issue in the past, in part due to the stigma of signalling one's intent to leave the military. The new Program will include mandatory participation of certain release services such as the ETT to ensure members and their families are made more aware of what services and benefits are available.

As noted by several HQ interviewees, the staged approach to the implementation of the new Program also improves its chances of success. The new transition process is being trialled in Borden, starting with war gaming of the system on historical personnel files, followed by implementation on real transitioning members. As several interviewees pointed out, this approach provides an opportunity for mid-course corrections before scaling up nationwide.

There is also evidence that the new Transition Program has been responsive to previous recommendations made by oversight bodies. The effectiveness of support provided by CAF to transitioning members has been extensively reviewed. Within the past five years (FY 2013/14 to FY 2017/18), there have been nine reports related to military-to-civilian transition from the CDS, DGE, DND and VAC Ombudsmen, and the Standing Committee on Veterans Affairs (ACVA).³⁷ In total, these reviews resulted in 79 key recommendations.

³⁷ A Seamless Transition to Civilian Life for all Veterans – It's Time for Action, ACVA, 2018; Comparative Study of Services to Veterans in Other Jurisdictions, ACVA, 2017; Mental Health of Canadian Veterans – A Family Purpose, ACVA, 2017; Reaching out: Improving service delivery to Canadian veterans, ACVA, 2016; Report on CDS Directed Review of Care for the Ill, Injured and Transitioning, 2015; Evaluation of the Governance of the Chief of Military Personnel, DND, 2016; Determining Service Attribution for Medically Releasing Members, DND Ombudsman, 2016; Simplifying the service delivery model for medically releasing members, VAC & DND Ombudsmen, 2016; Transitioning Successfully, VAC Ombudsman, 2017.

This evaluation examined the 20 key recommendations from these reviews that were within the purview of the MTP.³⁸ Of these, the majority have already been incorporated into existing services and support, or are incorporated into the design for the new MTP (see Table 4).

Source	Incorporated	Not fully incorporated	Total
ACVA	8	3	11
CDS	4		4
DGE	2		2
DND/CAF and VAC Ombudsmen	3		3
Total	17	3	20

Table 4. Incorporation of Recommendations from Previous Reviews. This table shows the extent to which recommendations from previous reviews have been incorporated into the design of the new MTP.

The three recommendations that have not been fully incorporated all pertain to benefits or other items that should be in place on release. The CAF has addressed this need by initiating a Release Renewal effort, including an electronic tracking tool to ensure that key benefits are in place by the time of a member's release. However, this process only covers CAF/SISIP benefits plus the most significant VAC benefits. ACVA's reports go further than this, recommending a greater number of items be in place for medically releasing members (e.g., adequate housing options, access to gainful employment options) the lack of which would not normally trigger a delayed release, under the currently-envisaged process. As such, these issues form part of the business process re-engineering based on recognized domains of well-being that will continue into FY 2019/20 and beyond. As part of the new approach, an assessment will be developed to inform a decision maker of a member's readiness for transition and, for medically releasing members, the status of these items would form a part of that assessment. The intent is to develop service delivery solutions that will ensure these benefits are in place at the time of release.

Key Finding 3: There is a lack of performance information for historic transition services.

More needs to be done to capture the performance of transition activities currently taking place within the CAF. To date, the development of the Military Transition PIP has focused on what the new approach will be at FOC, but performance data for the entire program, including the ongoing activities currently being carried out, should be systematically collected and

³⁸ Recommendations were excluded which: 1) were directed at entities outside of DND/CAF (e.g., VAC); 2) were not within the authority of JPSU to address; or 3) were not related to transition services (e.g., those related to care of ill and injured, or of pension and benefits).

analyzed. It is important, for a number of reasons, to ensure this information is included in the new performance measurement system being developed.

The performance measurement system for the MTP is currently being revised. The directive for the establishment of a CAF TG listed as one of the strategic objectives of this initiative, a “comprehensive CAF/VAC performance and outcome measurement strategy and plan for Transition Services.”³⁹ A working group was formed as part of this evaluation to continue development of the PIP, which documents the strategy for performance measurement as per the Treasury Board of Canada Secretariat (TBS) Policy on Results (2016). The new approach to military transition as announced in SSE differs markedly from historical activities, so performance measurement is being extensively revised.

Some performance measurement for historic transition services is taking place, but the data from this activity is not being aggregated and stored systematically. For example, SCAN seminars and workshops must administer a participant evaluation form as per Defence Administrative Orders and Directives (DAOD) 5031-4. Participants fill these out, but the data have not been collected and analysed at the national level. In addition, Director General Military Personnel Research and Analysis (DGMPRA) carries out surveys, including the annual Your Say Survey, which touches on transition services. The results are reported by DGMPRA, but there is no indication that the sections on transition are being fed into a performance measurement system for the program.

It is important to capture the performance of historic transition services. All bases outside of Borden will continue implementing these services for several years to come. Some of the historic activities will remain relatively unchanged in the new program. Since all DND/CAF activities must be represented in one of the programs in its program inventory, all transition services currently being carried out should be considered part of DRF program 3.5, the MTP.

ADM(RS) Recommendation

2. Ensure the PIP for Military Transition adequately covers activities for historic transition services. Establish lines of reporting from bases/wings for performance information.

OPI: CMP

³⁹ CAF/VAC Transition Implementation Directive: CAF/VAC Transition Process Renewal - The New Transition Model. July 27, 2016.

2.2 Effectiveness

Key Finding 4: The characteristics of a successful transition, and the factors that influence it, are well understood.

There is an abundance of evidence on what makes for a successful transition. Transition from military to civilian life has been well researched, and from this we can draw a reasonable understanding of how to define and measure the success of transition and the factors that affect this success. However, some factors, such as gender, have not yet been sufficiently studied.

According to available research, most CAF members' transition to civilian life is successful, but a sizeable minority – somewhere between 25 and 40 percent – experience an unsuccessful transition.⁴⁰ Irrespective of one's "success," the majority of veterans (57 percent) considered their transition at least "fairly difficult," according to one study.⁴¹

The characteristics of a successful transition are complex and different for each veteran. As pointed out by several interviewees, the success of transition depends on the individual member and how one defines success. The literature suggests a number of areas that may affect whether or not a veteran considers his or her transition to be successful, including:⁴²

- social/family support;
- financial stability;
- health concerns – both physical and mental;
- sense of purpose/identity;
- availability of housing; and
- satisfying employment.

⁴⁰ Mental Health of Canadian Veterans – A Family Purpose, ACVA, 2017; Comparative Study of Services to Veterans in Other Jurisdictions, ACVA, 2017; Well-being of Canadian Regular Force Veterans, Findings from LASS 2016 Survey, DND & VAC, 2017; Research on Military/Veteran Families, VAC, 2015; and Making it on Civvy Street: An Online Survey of Canadian Veterans in Transition, Cdn (Canadian) Journal of Counselling and Psychotherapy, 2010.

⁴¹ Making it on Civvy Street: An Online Survey of Canadian Veterans in Transition, Cdn Journal of Counselling and Psychotherapy, 2010.

⁴² Compiled from: A Seamless Transition to Civilian Life for all Veterans – It's Time for Action, ACVA, 2018; Mental Health of Canadian Veterans – A Family Purpose, ACVA, 2017; Comparative Study of Services to Veterans in Other Jurisdictions, ACVA, 2017; Research on Military/Veteran Families, VAC, 2015; The Needs of Medically Releasing CAF Personnel and their Families – A Literature Review, DND, 2015; Transitioning Successfully, VAC Ombudsman, 2017; Making it on Civvy Street: An Online Survey of Canadian Veterans in Transition, Cdn Journal of Counselling and Psychotherapy, 2010.

CAF, in conjunction with VAC, have developed a conceptual framework for military transition that describes seven “domains of well-being,” encompassing the afore-mentioned and other areas.⁴³ Together, these domains can be considered a measure of a successful transition.

Using these areas as our measure of success, veterans’ wellness compares somewhat unfavourably to that of the average Canadian:

- **Health:** Veterans, and in particular Junior Non-Commissioned Members (NCMs), have higher incidences of chronic health conditions, such as arthritis, depression, anxiety and Post-Traumatic Stress Disorder, than Canadians of comparable age and sex. Although veterans report about the same rate of life stress as the Canadian public, they are more likely to suffer from mental health disorders than serving military members, and about two to three times more susceptible than comparable Canadians.⁴⁴
- **Employment and finances:** Close to 90 percent of veterans worked after transition.⁴⁵ Veterans report lower workforce participation rates than comparable Canadians, but generally have higher income, and the majority are satisfied with their finances.⁴⁶
- **Housing:** There is some evidence that housing may be a challenge for many veterans. While veterans make up about 2 percent of the Canadian population, they represent about 6 - 7 percent of the homeless population.⁴⁷ Veteran homelessness does not appear to be well researched in Canada.
- **Social support and community belonging:** Veterans benefit from high levels of social support: 96 percent agreed they had people to count on in an emergency; in most cases, their partner. However, they reported lower levels of satisfaction with life and community belonging.⁴⁸

The factors influencing success – the circumstances that increase or decrease the likelihood of a successful transition – are also well known. The most influential factors affecting transition success appear to be:

- **Rank:** The rank of the member at the time of release is a big factor influencing success across many variables.⁴⁹ For example, according to the Life After Service Survey (LASS)

⁴³ A Well-Being Construct for Veterans’ Policy, Programming and Research, VAC, 2016. The seven domains of well-being are: employment or other meaningful activity; finances; health; life skills and preparedness; social integration; housing and physical environment; and cultural and social environment.

⁴⁴ Mental Health of Canadian Veterans – A Family Purpose, ACVA, 2017; Well-being of Canadian Regular Force Veterans, Findings from LASS 2016 Survey, DND & VAC, 2017.

⁴⁵ Survey on Transition to Civilian Life: Report on Regular Force Veterans, DND & VAC, 2011; The Needs of Medically Releasing CAF Personnel and their Families – A Literature Review, DND, 2015.

⁴⁶ Well-being of Canadian Regular Force Veterans, Findings from LASS 2016 Survey, DND & VAC, 2017.

⁴⁷ Transitioning from Military to Civilian Life: Examining the Final Step in a Military Career, CMJ, 2016.

⁴⁸ Well-being of Canadian Regular Force Veterans, Findings from LASS 2016 Survey, DND & VAC, 2017.

⁴⁹ A Seamless Transition to Civilian Life for all Veterans – It’s Time for Action, ACVA, 2018; Well-being of Canadian Regular Force Veterans, Findings from LASS 2016 Survey, DND & VAC, 2017; Out of uniform: psychosocial issues

program of research, only 17 percent of officers experienced a difficult adjustment to civilian life, compared to 39 percent of Junior NCMs.⁵⁰ Among HQ interviewees, several identified rank as a contributing factor.

- **Health status:** The physical and mental health of the member, particularly whether or not the member is medically releasing, is a large factor according to a number of studies.⁵¹ Health was mentioned by several HQ interviewees and the majority of B/W interviewees, in particular relating to members who are medically releasing and those suffering from mental health issues. In addition to the complication provided by their medical condition, their transition success is affected by the fact that the member had not planned to release and may therefore be less prepared for it.
- **Education:** Having completed college or university helps facilitate the transition process.⁵²

Other factors such as involuntary releases, mid-career releases and Army releases (as compared to Navy or Air Force) affect how difficult the transition is, whereas in at least one study, marital status (social support network) and number of deployments were not found to be associated with difficult adjustments to civilian life.⁵³ Several HQ interviewees also perceived occupation to be a contributing factor to success. This is related to education, but has the added dimension of relevance to the private sector (e.g., an engineer may have more employable skills than someone trained in combat arms).

Previously it was thought that the ill and injured experienced the most difficulties in transition (hence the primary focus of CAF transition services directed towards the medically releasing); however, the evidence shows that the majority of members who experience difficulties are not medically releasing: “We've been concentrating on the medically releasing, and now we have to make sure we're taking care of the non-medically.”⁵⁴

There has been a lack of academic research on the effects on women transitioning to civilian life.⁵⁵ One study on veterans found sex was not associated with a difficult adjustment to civilian life.⁵⁶ Similarly, analysis of SCAN evaluation forms as part of this evaluation found no differences by gender. However, another survey found that women were more likely than men

experienced and coping mechanisms used by Veterans during the military–civilian transition, *Journal of Military, Veteran and Family Health*, 2017.

⁵⁰ Well-being of Canadian Regular Force Veterans, Findings from LASS 2016 Survey, DND & VAC, 2017.

⁵¹ Research on Military/Veteran Families, VAC, 2015.

⁵² Out of uniform: psychosocial issues experienced and coping mechanisms used by Veterans during the military–civilian transition, *Journal of Military, Veteran and Family Health*, 2017.

⁵³ Research on Military/Veteran Families, VAC, 2015.

⁵⁴ Mental Health of Canadian Veterans – A Family Purpose, ACVA, 2017.

⁵⁵ Gender Dimension of Veteran Transition: International Best Practices and the Way Forward, Queen’s University, 2017.

⁵⁶ Research on Military/Veteran Families, VAC, 2015.

to experience challenges in transition, including loss of identity, finding a health care provider and navigating benefits for veterans.⁵⁷ Furthermore, experts underscore the complicating factors of “the unique gendered experiences, trauma, and issues women must confront in transition.”⁵⁸

One of the reasons for this lack of evidence may be because of the historic under-representation of women in the CAF. As the number of women in the CAF has grown, so has the number releasing from the CAF. At one point in time, studies on veterans may have been challenged to find meaningful results by gender due to small sub-group sizes. The growth in female veterans presents an opportunity for more study in this area, particularly given the renewed emphasis of the federal government on Gender-Based Analysis. For this reason, the CAF may wish to consider more study in this area.

Key Finding 5: There is limited evidence of the extent to which CAF transition services have contributed towards the long-term success of members’ transition.

Personnel who deliver transition services, and the CAF members who participate in them, perceive transition services to be effective in contributing towards a more successful transition. However, the evidence supporting this is limited because performance measurement for this program does not track CAF members post-release.

The majority of CAF members who participate in CAF transition services believe that these services would contribute to a more successful transition. In a 2017 survey of CAF members, over half (55 percent) of respondents felt they were better prepared to transition out of the military after using transition services.⁵⁹ From SCAN seminar feedback forms, two thirds of participants (67 percent) agreed or strongly agreed that the information they gained from the seminar would help them to be more prepared for their transition to civilian life. However, in both of these cases the respondents were surveyed prior to release, therefore, the actual success of transition could not be assessed.

Personnel involved in CAF transition services also perceive the services as effective. The large majority of interviewees reported that CAF services affect members’ transition in a positive way. A few others were of the view that transition success largely depends on the members themselves – if they are actively engaged, the results are usually positive. A few interviewees noted some negative effects of the CAF’s transition services, including complexity/difficulty in navigating the system, time gap between release and benefits and stigma of accessing medical services.

⁵⁷ Canadian Armed Forces Transition and Well-being Survey (CAFTWS): Top Line Results, DND, 2018.

⁵⁸ Gender Dimension of Veteran Transition: International Best Practices and the Way Forward, Queen’s University, 2017.

⁵⁹ Fall 2017 Your Say Survey Results: Programs Available to Ill and Injured Canadian Armed Forces (CAF) Members, DND/CAF, 2018.

Some of the most positive aspects of CAF transition services, according to interviewees, are:

- The CAF vocational rehabilitation program, which provides “voluntary and early engagement, walking them through the process;”
- CAF TG services for ill & injured, which support members through transition; and
- Coordination with other partners who provide transition services and benefits.

However, the contribution of CAF transition services to transition success cannot be assessed because CAF members are not tracked after release. The majority of HQ interviewees and several B/W personnel commented on the lack of tracking measures to determine transition success. A few mentioned that specific programs, such as Vocational Rehabilitation, may track their own participants.

Other agencies track some veterans in Canada. For example, VAC maintains records for its clients. However, not all veterans are VAC clients, so this list would not be comprehensive. Secondly, VAC records would not identify the extent of members’ participation in CAF transition services. Because of this, transition outcomes cannot be linked to services provided, and it is therefore not possible to assess the contribution of CAF transition services to the members’ success post-release.

There are several options available for establishing a tracking system for transition members. The CAF TG may wish to collaborate with VAC to supplement their records. They may also wish to work with DGMPRA, who carry out studies on veterans in collaboration with VAC. A recent survey by DGMPRA, whose full results are yet to be published, ask questions on both use of CAF transition services and success of release.⁶⁰ The CAF TG may also wish to contact veterans themselves; civilian contact information for all releasing members will be available on the Canadian Armed Forces Release Administration (CAFRA) tool. In this case, the CAF TG would need to negotiate with DGCB the inclusion of prior informed consent language at the time of collection of this information.

The Transition Trial at CFB Borden of the new transition process presents an opportunity to compare outcomes for members participating in different approaches to transition services. Adequate performance measurement could help identify which aspects of the new program are working as intended and which may need some correction, prior to scaling up nation-wide. In order to do so, data on veterans released from Borden during the trial period, and those released from other bases, should be collected and compared to each other.

⁶⁰ Canadian Armed Forces Transition and Well-being Survey (CAFTWS): Top Line Results, DND, 2018.

ADM(RS) Recommendation

3. Working with the appropriate stakeholders, develop an approach for communicating with members post-release to enable reporting on longer-term transition outcomes.

OPI: CMP

Key Finding 6: The design of the new transition process, including its personalized approach and long-term planning, addresses the available evidence on transition success.

The design of the new MTP addresses the available evidence on what makes for a successful transition by recognizing the complex and personal nature of transition success. While historical transition services have been focused largely on the medically releasing with less attention to the rest of the CAF, the literature paints a more complex picture of who is most in need of support. As described in Finding 4, the majority of veterans who suffered a difficult transition were not necessarily medically released.

The new Program will adopt an evidence-based approach to identify members' needs. Under the new process, transitioning members will undergo an assessment based on a conceptual framework identifying domains of well-being, founded on evidence of what makes for a successful transition. This assessment will identify who is in need of support and in what areas and will, therefore, help guide the transition process for each individual.

The new program is also anticipated to improve transition outcomes by ensuring benefits are in place on release. In the past, many recently-released veterans endured a gap in income while waiting for their benefits to kick in. The CAF is working to address this through development of the CAFRA system, which will monitor the release process of each CAF member and ensure that the key benefits are in place at the time of their release.

It is likely that these design changes will contribute to improving outcomes for transitioning members; however, the program will not be able to demonstrate its success in the absence of adequate performance measurement. As described in Finding 5 and associated Recommendation 3, the CAF TG should ensure it will be able to demonstrate the success of the new program by establishing a systematic approach to tracking members following their release.

2.3 Efficiency

Key Finding 7: It is not possible to assess the cost effectiveness of the new Transition Program or of historical transition services, but there is evidence that this area has been under-resourced in the past.

This evaluation was unsuccessful in assessing the anticipated cost effectiveness of the new MTP at FOC, and comparing it to that of the historical program. There is some evidence that the resourcing of historical transition services has been insufficient, but it is unclear whether or not the increased resources anticipated for the new program will be sufficient.

It is not possible to assess the cost effectiveness of either the historic transition services or the new Transition Program for the following reasons:

- the design of the new MTP is still evolving. Key aspects of the program such as specifics of its approach, activities and resourcing are still to be confirmed;
- resources, both personnel and financial, for the new Program have yet to be confirmed; and
- there is a lack of performance measurement data for the historic program (See Findings 3 and 5).

In addition, historical financial data may not capture the full cost of CAF transition services. Expenditures in past years for the “Transition and Release” sub-program is primarily personnel related (e.g., salaries, allowances and benefits). However, there are a number of costs associated with running events as part of the SCAN program that are not captured in these figures, as shown in Table 5.⁶¹ These costs should be considered part of the MTP.

	2013/14	2014/15	2015/16	2016/17	2017/18
Travel	\$51,188	\$66,245	\$63,914	\$53,545	\$41,732
Food, hospitality and fees	\$35,498	\$28,342	\$41,314	\$53,699	\$34,858
Business services	\$33,241	\$35,724	\$15,027	\$8,077	\$11,246
Supplies	\$ 2,302	\$2,584	\$4,528	\$3,559	\$4,279
Total	\$122,230	\$132,895	\$124,783	\$118,880	\$92,116

Table 5. SCAN expenditures, FY 2013/14 to 2017/18. This table shows a number of costs associated with running events as part of the SCAN program.

Although cost effectiveness cannot be assessed, there is evidence of inadequate resourcing for the historic transition program. Expenditures for the program averaged less than \$1,500 per releasing member from FY 2014/15 to 2016/17.⁶² Several B/W interviewees commented on the need for more personnel and resources to carry out transition services. In many sections, B/W PSO positions are short-staffed, and as a result services cannot be provided at full capacity. Similarly, JPSU has chronically been short-staffed, accorded the lowest priority level for staffing

⁶¹ Internal financial records.

⁶² Internal financial and HR records. Includes Regular Force and Reserve Force members.

from 2008 to 2014, and as a result focused its inadequate resources on its growing complement of ill and injured to the detriment of other transition services.⁶³

It is unknown whether or not the issue of under-resourcing will be fully rectified under the new program. In FY 2017/18, it was estimated that about 250 FTEs within the CAF were devoted to transition services and release, up from 95 in FY 2016/17.⁶⁴ This number is expected to increase significantly when the program is fully implemented.⁶⁵ Unlike in the past, the new Transition Program will be accorded a priority posting. However, the workload of the new CAF TG will increase as well, for a number of reasons:

- **New services:** As described in Section 1.2, the new Transition Program will offer more services and tools to CAF members than were previously available;
- **Expanded coverage:** While in the past CAF transition services were primarily oriented towards medically releasing members, the renewed Transition Program will provide expanded support to all honourably-released CAF members; and
- **Increased number of releases:** As the size of the CAF increases under SSE over the coming seven years, the average number of releases is expected to increase as well.⁶⁶ This, plus the greater Regular Force Strength overall, will likely result in a higher demand for transition services.

Due to the remaining uncertainties around the design of the MTP, it is impossible to assess at this point if the anticipated extra workload corresponds with the projected increase in personnel. For the same reason, it is not possible to assess whether or not the anticipated outcomes arising from this new approach, in the form of greater success in members' transitions, merit the extra costs associated with the program's delivery.

ADM(RS) Recommendation

4. Once resources are confirmed for CAF TG, assess the adequacy of these resources to implement the full suite of transition services at all TCs as per FOC design.

OPI: CMP

⁶³ A Seamless Transition to Civilian Life for All Veterans: It's Time for Action. Report of the Standing Committee on Veteran Affairs. May 2018, 42nd Parliament, 1st session; National Defence. Evaluation of the Governance of Chief of Military Personnel. May 2016.

⁶⁴ DND Departmental Plan 2017/18; DND Departmental Results Report 2017/18.

⁶⁵ CAF Transition Group Plans for IOC, DND/CAF, 2018.

⁶⁶ Based on a model created from historic data on recruitment, attrition and force size (Historical PARRA Report, March 31, 2005 – March 31, 2018, DND/CAF, 2018), assuming future Regular Force strength in line with targets set out in SSE and the 2018 Departmental Results Report.

ADM(RS) Recommendation

5. Ensure the full costs of delivering transition services are accurately captured and coded under DRF program 3.5, and regularly reviewed for the purposes of informing decision making.

OPI: CMP

Annex A—Management Action Plan

Key Finding 1: The CAF's historic transition services are perceived as relevant to transitioning members; however, gaps in available services and deficiencies in communicating services were identified.

ADM (RS) Recommendation

1. Ensure CAF members and their families are kept abreast of any developments in new or existing transition services, with a specific emphasis on spouses and partners.

Narrative	Action	Target Date	OPI
CAF TG/VAC Outreach Engagements - Canadian Armed Forces Transition Group in partnership with Veterans Affairs Canada will conduct engagement and outreach nationwide from January to March 2019 in order to provide a heightened level of awareness for leaders and stakeholders and also for CAF members and their families with regard to Military Transition.	<ul style="list-style-type: none"> Op Transition Fragmentary Order 001 and subsequent FRAG Os as CAF TG evolves and FOC is achieved. 	Jan – Mar 2019. Yearly reviews provided thereafter. Dec 2019	Comd CAF TG/VAC
My Transition Services App - The CAF Transition app was put in place to assist all military members and their families with a seamless transition. The platform will also provide up-to-date information on existing and new services as they are developed.		Dec 2018	Comd CAF TG
My Transition Guide has been published and is available for members and their families and available in print and online at: HTTPS://WWW.CANADA.CA/MILITARY-TRANSITION		Dec 2019 – Review	Comd CAF TG

<p>Training and Education CAF Members - The Enhanced Transition Training (ETT) course, which is mandatory for Transitioning CAF members, is also available on the Defence Learning Network. HTTPS://WWW.CANADA.CA/MILITARY-TRANSITION</p>	<ul style="list-style-type: none"> • Mandatory as of April 1, 2019 for all Transitioning Reg F and P Res members. These modules will provide CAF members with a detailed overview of transition. Thereby, ensuring they are better prepared for transition to civilian life. Through continuous improvement the course will be evaluated and updated based on best practices and the requirements for transitioning members. • Certification following the completion of the course will ensure training package has been delivered. • Training will be tracked through the Defence Learning Network and Transition Process. • Critical information is made openly accessible to families, veterans, and deployed/OUTCAN CAF members through the SCAN on-line. • Analytics will be collected on user activity. Participants will be able to provide feedback on the training package. 	<p>Live on December 10, 2018 and Mandatory effective April 1, 2019</p>	<p>Comd CAF TG</p>
<p>For Families and CAF Members and Veterans Second Career Assistance Network (SCAN) Seminars are online. CAF members and their</p>	<ul style="list-style-type: none"> • Analytics will be collected on user activity. Participants will be able to provide feedback on the training package. 	<p>Dec 2020 - Data analysis</p>	

families can now access transition seminars anywhere and anytime. https://www.canada.ca/en/department-national-defence/services/benefits-military/transition/scan.html In-Class Second Career Assistance Network (SCAN) Seminars			
The Guide to Benefits, Programs and Services for Serving and Former CAF Members and their Families is available at: https://www.canada.ca/en/department-national-defence/services/guide.html	<ul style="list-style-type: none"> The Guide – Provides key information to CAF members and their families on programs and services administered by the CAF TG. The Guide differs from My Transition Guide as it pertains exclusively to services for ill and injured Members and is not necessarily Transition specific. 	Dec 2020 - Review	Comd CAF TG

Table A-1. MAP for Recommendation 1. This table outlines the Management Action Plan for Recommendation 1.

Key Finding 3: There is a lack of performance information for historic transition services.

ADM (RS) Recommendation

2. Ensure the PIP for Military Transition adequately covers activities for historic transition services. Establish lines of reporting from bases/wings for performance information.

Narrative	Action	Target Date	OPI
Joint CDS/DM Directive: Op TRANSITION - Clear direction has been provided regarding Lines of Operation, Critical Information Requirements and Tasking and Supporting Requirements (Ref C. Para 16,17 & 18) along with the defined phases from Initial Operational Capability (IOC) to FOC.	<ul style="list-style-type: none"> CAF TG is developing an analytics strategy that will be used to advance business data identification and collection from IOC to FOC. Data defined and collected will be used to further develop the PIP. Performance Information Profile development has begun for 	Dec 2020	Comd CAF TG/ DMPPPC

	FY 2018/19 and an interim program level indicator was developed and will be reported upon. Further work will be required in order to draft a logic model and to identify the segments for the program. All financials will align to segment level for FY 2019/20.		
Transition Trial - SSE Initiatives 27 & 28 directed the CAF to create the CAF Transition Group which will provide support to all members in transition to post-military life and to ensure that all benefits are in place prior to that transition.	<ul style="list-style-type: none"> In order to test, adjust and validate new release and transition processes under these two initiatives, a Transition Trial at CFB Borden will be initiated by CAF TG HQ. Though DGCB is responsible for the release administration process, the CAF TG planning staff (Borden Trial OPI) is working closely with DGCB in order to integrate processes and lessons learned from the release administration into the overarching transition process. Performance Management, Analytics to be developed throughout the Transition Trial. 	Sep 2019 - Initial report and annual reports thereafter .	Comd CAF TG
JPSU/CAF TG Satisfaction Survey – Administered to actively serving CAF ill and injured members who were accessing the former JPSU in order to assess their experiences and satisfaction.	<ul style="list-style-type: none"> Data collection for the Survey is currently on-going. Consultation with DGMPRA to occur in order to determine timings of future cycle administration. 	Apr 2020 - Findings to be released	Comd CAF TG/ DGMPRA
Life After Service Survey (LASS) - A survey conducted by VAC on Transition outcomes for all CAF members.	<ul style="list-style-type: none"> Continual administration by VAC. CAF TG will coordinate with VAC. The previous LASS was administered in 2016 and the next survey will occur in FY 19/20. 	Dec 2019 and every three years thereafter	VAC/ DGMPRA
Return to Duty Analytics Trial	<ul style="list-style-type: none"> Determine the effectiveness of the Return to Duty program by developing an effective mechanism of data collection and tracking in order to ensure that 	Dec 2019 – Prelim results will be available	Comd CAF TG/ DGMPRA

	both timely referrals occur and appropriate screening for selection; thereby resulting in optimal outcomes.		
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Table A-2. MAP for Recommendation 2. This table outlines the Management Action Plan for Recommendation 2.

Key Finding 5: There is limited evidence of the extent to which CAF transition services have contributed towards the long-term success of members' transition.

ADM (RS) Recommendation

3. Working with the appropriate stakeholders, develop an approach for communicating with members post-release to enable reporting on longer-term transition outcomes.

Narrative	Action	Target Date	OPI
Once all required resources and processes are in place, CAF TG, formerly the JPSU, will deliver professional, personalized and standardized transition assistance to all Regular and Primary Reserve members and their families, with special care and attention being provided to those who are ill and injured. CAF TG will be a learning organization whose capabilities will continue to develop beyond IOC, over the longer term, to deliver on the full requirements of SSE 27, and provide enhanced services to all members of the CAF.	<p>CAF TG will address multiple domains of well-being in order to assist members and their families with a successful transition, including: health, finances, housing, social integration, purpose, life skills and preparedness, and culture and social environment.</p> <p>Upon validation of new processes and tools through the trial/proof-of-concept mechanism, and as additional CAF TG capability is built, they will be rolled out across the CAF for standardization and wider implementation. At FOC, the CAF TG will ensure that:</p> <ul style="list-style-type: none"> • CAF members are educated and better trained for transition earlier in their careers; • Each CAF member has undergone mandatory transition training; 	Sep 2024	Comd CAF TG

	<ul style="list-style-type: none"> • Each CAF member has achieved transition readiness standards in training and education; • A transition interview will take place based on the Domains of Well-Being; • The member develops their transition plan and is guided through the transition process; • The member is fully informed of, and administration is completed for, all applicable benefits, to enable their future success; • All CAF members, veterans, and their families will have access to the full suite of professional, personalized and standardized transition services, aligned across the DND/CAF, VAC and other supporting agencies; and • CAF TG will validate that each CAF member and their family are ready to transition. <p>DND will request a continual administration by Statistics Canada. CAF TG will coordinate with Statistics Canada. The previous CAFTWS was administered in 2017, and it will be requested that the next survey occur in FY 20/21 and every 3 years thereafter. See the following for some initial findings.</p> <p>Key challenges identified included finding a health care provider; losing military identity, and understanding VAC services and benefits.</p>		
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	<ul style="list-style-type: none"> • Health and Health Needs: Results pointed to a stark difference between medically and non-medically released CAF members. Specifically, whereas close to 60 percent of medically released members rated their health as poor/fair, over 60 percent of non-medically released members rated their health as very good/excellent. • Most commonly reported chronic conditions include: chronic pain, hearing problems, arthritis, mood disorder (e.g., depression). <p>Interpersonal Relationships and Social Well-Being: In all cases, for the majority of former CAF members, the quality of life of their family had either stayed the same or improved. There were important differences between medically released and non-medically released CAF members. In particular, whereas medically released members:</p> <ul style="list-style-type: none"> • Most frequently reported that their family's quality of life had stayed the same since their release (37 percent), non-medically released CAF members most frequently reported that it had improved (55 percent). • Programs and Services Use: Vast majority have participated in the VAC Transition Interview and/or the SCAN transition seminar 		
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	<p>Continual administration by VAC. CAF TG will coordinate with VAC. The previous Life After Service Survey (LASS) was administered in 2016 and the next survey will occur in FY 19/20.</p> <p>See the following for some initial findings:</p> <ul style="list-style-type: none"> • Adjustment to Civilian Life - Over half of Regular Force Veterans (52 percent) reported an easy adjustment to civilian life. However, 32 percent had difficulty. Factors associated with difficult adjustment included low rank at release, less than 10 years of service, unemployment and chronic health conditions. • Employment - In 2016, 65 percent of Regular Force Veterans were working. Their unemployment rate was similar to that of comparable Canadians (both about 8 percent). Of those who were working, 81 percent were satisfied with their job. • Low Income - At 4 percent, Veterans were much less likely than comparable Canadians (14 percent) to report low income (based on Statistics Canada's Low Income Measure threshold). Most (69 percent) were satisfied with their finances. • Chronic Conditions - More Common Conditions like arthritis, back problems, depression, obesity, hearing problems and activity limitations were more prevalent among Veterans than comparable Canadians. Veterans also reported chronic pain at 	<p>December 2019 (Every three years thereafter)</p>	
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	<p>much higher rates (41 percent vs 22 percent).</p> <ul style="list-style-type: none"> • Effect of Release on Families - When asked about the effect their release had on the family, most Veterans reported that the transition was easy for their children (60 percent) and their partner (57 percent). However, a difficult adjustment was reported for 17 percent of children and 28 percent of partners. <p>Snapshot of Characteristics Mean Age = 48</p> <ul style="list-style-type: none"> • Male/Female = 88 percent/12 percent • Married/Common Law = 77 percent • Mean Years since Release = 8.6 • Served <10 years = 31 percent • Served 20+ years = 54 percent • Had deployed = 74 percent • Satisfied with Life = 84 percent 		
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Table A-3. MAP for Recommendation 3. This table outlines the Management Action Plan for Recommendation 3.

Key Finding 7: It is not possible to assess the cost effectiveness of the new Transition Program or of historical transition services, but there is evidence that this area has been under-resourced in the past.

ADM (RS) Recommendation

4. Once resources are confirmed for CAF TG, assess the adequacy of these resources to implement the full suite of transition services at all TCs as per FOC design.

Narrative	Action	Target Date	OPI
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<p>An in depth needs analysis was conducted to meet the multi-faceted service delivery design required for DRF 3.5. The findings identified significant resource shortfalls that need to be addressed to reach FOC 2024</p>	<ul style="list-style-type: none"> • CAF TG/DGMT Human Resource (HR) Priorities are aligned to the recently released defence policy and the establishment of the CAF TG. The following INCREMENTAL Human Resource priorities will guide CAF TG staffing actions (see Table A-5) • After the CAF TG was stood up in late 2018, capacity building will be achieved through the DTEP process by the addition of Regular Force (Reg F) and civilian employees who will support the seamless transition of all CAF members to civilian life. A significant augmentation to CAF TG staff will be required in order to ensure a robust formation capable of the effective and efficient delivery of programs and services to ill and injured CAF personnel, transitioning CAF members, veterans and military families. Further organizational re-alignment may be required as the CAF TG is fully established and FOC is achieved. • Operating Environment - CAF TG HR planning is geared to ensure efficient and effective management of the multi-faceted programs and policies relating to transition and casualty support in the CAF. The service to ill and injured members is a priority outlined in the SSE. CAF TG is responsible for the provision of support services to all military members who are injured, medically released or become ill while serving, and also to support their families and the families of the fallen. Finally, CAF TG will become responsible for supporting the transitions of over 10,000 CAF members annually as resources are allocated to the organisation and FOC is achieved. • Structure - The current composition of the CAF TG is a national headquarters, nine regional Transition Units, and 32 Transition Centres dispersed across the country (See Table A-6). • See Table A-7 for Incremental Requirement in order to reach FOC. 	<p>The incremental requirements are resource dependent and follow the BP cycle. In order to implement the full suite of transition services, the full incremental resources will need to be completed by 2024.</p>	<p>CMP/CAF TG/DMPPPC</p>
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Table A-4. MAP for Recommendation 4. This table outlines the Management Action Plan for Recommendation 4.

DTEP ⁶⁷ #	Year	Description	PY	FTE	Notes
7661	2019	CAF TG Stand-up	20	47	SSE directed
8822	2019	Release Renewal	0	75	Linked to SSE 28
7661	2020	CAF TG Stand-up	37	29	SSE directed
9881	2020	Soldier On	0	17	Closing the Seam
9901	2020	FTE Gap	0	28	DCSM FTE Gap
9941	2020	Transition Holding List	132	0	Closing the Seam
10043	2020	Enhanced Transition Training	0	33	Closing the Seam
10441	2020	Veteran Service Card	0	5	Closing the Seam
8483	2019	Health Services Enablers	3	14	
8483	2020	Health Services Enablers	2		

Table A- 5. Resources Requirements. This table shows the resource requirements for Regular Force and Public Service positions for activities within CAF TG.

Current funding allocation

Fund	CI	CI Type	FY19-20
L101	510	O&M	6,601,148
L111	511	DND SWE	13,983,759
L118	510	O&M	174,064
C127	512	Res Pay	10,348,633
Total			31,107,604

Table A- 6. Current funding allocation. This table shows the current funding allocations for CAF TG.

⁶⁷ Defence Team Establishment Plan.

Function #	L3	Function Name	Reg F	Civ	O&M CI 510	SWE CI 511	
1	Soldier On (DTEP 9881)			17.0	\$1,556,530	\$1,243,700	\$2,800,230
2	CAF TG Baseline shortfall (DTEP 9901)			28.0	\$214,920	\$2,149,200	\$2,364,120
3	CAF Transition Group (DTEP 7661)		49.0	76.0	\$677,010	\$5,755,600	\$6,432,610
4	Release Renewal (DTEP 8822)			75.0	\$414,000	\$4,140,000	\$4,554,000
5	Enhanced Transition Course (DTEP 10043)			33.0	\$1,000,000	\$2,201,200	\$3,201,200
6	VETERANS SERVICE CARDS (DTEP 10441)			5.0	\$188,000	\$281,400	\$469,400
7	CAF TG Enablers (within CAF TG HHQ Lines) (CFHS DTEP 8483)		2.0	13.0	\$604,000	\$2,363,700	\$2,967,700
8	CAF TG Enablers (SSE 25 - DTEP XXXX)		8.0		\$200,000		\$200,000
Total Unfunded Activities			59.0	247.0	\$4,854,460	\$18,134,800	\$22,989,260

Table A-7. Incremental Requirement to reach FOC. This table outlines the incremental resource requirements to reach Final Operational Capability.

ADM (RS) Recommendation

5. Ensure the full costs of delivering transition services are accurately captured and coded under DRF program 3.5, and regularly reviewed for the purposes of informing decision making.

Narrative	Action	Target Date	OPI
<p>As part of the annual L1 Master Data Review, CAF TG Compt has developed a refined financial structure for FY 2019/20 that will better capture costs associated to its assigned program under the DRF. Within the program 3.5, there are two distinct streams (segments):</p> <ul style="list-style-type: none"> 3.5.1 Care of the ill and injured 3.5.2 Transition 	<ul style="list-style-type: none"> The following table demonstrates the lines of effort associated with each segment by the assignment of unique Cost Centers. The segment related to the Care of the ill and injured will be the object of future analysis to determine what proportion of the effort/service delivery could be better aligned to the Transition Segment, i.e., the service delivery 	<p>Apr 2019- Refine.</p> <p>Apr 2020 - Completed</p>	Comd CAF TG

	<p>at each Transition Center and Units (CAF TG TU/TC) affects both segments of our assigned DRF Program.</p> <ul style="list-style-type: none"> As per CDS/DM Directive Op TRANSITION: In order to capture all costs associated with all phases of Op TRANSITION, IO group: DTS SVCS has been created. All Units are to fund and capture their respective expenditures for this activity by creating a local IO and linking it to the IO Group. As per CDS/DM Directive Op TRANSITION: All L1s to incorporate the growth of CAF Transition Units and Transition Centres into ongoing activities and Business Planning for all Bases and Wings where they are Lodger Units to provide all necessary integral support as additional personnel are hired. Once CAF TG aligns all ARAs, we will be able to capture all costs associated with Op TRANSITION. The DRF will be used to provide strategic reporting on Op TRANSITION. 	<p>Dec 2024</p> <p>Dec 2019</p>	
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Table A-8. MAP for Recommendation 5. This table outlines the Management Action Plan for Recommendation 5.

2282SA	CAF TG			CANADIAN ARMED FORCE TRANSITION GROUP	DRF 3.5			
2282SA-FCG					Segments			
	40649A-CCG					%		%
		40649A	CAF TG HHQ	CAF TRANSITION GROUP COMMAND AND CONTROL	3.5.1	100	3.5.2	0
		40649B	CBI BENEFITS	CAF ILL AND INJURED BENEFITS	3.5.1	100	3.5.2	0
		40649C	NKTB & FUNERAL/BURIAL	NOK TRAVEL FUNERAL BURIAL BENEFIT	3.5.1	100	3.5.2	0
		40649N	CAF TG SOLDIER ON	CAF TG SOLDIER ON	3.5.1	100	3.5.2	0
		40649P	CAF TG CORPORATE	CAF TRANSITION GROUP CORPORATE	3.5.1	100	3.5.2	0
	40649D-CCG							
		40649D	TU - NCR	TRANSITION UNIT NCR	3.5.1	100	3.5.2	0
		40649E	TU - PACIFIC REG	TRANSITION UNIT PACIFIC REGION	3.5.1	100	3.5.2	0
		40649F	TU - AB NORTH REG	TRANSITION UNIT ALBERTA NORTH REGION	3.5.1	100	3.5.2	0
		40649G	TU - PRAIRIE REG	TRANSITION UNIT PRAIRIE REGION	3.5.1	100	3.5.2	0
		40649H	TU - S ONT REG	TRANSITION UNIT SOUTH ONTARIO REGION	3.5.1	100	3.5.2	0
		40649J	TU - E ONT REG	TRANSITION UNIT EASTERN ONT REGION	3.5.1	100	3.5.2	0
		40649K	TU - MAR REG	TRANSITION UNIT MARITIME REGION	3.5.1	100	3.5.2	0
		40649L	TU - ATLANT REG	TRANSITION UNIT ATLANTIC REGION	3.5.1	100	3.5.2	0
		40649M	TU - QUE REG	TRANSITION UNIT QUEBEC REGION	3.5.1	100	3.5.2	0
	50955A-CCG							
		50955A	DCSM	DIRECTOR CASUALTY SUPPORT MANAGEMENT	3.5.1	100	3.5.2	0
		50955B	DCSM 2	DIRECTOR CASUALTY SUPPORT MANAGEMENT 2	3.5.1	100	3.5.2	0
		50955C	DCSM /NPSP	DIR CAS SUP MGT / NATL PEER SUPPORT PROGRAM	3.5.1	100	3.5.2	0
		50955J	DCSM / HOPE	DIR CAS SUP MGT / HOPE	3.5.1	100	3.5.2	0
	50955D-CCG							
		50955D	DTSP	DIRECTOR TRANSITION SERVICES AND PROGRAMS	3.5.1	0	3.5.2	100
		50955E	DTSP 2	DIRECTOR TRANSITION SERVICES AND PROGRAMS 2	3.5.1	0	3.5.2	100
		50955F	SCAN	SECOND CARREER ASSISTANCE NETWORK	3.5.1	0	3.5.2	100
		50955G	BORDEN REL TRIAL	CAF TG RELEASE RENEWAL TRIAL	3.5.1	0	3.5.2	100
		50955H	DTSP 3	DIRECTOR TRANSITION SERVICES PROGRAMS 3	3.5.1	0	3.5.2	100

Table A-9. 2019/20 Financial Structure CAF TG. This table shows the financial structure for FY 19/20 under the DRF.

Annex B—Evaluation Methodology and Limitations

1.0 Methodology

The evaluation used multiple lines of evidence and complementary qualitative and quantitative research methods to help ensure the reliability of information and data supporting findings. The methodology established a consistent approach in the collection and analysis of data to support evaluation findings, conclusions and recommendations.

1.1 Details on Data Collection Methods

The following evaluation methodologies were used to gather qualitative and quantitative data in the evaluation:

1. document and literature review;
2. financial and HR data analysis;
3. key informant interviews;
4. performance measurement working group; and
5. SCAN seminar feedback forms.

1.1.1 Document and Literature Review

An in-depth review of existing literature on military transition was a key source of data for the evaluation. The issues around the transition from military to civilian life have been extensively studied.⁶⁸ For this reason, the evaluation synthesized findings and recommendations from existing sources where possible, supplementing with primary data collection only where gaps were found. The literature on military transition encompasses academic studies, reviews by DND and VAC ombudsmen, evaluations and audits by VAC, DND and OAG, and reports by the House of Commons Standing Committee on Veterans' Affairs.

A document review was also conducted on internal documents related to the Transition Program, orders and directives and other documents. The purpose of this review was primarily for questions related to program design and relevance.

1.1.2 Financial and HR Data Analysis

Historical expenditures and HR data related to transition services were collected and compared against anticipated expenditures and activities of the new Transition Program at FOC. These

⁶⁸ House of Commons Standing Committee on Veterans Affairs, 2018.

formed part of a cost-effectiveness analysis of the costs and benefits of the new program compared to existing services.

1.1.3 Key Informant Interviews

Key informant interviews with program stakeholders served as an important source of qualitative information and assisted in the interpretation of data from other lines of enquiry. Two groups of stakeholders were interviewed: 1) program managers and associated organizations (referred to in the report as HQ interviewees); and 2) B/W personnel involved in the delivery of transition services and products. A semi-structured interview guide was prepared for each of these two groups and sent to interviewees prior to the interview.

Interviewees in group 1 (HQ interviewees) included representatives of several directorates within CMP, as well as external representatives from VAC and SISIP.

For group 2 (B/W personnel), two to three representatives were interviewed from each of the following six bases and wings, selected to represent a mix of sizes, environments and geographic regions:

Base/Wing	Size	Environment	Region
Marlant, Halifax	Large	Royal Canadian Navy (RCN)	East
CFB Valcartier	Large	Canadian Army (CA)	QC (Quebec)
CFB Suffield	Small	CA	West
8 Wing Trenton	Large	Royal Canadian Air Force (RCAF)	ON
9 Wing Gander	Small	RCAF	East
NCR	Large	All	ON

Table B-1. Bases and wings selected for interviews. This table outlines which bases and wings were represented for interviewees for the different regions.

The interviewees at each of these B/Ws were those with greatest knowledge of transition services and products offered at that location, most often involving the following positions:

- Release Section personnel;
- PSOs;
- MFRC personnel, including coordinators for SCAN seminars and Veteran Family Coordinator; and
- CAF TC personnel.

The interviews were conducted by telephone, with the exception of personnel located in the NCR, who were requested to participate in an in-person interview.

Table B-2 outlines the methodology for the analysis and reporting of interview data.

Classification	Percentage of Interviewees
A few	> 1 to < 25%
Several	25% to < 50%
Half	50%
Majority	> 50% to < 75%
Large majority	75% to < 100%
All	100%

Table B-2. Interview Response Analysis Grid. This table displays the classification for interview responses and the corresponding percentage of interviewees.

1.1.4 Performance Measurement Working Group

A working group was formed to support the development of a performance measurement system for the Transition Program, including developing measures of performance and effectiveness, and a PIP. The group consisted of subject matter experts, program staff and members of the evaluation team. Working group members contributed to the conduct of the evaluation of the Transition Program, as well as helped to ensure the program is set up to be evaluated once implemented.

1.1.5 SCAN Seminar Feedback Forms

A revised DAOD 5031-4A participant evaluation form was developed in order to obtain feedback on the SCAN seminar by participants, in a way that could be disaggregated by sub-groups of CAF members. The feedback forms were administered by the B/W PSOs as part of SCAN seminar materials. Completed forms collected at the end of the seminar were sent to DGE for input and analysis.

The form was provided to all CAF members attending a General SCAN or Medical SCAN seminar at one of the following events in October and November 2018:

Location	General SCAN	Medical SCAN
Comox	October 23-24, 2018	October 11, 2018
Esquimalt	October 24-25, 2018	October 10, 2018
Greenwood	October 22-23, 2018	October 24, 2018
Halifax	October 23-24, 2018	October 25, 2018
NCR	October 16-17, 2018	October 18, 2018
NCR Executive	November 6-7, 2018	

North Bay	October 16, 2018	October 17, 2018
Shilo	October 24-25, 2018	October 26, 2018
Toronto	October 16-17, 2018	October 18, 2018
Winnipeg	October 23-24, 2018	October 25, 2018

Table B-3. SCAN seminars analyzed in evaluation by location and type.

Of the 19 seminars listed in Table B-3, however, responses for only nine were received within the timelines of the evaluation, representing a base-level response rate of 47 percent. No responses were received from bases or wings in QC. Overall, a total of 267 completed forms were received. Attendance at each event is unknown, and it is therefore impossible to calculate individual response rate, but it is estimated to be quite low. Caution should therefore be exercised when attempting to generalize the findings from the analysis of these forms.

Quantitative questions were analyzed by frequency, with statistical testing for differences by population sub-groups (e.g., release category, gender, uniform, rank and geographic region).⁶⁹ Qualitative responses were coded using emergent coding.

2.0 Limitations

Table B-4 describes the limitations and mitigation strategies employed in the Evaluation of the MTP.

Limitation	Mitigation Strategy
The evaluation assessed military transition for Regular Force members only, scoping out Reserves.	Further study on Reserve Forces will need to be undertaken.
Due to concerns of survey fatigue, the evaluation did not directly contact the clients of transition services – i.e., transitioning CAF members and recently-released veterans.	To address this limitation, the evaluation analyzed feedback forms received from participants of SCAN seminars carried out within the evaluation period.
The analysis of SCAN feedback forms was hampered due to low response rate and inconsistencies in questions asked across bases.	Due to these issues, the results of the feedback forms had to be interpreted with caution. They were triangulated with other sources, such as DGMPPRA Your Say survey results.
The design of the new MTP was not advanced enough at the time of evaluation to sufficiently assess it.	The ex-ante evaluation considered the details that have been proposed to date. An assessment of cost effectiveness was not undertaken.

⁶⁹ Chi-square test, $\alpha = 0.05$.

Table B-4. Evaluation Limitations and Mitigation Strategies. List of the limitations of the evaluation and the corresponding mitigation strategy.

Annex C—Logic Model

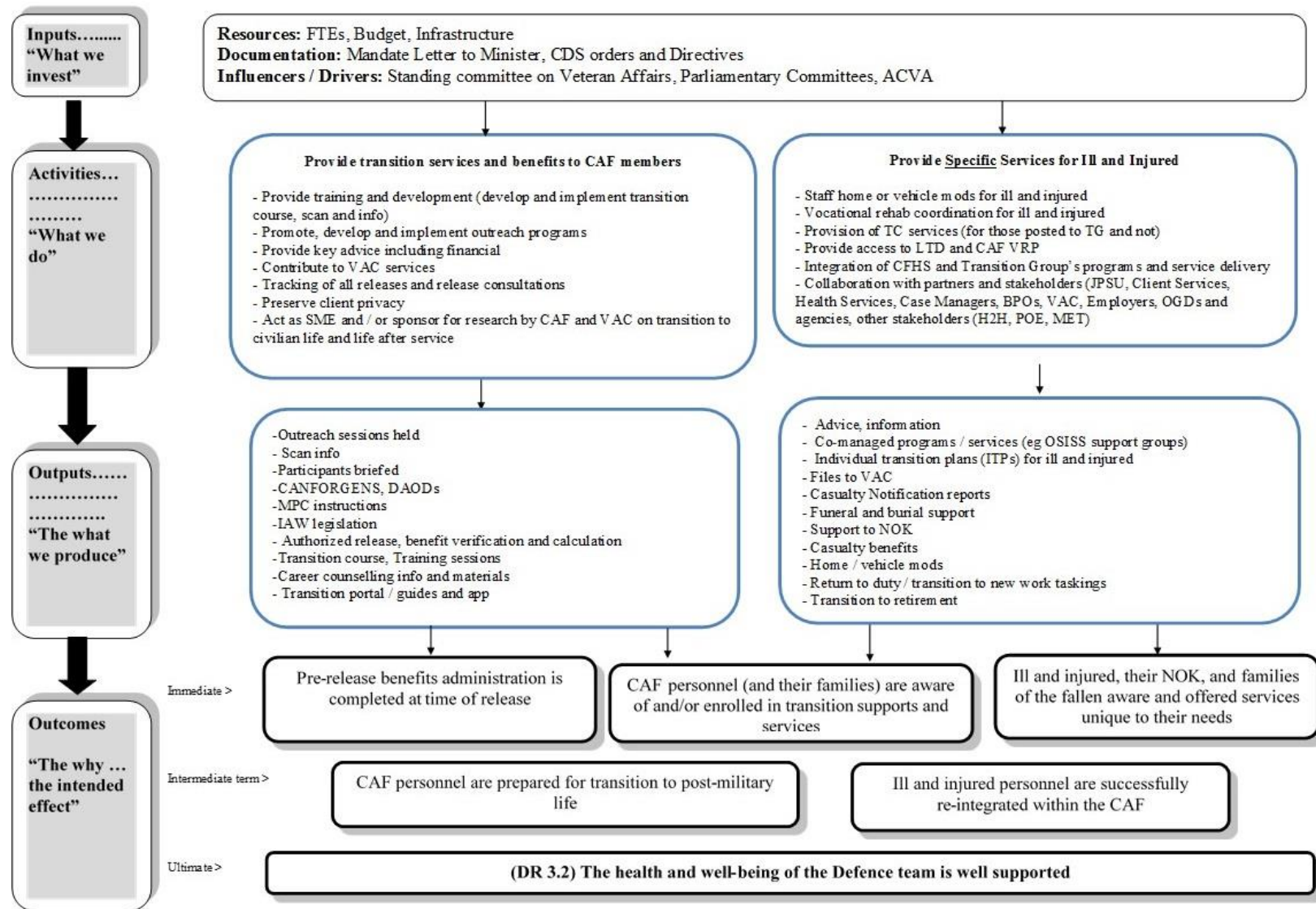


Figure C-1. Logic Model. This figure outlines the logic model for the Military Transition Program.

Annex D—Evaluation Matrix

Evaluation Question	Indicators	Finding Number
Relevance & Program design		
To what extent do the CAF's current transition services meet the needs of transitioning members and their families?	Perceptions of the needs of transitioning members and families	1
	Extent to which current transition services align with stated needs	1, 3
	Level of awareness of CAF transition services available among CAF members	1, 3
	Extent to which eligible CAF members make use of CAF transition services	1, 3
	Level of satisfaction of transitioning members with CAF support provided	1, 3
To what extent do barriers exist to accessing CAF transition services?	Perceptions of barriers faced by CAF members and their families when attempting to access CAF transition services, broken down by: Gender; Health status (ill & injured, medically releasing vs others); Environment (RCN, CA, RCAF)	1
	Extent to which contextual changes in recent years have affected the needs of transitioning members and their families, or their ability to access CAF transition services	1
To what extent do differences exist across different bases in terms of the transition services offered?	Extent to which the full suite of transition services are available in each base	1
	Presence of additional transition services offered at individual bases	1
	Perceived differences in utilization rates of transition services at different bases	1
To what extent is the future Transition Program designed to affect the extent to which needs are met?	Extent to which the design of the Transition Program reflects identified gaps in services, and addresses identified barriers to access	2
	Comparison of anticipated resource levels to anticipated financial requirements	7
Effectiveness		
To what extent have members and their families experienced successful transitions	Evidence of success of transition in terms of: Employment; Finances; Health; Life skills and preparedness; Social integration; Housing; Cultural and social environment	4

Evaluation Question	Indicators	Finding Number
under the current system (as per domains of well-being)?	Self-perceived success of transition	4
	Extent to which the CAF's transition services contributed towards the success of transition	5
To what extent have transition outcomes differed across different sub-groups?	Evidence of differences in transition outcomes by: Gender; Health status (ill & injured, medically releasing vs others); Environment (RCN, CA, RCAF)	4
To what extent is the design of the future Transition Program likely to lead to more successful transitions?	Estimate of the extent of change to transition success due to improved and expanded support to be provided	6
What are the possible unintended outcomes of the new Transition Program on internal and external stakeholders?	Stakeholder perceptions of unintended outcomes of Transition Program	2
Efficiency		
How cost effective is the new Transition Program compared to the current process?	Comparison of benefits versus total costs between historical CAF transition services and new Transition Program (total costs include financial, time and opportunity costs)	7
To what extent will the new CAF TG align with other stakeholder groups?	Extent to which relevant stakeholder groups within CAF/DND are involved in program design and delivery	2
	Extent to which relevant external stakeholder groups are involved in program design and delivery	2

Table D-1. Evaluation Matrix. This table indicates the data collection methods used to assess the evaluation issues/questions for determining the relevance, effectiveness and efficiency of the MTP.