



Review of the Royal Canadian Chaplain Service



Reviewed by ADM(RS) in accordance with the *Access to Information Act*. Information UNCLASSIFIED

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ACRONYMS

ADM(RS)	Assistant Deputy Minister (Review Services)	ICCMC	Interfaith Committee on Canadian Military Chaplaincy
ARA	Accountability, Responsibility and Authority	L1	Level 1
CA	Canadian Army	LGBTQ2+	Lesbian, Gay, Bisexual, Transgender, Queer or Questioning, Two-Spirit
CAF	Canadian Armed Forces	MILPERSGEN	Military Personnel Generation
CCIR	Commander's Critical Information Requirements	OCG	Office of the Chaplain General
CDS	Chief of the Defence Staff	OCI	Office of Collateral Interest
CFAO	Canadian Forces Administrative Orders	OGD	Other Government Department
CFChSC	Canadian Forces Chaplain School and Centre	OPI	Office of Primary Interest
Chap Gen	Chaplain General	QR&O	Queen's Regulations and Orders for the Canadian Forces
CJOC	Canadian Joint Operations Command	RCAF	Royal Canadian Air Force
CMP	Chief Military Personnel	RCChS	Royal Canadian Chaplain Service
CoC	Chain of Command	RCN	Royal Canadian Navy
DAOD	Defence Administrative Orders and Directives	RMC	Royal Military College
DGE	Director General Evaluation	SPHL	Service Personnel Holding List
DND	Department of National Defence	SSE	<i>Strong, Secure, Engaged</i>
DRF	Departmental Results Framework	TBS	Treasury Board Secretariat
FY	Fiscal Year	VCDS	Vice Chief of the Defence Staff
GBA+	Gender-Based Analysis Plus	VSC	Vulnerable Sector Check

REPORT GUIDE

Preliminary guidelines for navigating this slide document.



This document is best viewed on a device such as a laptop, desktop or tablet.



There are [links](#) embedded which connect to other sections of the report, external documents or public sites for further investigation or reference.



Within the narrative, some words may be highlighted in **colour**. This highlights the most pertinent points for the reader's focus, enabling quick reading of the section themes, e.g., [governance structures](#) or [compassion fatigue](#).



When printing this document, it should be done so in colour to maintain the integrity and intent of the graphical components.



This icon indicates an ADM(RS) recommendation, for which the corresponding Management Action Plans can be found in Annex A.

EXECUTIVE SUMMARY

Background and Objectives

This report presents the results of the Review of the Royal Canadian Chaplain Service (RCChS), conducted in fiscal year (FY) 2020/21 by Assistant Deputy Minister (Review Services) (ADM(RS)). The review examined the preparation, governance and capacity of RCChS to offer spiritual care to all Canadian Armed Forces (CAF) members, regardless of denomination, sex and gender, gender identity, sexual orientation or ethnicity. It did so by examining the following six areas: the value of chaplaincy services governance, policies, recruiting, training, and compassion fatigue and wellness.

Program Description

The RCChS is delivered through the Military Member and Family Support program. CAF chaplains are responsible for fostering the spiritual, religious and pastoral care of CAF members and their families, and provide strategic advice to members of the Chain of Command (CoC) on ethical, religious and spiritual matters.

Results

Value of Chaplaincy Services

Overall, the Review found the chaplaincy services offered by the RCChS to be highly valued by most, although a minority believe the chaplaincy is no longer needed and should be replaced by secular mental health experts or social workers. The composition of the Chaplaincy does not reflect the diversity of the population it serves, and there are areas for improvement in providing services to LGBTQ2+ members, non-religious members, women and others.

Governance

Although most chaplains are clear on their responsibilities, the chaplaincy's three-part governance structure is complex, and policies that establish it are in need of updating to reflect the chaplaincy's evolution from a primarily Christian institution to one that provides care for all. Partly as a result of this complex governance structure, the processes governing the reporting of issues involving chaplains are not clear to all chaplains.

Of concern to the governance of the RCChS is the role of the Interfaith Committee on Canadian

Military Chaplaincy (ICCMC), a body external to the CAF whose accountabilities to the CAF are not clear. Its role in establishing and potentially revoking the mandate of individual chaplains has the potential to lead to discriminatory practices that contravene CAF values and human rights.

Policies

Areas for improvement to policy in areas other than governance have been observed. Firstly, GBA+ has historically not been considered in chaplaincy policies. Secondly, tension exists between the CAF duty to report misconduct and the chaplain privilege of confidentiality. Thirdly, security checks have not been conducted consistently on chaplains in the past, but the chaplaincy is now committed to a rigorous security screening of all chaplains.

Recruiting

Although few vacancies exist, there is a perception among end users that not enough chaplains are being recruited. Systemic barriers prevent candidates from some groups, notably diverse faith traditions, from being recruited to the CAF chaplaincy.

Training

Most chaplains are satisfied with the training received, but some gaps exist and accessibility is sometimes an issue, primarily for Reserve Force members.

Compassion Fatigue and Wellness

There is widespread concern about compassion fatigue among CAF chaplains but, prior to this Review, no attempt had been made to measure it. This Review assesses its current prevalence as relatively low, but more study is needed. Although a number of supports are in place to help those experiencing compassion fatigue, there is some dissatisfaction with their availability and effectiveness.

Recommendations and Management Action Plan

The Review arrived at nine recommendations to address the issues noted. These recommendations, and the management response to them, can be found in Annex A.

REVIEW SCOPE AND METHODS

Coverage and Responsibilities

The time period that the review covers is [FY 2015/16 to FY 2019/20](#), but it was primarily present and future focused. The RCChS review is a special project not captured within the Five-Year Departmental Evaluation Plan (2018/19 to 2022/23).

The review focused on the following six areas:

1 Value of Chaplaincy Services

2 Governance

3 Policies

4 Recruiting

5 Training

6 Compassion Fatigue and Wellness

Objectives

The objective of the RCChS review was to examine the preparation, governance and capacity of RCChS to offer spiritual care to all CAF members, regardless of denomination, sex and gender, gender identity, sexual orientation or ethnicity.

The RCChS review applied a Gender-Based Analysis Plus (GBA+) lens, in order to explore possible differences in how the services are experienced based on factors such as denomination, sex, gender, sexual orientation and ethnicity.

Data Collection Methods

The methods used to arrive at review findings were as follows: (for more information, refer to Annex C)

Document review

Policies, guidance, training materials, communications and other documents related to the scope of the review were examined as supporting evidence.

Stakeholder interviews

22 stakeholder interviews were carried out with members of the chaplaincy and other groups both internal and external to the Department of National Defence (DND)/CAF.

Surveys

Two surveys were carried out for this review: one survey of chaplains and one of CAF members, as potential or actual end users of chaplain services.

The chaplain survey received 169 responses (52% response rate). The CAF member survey received 685 responses (response rate cannot be calculated due to the way in which the survey was disseminated). Certain questions in the CAF member survey were only asked of a subset of respondents.

Risk assessment

A facilitated risk assessment was conducted through a series of risk sessions to identify current and future issues/risks related to the six areas of the review. The risk assessment included representatives from RCChS, other DND/CAF units and external representatives from various faith traditions.

Results of the risk assessment can be found in Annex E and, where relevant, in the “Associated Risks” box in the findings of this report.

The following areas were excluded from scope:

- Services provided to families of CAF members
- Recruiting and training activities undertaken by Military Personnel Generation (MILPERGEN)
- Complaints against chaplains
- Civilian Officers

PROGRAM PROFILE

The Royal Canadian Chaplain Service

The RCChS is delivered through the Military Member and Family Support program. CAF chaplains are responsible for fostering the spiritual, religious and pastoral care of CAF members and their families, regardless of religious affiliation, practice and belief. They also provide strategic advice to members of the CoC on ethical, religious and spiritual matters.

The RCChS is led by the Chaplain General (Chap Gen) and is housed within Chief Military Personnel (CMP). The ICCMC, an external body of representatives from Canadian Faith Traditions, supports the chaplaincy as the body linking Faith Traditions with the CAF. The ICCMC is the body through which RCChS chaplain requirements and standards are set, Faith Tradition communities of Canada exercise their support to the CAF, and represents and reflects the work of the RCChS to member Faith Tradition communities throughout the country.

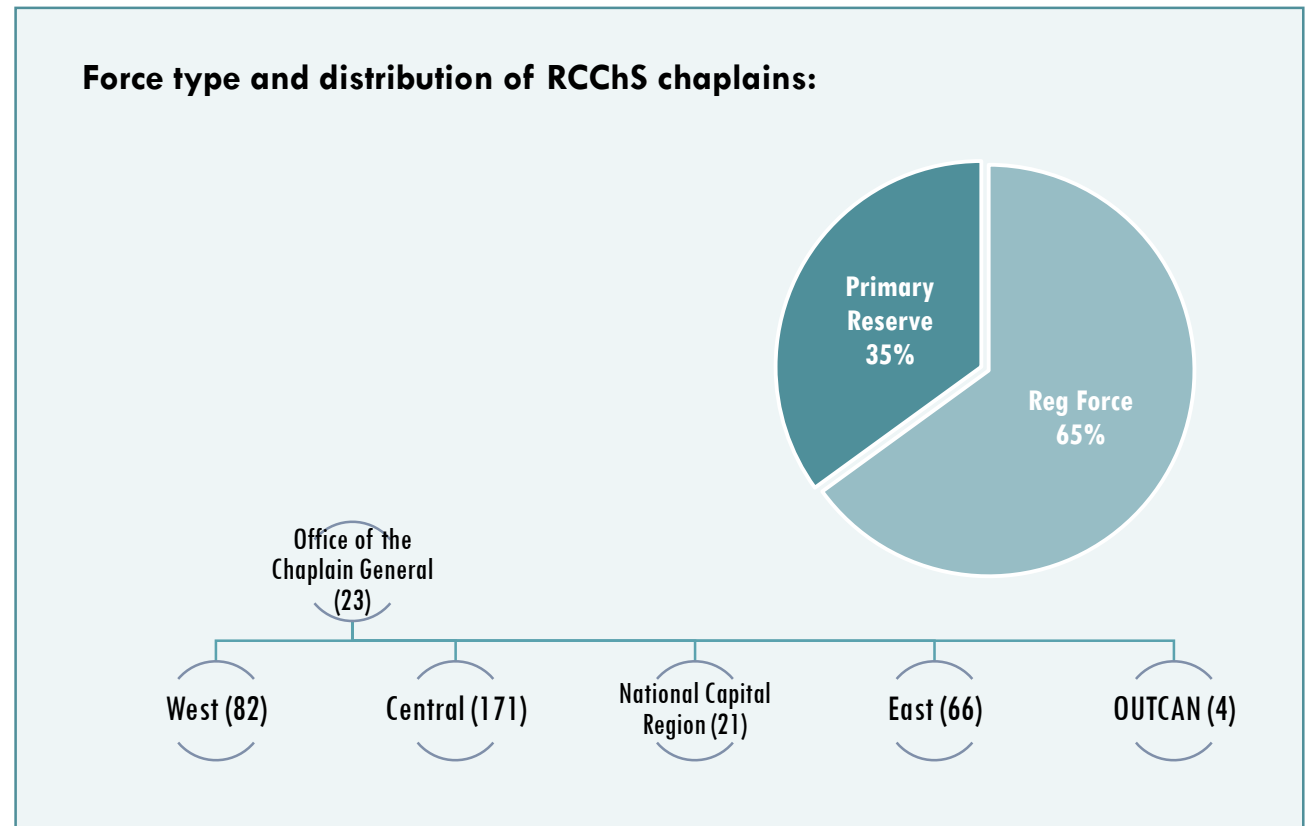
Mission

To develop and offer spiritual and religious care and support in order to ensure the spiritual well-being and development of all members of the Defence Community while respecting the freedom of conscience and religion of each person.

Vision

To be a Multi-faith chaplaincy committed to developing the Spiritual well-being and resilience of the members of the Defence Community in order to support the effectiveness of the CAF.

Force type and distribution of RCChS chaplains:



VALUE OF CHAPLAINCY SERVICES

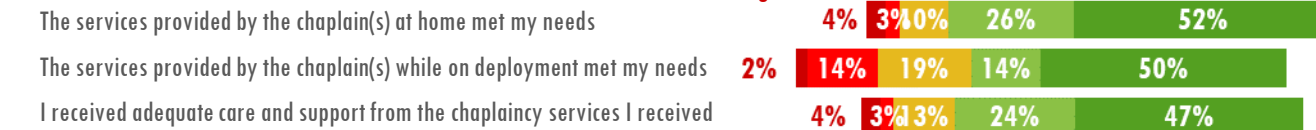
Provision of a vital service for DND and the CAF

FINDING 1: CAF Chaplaincy services are highly valued by CAF members, but a few say other expertise is required

The RCChS is widely perceived to provide an important service that is greatly valued by the defence and command teams. Chaplains provide advisory support for the command team, and provide services and support for the Defence Team, including support in a front line/social work context.

The value of RCChS services is evident in the large number of members who utilize religious and spiritual services. Between **one-quarter and one-half of CAF members were estimated to attend formal chaplaincy services** in a two-year period, and between **one-half and three-quarters of CAF members had an encounter** with a chaplain within that same period. The availability of 24/7 duty chaplains helps to mitigate risks when/if members and their families struggle or encounter personal crisis situations any time of the day or night.

The majority of the 474 CAF members surveyed agreed on the value of chaplain services



Services received on deployment received slightly lower ratings. Only 11 percent of total respondents reported receiving chaplaincy services while on deployment, reportedly due to a lack of availability of chaplains while deployed.

Most of the 169 chaplains surveyed see the relevance in the chaplaincy and are highly satisfied with the services they have received from other chaplains.



Base/wing commanders feel that the RCChS is a vital service and that chaplains contribute to the resilience and mental and spiritual health of the Defence Team. It was also felt that chaplains provide the pulse and advisory support to the CAF command team, including the ability to gauge the overall morale and health of the team.

However, not all agreed on the need for the CAF chaplaincy. As the CAF population becomes less religious (see Finding 2), the need for chaplains is called into question by a few. As chaplains are embedded in their units, they are often called on for matters beyond the religious or spiritual, including for mental health issues. In the survey of CAF members, when asked for comments, 7 percent of those who responded stated that mental health experts or social workers should replace chaplains in these cases.

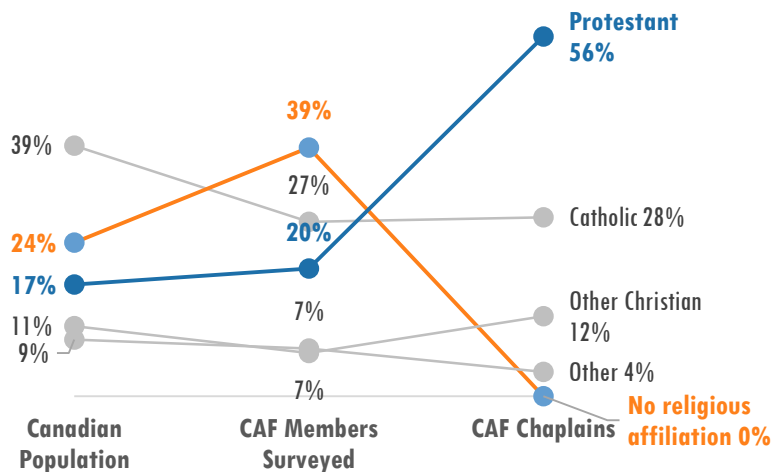
VALUE OF CHAPLAINCY SERVICES

Equitable Care for all Defence Team Members

FINDING 2: The composition of the Chaplaincy does not reflect the diversity of the population it serves, and there are areas for improvement in providing services to LGBTQ2+ members, non-religious members, women and others

Composition of RCChS

RCChS chaplains represent a number of different faith traditions. There is an opportunity for the chaplaincy to better reflect the diversity of the Canadian population. For instance, there is greater representation from **Protestant** denominations, lower representation among non-Christian Faith Traditions, and no representation from **non-religious** groups.



When asked for areas for improvement for the RCChS, one of the most common replies from CAF members was the need for greater diversity of both chaplains and of the Faith Traditions they represent.

The RCChS is currently working to expand the Faith Traditions from which chaplains can be recruited, including a possible secular (humanist) option.

Visible Minorities, Indigenous Peoples and Women

The large majority of CAF members did not feel their ethnicity, gender or sexual orientation affected the level of support they received from the chaplaincy, including most women, visible minorities and Indigenous people. However, among chaplains themselves, those who are visible minorities (including Indigenous) and those who are women are more likely than others to see a lack of equity in the chaplaincy and in the services it provides. Both are more likely to agree that there are inconsistencies in the level and quality of care received by different groups of people, and that barriers to recruitment exist for certain groups to be hired as a CAF chaplain.

Location

The geographic distribution of chaplain postings closely match those of the broader CAF population, indicating they are placed close to the people they serve.

VALUE OF CHAPLAINCY SERVICES

Equitable Care for all Defence Team Members

FINDING 2 Cont'd: The composition of the Chaplaincy does not reflect the diversity of the population it serves, and there are areas for improvement in providing services to LGBTQ2+ members, non-religious members, women and others

LGBTQ2+ Community

CAF members who are members of the Lesbian, Gay, Bisexual, Transgender, Queer or Questioning, Two-Spirit (**LGBTQ2+**) community saw more need for improvement to the chaplaincy than did respondents who were **not members** of this group (percentage who agree or strongly agree).



The review found that there was an opportunity to improve the understanding of the demographics of the client population within the Defence Team, including a breakdown of client needs and which needs are being met, such as the client-to-chaplain ratio.

In explaining their responses, several CAF respondents described experiences of prejudice and discrimination by chaplains against members of the LGBTQ2+ community, and in a few cases, turning someone away for being gay.

Care for All

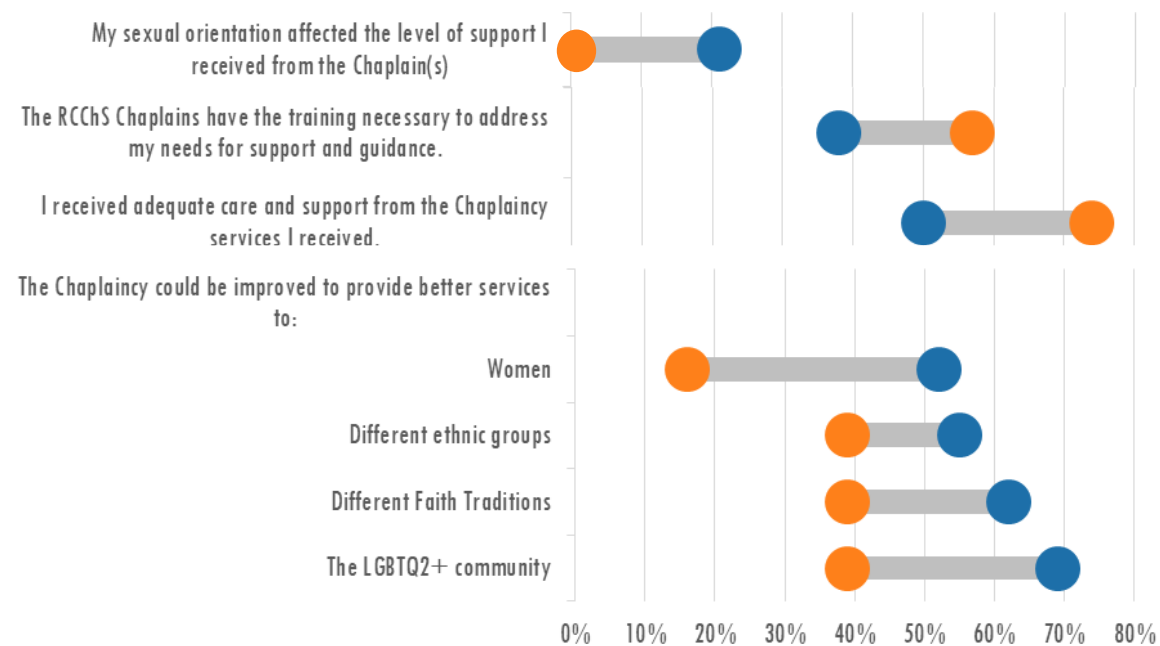
The RCChS is in a period of transition and has implemented a wide range of important initiatives to provide care to all Defence Team members regardless of faith, spirituality, LGBTQ2+ status and ethnicity. The RCChS has released directives and communications to inform chaplains that they are required to support all Defence Team members equally; RCChS senior management are working to ensure that this happens in practice on a consistent basis.

New recruits are given training in diversity and in CAF values such as the duty to provide care to all Defence Team members; however, it is imperative that a process be implemented to ensure that these values are adopted in their day-to-day actions.

It was mentioned that there have been complaints from female, LGBTQ2+, and non-Christian chaplains about biases, and that some LGBTQ2+ chaplains have not felt supported.



1. Develop a stronger understanding of the needs of different Faith Traditions, LGBTQ2+ members, non-religious members and others, in order to better serve these needs



GOVERNANCE

Transition to a Multi-Faith Organization

FINDING 3: Although most chaplains are clear on their Accountabilities, Responsibilities and Authorities (ARA), they could be updated to reflect the transition to a more diverse chaplaincy

Although chaplains reported clarity in ARAs, there is a concern that policies and standards are out of date. When the chaplaincy was originally created in the CAF, there were two chaplaincies – one for the Catholic faith and one for the Protestant faith. Non-Christian faith traditions were historically excluded. In its move towards a multi-faith organization, there is a need to review governance documents to ensure they are reflective of the population they serve.

Most of the 169 chaplains surveyed report being clear on their accountabilities and responsibilities.

I clearly understand my accountabilities as a chaplain to the CAF, to the ICCMC and to my Faith Tradition




It is clear which issues are my responsibility as a chaplain, and which issues should be referred to someone else




It was identified that some accountability structures, especially related to the ICCMC, are not clear. The ICCMC is a publicly-funded body comprised of representatives external to DND/CAF from Faith Traditions in Canada, which supports the CAF chaplaincy by linking it with these Faith Traditions.

Although funded through the Chap Gen’s budget, the ICCMC’s accountabilities are not explicitly described in any DND/CAF policy. Some of the ICCMC’s authorities are contained in the Queen’s Regulations and Orders (QR&O): it has authority to endorse candidates for the chaplaincy, and to issue directives on religious or spiritual matters with which chaplains must comply. Because these authorities are in QR&Os, they are not in the powers of the CAF CoC to change. It was felt there is a lack of clarity on who has the authority to change the ICCMC’s roles and responsibilities.

Few up-to-date policies exist that establish the structure, governance and mandate of the chaplaincy. Below the QR&Os, only Canadian Forces Administrative Orders (CFAO) exist, a policy instrument that since 2012 has been superseded by others. The CFAOs relating to the chaplaincy are several decades out of date and still refer to the two Christian CAF chaplaincies. A more up-to-date Chaplain Manual exists, and is in the process of being further updated, but it does not have the force of official policy.

 **Associated Risks:**

Unclear communication guidance and accountability structures related to the ICCMC may lead to inconsistent messaging Significant


 **2. Update and formalize policies establishing the structure and governance of the RCChS**

GOVERNANCE

Hierarchy of Authorities

FINDING 4: The complex governance structure leads to uncertainty regarding the hierarchy of authorities within RCChS

The chaplaincy service is made of the Office of the Chaplain General (OCG) and operational/tactical chaplains. Within this structure, there are three different levels of authority – CMP, Military and Faith Traditions/ICCMC. CMP is the Level 1 (L1) within which RCChS Headquarters resides. As commissioned officers, chaplains are subject to the Code of Service Discipline of the military and are responsible to the military command in which they are posted. However, as religious professionals, chaplains must ensure they exercise their ministry in accordance with their Faith Tradition norms. Inconsistencies in the application of policies between government, military and religious authorities can result in conflicting direction and confusion regarding the hierarchy of these authorities. In cases where there is conflict of values/views, there is uncertainty about which level takes precedence.

 **Associated Risks:**

Unclear reporting structures may result in uncertainty and/or abuse of authority	Significant
Unclear direction and/or inconsistent application of direction regarding hierarchy of policies/doctrine and differences between Faith Traditions' standards and CAF values could lead to inconsistent application, conflict of interest for chaplains and potential removal of endorsement of their chaplaincy	Significant

It was mentioned by numerous stakeholders that the values and ethics of the CAF can sometimes conflict with those of faith traditions. For example, interviewees noted that although the Chap Gen sent out a letter to all chaplains regarding respecting LGBTQ+ peoples, and the requirements for chaplains to provide care to all, there were a few Faith Tradition representatives that disputed this declaration to the chaplains underneath them. This causes uncertainty for chaplains about which direction they are required to follow, as there are concerns regarding losing endorsements, and potentially their jobs, if they oppose either the CAF position or the Faith Tradition's position.

A gap between the strategic vision of the RCChS and the operational reality can exist. In some cases, there is a perception of difference between the care for all model promoted by the CAF and service for all with some Faith Traditions potentially taking a “care of all but service to some” approach. This discrepancy can impact the experience CAF members have when using chaplaincy services and support.

RCChS Issues (Chief Military Personnel (CMP))	Military Issues (Chain of Command (CoC))	Religious Issues (Faith Traditions)
<p>CMP oversees the RCChS from a strategic perspective</p> <ul style="list-style-type: none"> ❖ Strategic Support, Operational Planning, Chaplaincy Services • Achievement of annual goals • Performance measurements • Concerns of the Chaplain General • OCG Chaplain professional development • Recruiting • Chaplain-specific training 	<p>Chaplains are responsible to their military command officers</p> <ul style="list-style-type: none"> ❖ In an operational and tactical headquarters, bases, wings, formations or tactical units, chaplains are responsible to their individual command environment. <p>The exceptions to this are:</p> <ul style="list-style-type: none"> • Religious matters • Personal issues • Chaplaincy-specific issues • Career and employment matters 	<p>Chaplains are responsible to their individual faith groups</p> <ul style="list-style-type: none"> ❖ Individual faiths have oversight over their chaplains • Chaplains must uphold the tenets of their faith tradition <p>ICCMC: oversight of CAF Chaplaincy</p> <ul style="list-style-type: none"> • Endorsing chaplains • Setting academic and faith group standards • Revoking or suspending mandates • Connecting civilian faith groups with CAF faith groups

GOVERNANCE

RCChS Mandate and Endorsements

FINDING 5: Uncertainties surrounding the endorsement and mandate process for chaplains can lead to potential discrimination and inequality across different populations of chaplains

The ICCMC plays a role in establishing the mandate of a new CAF chaplain, and may also play a role in revoking it. In order to become a CAF chaplain, a candidate must obtain the endorsement of the member of the ICCMC who represents their Faith Tradition. If the ICCMC member decides to revoke this endorsement, it may result in that chaplain losing their mandate. According to the QR&Os, the Chap Gen must revoke the mandate of any chaplain who no longer meets the requirements for the granting of the mandate – which includes ICCMC endorsement (QR&O 33.05 para. 1). This appears to grant the ICCMC the authority to revoke a chaplain’s mandate.

There are instances where this may lead to consequences that run counter to CAF values and human rights legislation. For example, within certain Faith Traditions, chaplains may risk losing their ICCMC endorsement if they identify as part of the LGBTQ2+ community, express support of LGBTQ2+ events, or live with a partner prior to marriage. If this results in loss of employment for the chaplain, it could constitute a contravention of the *Canadian Human Rights Act*.

Interviews described a scenario where chaplains may have to choose between their employment and their doctrines of faith. Although representatives from the OCG believed this should not be the case, there is not this shared belief across the RCChS. Since this is an issue that deals with human rights, it would be beneficial for RCChS to seek legal opinion.

“Sadly, as long as the ICCMC representatives have the power to remove our mandates, they are able to impose on their chaplains values that are contrary to CAF values.” – *risk session participant*



Associated Risks:

ICCMC/Faith Traditions’ authorities over chaplain endorsement may lead to discrimination against LGBTQ2+ individuals

High

Unclear direction and/or inconsistent application of direction regarding hierarchy of policies/doctrine and differences between Faith Traditions’ standards and CAF values could lead to inconsistent application, conflict of interest for chaplains and potential removal of endorsement of their chaplaincy

Significant

“The Chap Gen will say that all people are welcome regardless of their sexual orientation, but then their faith traditions say something different. The ICCMC imposes the rules of their faith tradition and can remove their mandate, so the chaplains are being forced to choose between their employment and their doctrines of faith” – *interview respondent*



3. Clarify the role of the ICCMC in granting and revoking chaplain endorsements

GOVERNANCE

Issues Management and Reporting

FINDING 6: The processes governing the reporting of issues involving chaplains are not clear to all

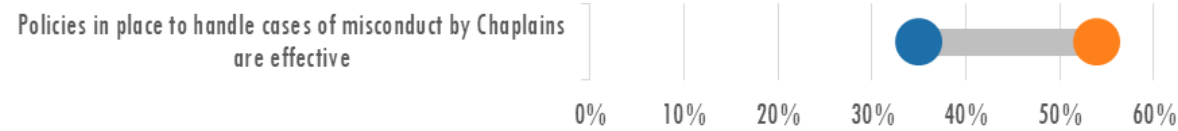
Processes and transparency in the reporting of issues and/or misconduct involving either chaplains or other CAF members are not clear to all chaplains. Some processes exist within the RCChS, but in most cases the reporting of issues or complaints involving chaplains follows the same process as for all CAF occupations. However, not all chaplains are aware of what issues are reported to whom, due in part to the complex three-part governance structure of the RCChS (see Finding 4). Some believe that enforcement is up to the discretion of leadership. Additionally, despite acknowledgment of positive change in this area, there is still some fear of retribution if conflict/issues are brought forward by the lower ranks.

Most of the 169 chaplains surveyed are positive about processes involving reporting complaints:




“There has been an increase in the ability to speak about these issues, but it depends on whether someone in charge is willing to deal with it. This is where the problems start to arise when someone is not willing to address the issues you might be having.” – interview respondent

Only about half of chaplains surveyed believe that policies regarding chaplain misconduct are effective. Far fewer women than men agreed on this.



RCChS directives provide some guidance on the internal reporting process. There are two instances where specific reporting is required to the OCG:

- Significant Incident Reporting: A Situation Report must be provided upon the death or serious injury of a CAF member, or an incident which may otherwise have high media significance.
- Commander’s Critical Information Requirements (CCIR): A specific reporting mechanism for particular types of significant incidents, such as death, serious injury, and significant incidents involving chaplains.



4. Review and clarify processes for reporting of issues and complaints when chaplains are involved

POLICIES

GBA+ Strategy

FINDING 7: GBA+ has historically not been considered in policies, recruitment or training, and there is no overarching strategy

GBA+ considerations are essential for the RCChS to achieve its strategic objective of providing care for all. Survey data shows that factors including gender, sexuality, ethnicity and faith tradition impact satisfaction with chaplaincy service and support (see Finding 2).


Since 2003, The RCChS has become multi-faith and has recently been actively aiming to expand its diversity and representation to include non-traditional faith traditions and women. Although it was noted that improvements have been made, there remains a concern of potential discrimination against specific groups such as women and the LGBTQ2+ community.


A review of RCChS policies, directives and standards only identified **one** directive that mentioned GBA+ specifically. This directive stated that all chaplains will be briefed on GBA+ while conducting recruiting strategies and their target is to exceed the CAF average in recruiting women officers (CHAP GEN Op GABRIEL, p. 5).

Developing a stronger understanding of the factors influencing job satisfaction and satisfaction with services and support using a GBA+ lens would better position the RCChS to be able to provide equitable service to all and create and maintain an environment of wellness for chaplains.

Currently there is no overarching GBA+ strategy for RCChS despite the impact of these considerations on satisfaction

Numerous aspects of GBA+ within the RCChS were raised as part of the risk sessions including gender, sexual orientation, diversity of Faith Tradition, race and ethnicity. Participants indicated that these factors affected end users' satisfaction with RCChS chaplaincy services and chaplains' satisfaction with their own occupation.

 Associated Risks:	
ICCMC/Faith Traditions' authorities over chaplain endorsement may lead to discrimination against LGBTQ2+ individuals	High
A lack of diversity of faith and non-faith traditions in RCChS and on the ICCMC (including a lack of experts in non-religious spiritualities) could undermine its credibility within the CAF and lead to less effective oversight	Significant
Recruitment gaps and employment policies and processes could result in RCChS having insufficient numbers and diversity of chaplains	Significant

 **5.** Update policies, directives and standards, including for training and recruitment, to include a GBA+ analysis

POLICIES

Confidentiality vs Duty to Report

FINDING 8: Policies on chaplain confidentiality vs duty to report are clear, but due to a lack of communication strategy, the interpretation and application are inconsistent

Although policies on confidentiality vs the duty to report are clear, especially as outlined in the Chap Gen Directive on Operation HONOUR, the different messages contained in various policies within the department can be inconsistent and cause confusion amongst chaplains.

Chaplains play a unique role in the CAF and are bound by confidentiality that is not expected of other CAF members who have a duty to report.

Input gathered through the evaluation highlighted the importance of actions surrounding confidentiality and the duty to report to be victim-led when it comes to decisions on which steps to take and whether or not to report.

Clarity in guidance on the chaplain’s role specifically related to the duty to report across the CAF would aid in addressing any inconsistencies.

QR&O
Officers shall: “report to the proper authority any infringement of the pertinent statutes, regulations, rules, orders and instructions governing the conduct of any person subject to the Code of Service Discipline when the officer cannot deal adequately with the matter.”
Operation HONOUR
“It is expected that all CAF members will report to the proper authority any sexual misconduct committed by any person in the workplace or on a defence establishment.”
Directive on Operation HONOUR
Chaplains should have the member’s approval before proceeding to get help from a professional or anyone in the Chain of Command.
Chaplaincy Confidentiality
“Some religious communications [between a chaplain and a CAF member or dependant] may be protected by privilege.” However, “absolute confidentiality may only be offered in the context of the penitential rites of those specific Faith Group traditions to which such confidentiality applies, and an accordance with the guidelines and any limitations stipulated by those Faith Groups.”
Confidentiality is limited in cases where someone is a threat, involves abuse of a minor, or ordered by a court of law EXCEPT in a Roman Catholic and Orthodox sacramental context.



Associated Risks:

Conflicts between confidentiality and duty to report may result in the perception of the loss of a “safe place” and misunderstandings of chaplain responsibilities

Significant

Although the majority of the 169 chaplains surveyed do not find it difficult to reconcile the CAF duty to report with chaplain confidentiality, there are still relatively high proportions who answered that they neither agree or disagree, or that they agree there are challenges.



6. Reconcile the apparent conflict between the need for chaplain confidentiality and the CAF duty to report

POLICIES

Security and Background Checks


 **FINDING 9:** Security and background checks have not been conducted consistently. Wellness considerations have not been included.

Stakeholders highlighted that in order to have a resilient and healthy chaplaincy, there need to be measures in place to ensure that the right chaplains are hired for the position, and that there are clear expectations regarding the requirements to become a chaplain and of the unique responsibilities chaplains have, especially working with vulnerable populations.


In the past, security checks were not consistently carried out for CAF chaplains, beyond the security clearances required of all CAF members. Although most faith groups do have a screening process for clergy and volunteers in place, the review found that it was not consistent across faith groups and it is not an on-going process.

Beginning in 2020, the RCChS now requires all new and existing chaplains to undergo a Vulnerable Sector Check (VSC), as per the Chap Gen Directive on an Environment of Care. The VSC identifies past criminal convictions and a range of other offence-related information (see box on this slide). It must be renewed every three years.

As of April 2021, **83 percent** of Regular Force chaplains have completed the VSC. Similarly, 83 percent of chaplains surveyed for this review indicated they had undergone a security check since applying to or working in the CAF chaplaincy. Of those still awaiting a VSC, many are due to delays on the part of the police force undertaking the check, or due to leave, deployment, or postings outside Canada on the part of the chaplain.

	Associated Risks:
Inconsistent security, wellness and background checks may result in critical information being missed about individuals applying to be chaplains	High

Several interviewees suggested wellness checks should be undertaken at the same time as security checks. Chaplains are consistently faced with challenging situations, and they need to have the psychological wellness and resilience to be able to handle these situations. There is currently no requirement for a wellness check as part of the selection process of chaplains or ongoing monitoring of chaplain's health.



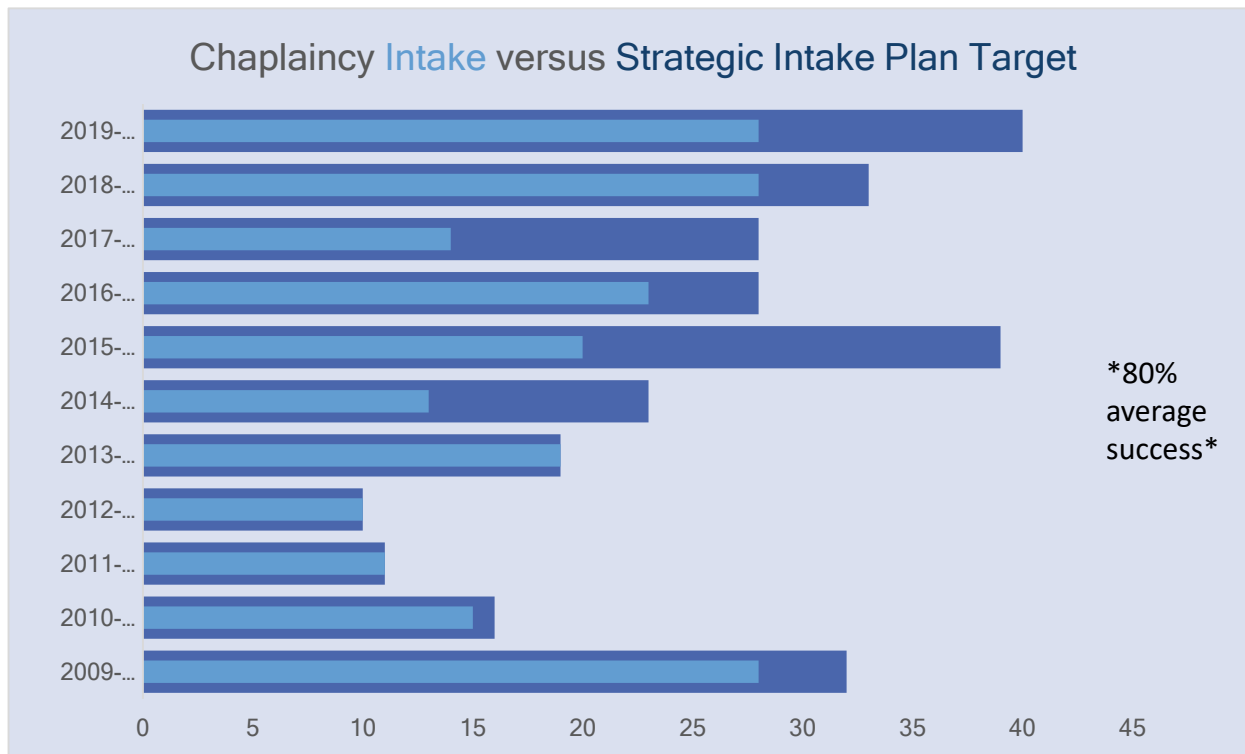
Governed by the <i>Criminal Records Act</i> , VSCs provide a range of offence information including convictions, outstanding warrants, charges, judicial orders and record suspensions (pardons) for sexual offences . It is not exhaustive; for example, foreign information is not included.
VSCs are completed by the local police force with jurisdiction where the applicant resides. Each police force has its own delivery schedule, and in many cases these timelines have been affected by current COVID-19 restrictions.

RECRUITING

Insufficient Recruitment of Chaplains

FINDING 10: There is a perception that not enough chaplains are being recruited to meet the demands of the chaplaincy

The Annual Military Occupation Review indicates that chaplaincy is in the “green zone;” however, they have not consistently met their Strategic Intake Plan targets.



Members of the command team expressed their concern about the lack of backup for chaplains which limits professional development, access to required training and opportunities for needed leave. It was reported that some areas of Canada have one chaplain per base, with no backup or support.

Stakeholders from within the RCChS and the CAF command team, as well as the Defence Team end users, have expressed their concern about the ratio and equitable number of chaplains in the CAF.



Associated Risks:

Recruitment gaps and employment policies and processes could result in RCChS having insufficient numbers and diversity of chaplains

Significant

RECRUITING

Barriers to Recruitment

FINDING 11: Systemic barriers to recruitment are preventing the development of a chaplaincy that is reflective of the diversity of the CAF and of Canadian society

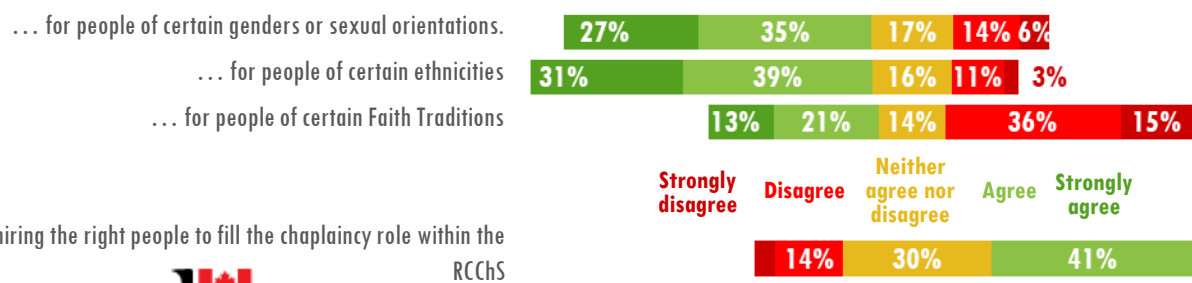
Stakeholders expressed concern about systemic barriers in the recruitment process. The primary barrier is the requirement of an ICCMC endorsement, since the Chap Gen cannot give a mandate for a chaplain to provide chaplaincy services without an endorsement by a member of the ICCMC (QR&O vol.1, ch33.04, para 1b).

The ICCMC consists of 12 members, with 10 from Christian denominations, and one Muslim and one Jewish member. It is difficult for candidates from faith traditions not represented on the ICCMC to become CAF chaplains. Another concern is that of educational standards. Chaplains are required to have a Masters in Divinity (or the faith tradition's equivalent to it), which is considered to overly favour Christian denominations and neglects the qualifications that other faith traditions may value over education.

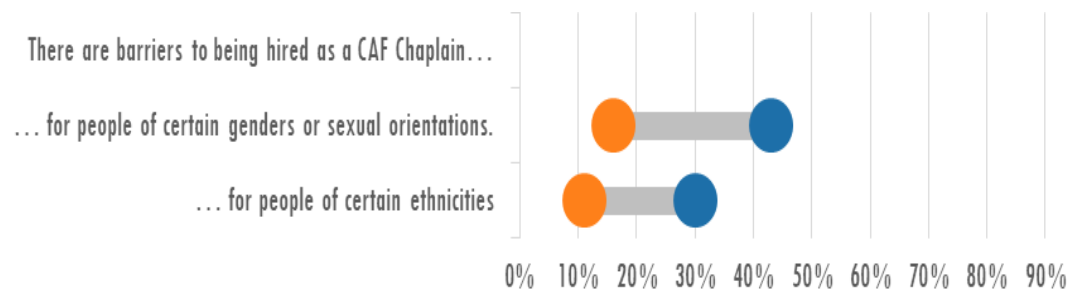
Finally, there were concerns about the requirement of the ICCMC in recognizing each faith tradition's leadership credentials. As the ICCMC is over-represented by Christian denominations, the credentials of other faith traditions may not be appreciated.

Overall, most of the 169 chaplains surveyed do not believe there are barriers to recruitment to the chaplaincy.

There are barriers to being hired as a CAF chaplain...



More women than men agreed that there are barriers to being hired for certain groups. With over 40% of women respondents believing that there are barriers for women and the LGBTQ2+ community.



Associated Risks:

Recruitment gaps and employment policies and processes could result in RCChS having insufficient numbers and diversity of chaplains **Significant**

7. Review recruitment standards to remove unjust barriers for other faith traditions, women, members of the LGBTQ2+ community and ethnic minorities

TRAINING

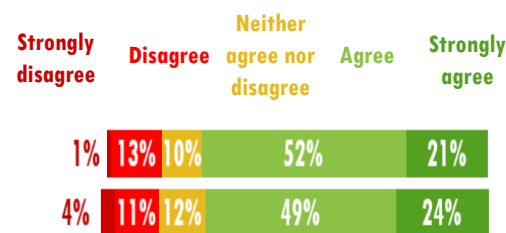
Satisfaction with Training

FINDING 12: Although most chaplains are satisfied with training received, there are gaps with the type and timing of training

According to the 169 surveyed chaplains, they are generally satisfied with the training they received and believe that the training sufficiently prepares them for providing chaplaincy services to the Defence Team.

The training I have taken through RCChS and the CAF is sufficient to enable me to perform the duties of my position

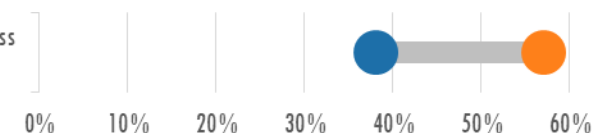
All CAF chaplains have the training necessary to support the values and ethics of DND/CAF



Chaplains are often the first point of contact in many sensitive situations, as they are embedded in CAF units and often seen as a trusted confidant. They are often approached by victims of sexual misconduct and workplace harassment. Although most chaplains are confident in their abilities to handle such instances, and maintain connections with appropriate resources such as mental health experts, they receive insufficient formal training from the CAF in some aspects, such as in cases of trauma. Chaplains need appropriate training in how best to respond when approached by those who have experienced trauma, including when and how to make a referral to mental health experts or others, as needed.

Fewer members of the **LGBTQ2+ community** believe that chaplains have the necessary training to address their needs, compared to **other respondents**.

The RCChS Chaplains have the training necessary to address my needs for support and guidance.



CAF training on these topics is mostly judged to be **somewhat effective**.

How effective is the training provided by the RCChS/CAF regarding providing services to women, the LGBTQ2+ community, other Faith Traditions and ethnic groups?



Associated Risks:

- Training may not prepare chaplains to work in an environment of diverse spiritualities nor to respond to and report sensitive issues such as harassment and discrimination **Significant**
- Training and recruitment practices may lead to lower morale and dissatisfaction with career choice **Significant**
- Lack of ongoing learning and training opportunities may lead to discrepancies in care and compassion fatigue **Significant**

TRAINING

Primary Reserve Force

FINDING 13: Access to training and support may be more restricted among Reserve chaplains

Stakeholders were in agreement that the Reserve Forces do not have the same resources, training or support as the Regular Forces. Many Reserve Force chaplains are isolated and may only have contact with another chaplain a few times a year. Because of this, it was recommended that Reserve Force chaplains, as well as Regular Force chaplains, be given opportunities for training, to help foster mutual peer support and access resources.

Current practice for training delivery creates barriers to accessing training. Due to many critical training courses not having online options, as well as extensive waitlists, many Reserve Forces chaplains are not able to take essential training that would support them in providing services to the Defence Team. It was recommended to change the regulation so that the use of technology such as teleconference and videoconference options for the attendance of courses be allowed, so that more chaplains could be properly trained, including Reserve chaplains.



Associated Risks:

Training may not prepare chaplains to work in an environment of diverse spiritualities nor to respond to and report sensitive issues such as harassment and discrimination Significant

Training and recruitment practices may lead to lower morale and dissatisfaction with career choice Significant

Changing the guidelines to ensure all chaplains have access to proper trainings may require continued effort to think creatively outside of the box, especially during the pandemic.



8. Review the accessibility of training (Regular Forces and Reserve Forces) and update the training curriculum to match the needs of end users.

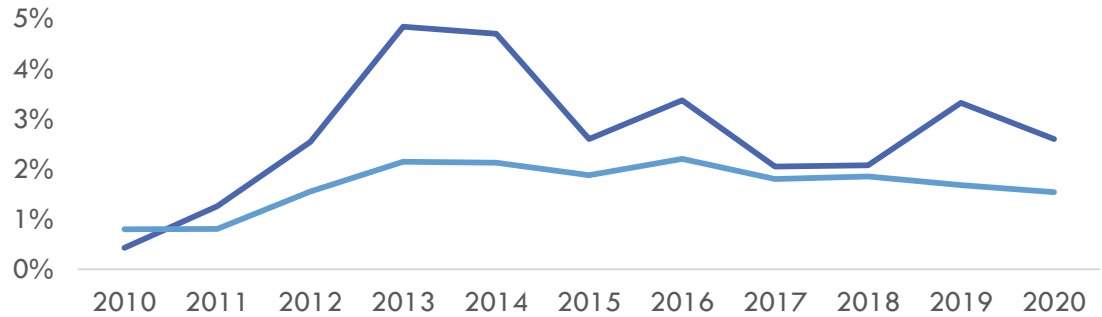
COMPASSION FATIGUE AND WELLNESS

Lack of Mechanisms to Measure or Identify Compassion Fatigue

FINDING 14: Compassion fatigue is generally considered to be a concern in the chaplaincy, but there are no mechanisms in place to measure or identify it

The CAF Chaplain Service Manual defines compassion fatigue as a “physical, emotional and spiritual fatigue or exhaustion that takes place over time, and that causes a decline in a chaplain’s ability to experience joy or to feel and care for others.” Compassion fatigue is an issue in a variety of helping trades. A chaplain who is always giving and not receiving support themselves may lose their spiritual resilience over time, especially if they never have the time to rejuvenate themselves.

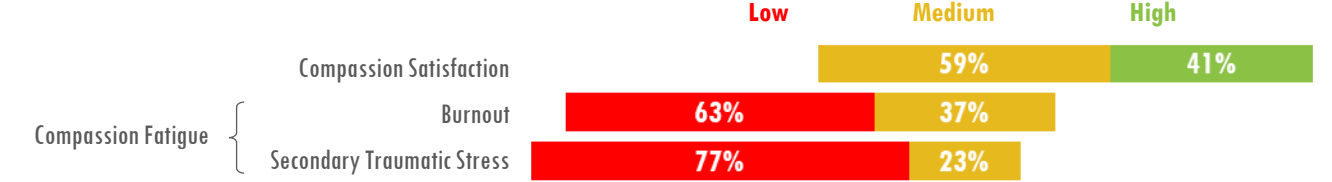
While broadly recognized as a concern, compassion fatigue in the RCChS has not been previously studied. One potential indicator is representation in the Service Personnel Holding List (SPHL), the posting unit for ill and injured CAF members. Because the chaplain occupation is less prone to physical injury than others, their injuries may be more often mental in nature. The number of personnel on the SPHL, as a percentage of total strength, is higher for **chaplains** than for the **CAF as a whole**:



The chaplain survey from this review found most chaplains (63%) agreed or strongly agreed that they had experienced compassion fatigue at some point since joining the service

However, as part of this review, the 169 chaplains surveyed were asked to respond to the Professional Quality of Life scale, which measures compassion satisfaction and two elements of compassion fatigue – burnout and secondary traumatic stress.

From this, it was found that most chaplains have **low** levels of compassion fatigue, and **medium to high** levels of compassion satisfaction. None scored in the high range for compassion fatigue. These results may be explained by the stigma surrounding compassion fatigue, non-response bias, or the COVID-19 pandemic during which the review took place.



Associated Risks:

- Chaplains may be overwhelmed by environmental situations and demands for multiple jobs Significant
- Lack of ongoing learning and training opportunities may lead to discrepancies in care and compassion fatigue Significant

COMPASSION FATIGUE AND WELLNESS

Sustaining Spiritual Resilience

FINDING 15: There is some dissatisfaction with the programs and supports available to help address compassion fatigue and promote chaplain well-being

There are a number of options available to chaplains experiencing compassion fatigue or in need of support for mental health issues, including five mitigation tactics, four chaplain-specific programs on compassion fatigue, and eleven CAF-wide programs available to any member suffering any sort of injury.

However, there were some concerns expressed about the accessibility and effectiveness of available programs. As shown, only about half of the 169 chaplains surveyed agreed the RCChS is providing an environment of care for chaplains, and a sizeable minority were unsatisfied with programs in place to address compassion fatigue.

According to some interviewees, there is a stigma attached to asking for help, which may prevent some from accessing these available services.

The RCChS program is providing an environment of care for the chaplains

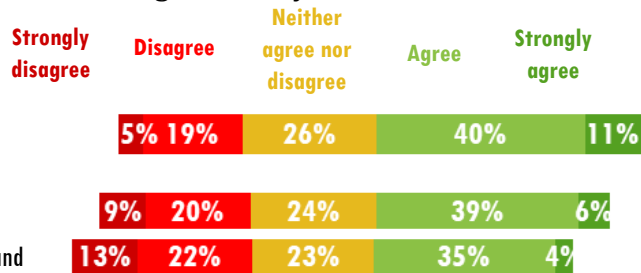
Mechanisms are in place to support RCChS personnel in preventing and overcoming compassion fatigue and promoting chaplain well-being

I am satisfied with existing programs/support for chaplains in combatting compassion fatigue and promoting chaplain well-being

Some stakeholders felt there is very little communication from senior management on how to maintain a resilient spiritual life, and it is instead left to the individual.

Stakeholder suggestions to improve chaplain well-being, health and spiritual resiliency include a crisis line for psychological support, adding the focus and awareness of wellness into performance evaluations, leveraging peer support and time to rest, extra training and focus on spiritual resiliency, and ensuring adequate funding for chaplain retreats.

Allowing adequate time to build spiritual resilience, acknowledge experiences and challenges, receive compassion and learn how to ask for help are crucial for maintaining resiliency.



Associated Risks:

Chaplains and/or their families may not feel supported to seek support for themselves resulting in increased instances of compassion fatigue and spiritual burnout.

Significant



ANNEX A — MANAGEMENT ACTION PLAN

ADM(RS) Recommendation



1. Develop a stronger understanding of the needs of different Faith Traditions, LGBTQ2+ members, non-religious members and others, in order to better serve these needs

Management Action

1.1 Organize a Working Group with internal and external Subject Matter Experts, in order to clarify expectations for Chaplains with regard to Canadian values and CAF Code of Ethics and address the tension between freedom of religion and human rights.

OPI: Chap Gen

OCI: ICCMC

Target date: June 2023

1.2 Define particular and common roles for the newly appointed Advisors to the RCChS (Indigenous), (Jewish), (Muslim), (Orthodox), (Protestant), (Roman Catholic), (Buddhist), (Sikh), and (Humanist). Review recruitment processes and standards to support RCChS recruiting of non-religious traditions, including Humanists.

OPI: Chap Gen

OCI: ICCMC

Target date: June 2022

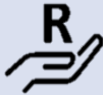

1.3 Standardize branch-wide GBA+ process and ensure cultural and religious diversity in visual representation and written documentation for all new chaplain recruiting material.

OPI: Chap Gen

OCI: ICCMC

Target date: June 2022

ANNEX A — MANAGEMENT ACTION PLAN

<p>ADM(RS) Recommendation</p> <p>2. Update and formalize policies establishing the structure and governance of the RCChS</p>		<p>Management Action</p> <p>2.1 Clarify ARAs and update policies. The RCChS Executive will clarify ARAs by June 30, 2022, with policies to be updated by March 31, 2023 as interim milestones. A Chap Gen correspondence about the governance will be sent to all chaplains for ease of understanding by the target date.</p> <p>OPI: Chap Gen OCI: DChap Svcs Target date: June 2023</p>
<p>ADM(RS) Recommendation</p> <p>3. Clarify the role of the ICCMC in granting and revoking chaplain endorsements</p>		<p>Management Action</p> <p>3.1 Review the mandate, policies and processes of the ICCMC related to the granting and revoking of chaplain endorsement to mitigate identified risks, and report to the appropriate authorities for action. Review and revise all relevant RCChS policies accordingly. Present and discuss policy revisions with all chaplains.</p> <p>OPI: CMP, Chap Gen OCI: DChap Svcs Target date: June 2022</p>

ANNEX A — MANAGEMENT ACTION PLAN

ADM(RS) Recommendation



4. Review and clarify processes for reporting of issues and complaints when chaplains are involved

Management Action

4.1 Conduct a review to better understand the issue(s) with regard to what/when/where/to whom to address a complaint involving a chaplain. Clarify as needed the processes for different types of issues/complaints, including the communication between the OCG and the ICCMC representatives.

OPI: Chap Gen

OCI: DChap Ops

Target date: June 2022

ADM(RS) Recommendation



5. Update policies, directives and standards, including for training and recruitment, to include a GBA+ analysis

Management Action

5.1 Establish an RCChS policy which stipulates that all Working Groups, projects, policies, directives, training and recruiting material will include a GBA+ analysis from the very beginning of the process.

OPI: Chap Gen

OCI: COS RCChS/DChap Ops

Target date: Jan 2022

5.2 GBA+ training, including Positive Space training, will be offered to ICCMC members and all chaplains. 100% of chaplains will attend GBA+ training. 100% of chaplains will be offered Positive Space training as personal development.

OPI: Chap Gen

OCI: COS, DChap Ops

Target Date: June 2022

ANNEX A — MANAGEMENT ACTION PLAN

ADM(RS) Recommendation



6. Reconcile the apparent conflict between the need for chaplain confidentiality and the CAF duty to report

Management Action

6.1 Prepare and publish a CANFORGEN as an official reference for chaplains and CoC, in order to assert the protection of the confidentiality for chaplains when providing support and care to CAF members. The “Duty to report” only applies to chaplains if a member represents a danger to themselves or others (serious suicidal or homicidal thinking) or if a member has endangered a minor, and a report to Child Protective Services is mandated.

OPI: CMP, Chap Gen

OCI: DChap Svcs

Target date: June 2023

6.2 Prepare a response should Justice Fish’s *National Defence Act* review have relevant findings; we will review and adapt as needed while carrying out this work.

OPI: CMP, Chap Gen

OCI: DChap Svcs

Target date: June 2023

ANNEX A — MANAGEMENT ACTION PLAN

ADM(RS) Recommendation



7. Review recruitment standards to remove unjust barriers for other faith traditions, women, members of the LGBTQ2+ community and ethnic minorities

Management Action

7.1 Review the mandate, policies and processes of the ICCMC related to recruitment, as well as its membership, to eliminate barriers to recruitment for: faith traditions as not yet represented, women, members of the LGBTQ2+ community and ethnic minorities. Report findings and recommendations from the review to appropriate authorities for action. Review attraction and recruiting material accordingly, while also following recruiting standards for CAF officers.

OPI: CMP, Chap Gen

OCI: DChap Svcs/ICCMC

Target date: June 2022



7.2 Improve communication with Canadian Forces Recruiting Group to ensure that CAF Regional recruiting officers have all the updated information and material, and understand the RCChS ever-extending diversity policy.

OPI: CMP, Chap Gen

OCI: DChap Svcs/ICCMC

Target date: June 2022

ANNEX A — MANAGEMENT ACTION PLAN

<p>ADM(RS) Recommendation</p> <p>8. Review the accessibility of training for all chaplains (Reg F and Res F) and update the training curriculum to match the needs of end users</p>		<p>Management Action</p> <p>8.1 Create a stakeholder working group that includes membership from all Defence Advisory Groups as well as relevant subject matter experts to identify gaps and plans to meet the needs of all equity seeking groups, to better equip chaplains to respond to sensitive issues, including the limits of their role, and to meet the needs of both Primary Reserve and Regular Force chaplains. OPI: Chap Gen OCI: DChap Svcs/CFChSC Target date: June 2023</p> <p>8.2 Assess the need and request a new permanent position at the Canadian Forces Chaplain School and Centre (CFChSC) for Primary Reserve training continuity, including training for chaplains assigned to the Canadian Rangers Group. OPI: Chap Gen OCI: DChap Svcs/CFChSC Target date: June 2023</p>
<p>ADM(RS) Recommendation</p> <p>9. Develop a process to identify and assess compassion fatigue among CAF chaplains</p>		<p>Management Action</p> <p>9.1 In order to clarify the issue (Statistical Reliability vs statistics), engage Director General Military Personnel Research and Analysis to assess, through an evidence-based process, the current physical, emotional and spiritual health of the RCChS chaplains. OPI: Chap Gen OCI: MH Principal Chaplain/DChap Strat Target date: June 2023</p>

ANNEX B — KEY FINDINGS AND RECOMMENDATIONS

KEY FINDING	RECOMMENDATION
Value of Chaplaincy Services	
1. CAF Chaplaincy services are highly valued by CAF members, but a few say other expertise is required	
2. The composition of the Chaplaincy does not reflect the diversity of the population it serves, and there are areas for improvement in providing services to LGBTQ2+ members, non-religious members, women and others	1. Develop a stronger understanding of the needs of different Faith Traditions, LGBTQ2+ members, non-religious members and others, in order to better serve these needs
Governance	
3. Although most chaplains are clear on their Accountabilities, Responsibilities, and Authorities (ARA), they could be updated to reflect the transition to a more diverse chaplaincy	2. Update and formalize policies establishing the structure and governance of the RCChS
4. The complex governance structure leads to uncertainty regarding the hierarchy of authorities within RCChS	
5. Uncertainties surrounding the endorsement and mandate process for chaplains can lead to potential discrimination and inequality across different populations of chaplains	3. Clarify the role of the ICCMC in granting and revoking chaplain endorsements
6. The processes governing the reporting of issues involving chaplains are not clear to all	4. Review and clarify processes for reporting of issues and complaints when chaplains are involved

ANNEX B — KEY FINDINGS AND RECOMMENDATIONS

KEY FINDING	RECOMMENDATION
Policies	
7. GBA+ has historically not been considered in policies, recruitment or training, and there is no overarching strategy	5. Update policies, directives and standards, including for training and recruitment, to include a GBA+ analysis
8. Policies on chaplain confidentiality vs duty to report are clear, but due to a lack of communication strategy, the interpretation and application are inconsistent	6. Reconcile the apparent conflict between the need for chaplain confidentiality and the CAF duty to report
9. Security and background checks have not been conducted consistently. Wellness considerations have not been included.	
Recruitment	
10. There is a perception that not enough chaplains are being recruited to meet the demands of the chaplaincy	
11. Systemic barriers to recruitment are preventing the development of a chaplaincy that is reflective of the diversity of the CAF and of Canadian society	7. Review recruitment standards to remove unjust barriers for other faith traditions, women, members of the LGBTQ2+ community and ethnic minorities

ANNEX B — KEY FINDINGS AND RECOMMENDATIONS

KEY FINDING	RECOMMENDATION
Training	
12. Although most chaplains are satisfied with training received, there are gaps with the type and timing of training	
13. Access to training and support may be more restricted among Reserve chaplains	8. Review the accessibility of training for all chaplains (Reg F and Res F) and update the training curriculum to match the needs of end users
Compassion Fatigue	
14. Compassion fatigue is generally considered to be a concern in the chaplaincy, but there are no mechanisms in place to measure or identify it	9. Develop a process to identify and assess compassion fatigue among CAF chaplains
15. There is some dissatisfaction with the programs and supports available to help address compassion fatigue and promote chaplain well-being	

ANNEX C — METHODOLOGY

Data Collection Methods

The findings and recommendations of this report were informed by multiple lines of evidence collected throughout the conduct phase of the evaluation. The methodology relied on both qualitative and quantitative research methods to ensure the validity of data collected for analysis. These lines of evidence were triangulated with each other and verified with program officials to ensure their validity. The methods used in the scoping and conduct of the review are as follows:



Document Review: As part of the planning phase of the review, a preliminary document review was conducted to develop a foundational understanding of the RCChS as well as determine the scope of the review.

Documents included: government websites and documents, terms of reference, logic model, indicators and objective program statements, key policies, training material, committee agendas and records of decisions, action plans and business cases, guidance documents related to Operation HONOUR, compassion fatigue and well-being.



Stakeholder Interviews: The review team conducted 22 stakeholder interviews with organizations internal and external to DND/CAF. These responses were aggregated to inform opinion and perspectives in support of the evaluation.

Interviews were conducted with leaders in the following groups:

- RCChS headquarters
- Senior and Tactical chaplains
- Sexual Misconduct Response Centre
- Base/wing Commanders

ANNEX C — METHODOLOGY

Survey:

The review team conducted two surveys between January and February 2021: one survey for RCChS chaplains and one for CAF members. The review developed the surveys in English and French and made them available on the Defence Wide Area Network and online.

The chaplain survey was sent to all current CAF chaplains not already contributing to the risk sessions and advisory committee. No sampling was administered.

For the survey of CAF members, members posted to five selected bases/wings were invited to participate. The bases and wings were selected based on stratified random sampling ensuring diversity of:

- CAF environments
- Geographic location
- Base/wing size (number of personnel)

Due to the sensitivity of this review and the nature of these surveys, steps were taken to ensure anonymity and protect survey results.

The chaplain survey had a total of 169 responses, for a 52 percent response rate. The survey of CAF had a total of 685 responses. It was not possible to calculate a response rate for this survey due to the way in which the survey was disseminated. Of these, 211 reported being posted to a base other than those in the selected sample. These were asked demographic questions but not asked questions about the RCChS. The remaining 474 respondents were asked both types of questions.

For both surveys, differences across sub-groups were identified by Chi-square and t-test ($\alpha = 0.05$). All differences noted in this report were statistically significant.



Risk Assessment:

A facilitated risk assessment was conducted through a series of risk sessions to identify current and future issues/risks related to governance structures, policies, recruiting, training, compassion fatigue and chaplain well-being, as well as corresponding mitigation strategies. To ensure the appropriate expertise was included in the risk sessions to identify and rate risks, a range of participants was asked to join. Since in-person sessions were unable to occur due to COVID-19, alternative options were undertaken including the use of questionnaires and videoconferences with participants.

The risk assessment was conducted in three phases. Phase one focused on identifying risks, phase two on rating risks and phase three on the identification of mitigation strategies. The review team reviewed and analyzed questionnaire results after each phase and hosted a videoconference to review and confirm results.

The risk assessment included representatives from RCChS headquarters, tactical chaplains, other DND/CAF units and external representatives from various faith traditions. The faith tradition representatives were selected based on the following criteria:

- Familiarity with RCChS
- Depth of knowledge in their own faith tradition
- Gender diversity

ANNEX D — REVIEW LIMITATIONS

RCChS Review limitations and mitigation strategies are detailed in the following table.

	Survey Access	Survey Selection Bias	Global Pandemic	Limited Time lines and Resources
Limitations	The two distributed surveys were not able to be accessed electronically on the Defence Wide Area Network by all personnel, in particular those in isolated areas and postings.	Bias could arise based on the selection of the individuals or organizations chosen for the survey, which could skew survey results.	Due to the outbreak of COVID-19 on a global scale and within Canada, the review was not able to conduct base visits or interviews.	The timelines to complete the RCChS review were relatively short for a study of this nature. Additionally, the review team experienced a loss of dedicated resources throughout the review period.
Mitigation Strategy	Upon receiving information about access challenges, the surveys were uploaded on another more accessible server.	Other lines of evidence were corroborated with the survey analysis to mitigate the risk of bias within the findings and recommendations.	Evaluation team members conducted all phases of the review on a remote basis.	The number of documents reviewed and interviews conducted were limited to an amount manageable by the review team.

ANNEX E — STAKEHOLDER-IDENTIFIED RISKS

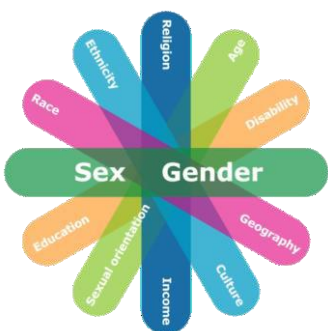
The following table shows the risks for RCChS as identified by program stakeholders for the risk assessment exercise (see Annex C), and the corresponding risk rating for each. As a later step in the risk assessment, mitigation strategies were identified for these risks. These mitigation strategies were considered in the development of the recommendations for this review and in the management action plan.

Risk Statement	Risk rating	Risk Statement	Risk rating	Risk Statement	Risk rating
1. ICCMC/Faith Tradition's authorities over chaplain endorsement may lead to discrimination against LGBTQ2+ individuals	High	8. A move towards a generic chaplaincy may not fulfill the spiritual/religious care or well-being of CAF members and families	Significant	18. Uneven entrance expectations for faith group leaders may lead to inconsistent care	Significant
2. Inconsistent security, wellness and background checks may not identify critical information about individuals applying to be chaplains	High	9. There is a risk that RCChS will not be able to overcome the history of colonialism and religion in order to provide spiritual care to Indigenous populations	Significant	19. Training and recruitment practices may lead to lower morale and dissatisfaction with career choice	Significant
3. Inappropriate and unprofessional conduct by Chaplain leadership could lead to discrediting of RCChS	High	10. Rank structure and promotional processes may lead to gaps in skills/leadership in other areas	Significant	20. A diminishing role of the ICCMC could lead to reduced connections with chaplains	Significant
4. A lack of diversity of faith and non-faith traditions in RCChS and on the ICCMC (including a lack of experts in non-religious spiritualities), could undermine its credibility within the CAF and lead to less effective oversight	Significant	11. Recruitment gaps and employment policies and processes could result in RCChS having insufficient numbers and diversity of chaplains	Significant	21. Unclear communication guidance and accountability structures related to the ICCMC may lead to inconsistent messaging	Significant
5. Training may not prepare chaplains to work in an environment of diverse spiritualities nor to respond to and report sensitive issues such as harassment and discrimination	Significant	12. Chaplains may be overwhelmed by environmental situations and demands for multiple jobs	Significant	22. Lack of ongoing learning and training opportunities may lead to discrepancies in care and compassion fatigue	Significant
6. Unclear direction and/or inconsistent application of direction regarding hierarchy of policies/doctrine and differences between Faith traditions' standards and CAF values could lead to inconsistent application, conflict of interest for Chaplains and potential removal of endorsement of their chaplaincy	Significant	13. Without guidance on public discourse of chaplains, there is a risk of lack of compliance with CAF standards	Significant	23. Lack of a limited and/or special command authority for some Chaplain positions risks effectiveness of the Chaplain School (i.e., risks the loss of personnel to other units)	Significant
7. Chaplains and/or their families may not feel supported to seek support for themselves resulting in increased instances of compassion fatigue and spiritual burnout	Significant	14. Unclear reporting structures may result in uncertainty and/or abuse of authority	Significant	24. Policies may not reflect current social norms/expectations and/or feedback by members	Significant
		15. A lack of bilingualism in RCChS could result in a loss of inclusiveness	Significant	25. There is a risk RCChS may have insufficient funding to recruit, hire and train enough staff to achieve its goals and objectives	Significant
		16. COVID-19 may impact delivery of chaplain services	Significant	26. Religious accommodations may compromise the universality of service	Significant
		17. Conflicts between confidentiality and duty to report may result in the perception of the loss of a "safe place" and misunderstandings of Chaplain responsibilities	Significant	27. Donations received in chapels that are a federal space may cause ethical, financial and transparency issues	Significant

ANNEX F — GENDER-BASED ANALYSIS PLUS (GBA+)

As per the Government of Canada’s commitment to Gender-Based Analysis Plus (GBA+), this review applied a GBA+ lens in its assessment of the RCChS.

Women and Gender Equality Canada defines GBA+ as:



an analytical process that provides a rigorous method for the assessment of systemic inequalities, as well as a means to assess how diverse groups of women, men and gender-diverse people may experience policies, programs and initiatives. The “plus” in GBA+ acknowledges that GBA goes beyond biological (sex) and socio-cultural (gender) differences. We all have multiple identity factors that intersect to make us who we are; GBA+ also considers many other identity factors, like race, ethnicity, religion, age, and mental or physical disability.

In this review, certain indicators focused on GBA+:

- Evidence of GBA+ considerations in recruitment, training and polices
- Perceptions on inequalities/biases that policies/doctrines have introduced for women, LGBTQ2+ community and/or ethnic groups
- Evidence of successes and challenges in providing spiritual care to all CAF members and an environment of care within RCChS
- Evidence of biases related to sex, gender identity, ethnicity and denomination existing in RCChS
- Presence of advisor to Chap Gen to support LGBTQ2+ community and development of relevant training.

Interviewees were asked about specific groups, such as women Indigenous peoples and their relationship to the chaplaincy.

The two surveys (of chaplains and of CAF members) for this review broke down responses to all questions by:

- Gender
- Visible minority and Indigenous status
- Membership in LGBTQ2+ community
- Faith Tradition
- Force focus*

* For chaplain survey only, indicating whether their time was spent more on CAF members in the Regular Force vs Reserve Forces.

Demographic breakdown of survey respondents:	Chaplains	CAF members
Women	15%	24%
Indigenous	1%	3%
Other visible minority	13%	9%
LGBTQ2+	nd.	7%