



Canadian Forces Individual Accommodation Requirement Study: Accommodation Providers Report

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DGMPRA TM 2009-006
July 2009

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Technical Memorandum
DGMPRA TM 2009-006
July 2009

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Abstract

The Canadian Forces Individual Accommodation Requirement Study: Accommodation Provider's survey aimed to establish a baseline for living accommodation requirements and develop the accommodation way ahead for all single CF residential, training, and transient accommodations across all environments. The survey administration was completed in November 2006. Although all issues pertaining to DND Quarters were considered important, accessibility (i.e., availability and suitability) and environment (i.e., safety, security, privacy, and dignity) were the most important. Almost all accommodation providers agreed that the demand for DND Quarters had increased over the past three years and expected this trend to continue with the influx of new recruits. The highest priority regarding building/renovation was given to training Quarters, followed closely by residential/IR Quarters. The gaps between current standards and approved functional accommodation standards (FAS) were identified. The higher the level of training (i.e., basic, skilled, and advanced), the least likely the FAS were to be met. The findings of this study will be shared with the Living Accommodation Working Group (LAWG) to provide information pertinent to the goals set out in Accommodation Vision 2020.

Résumé

Le sondage effectué pour les « besoins des fournisseurs de logement d'après l'Étude sur les besoins en logements pour célibataires dans les Forces canadiennes » avait comme but d'établir une base de référence et d'élaborer la voie à suivre pour l'ensemble des services en matière de logements pour célibataires (logements résidentiels, logements pour fins d'instruction et logements provisoires). L'administration du sondage fut complétée en Novembre 2006. Bien que l'on considère comme importantes toutes les questions relatives aux quartiers du MDN, on a déterminé que l'accessibilité (notamment la disponibilité et la logeabilité) et le milieu (notamment sur les plans de la salubrité, de la sécurité, de la vie privée et de la dignité) sont les facteurs les plus importants. Presque tous les fournisseurs déclarent que la demande en quartiers du MDN a augmenté au cours des trois dernières années et que cette tendance se poursuivrait étant donné l'arrivée de nouvelles recrues. Quant aux logements à construire ou à rénover, les quartiers pour fins d'instruction, suivis de près par les quartiers pour militaires locataires ou en restriction imposée, sont prioritaires. On a relevé des écarts entre les normes actuelles applicables aux logements et les normes fonctionnelles approuvées. Plus le niveau d'instruction (de base, de qualification et avancé) est élevé, moins il est probable que les normes fonctionnelles applicables aux logements soient respectées. Les conclusions seront communiquées au Groupe de travail sur le logement à titre d'information utile à l'atteinte des objectifs décrits dans *Logement 2020*.

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Executive summary

Canadian Forces Individual Accommodation Requirement Study: Accommodation Providers Report:

Sanela Dursun; Karine Pépin; DGMPRA TM 2009-006; Defence R&D Canada – DGMPRA; July 2009.

The Canadian Forces Individual Accommodation Requirement Study: Accommodation Provider's survey aimed to establish a baseline for living accommodation requirements and develop the accommodation way ahead for all single Canadian Forces (CF) residential, training, and transient accommodations, across all environments.

The questionnaire was sent out to all accommodation providers who have Department of National Defence (DND) Quarters available on their base/wing/support unit (N=27). At each base/wing/support unit, the input to the questionnaire was provided by several individuals (base/wing/support unit Commander, Chief Warrant Officer, Administration Officer, Accommodation Officer, and Engineering Officer) whose responsibilities and realms of expertise included aspects of accommodation. The survey administration was completed in November 2006.

Overall, about 17,000 DND Quarters were provided throughout the CF at the time of the study. DND Quarters located on Air Force bases tended to offer more privacy than those in other environments. In total, over 40% of all DND Quarters were considered substandard (i.e., fall below "Category I" and warrant improvements such as construction, renovation, or demolition).

Although all issues pertaining to DND Quarters were considered important by survey participants, accessibility (i.e., availability and suitability) and environment (i.e., safety, security, privacy, and dignity) were identified as the most important. According to accommodation providers, long-term sustainability of DND Quarters was equally affected by convenience, condition, and environment.

Almost all accommodation providers agreed that the demand for DND Quarters had increased over the past three years and expected this trend to continue with the influx of new recruits. Several factors emerged when assessing base/wing/support unit requirements. Geographical location was a key factor for the understanding of the requirements of remote bases/wings/support units. Other factors such as fluctuating demands and unique operational requirements also impacted base/wing/support unit DND Quarters requirements. Approximately equal numbers of respondents identified building and/or renovating training (52%) and residential/IR (48%) Quarters as the number one priority. Only 15% of respondents gave the first priority to building/renovating transient accommodations.

Almost 70% of respondents reported not having sufficient DND Quarters to accommodate all training requirements at their base/wing/support unit. Spikes in the number of personnel undergoing training at certain times of the year were an issue for many accommodation providers. Traditionally, DND Quarters were assigned based on rank rather than functionality. As the CF/DND moves towards a more functional approach, gaps between current standards and

approved functional accommodation standards (FAS) were identified. The higher the level of training (i.e., basic, skilled, and advanced), the less likely the FAS were to be met. In fact, about half of the training DND Quarters that were assigned to members who were on skilled and advanced training, were below the FAS. Although most of the training DND Quarters respected the safety and security of members, the privacy expectation set by the Accommodation Vision 2020 was seldom respected. Some accommodation providers noted that privacy was not necessary for basic training, as the latter intended to assimilate recruits to the military culture. Although the FAS and Accommodation Vision 2020 were not met in many cases, the training DND Quarters were generally located in proximity to various base/wing/support unit services such as dining areas and messes.

Alternatives to accommodating members in residential DND Quarters were explored. Housing residential/IR members in the local community was not a very popular proposition among accommodation providers. Most accommodation providers believed that it makes financial sense to provide residential/living-in DND Quarters at the base/wing/support unit. Requirements for residential/living-in DND Quarters were highly affected by the geographical location of the base/wing/support unit. Over 70% of accommodation providers believed that DND should not cease to provide residential living accommodation even if local rental markets were deemed adequate. While rural bases/wings/support units were worried about the lack of available civilian accommodation, CF installations located in urban areas were concerned with local vacancy and price of real estate. Overall, few members seemed to be opting to rent within the community rather than on the base/wing/support unit.

Another alternative, housing living-in personnel in DND Housing, was presented to accommodation providers. Most accommodation providers were in favour of this proposition and would have the capacity to accommodate at least some of their single living-in members.

There were strong feelings about having an outside agency build and manage transient accommodations at the base/wing/support unit. Overall, most respondents were either against the concept or unsure. The main concern was that an outside agency would not understand operational requirements. Some accommodation providers also feared that this would lead to a decrease in quality and flexibility of accommodations.

Overall, the fact that many bases/wings/support units are not embracing the FAS with regards to functionality versus rank is disconcerting. While FAS advocate that accommodation be assigned based on the requirement of the individual (e.g., training, basic skills, advanced), many bases/wings/support units still house members according to their rank (higher rank is granted better accommodation).

The CF should continue to rationalize and optimize the quantity and quality of DND living accommodation units. It is imperative to establish and maintain DND living accommodation standards, which are nationally consistent, equitable and contemporary.

The findings of this study will be shared with the Living Accommodation Working Group (LAWG) to provide information pertinent to the goals set out in Accommodation Vision 2020. This information will be instrumental in determining options to achieve the goals set out in Accommodation Vision 2020 and in meeting SCONDVA (1998) recommendations.

Sommaire

Canadian Forces Individual Accommodation Requirement Study: Accommodation Providers Report:

Sanela Dursun; Karine Pépin; DGMPRA TM 2009-006; R & D pour la défense Canada – DRASPM; Juillet 2009.

Le sondage effectué pour les besoins des fournisseurs de logement d'après l'Étude sur les besoins en logements pour célibataires dans les Forces canadiennes avait comme but d'établir une base de référence et d'élaborer la voie à suivre pour l'ensemble des armées en matière de logements pour célibataires (logements résidentiels, logements pour fins d'instruction et logements provisoires).

Le questionnaire a été distribué à tous les fournisseurs de logements disposant de quartiers du MDN dans leur base/escadre/unité de soutien (N=27). Dans chacune des bases/escadres/unités de soutien, les réponses ont été fournies par plusieurs individus (commandant, adjudant-chef, officier d'administration, officier de l'hébergement et officier ingénieur de base/escadre/unité de soutien) dont les responsabilités et le domaine d'expertise avaient trait aux logements. L'administration du sondage fut complétée en Novembre 2006.

Globalement, il y avait environ de 17 000 quartiers du MDN dans l'ensemble des FC au moment du sondage. Les quartiers situés dans les bases de la Force aérienne étaient plus favorables à la vie privée que les quartiers situés dans les bases des autres armées. On constate que 40 p. 100 de tous les quartiers du MDN ne sont pas conformes aux normes, c'est-à-dire qu'ils se rangent au-dessous de la « catégorie 1 » et qu'ils doivent faire l'objet d'améliorations (construction, rénovation ou démolition).

Bien que l'on considère comme importantes toutes les questions relatives aux quartiers du MDN, on a déterminé que l'accessibilité (notamment la disponibilité et la logeabilité) et le milieu (notamment sur les plans de la salubrité, de la sécurité, de la vie privée et de la dignité) sont les facteurs les plus importants. Selon les fournisseurs, la commodité, les conditions et le milieu influent à part égale sur la soutenabilité à long terme des quartiers.

Presque tous les fournisseurs déclarent que la demande en quartiers du MDN a augmenté au cours des trois dernières années et que cette tendance se poursuivrait étant donné l'arrivée de nouvelles recrues. Plusieurs facteurs ont été constatés au moment de l'évaluation des besoins des bases/escadres/unités de soutien en matière de logements. L'emplacement géographique représente un facteur clé dans la connaissance des besoins des bases/escadres/unités de soutien isolées. D'autres facteurs influent aussi sur les besoins, notamment la variabilité dans la demande et les besoins opérationnels particuliers. Un nombre approximativement égal de fournisseurs déclarent que la priorité consiste à construire ou à rénover des logements pour fins d'instruction (52 p. 100) et des logements pour militaires locataires ou en restriction imposée (48 p. 100). Seulement 15 p. 100 des fournisseurs indiquent qu'il est prioritaire de construire ou de rénover des logements provisoires.

Près de 70 p. 100 des fournisseurs ayant répondu au sondage ont déclaré que, dans leur base/escadre/unité de soutien, ils disposaient de suffisamment de logements pour fins

d'instruction. Les variations brusques dans le nombre de personnes en période d'instruction, à certains temps de l'année, posent problème pour de nombreux fournisseurs. Normalement on affectait le personnel aux quartiers du MDN selon le grade plutôt que la fonction. Alors que le MDN et les FC privilégient une approche plus fonctionnelle, on a déterminé des écarts entre les normes actuelles applicables aux logements et les normes fonctionnelles approuvées. Plus le niveau d'instruction (de base, de qualification et avancé) est élevé, moins il est probable que les normes fonctionnelles applicables aux logements soient respectées. En effet, plus de la moitié des logements pour fins d'instruction attribués à des militaires au niveau d'instruction de qualification et avancé ne respectaient pas les normes fonctionnelles applicables aux logements. Bien que la plupart des logements pour fins d'instruction respectent les normes relatives à l'absence de danger et à la sécurité, les conditions établies dans *Logement 2020* concernant la vie privée sont rarement remplies. Certains fournisseurs ont déclaré que la vie privée n'avait pas nécessairement trait à l'instruction de base parce que l'instruction de base est conçue pour former les recrues à la culture militaire. Même si, dans bien des cas, les normes fonctionnelles applicables aux logements et les directives dans *Logement 2020* n'étaient pas respectées, les logements pour fins d'instruction étaient généralement situés près des divers services offerts dans les bases/escadres/unités de soutien, comme les coins à manger et les mess.

On a examiné des solutions de rechange relativement aux militaires dans les quartiers résidentiels du MDN. La proposition de loger dans la collectivité environnante les militaires locataires ou en restriction imposée n'a pas été très populaire parmi les fournisseurs. La plupart des fournisseurs ayant répondu au sondage ont déclaré qu'il serait plus économique de fournir des quartiers résidentiels pour célibataires dans les bases/escadres/unités de soutien. L'emplacement géographique des bases/escadres/unités de soutien influe beaucoup sur les besoins en quartiers résidentiels pour célibataire. Plus de 70 p. 100 des fournisseurs déclarent que le MDN ne devrait pas cesser de fournir des logements résidentiels même si les marchés locaux sont considérés comme adéquats. Tandis que les bases/escadres/unités de soutien en région rurale s'inquiètent du manque de logements pour la population civile, les responsables des installations des FC en régions urbaines se préoccupent du taux d'inoccupation et des coûts dans l'immobilier local. Globalement, en présence de logements dans la base/escadre/unité de soutien, peu de militaires semblent choisir de louer un logement dans la collectivité environnante.

Les fournisseurs ont étudié une autre solution de rechange, soit l'hébergement, dans les logements du MDN, de militaires résidents. La plupart des fournisseurs ayant répondu au sondage étaient en faveur de cette proposition et ils auraient la capacité d'héberger au moins quelques célibataires.

La construction et la gestion de logements provisoires dans les bases/escadres/unités de soutien, par une agence externe, ont provoqué un fort courant d'opinion chez les fournisseurs ayant répondu au sondage. Globalement, la plupart des fournisseurs étaient contre ce concept ou bien ils étaient indécis. On craint principalement que l'agence externe ne soit pas au fait des besoins opérationnels. Certains fournisseurs craignent aussi que cela ait comme résultat une dégradation de la qualité et de la souplesse relatives au logement.

Il est démontant que de nombreuses bases/escadres/unités de soutien n'adhèrent pas aux normes fonctionnelles applicables aux logements en ce qui a trait à la fonctionnalité par rapport au grade. Même si les normes fonctionnelles applicables aux logements obligent que les logements soient attribués selon les besoins de l'individu (p. ex., instruction, qualification de base, qualification

avancée), de nombreuses bases/escadres/unités de soutien attribuent toujours les logements selon le grade. (Les meilleures unités sont attribuées aux plus hauts gradés.)

Les FC devraient continuer à rationaliser et à optimiser la quantité et la qualité des logements du MDN. Il est impératif d'établir et de maintenir à l'échelle du pays des normes applicables aux logements cohérentes, équitables et modernes.

Les conclusions de la présente étude seront communiquées au Groupe de travail sur le logement à titre d'information utile à l'atteinte des objectifs décrits dans *Logement 2020*. Cette information servira à déterminer les options nécessaires pour atteindre ces objectifs et souscrire aux recommandations du Comité permanent de la défense nationale et des anciens combattants (1999).

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1 Background

In 1998, the Standing Committee on National Defence and Veteran Affairs (SCONDVA) alluded to a housing crisis in the Canadian Forces (CF) (SCONDVA, 1998). In their words: *“Military personnel who live on bases [...] must contend with old and deteriorating accommodations that were among the worst to be found in this country (p.1)”*. With regards to individual accommodation (i.e., DND Quarters), SCONDVA made several recommendations. Firstly, personnel at all bases and major facilities should have access to well-maintained DND Quarters. Secondly, a common standard for the design and operation of modern DND Quarters throughout the CF should be established. Facilities not meeting this standard should be upgraded or replaced as soon as possible. Finally, high priority should be given to the protection of the safety, dignity, security, and privacy of individuals in the design and administration of DND Quarters.

In this spirit, Accommodation Vision 2020 (DND Accommodation Vision 2020, 2002) was developed by the Department of National Defence (DND) and the CF. *“Accommodation Vision 2020 is a supporting document to People in Defence Beyond 2000, which in turn is the initial Human Resources response to the Defence Strategy 2020 document entitled ‘Shaping the Future of the Canadian Forces: A Strategy for 2020’”* (p.3, Directorate of Quality of Life, 2002). Accommodation 2020 promotes enhanced accommodation support programs while contributing to the broader Human Resource (HR) goal of the Department to be an “Employer of Choice”. Its aim is to articulate the strategic goals of DND and the CF regarding accommodation. Accommodation 2020 initiatives seek to provide *“the right accommodation, in the right place, at the right time to better serve the needs of our people and the CF, ensuring the protection of their safety, dignity, security and privacy (p.7)”*.

As concluded by SCONDVA, individual accommodation within the CF is generally inadequate (SCONDVA, 1998). Due to a lack of resources, the maintenance of DND Quarters has been inconsistent. This has led to a lack of standardized, modern DND Quarters. The characteristics such as number, condition, tenure, and cost vary greatly from one location to another.

2 Introduction

Although little research has been conducted on the impact of housing on overall quality of life (QOL) and military outcomes, Accommodation Vision 2020 (DND Accommodation Vision 2020, 2002) acknowledges the effect of accommodation on well-being and its bearing on morale, operational effectiveness, mission accomplishment and commitment. Similarly, Western militaries generally believe that housing is a critical component of QOL and operational readiness (Dupré & Flemming, 2000). For instance, the performance of U.S. soldiers who were dissatisfied with their housing due to a recent relocation before a deployment were negatively affected during that deployment due to housing worries at home (Martin & Twiss, 1997). The U.S. Army also concluded that the quality of housing was a serious retention issue (Twiss, 1996). Having high rent and mortgage payments increased the likelihood of military attrition in the U.S. (Lakahni & Gade, 1992). Furthermore, the Australian Defence Force reported that an increase in housing satisfaction would lead to increased morale and attractiveness to potential army applicants (Hadfield, 1997).

Research conducted in the CF has found that housing and neighbourhoods were significantly related to overall stress, which in turn affected morale in the CF (Popoff, Truscott, & Hysert, 1986). As well, extensive focus groups revealed that the quality of DND Housing and DND Quarters ranked 5th and 22nd, respectively, on a list of 39 key factors that influenced army morale (Eyes, 1997).

It is in this context that the CF Individual Accommodation Requirement Study (CF IARS) was designed. The CFIARS included two surveys. This report focused on the results of the “Accommodation Providers’ Study” and sought to address the Single Quarter issues encompassing all three Environmental Commands and other providers of living accommodation in the CF. The second survey, “Service Members’ Study” targeted members living in DND Quarters and in the civilian community (off base), and inquired about their accommodation concerns, satisfaction, expectations, and recommendations. The findings of this survey are provided in a report by Dekker (2009). Together, the results of these two surveys provide a baseline for DND Single Quarters (SQs) accommodation conditions, to aid the development of an accommodation “way ahead” for future accommodation strategy. The long-term goal of this study is to ensure that all CF units provide similar, contemporary standard single accommodations, which will meet present and future requirements of our members, with emphasis on respecting their dignity, safety, security and privacy.

Preliminary work on this project was completed in August 2004 and included the identification of key stakeholders and the establishment of lines of communication to ensure that they were afforded an open, transparent forum to present their ideas and concerns, and that all played a role in formulating recommendations.

The present project was designated “the Accommodation Provider Study” and solicited information and recommendations from base/wing/support unit Commanding Officers, base/wing/support unit CWOs, accommodation and administration personnel.

2.1 Aim

The present report focused specifically on the analysis of the Accommodation Provider Study and sought to:

- a. Establish a CF wide inventory of DND Quarters.
- b. Identify the assessed condition of DND Quarters at all bases across Canada (national condition baseline).
- c. Identify gaps between current standards and approved Functional Accommodation Standards (FAS) (standards gap analysis).
- d. Identify the importance of accommodation characteristics and the satisfaction level of DND Quarters occupants (e.g., cost, furniture, heating, condition, size, etc).
- e. Assess variability in DND Quarters' condition, standards gap, utilization, allocation, satisfaction across bases, regions of Canada, and environments.
- f. Develop needs assessment and prioritization.
- g. Evaluate alternative measures to current model (e.g., off-base residential accommodations and use of DND Housing).

3 Methodology

3.1 Instrument

The design of the “Accommodation Provider” questionnaire was a joint effort of the Directorate of Quality of Life (DQOL) Accommodation Team, the Living Accommodation Working Group (LAWG), and selected bases/wings. The questionnaire consisted of four sections: general demographics, training accommodations, residential accommodations, and transient accommodations. Data collection took place from June 2005 to November 2006. Prior to that, a pilot version of the questionnaire was tested at CFB Wainwright.

3.2 Sample

The questionnaire was sent out to all accommodation providers who have DND Quarters available on their base/wing/support unit (n = 27)¹. At each base/wing/support unit, the input to the questionnaire was provided by several individuals (base/wing/support unit Commander, CWO, Administration Officer, Accommodation Officer, and Engineering Officer) whose responsibilities and realms of expertise included aspects of accommodation.

Table 1 illustrates the demographic breakdown of the sample.

3.3 Procedure

The first page of the questionnaire provided details about the objective of the study (to develop a baseline for living accommodation requirements of DND Quarters) and the rationale (to determine options for achieving the goals set out in Accommodation Vision 2020 and in meeting SCONDVA recommendations).

The questionnaire also included a preamble with the history of DND Quarters in the CF and current accommodation condition. This was followed by an action plan describing the five phases of the project. Finally, a glossary of the terms (e.g., transient, suitable accommodation, basic training) was provided to ensure a consistent interpretation of the questions. Although it was acknowledged that accommodation providers should have prior knowledge of the CF Functional Accommodation Standards (CF FAS) before completing the questionnaire, the CF FAS were included in the mail out, to facilitate completion of the survey. English and French questionnaires were included in the package.

¹ Goose Bay was excluded from the sample, as their DND Quarters are rarely utilized.

Table 1: Demographic Breakdown of Survey Respondents (n = 27)

	Survey Respondents	
	<i>n</i>	Percent
Parent Formation		
1 CAD WINGS	8	29.6%
LFQA OR SQFT	5	18.5%
LFWA	4	14.8%
LFCA	3	11.1%
MARLANT	2	7.4%
LFAA	2	7.4%
CFSTG	2	7.4%
MARPAC	1	3.7%
Environment		
Sea	2	7.4%
Land	14	51.9%
Air	9	33.3%
Training	2	7.4%
Region		
Maritimes	5	18.5%
Québec	7	25.9%
Ontario	6	22.2%
Prairies	7	25.9%
British Columbia	2	7.4%
Location		
Urban	20	74.1%
Rural	7	25.9%
Yearly Number of Trainees		
Less than 1,000	8	29.6%
1,000 to 4,999	9	33.3%
5,000 and more	7	25.9%
No training	3	11.1%

4 Results

4.1 Current Design Capacity

4.1.1 Types of Room And Bathroom

Overall, 17,081 rooms, CF wide, provide accommodation for single members. Almost half of these rooms are located on Army bases. Table 2 below presents the percentages for each type of room based on the total number of rooms that are available for each base/wing.

Rooms are defined by the number of bed(s) that they contain. A “single” type room contains one bed; a “double” type room contains two beds and so forth. Table 2 depicts the percentage of each type of room based on the total number of rooms that are available by environment. Given the small number of “triple” rooms, this type of room was combined with “quadruple” room. “Other” type of room includes dormitories and trailers. Three types of bathrooms were available: private, shared, and dormitory style.

Overall, 58.4% of all individual accommodation offered on-site was single rooms. The remainder was a mix of double, triple/quadruple, and “other”, and very few 2-bedroom suites.

The accommodation found on Air Force wings was mostly private (70% single and 8% suite) compared to other environments. In general, Air Force members who utilize the DND Quarters tend to do so for longer periods of time. As a result, even temporary accommodation is considered relatively permanent in the Air Force, not transient as is the case in the Army. Likewise, Air Force wings more often provided private or shared bathrooms than any other environment. While the vast majority of bathrooms provided by the Navy, the Army, and the training bases were dormitory style, only 32.5% of bathrooms were of that type on Air Force wings.

“Other” types of rooms, mostly dormitories, were typically found on training bases such as St-Jean –Canadian Forces Leadership Recruit School (CFLRS).

Table 3 presents the percentage of each type of room based on the total number of rooms available by region. There were slightly more single rooms provided in the region of Quebec than in other regions. This was largely due to CFB St-Jean offering over 1,500 single rooms.

Although there were more single rooms in Quebec, over 80% of the bathrooms provided in that region was dormitory style (compared to 57.3% overall). St-Jean (CFLRS) and CFB St-Jean provided over 3,000 rooms with dormitory style bathrooms.

Table 2: Type of Room/Bathroom by Environment²

	No. of Rooms	Type of Room					Type of Bathroom		
		Single	Double	Triple/ Quad	2-Rm suite	Other	Private	Shared	Dorm
Army									
Shilo	395	37.5%	33.2%	17.0%	12.4%		12.4%	27.3%	60.3%
Moncton	14	42.9%		50.0%	7.1%		7.1%	92.9%	
Gagetown	1073	32.6%	17.9%	37.2%		4.1%	28.1%	8.2%	63.7%
Valcartier	1512	61.6%		38.4%			53.9%		46.1%
Quebec City	137					100.0%			100.0%
La Citadelle	119	24.4%	16.0%	59.7%			2.5%		97.5%
Montreal	113	85.0%	8.0%	7.0%			4.4%		95.6%
St-Jean	1551	97.7%	2.3%				2.0%		98.0%
Petawawa	1164	61.1%	26.3%	9.3%	3.4%		15.5%	41.6%	43.0%
Kingston	899	50.7%	19.6%	26.6%	3.1%		2.9%	38.6%	58.5%
Toronto									
Wainwright	474	39.5%	3.2%		3.4%	54.0%	8.4%	17.3%	74.3%
Suffield	21	76.2%			23.8%		23.8%	76.2%	
Edmonton	797	59.2%	30.2%	7.5%	1.3%	1.8%	4.2%	75.0%	21.0%
Army Total	8269	59.5%	13.6%	18.6%	1.8%	5.5%	18.0%	21.0%	61.0%
Navy									
Halifax	1017	60.2%	32.9%	3.2%	3.5%	0.2%	26.3%	25.7%	48.1%
Esquimalt	914	40.6%	22.0%	36.7%	0.8%		15.4%	24.3%	60.3%
Navy Total	1931	50.9%	27.7%	19.1%	2.2%	0.1%	21.1%	25.0%	53.9%
Air Force									
Greenwood	498	56.8%	11.0%	26.5%	5.6%		17.3%	45.9%	37.5%
Shearwater	263	65.8%	9.5%	12.2%	12.5%		14.4%	5.3%	80.2%
Bagotville	156	84.6%	12.2%	3.2%			26.9%	73.1%	
North Bay	106	56.6%	31.1%	7.5%	4.7%		12.3%	43.4%	44.3%
Trenton	712	95.1%			2.0%	2.1%	35.3%	62.6%	2.1%
Moose Jaw	152		14.5%		85.5%		85.5%	14.5%	
Winnipeg	367	87.2%	12.0%		0.8%		55.6%		44.4%
Cold Lake	412	60.2%	35.2%		4.6%		4.6%	60.2%	35.2%
Comox	259	63.3%	36.7%				18.9%	10.8%	70.3%
Air Force Total	2925	70.3%	15.0%	6.1%	7.9%	0.5%	28.5%	39.2%	32.5%
Other									
St-Jean (CFLRS)	1760	55.7%				44.3%			100.0%
Borden	2196	47.2%	35.5%	15.0%	2.3%	0.0%	28.5%	26.6%	44.9%
Other Total	3956	51.0%	19.7%	8.3%	1.3%	19.7%	15.8%	14.8%	69.4%
TOTAL	17081	58.4%	16.9%	14.1%	2.9%	7.3%	19.7%	23.1%	57.3%

² Accuracy of the figures presented in all tables are dependant on the accuracy and clarity of the source information.

Table 3: Type of Room/Bathroom by Region

	No. of Rooms	Type of Room					Type of Bathroom		
		Single	Double	Triple/Quad	2-Rm suite	Other	Private	Shared	Dorm
Maritimes									
Greenwood	498	56.8%	11.0%	26.5%	5.6%		17.3%	45.9%	37.5%
Halifax	1017	60.2%	32.9%	3.2%	3.5%	0.2%	26.3%	25.7%	48.1%
Gagetown	1073	32.6%	17.9%	37.2%		4.1%	28.1%	8.2%	63.7%
Moncton	14	42.9%		50.0%	7.1%		7.1%	92.9%	
Shearwater	263	65.8%	9.5%	12.2%	12.5%		14.4%	5.3%	80.2%
Maritimes total	2865	49.7%	21.2%	21.0%	3.4%	1.6%	24.2%	21.1%	54.8%
Quebec									
Bagotville	156	84.6%	12.2%	3.2%			26.9%	73.1%	
Montreal	113	85.0%	8.0%	7.0%			4.4%		95.6%
Valcartier	1512	61.6%		38.4%			53.9%		46.1%
La Citadelle	119	24.4%	16.0%	59.7%			2.5%		97.5%
Quebec City	137					100.0%			100.0%
St-Jean (CFLRS)	1760	55.7%				44.3%			100.0%
St-Jean	1551	97.7%	2.3%				2.0%		98.0%
Quebec Total	5348	68.9%	1.6%	12.4%		17.1%	16.8%	2.1%	81.1%
Ontario									
Borden	2196	47.2%	35.5%	15.0%	2.3%		28.5%	26.6%	44.9%
Kingston	899	50.7%	19.6%	26.6%	3.1%		2.9%	38.6%	58.5%
North Bay	106	56.6%	31.1%	7.5%	4.7%		12.3%	43.4%	44.3%
Petawawa	1164	61.1%	26.3%	9.3%	3.4%		15.5%	41.6%	43.0%
Toronto									
Trenton	712	95.1%			2.0%	2.1%	35.3%	62.6%	2.1%
Ontario Total	5077	57.9%	25.5%	13.5%	2.7%	0.3%	21.6%	37.6%	40.9%
Prairies									
Cold Lake	412	60.2%	35.2%		4.6%		4.6%	60.2%	35.2%
Suffield	21	76.2%			23.8%		23.8%	76.2%	
Wainwright	474	39.5%	3.2%		3.4%	54.0%	8.4%	17.3%	74.3%
Shilo	395	37.5%	33.2%	17.0%	12.4%		12.4%	27.3%	60.3%
Winnipeg	367	87.2%	12.0%		0.8%		55.6%		44.4%
Edmonton	797	59.2%	30.2%	7.5%	1.3%	1.8%	4.2%	75.0%	21.0%
Moose Jaw	152		14.5%			85.5%	85.5%	14.5%	
Prairies Total	2618	53.1%	22.9%	4.9%	8.9%	10.3%	18.3%	41.0%	40.7%
British Columbia									
Comox	259	63.3%	36.7%				18.9%	10.8%	70.3%
Esquimalt	914	40.6%	22.0%	36.7%	0.8%		15.4%	24.3%	60.3%
BC Total	1173	45.6%	25.3%	28.6%	0.6%		16.2%	21.3%	62.5%
TOTAL	17081	58.4%	16.9%	14.1%	2.9%	7.3%	19.7%	23.1%	57.3%

4.1.2 Functional Accommodation Standards

In response to SCONDVA and in consultation with Environmental Chiefs of Staff (ECS) representatives, the Canadian Forces Housing Agency (CFHA) and other National Defence Headquarters (NDHQ) Offices of Collateral Interests (OCIs), along with the Accommodation Team of DQOL developed a set of Functional Accommodation Standards (FAS) for DND Quarters (DQOL, 2004). FAS were fundamental characteristics required to meet basic social, societal, and familial residential dwelling needs as well as training goals or transient temporary duty needs of CF members regardless of location and type of dwelling. Traditionally, DND Quarters were assigned based on rank and used interchangeably for different purposes (transient, training, residential). The CF recognizes the need to move towards a more functional approach in assigning accommodation that will reflect contemporary societal needs.

Accommodation providers were asked to provide information on the number of rooms that meet or do not meet the FAS. A “Category I” room typically reserved for basic training comprises a net surface area of 10m sq (or 108 sq ft) per individual. It is a private, non-enclosed space, which includes a bed, personal sitting area/desk, personal storage space (e.g., closet), and common facilities with partitioned shower stalls and privacy screens. A “Category II” room used for skilled training comprises a net surface area of 20m sq (or 215 sq ft) per individual. Those private rooms include a bed/sitting/study area. Adjacent units may share a kitchenette and a 3-piece bathroom. Personal storage closets and any bulk storage within the living space area are exclusive of the net area. A “Category III” room generally used by members attending advanced training offers 35m sq (or 375 sq ft) of living space per individual. This one bedroom comprises a bed, a separate sitting/study room, a private kitchenette, a private 3-piece bathroom, and a personal storage space within the living area. Substandard rooms fall below “Category I” and warrant improvements such as construction, renovation, or demolition.

Table 4 below denotes the total number of rooms on each base, as well as the percentage of rooms in each category (I, II, III, and Substandard) by environmental command. Overall, 41.7% of all DND Quarters provided in the CF were substandard. The number of substandard rooms varies greatly across bases/wings.

Almost 70% of all rooms on Army bases did not meet the FAS. It was noteworthy that only 19.6% of rooms at CFB Wainwright do not meet the FAS, which is much lower than the average for the Army. In contrast, all rooms in Valcartier, Petawawa, and CFB St-Jean were considered substandard. Far fewer rooms did not meet the FAS in the Navy (25%) and most of those were located in Esquimalt. Likewise, only 9.9% of Air Force individual accommodations did not meet the FAS requirements. Within the Air Force, however, 84.3% of rooms in Comox did not satisfy the FAS. Approximately 20% of rooms provided on training bases (“Other”) did not meet the FAS. All were located in St-Jean (CFLRS).

Table 5 shows the total number of rooms on each base as well as the percentage of rooms in each category (I, II, III, and Substandard) by region. Over three quarters of the individual accommodation in Quebec (77.2%) did not meet the FAS. This is consistent with previous findings as most CF installations in Quebec are either Army or training bases. As described above, a high proportion of rooms in those environments did not meet the FAS.

Only half (50.3%) of all DND Quarters provided on British Columbia’s bases meet the FAS.

Table 4: Category of Room by Environment

	No. of Rooms	Current Design Capacity			
		Cat I	Cat II	Cat III	Subs
Army					
Shilo	395	9.6%	2.8%		87.6%
Moncton	14		92.9%	7.1%	
Gagetown	1073	13.4%	36.3%		50.3%
Valcartier	1512				100.0%
Quebec City	137	4.4%			95.6%
La Citadelle	119	21.0%	31.9%	8.4%	38.7%
Montreal	113		2.7%	0.9%	96.5%
St-Jean	1551				100.0%
Petawawa	1164				100.0%
Kingston	899	69.3%	27.6%	3.1%	
Toronto					
Wainwright	474	53.9%	24.0%	2.5%	19.6%
Suffield	21		76.2%	23.8%	
Edmonton	797	98.7%	1.3%		
Army Total	8269	22.0%	10.3%	0.7%	67.0%
Navy					
Halifax	1017	33.1%	30.3%	31.5%	5.1%
Esquimalt	914	36.0%	23.0%	0.2%	40.8%
Navy Total	1931	34.7%	26.2%	14.1%	25.0%
Air Force					
Greenwood	498	30.3%	57.0%	5.4%	7.2%
Shearwater	263	82.1%	17.9%		
Bagotville	156	73.1%	23.7%	3.2%	
North Bay	106	5.7%	50.9%	4.7%	38.7%
Trenton	712		70.4%	27.5%	
Moose Jaw	152			100.0%	
Winnipeg	367	37.5%	52.6%	10.0%	
Cold Lake	412	96.8%		3.2%	
Comox	259			15.7%	84.3%
Air Force Total	2925	35.5%	38.0%	16.1%	9.9%
Other					
St-Jean	1760	55.7%			44.3%
Borden	2196	72.5%	25.3%	2.2%	
Other Total	3956	65.0%	14.0%	1.2%	19.7%
TOTAL	17081	35.8%	17.6%	4.9%	41.7%

Table 5: Category of Room by Region

	No. of Rooms	Current Design Capacity			
		Cat I	Cat II	Cat III	Subs
Maritimes					
Greenwood	498	30.3%	57.0%	5.4%	7.2%
Halifax	1017	33.1%	30.3%	31.5%	5.1%
Gagetown	1073	13.4%	36.3%		50.3%
Moncton	14		92.9%	7.1%	
Shearwater	263	82.1%	17.9%		
Maritimes Total	2865	29.7%	36.8%	9.9%	23.6%
Quebec					
Bagotville	156	73.1%	23.7%	3.2%	
Montreal	113		2.7%	0.9%	96.5%
Valcartier	1512				100.0%
La Citadelle	119	21.0%	31.9%	8.4%	38.7%
Quebec City	137	4.4%			95.6%
St-Jean (CFLRS)	1760	55.7%			44.3%
CFB St-Jean	1551				100.0%
Quebec Total	5348	21.0%	1.5%	0.3%	77.2%
Ontario					
Borden	2196	72.5%	25.3%	2.2%	
Kingston	899	69.3%	27.6%	3.1%	
North Bay	106	5.7%	50.9%	4.7%	38.7%
Petawawa	1164				100.0%
Toronto	0				
Trenton	712		70.4%	27.5%	
Ontario Total	5077	43.7%	26.7%	5.5%	23.7%
Prairies					
Cold Lake	412	96.8%		3.2%	
Suffield	21		76.2%	23.8%	
Wainwright	474	53.9%	24.0%	2.5%	19.6%
Shilo	395	9.6%	2.8%		87.6%
Winnipeg	367	37.5%	52.6%	10.0%	
Edmonton	797	98.7%	1.3%		
Moose Jaw	152			100.0%	
Prairies Total	2618	60.6%	13.6%	8.6%	17.3%
British Columbia					
Comox	259			15.7%	84.3%
Esquimalt	914	36.0%	23.0%	0.2%	40.8%
BC Total	1173	28.1%	18.0%	3.6%	50.3%
TOTAL	17081	35.8%	17.6%	4.9%	41.7%

4.1.3 Timing and Type of Initiatives

Accommodation providers were asked to indicate the present or future construction, renovation, or demolition initiatives pertaining to each barrack on their base. Table 6 shows the percentage for each initiative based on the total number of rooms. This question was originally designed to obtain information on both the timing and type of initiatives (e.g., present construct, future demolition). However, it appears that the question was not interpreted consistently. Therefore, each variable (e.g., present, future, construction, renovation, or demolition) is presented separately.

Overall, work was underway for 31.2% of all DND Quarters. Future initiatives will affect 12.5% of all rooms provided by the CF. On the whole, 24.9% of all DND Quarters were at the time of the survey (2005/06) being renovated or planned for renovations. Similarly, 2.3% of all rooms were under construction or planned for construction. Finally, demolition was underway or planned for 0.7% of all rooms.

Although 42% of rooms on Navy bases were at the time being improved, all of these rooms were located in Halifax, even though Esquimalt had many more substandard rooms. Esquimalt was planning some future initiatives for 27.1% of their rooms (See Table 6).

Approximately 21% of all individual accommodation provided by the Army was at that time being improved. Improvements to 17.7% were planned for the future. Improvements to all rooms in Moncton, Wainwright, and Edmonton were underway. Although each unit had over 1,500 substandard rooms, no work was underway or planned in Valcartier or CFB St-Jean.

One fifth of all Air Force rooms were at the time of the survey being constructed, renovated or demolished. Improvements to another 13.6% were planned in the future. Improvements were underway for almost three quarter of rooms in Winnipeg. North Bay was planning to improve all of their DND Quarters in the future and Comox planned to upgrade all of their substandard rooms.

As far as training bases were concerned, all rooms in Borden were being improved at that time. Plans for improvements were neither underway nor scheduled in the future in St-Jean (CFLRS).

Table 7 shows regional differences as they pertain to timing and improvement initiatives. While no base/wing/support unit in Quebec and B.C. was being improved in 2005/06, work was underway in 41.5% of CF installations located in the Maritimes, 51.5% in Ontario, and 60.4% in the Prairies. Improvement initiatives in British Columbia were planned in the future for 39.6% of DND Quarters. In the region of Quebec, only Bagotville was planning to renovate in the future.

Most improvement initiatives pertained to the renovation of rooms. Construction was underway or planned in the Prairies (Edmonton) and British Columbia (Comox and Esquimalt). Finally, demolition was underway or planned in the Maritimes (Gagetown) as well as in Ontario (North Bay and Petawawa).

Table 6: Timing and Type of Initiatives by Environment

	No. of Rooms	Timing		Initiatives		
		Present	Future	Construction	Renovation	Demolition
Army						
Shilo	395		43.5%		43.5%	
Moncton	14	100.0%			100.0%	
Gagetown	1073	34.9%	62.7%		62.7%	0.3%
Valcartier	1512					
Quebec City	137					
La Citadelle	119					
Montreal	113					
St-Jean	1551					
Petawawa	1164	6.0%	21.6%		7.8%	4.1%
Kingston	899	9.3%	38.8%		48.2%	
Toronto						
Wainwright	474	100.0%				
Suffield	21					
Edmonton	797	100.0%		24.5%		
Army Total	8269	21.2%	17.7%	2.4%	16.9%	0.6%
Navy						
Halifax	1017	94.9%			55.8%	
Esquimalt	914		27.1%	8.3%	27.1%	
Navy Total	1931	42.0%	15.1%	4.6%	39.9%	
Air Force						
Greenwood	498					
Shearwater	263					
Bagotville	156		51.3%		51.3%	
North Bay	106		100.0%			55.7%
Trenton	712	37.4%			37.4%	
Moose Jaw	152					
Winnipeg	367	73.9%				
Cold Lake	412	16.7%			16.7%	
Comox	259		84.3%	44.7%	39.6%	
Air Force Total	2925	20.6%	13.6%	3.9%	17.5%	2.0%
Other						
St-Jean (CFLRS)	1760					
Borden	2196	100.0%			73.5%	
Other Total	3956	55.5%			73.5%	
TOTAL	17081	31.2%	12.5%	2.3%	24.9%	0.7%

Table 7: Timing and Type of Initiatives by Region

	No. of Rooms	Timing		Initiatives		
		Present	Future	Construction	Renovation	Demolition
Maritimes						
Greenwood	498					
Halifax	727	94.9%			55.8%	
Gagetown	1073	34.9%	62.7%		62.7%	0.3%
Moncton	14	100.0%			100.0%	
Shearwater	263					
Maritimes Total	2865	41.5%	25.9%		42.0%	0.1%
Quebec						
Bagotville	156		51.3%		51.3%	
Montreal	113					
Valcartier	1512					
La Citadelle	119					
Quebec City	137					
St-Jean (CFLRS)	1760					
St-Jean	1551					
Quebec Total	5348		1.5%		1.5%	
Ontario						
Borden	2196	100.0%			73.5%	
Kingston	899	9.3%	38.8%		48.2%	
North Bay	106		100.0%			55.7%
Petawawa	1164	6.0%	21.6%		7.8%	4.1%
Toronto	0					
Trenton	712	37.4%			37.4%	
Ontario Total	5077	51.5%	13.9%		47.4%	2.1%
Prairies						
Cold Lake	412	16.7%			16.7%	
Suffield	21					
Wainwright	474	100.0%				
Shilo	395		43.5%		43.5%	
Winnipeg	367	73.9%				
Edmonton	797	100.0%		24.5%		
Moose Jaw	152					
Prairies	2618	60.4%	6.8%	7.7%	9.5%	
British Columbia						
Comox	259		84.3%	44.7%	39.6%	
Esquimalt	914		27.1%	8.3%	27.1%	
BC Total	1173		39.6%	16.3%	29.9%	
TOTAL	17081	31.2%	12.5%	2.3%	24.9%	0.7%

4.1.4 Importance of DND Quarters Issues

Accommodation providers were asked to rate on a 5-point Likert scale, ranging from 1 “least important” to 5 “most important”, the importance of sixteen accommodation characteristics as they pertain to DND Quarters. Given the small sample size, principal component analysis could not be performed. Based on logic, items were initially grouped into meaningful themes and then tested for reliability. The table below provides a description for each of the sixteen items and specifies to which theme they belong.

Table 8: Issues Pertaining to DND Quarters

Themes	Items	Description
Accessibility	Availability	Right accommodation, right place at the right time
	Suitability	The accommodation meets the requirement, be it training, transient, living-in or IR
Environment	Dignity	Accommodation respects the dignity of all individuals residing therein
	Safety	Accommodation is a safe environment, facility to live in
	Security	Accommodation provides proper security
	Privacy	Accommodation respects and supports the privacy of its inhabitants, i.e., acoustic separation from other occupants is within acceptable level
Location	Location	Proximity to dining, recreational facilities, messes, etc.
Condition	Connectivity	Easy access to Internet, cable TV and public telephone systems
	Maintenance & Service	Quick and responsive service
	Furniture	Well-constructed quality furniture that meets personal and training needs of the occupants
	Control	Capability to control heating, air conditioning, ventilation
	Size	Living area spacious enough to accommodate occupant’s needs, yet still maintaining an uncrowded living standard
	Flexibility	Furniture may be arranged to meet occupant’s requirements
	Storage	Adequate for civilian and military clothing and general storage of kit, sports equipment, etc.
	Condition	Accommodation and building are in good state of repair, i.e., paint, walls, carpets, etc.
Affordability	Affordability	Cost appropriate to type and quality of accommodation

To statistically validate the theme groupings, the reliability of the scales used in this study were estimated using Cronbach’s alpha reliability coefficient (see Table 9). Reliability, as measured by Cronbach’s alpha, refers to the consistency of a scale, and is based on the average correlation among items in a scale. It is the extent to which responses obtained at the same time are related to one another. Location and affordability items were kept separate as they did not improve the reliability of any scales.

Table 9: Reliability Coefficients and Number of Items for the Scales used in the Analyses

Scale	Number of Items	Mean	Standard Deviation	Alpha Coefficient
Accessibility	2	4.47	.56	$r = .35^3$
Environment	4	4.28	.51	.67
Location	1	3.90	.65	N/A
Condition	8	3.77	.54	.74
Affordability	1	3.76	.80	N/A

All means oscillated around “4” which means that the majority of respondents rated most DND Quarters issues as important. As expressed by a service provider: *“All these issues are very important. Ranking the above in future studies may provide better cost benefit analysis”*.

Overall, the most important issue with regards to DND Quarters was accessibility, closely followed by environment, location, condition, and affordability. These results were in line with Accommodation Vision 2020 which seeks to provide *“The right accommodation, in the right place, at the right time to better serve the needs of our people and the CF, ensuring the protection of their safety, dignity, security and privacy”* (DND Accommodation Vision 2020, 2002).

Although there were few differences, Table 10 gives a break down of each issue by environment. In general, ratings tended to be lower in the Army and training bases compared to the Navy and the Air Force.#

³ Pearson (r) rather than alpha is provided for scale with two items

Table 10: Mean Importance of DND Quarters Issues by Environment

		Mean
Accessibility	Army	4.42
	Navy	4.75
	Air Force	4.28
	Training	4.75
Environment	Army	4.29
	Navy	4.38
	Air Force	4.45
	Training	4.25
Location	Army	3.85
	Navy	4.00
	Air Force	4.00
	Training	3.50
Condition	Army	3.78
	Navy	4.02
	Air Force	4.06
	Training	3.19
Affordability	Army	3.77
	Navy	4.00
	Air Force	3.89
	Training	3.50

4.1.4.1 Accessibility

Accessibility, which includes availability and suitability, was the number one DND Quarters issue in the Navy, Army, and on training bases. Accessibility was less important in the Air Force and definitely not its main concern.

The issue of accessibility did not generate any comments.

4.1.4.2 Environment

The Environment scale included issues related to the dignity, safety, security, and privacy of the individual. This DND Quarters issue was the number one concern of Air Force service providers. The Environment issue was more important in the Navy than in the Army and on training bases.

Comments touched on different aspects of DND Quarters environment. An Army respondent described transient DND Quarters on their base as “*austere and intended for short term use*” when they should be “*clean and safe.*”

In terms of dignity, it was noted by another Army accommodation provider that *“the shortage of adequate accommodation on this base does not allow for the separation between students and staff”*. According to this respondent, this separation is essential to the respect of individuals’ dignity.

4.1.4.3 Location

Location, in other words, the proximity to key amenities such as dining, recreational facilities, messes, and so on was especially important to Air Force and Navy accommodation providers. Fewer Army and training respondents thought that this issue was important. In fact, training accommodation providers rated location as their lowest concern.

On one Army base, location must be juggled with other DND Quarters characteristics such as suitability. *“There are three distinct rank areas for barracks and placing personnel in areas not consistent with their rank can mean a long (1 km or more) walk to training locations or meals.”*

4.1.4.4 Condition

The Condition scale included items such as connectivity, maintenance & service, furniture, control, size, flexibility, storage, and condition. Condition was more important in the Navy and the Air Force than in the Army and training bases. In fact, condition was the least important of all DND Quarters issues on training bases.

As one training accommodation provider explained: *“The dormitory style accommodations were suitable and appropriate for basic training courses. Candidates were expected to learn to share the facilities.”*

Several respondents complained about size. *“From the Jr NCM perspective, single rooms for all trainees would be desirable/preferable. Placing 3 and sometimes 4 individuals in a 'barracks style' room is overcrowding given the expectations for today's personnel and their 'toys'.”* In addition, closet space should be large enough to accommodate all members’ military gear.

Finally, two Air Force accommodation providers mentioned that: *“connectivity was especially important to IRs who wish to work in the evening.”*

4.1.4.5 Affordability

Affordability was the least important of all DND Quarters issue in the Navy, the Air Force, and the Army. Training accommodation providers also thought it was unimportant, but it was not the least of their concern.

4.1.5 Renovation Vs Construction

Accommodation providers were asked to assign priority to renovations and construction of DND Quarters compared to other base projects and initiatives. As shown on Figure 1, whereas 30.8% placed high priority on renovations, 42.3% assigned similar priority to new construction.

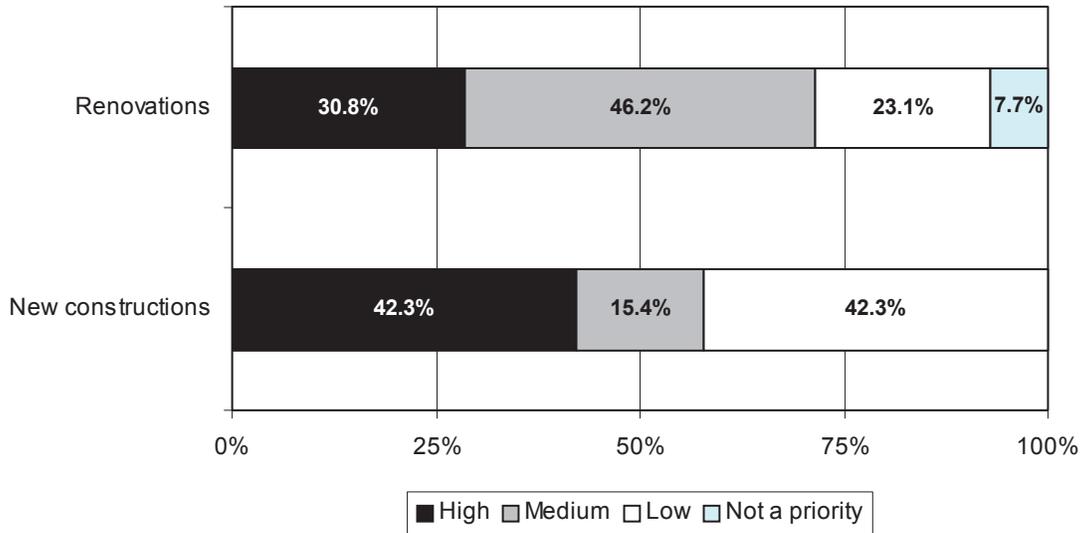


Figure 1: Priority placed on Renovations and Construction of DND Quarters compared to other projects

All Navy bases placed high priority on renovations, which translated into both coastal regions considering renovations to be a great priority. Almost one third of the Army and one training base placed high priority on this type of improvement. Finally, only one Air Force wing placed high priority on renovations.

In general, higher priority was placed on construction rather than renovations. Almost one third of Army accommodation providers, more than half of Air Force respondents, one Navy base and one training base placed high priority on new construction. Regionally, all CF bases in British Columbia, 80.0% in Ontario, and about 40% in the Prairies and the Maritimes believed that new construction projects were a high priority. In contrast, no bases in Quebec placed high priority on new construction.

If funding were available, accommodation providers indicated whether they would build, renovate, or do both based on a given type of accommodation. Figure 2 illustrates the proportion of specific initiatives by type of accommodation. The most common initiative for training DND Quarters was to renovate. In terms of Residential/IR DND Quarters, the majority of accommodation providers would choose to build. Finally, an even number would choose to renovate or build transient DND Quarters.

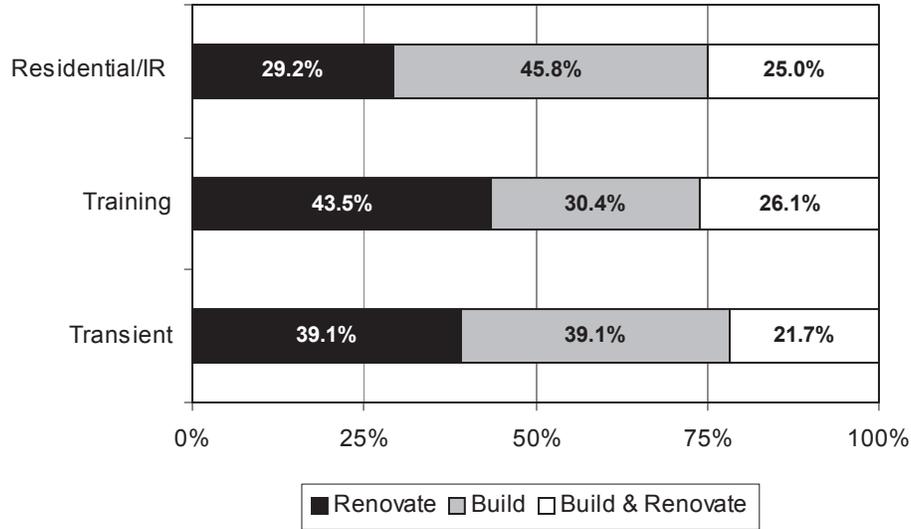


Figure 2: Initiatives by Type of Accommodation

In addition, accommodation providers were asked to indicate the order in which they would prioritize the above initiatives (Table 11 below). Training was cited most often as the first priority followed by residential/IR, and transient.

Table 11: Distribution of Potential Funding Based by Accommodation Type

	Priority Number 1	Priority Number 2	Priority Number 3
Training	52.4%	19.0%	28.6%
Residential/IR	47.8%	43.5%	8.7%
Transient	15.4%	38.5%	46.2%

The Army’s priority was to build residential DND Quarters. The Navy’s priority was to renovate training DND Quarters. The Air Force was equally divided between renovating residential DND Quarters and building training DND Quarters. As expected, both training bases’ priority was on training DND Quarters. However, while St-Jean would focus on renovation, Borden would like to renovate and build.

4.1.6 DND Quarters Impediments to Long-Term Sustainability

Service providers were asked to rate on a 5-point Likert scale, ranging from 1 “least important” to 5 “most important”, the importance of nine impediments to the long-term sustainability of DND Quarters. Given the small sample size, principal component analysis could not be performed. Therefore, items were initially grouped into meaningful themes and then tested for reliability. The table below provides a description for each of the nine items and specifies to which theme they belong.

Table 12: Impediments to DND Quarters Long-Term Sustainability

Themes	Items	Description
Convenience	Location	Proximity to dining, recreational facilities, messes, etc.
	Comfort	Inadequate heating, air conditioning, lighting, noise levels
	Size	Living area does not meet the functional accommodation standards
Environment	Accommodation Vision 2020	Building does not respect the dignity, safety, security and privacy of the member
Condition	Age	The buildings are just getting old
	Structure	The foundation and walls require extensive repair
	Cost to renovate	Believe that the renovation costs exceed the level of expenditure to make it a worthwhile endeavour
	Maintenance & Service	O&M costs were exuberant
	Condition	Accommodation and buildings are in poor/fair state of repair, i.e., paint, walls, carpets, etc.

To statistically validate the grouping of the items, the reliability of the scales used in this analysis was estimated using Cronbach’s alpha reliability coefficient (Table 13).

Environment, defined as the importance of Accommodation Vision 2020’s privacy, security, safety, and dignity characteristics, was kept separate as it did not improve the reliability of any scales.

Table 13: Reliability Coefficients and Number of Items for the Scales used in the Analyses

Scale	Number of Items	Mean	Standard Deviation	Alpha Coefficient
Convenience	3	3.85	2.37	.791
Condition	5	3.68	3.86	.772
Environment	1	3.76	0.83	N/A

All long-term sustainability issues were equally important to accommodation providers. Nevertheless, there were a few differences. Table 14 presents a break down of each issue by environmental command.

Table 14: Mean Importance of Impediments to the Long-Term Sustainability of DND Quarters by Environment

		Mean
Convenience	Army	4.0
	Navy	4.2
	Air Force	3.6
	Training	3.5
Environment	Army	3.5
	Navy	4.0
	Air Force	4.0
	Training	4.0
Condition	Army	3.5
	Navy	4.4
	Air Force	3.9
	Training	3.1

4.1.6.1 Convenience

The Convenience scale included items such as location, comfort, and size. While convenience was the most important impediment to long-term sustainability in the Army, it was the least important impediment in the Air Force.

4.1.6.2 Environment

Environment (i.e., Accommodation Vision 2020) was the biggest impediment to long-term sustainability in the Air Force and on training bases. It was the least important impediment in the Navy.

4.1.6.3 Condition

The Condition scale included items such as age, structure, cost to renovate, maintenance and service, as well as condition. Whereas, condition was the most important impediment to long-term sustainability in the Navy, it was the least important impediment for accommodation providers located on training bases.

4.1.7 DND Quarters Requirements

4.1.7.1 Past

Figure 3 describes the past demand for DND Quarters. Over 80% of accommodation providers said that the demand for DND Quarters at their base/wing/support unit had increased or greatly increased in the past three years.

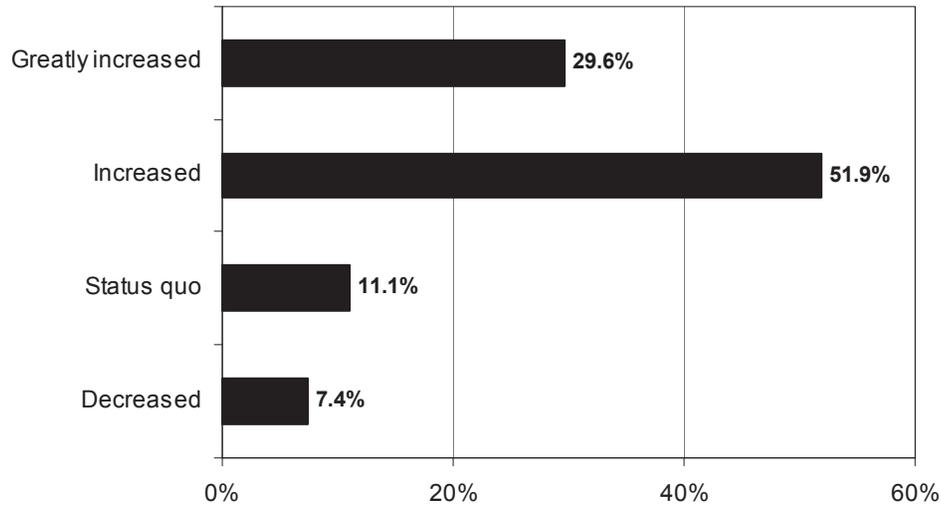


Figure 3: Demand for DND Quarters over the Past Three Years

This result appeared to be consistent across environments. Regionally, the Maritimes had not experienced the same growth as other regions. Indeed, only 40% of the surveyed service providers from this region said that the demand for DND Quarters had increased/greatly increased over the past three years.

4.1.7.2 Present

Respondents were asked to indicate, in order of priority (with “1” being the highest and “4” the lowest) where the greatest DND Quarters requirement existed at their base/wing/support unit (Table 15). Training was mentioned as the first priority for 50% of accommodation providers. Living-in, transient, and Imposed Restrictions were mentioned less often as the first priority.

For all environments, the biggest DND Quarters requirement was at the training level.

Table 15: Greatest DND Quarters Requirement at Present

	Number 1	Number 2	Number 3	Number 4
Training	50.0%	12.5%	12.5%	25.0%
Living-In	28.6%	38.1%	23.8%	9.5%
Transient	20.8%	29.2%	25.0%	25.0%
Imposed Restriction (IR)	13.6%	31.8%	31.8%	22.7%

For all types of accommodation, the demand for DND Quarters exceeded the present supply (Figure 4). The biggest shortage appeared to be for transient accommodation where 93.3% of respondents indicated that the demand exceeded the present supply. Fewer respondents estimated that the demand for training DND Quarters exceeded the supply. Finally, 70.6% said that there was a shortage of Living-In as well as IR accommodations.

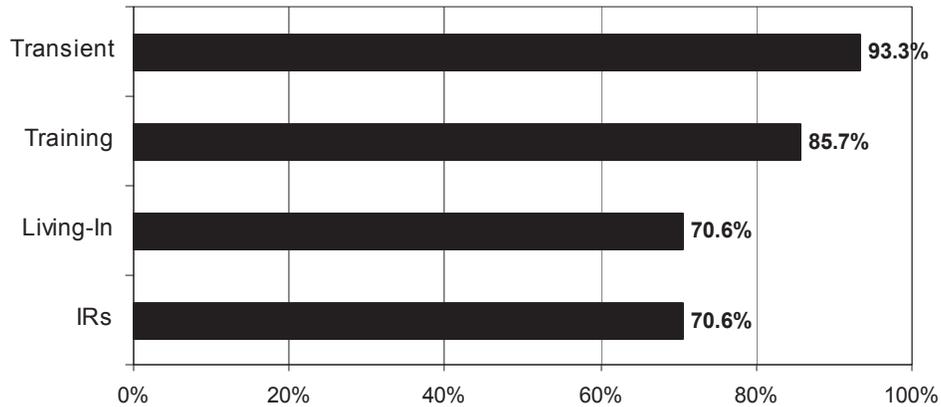


Figure 4: Demand Exceeds Supply by Type of Accommodation

There was a consistent shortage for all types of accommodation in the Army. The main shortage in the Navy was with regards to training DND Quarters. In the Air Force, there was both a lack of transient and training accommodation. All types of accommodation were equally missing across training bases.

4.1.7.3 Future

The increase in the number of recruits and new members is having an impact on the demands for DND Quarters. Almost all accommodation providers (91.7%) who indicated that DND Quarters demands exceeded the present supply at their base/wing/support unit expected this trend to continue.

With the new influx of recruits, CFB St-Jean has more and more members on Imposed Restrictions. In Kingston, Quebec City (CL SQFT), and St-Jean (CFLRS), the increasing number of training programs will put greater demand on DND Quarters. Wainwright expected the base to double in population and Shilo anticipated a 10% yearly growth. Some wings such as Cold Lake and Bagotville pointed out that only at certain times of the year (e.g., summer cadets, Maple Flag) the demand exceeded the supply of DND Quarters. Further, current and future renovations have, had or will have the effect of temporarily decreasing the availability of DND Quarters in Esquimalt and Halifax.

Halifax and Shearwater expected a decrease in IR requirements as members were now expected to find suitable accommodations on the economy. Based on DND employment policies, St-Jean (CFLRS) expected a decrease in Living-In requirements. CFB Winnipeg also expected a decrease in Living-In as they do not accommodate IRs in DND Quarters.

4.1.8 Open-ended questions

Space was provided to include additional comments. Common themes were extracted from the broad range of comments that were expressed by respondents.

4.1.8.1 Limited Housing within the Community

Remoteness was a key factor in assessing bases/wings/support units' requirements. Moose Jaw, Wainwright, and Cold Lake commented on the impact of their geographical situation with regards to DND Quarters requirements.

"In regards to residential and IR accommodations, there is a lack of suitable housing within the local community."

"Due to our somewhat isolated location, there is a unique requirement for DND Quarters as the availability to offer alternate DND Quarters, if Cold Lake can't supply, it is not there. The local area is small and limited in hotel rooms and there is also an almost nil rental market. If we don't have a facility, often times there may not be anything elsewhere. Unlike a major centre, the options are very limited also due to the lack of transportation services other than PMV."

"It should be noted that certain Bases (i.e., Shilo, Wainwright, Air Force equivalent) are relatively remote. The nearest community is Brandon - 26 km away. There are no civilian accommodation/apartments in the Shilo area. There are limited public transportation routes to Brandon from the base; therefore, single members must be in a position to purchase their own vehicle before moving out of DND Quarters can be contemplated. New QL3 graduates posted to Shilo will often remain residents of DND Quarters for longer periods than they normally would in an area where civilian accommodations were readily available."

Non-remote bases such as Moose Jaw also mentioned the lack of housing in the community.

"The lack of suitable residential/IR accommodations in the local area necessitated the renovation of surplus DND Housing to accommodate IR demand for personnel outside the NFTC Program."

It was also suggested that members may need to remain in DND Quarters for longer periods than normal where civilian accommodation is not readily available.

An accommodation provider located on an isolated base in the Prairies suggested that *"remote locations may require more DND Quarters (on a per capita basis) than the large."*

4.1.8.2 Temporary Demands

Temporary demands were an issue that many bases/wings/support units faced, particularly in the summer.

"Every summer between May and September, we are required to house 130 reserves who work as Ceremonial Guards at the Citadel. This is a drastic change and a yearly necessity".

In the summer, a CF installation in Quebec is overwhelmed by the demand from the cadet program. *“With regards to cadets, we could only offer them 40 beds (not in rooms) in lieu of the 80 beds they have requested over the past two summers.”*

“In North Bay, DND Quarters have been used on occasion for other units such as ASU Northern Ontario, Gliding Staff, Army/Air Force/Navy Cadets, 26 Service Battalion and the Algonquin Regiment. There have [also] been occasions when we accommodate[d] sports groups, and Military Organizations for the North Bay Heritage Weekend, and OPP Training. We also have 4 Students (Privates) going to University. DND Quarters in North Bay have also been used compassionately for a member during a family crisis”.

The demand in Moose Jaw was also dependent on the attraction of Foreign Nations to the NATO Flying Training Canada (NFTC) program.

Esquimalt explained that the Base is often overcrowded from July to August. During the summertime training period, DND Quarters for Jr Officer Reg/Res force training necessitate the use of 1950's style DND Quarters

4.1.8.3 Unique Operational Requirements

Some bases mentioned how operational requirements affected their use of DND Quarters.

In Gagetown, heavy curtains were purchased in order to facilitate crews sleeping in daylight hours. Due to the nature of their training program, which involves night flying, it was essential to their well-being.

CFB/ASU Edmonton along with ASU Wainwright will very likely remain the center for op/training/collective gatherings for LFWA (JTFWA). This will add to the tempo observed for IR/attached postings accommodation requirements.

Shearwater warned that: *“Having stringent guidelines for the allocation of rooms, such as time on course is dangerous. Much of [their] training is highly susceptible to weather delays.”*

More training DND Quarters were required as more training is being conducted at Suffield.

“Our most unique requirement is the high demand for IR accommodations ranging from the rank of private up to and including Lt Col's and providing them with living space based on guidelines given”

4.1.8.4 Quality of DND Quarters

Comments about the quality of DND Quarters were provided.

“The training DND Quarters should be closer to the classrooms, and we should establish a norm across the CF with regards to the distance from the DND Quarters to the Barracks”.

“Not all rooms have multi-media installed and those that do are in high demand. Currently 17 Wg has no IR capability for NCMs and very few rooms meet the FAS for Officers”.

“For extra conveniences, personnel should be able to control their heating system during the cold months, and enjoy air conditioning during the extra hot days during the summer”.

“During the summer months, the temperature within the rooms at the MegaPlex are much too high and has a negative effect on the health, well being of the students and residents. There is an urgent requirement to install a new ventilation/air conditioning system”.

4.1.8.5 Recommendations

Some respondents provided a wide range of recommendations either with regards to their own base/wing/support unit or more general CF/DND policy.

“With increase use of IR and the varied standards across the CF on available accommodations there is a desire to ensure that the services provided to members were consistent across the CF. In support of this effort, items to consider are access to telephones, cable/satellite, and internet in the DND Quarters. If this is provided equitably across the CF, a consistent policy of support, user pay or CF provided to members. If this is to be CF provided then the DND Quarters rates for IR will need to be adjusted to reflect the increased costs at the Wings/Bases where DND Quarters are utilized for IR personnel”

“It is imperative that the build plan for any new DND Quarters takes a holistic approach such that all local issues were resolved. I.e., Training, Transient and Living-in/IR requirements are met”.

“In summary, direction is required to manage expectations and define a unified Vision on how DND Quarters will be applied to the members. Once this is accomplished, we need to ensure the resources are put into place to fiscally and physically manage the infrastructure. This must include review of charges associated, basic entitlements, priority of entitlement, control systems (Pos/database/networks), accountability (recovery for damages) and most importantly manpower. We need to think like landlords but operate in the military culture and environment, always be capable of reacting with a short fuse to bang”.

4.2 Training Accommodation

This section examines training requirements and accommodations. CF members must be assured that their training accommodation is appropriate to the level and duration of training being provided while ensuring that their basic necessities of safety, security, dignity and privacy are being met. With rare exceptions, the CF training accommodations constructed in the 1950s and

1960s were intended to provide economy of scale rather than facilitate the training and education of CF members. The training accommodation of the future must serve as the CF member’s “home away from home”, and positively contribute to training and educational objectives. This will require a greater degree of personal privacy and security for the CF member than is currently available. It is believed that improved building standards and leveraged technology will enhance the learning environment outside the classroom and permit greater connectivity of training accommodation to central training resources. This will in turn contribute to improved student performance and permit portions of the training and education to be conducted in the virtual classroom.

Twenty-two out of the twenty-seven CF installations that were surveyed offered training on their base/wing/support unit. While half of the Army bases trained 1,000 to 4,999 members on an annual basis, three bases, Valcartier, Wainwright and Gagetown, accommodated over 10,000 training personnel. Esquimalt accommodated more training personnel (5,000 and more) than Halifax (1,000 to 4,999) yearly. The majority of Air Force wings trained fewer than 1,000 members per year. Both training bases trained over 5,000 members on their base. Figure 5 gives a visual representation of the yearly number of personnel trained within each environment.

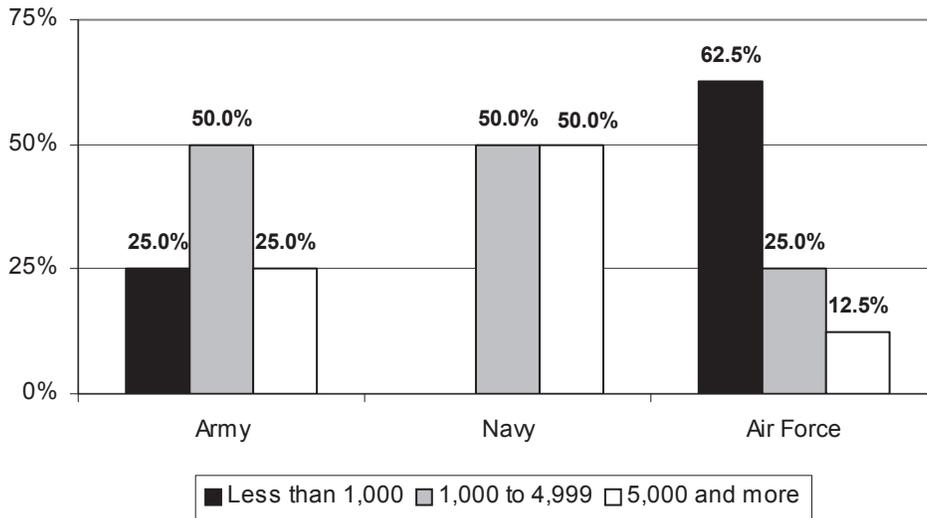


Figure 5: Number of Yearly Trainees by Environment

4.2.1 Incremental Personnel

The majority (52%) of bases/wings/support units required incremental personnel from other installations to augment their training staff. The more yearly trainees the base had, the more likely incremental personnel were needed to achieve their training aims.

All Navy and training bases required incremental personnel. While more than half (58.3%) of Army bases needed incremental personnel, they were needed for 42.9% of Air Force wings. For the most part, incremental instructors were accommodated in DND Quarters.

Incremental instructors were accommodated in all types of DND Quarters (transient, training, residential, and also within civilian accommodations), but primarily in transient DND Quarters.

Yearly, 2,402 incremental instructors were accommodated in the CF. Almost half of all incremental instructors taught at CFB Borden (1,100). Another 1,140 taught on Army bases such as Wainwright (560), Shilo (270), Quebec City (220), and Edmonton (90). The remainder were divided between Esquimalt in the Navy (58) and Air Force wings (70).

4.2.2 Trained Personnel

Figure 6 shows the total number of trained personnel in the CF from 2001 to 2003.

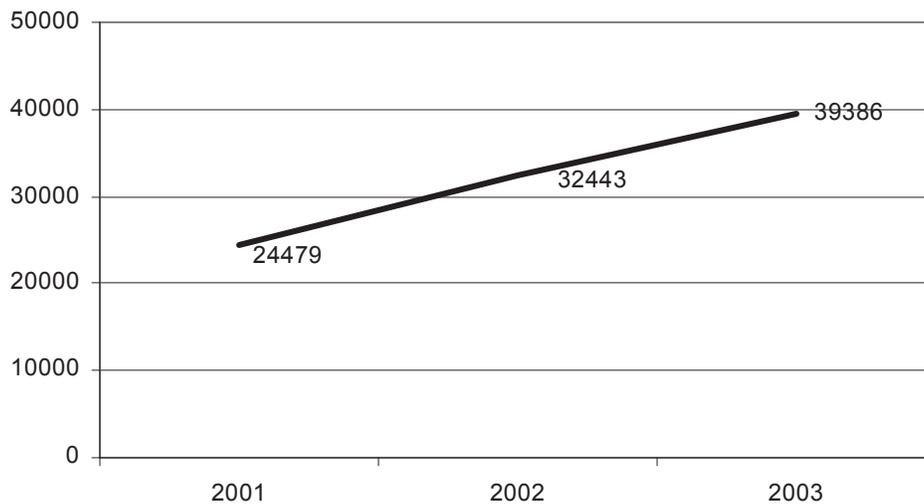


Figure 6: Total Number of Trained Personnel by Year

Although the number of trained personnel had increased, the proportion of basic, skilled, and advanced courses had remained consistent. Between 2001 and 2003, 58.1% of CF personnel received basic training, 41.7% received skilled training, and 14.3% received advanced training.

The average number of courses that are offered increased from 76 in 2001 to 93 in 2002 and 110 in 2003. The average number of training days increased from 19,201 to 21,131 between 2001 and 2002, but decreased to 16,628 in 2003. Given the thousands of days of training offered at CFB Borden, the CF average is greatly affected by any activity taking place on that base.

Overall, 68% of service providers reported not having sufficient training DND Quarters to accommodate all training requirements at their base. Several accommodation providers from locations such as Cold Lake, Comox, Esquimalt, Gagetown, and Wainwright mentioned that they cannot cope with the “spikes in the number of personnel undergoing training at certain times of the year”. Accommodation providers in Kingston have to resort to “housing students in trailers, armoury floors and adding bunk beds to make quad rooms-hold 6 personnel. Others were forced

into hotels”. Although Winnipeg, North Bay, and CFB St Jean mentioned that they have enough training DND Quarters, they did not meet the FAS or Accommodation Vision 2020.

Those who said that there was a sufficient number of training DND Quarters to accommodate all training requirements (approximately 30%), expected the quantity to remain sufficient based on future known or anticipated training. Only Petawawa anticipated their number of training DND Quarters to become inadequate. *“Four to six years from now, when all the major BBs have been renovated, CFB Petawawa will have no ‘surge’ capability”.*

4.2.3 Functional Accommodation Standards Policies

The FAS policy depicts the various levels of training and what type of accommodation should be provided to the trainees.

Basic training provides general military knowledge, common military skills, and serves to educate and acclimatize the individual to the CF culture and way of life. The formal training is conducted almost exclusively in classrooms or external environments with typically little or no work assigned for completion after-hours in the living space. This training type is generally applicable to NCMs up to Private (Trained) and OCdts/2Lts undergoing basic officer training. Basic training requires “Category I” type of accommodation.

Skilled training is of a technical or trade nature up to and including specialist. The formal training is conducted to a large extent in classroom and shop environments but typically may involve some theory work assigned for completion after-hours in the living space. This training type is generally associated with short to medium length (less than six months) trade specialty and officer MOC specific training. Skilled training requires “Category II” type of accommodation.

Advanced training is of a highly academic, developmental nature. The formal training is conducted in classroom and syndicate and group discussion environments with a significant training component assigned for after-hours completion in the living accommodation. Previously, this type of training was generally associated with Senior NCMs and officers from the rank of Captain/Lt(N) upwards for professional development and academic courses. These courses are frequently of a duration that would require posting the member to the training location if the training is not conducted at the members’ current location, and there is no expectation of follow up employment for the member at the training location. For the purposes of FAS, any skilled training that is longer than 6 months and therefore requires a posting for the member such that there is an option or obligation to change principal residence will be considered advanced training for accommodation purposes (e.g., Staff College). Advanced training calls for “Category III” type of accommodation.

For each course they offered, accommodation providers were asked to indicate what type of accommodation they provided. Table 16 shows a cross-tabulation between standard of accommodation provided by type of training. The black cells indicate the FAS expectations with regards to accommodating training members. Based on the FAS, members on basic training should be accommodated in Cat I accommodation. Similarly, members on skilled and advanced training should be housed in Cat II and Cat III accommodation respectively. Cells below the

blackened area indicate a “positive” disparity while cells above the blackened area show a “negative” disparity.

Table 16: Current Accommodation provided by Type of Training

	Basic	Skilled	Advanced
Cat I		48.0%	43.3%
Cat II	21.0%		34.1%
Cat III	2.0%	2.6%	

Almost one quarter of members on basic training and 2.6% of members on skilled training were assigned better accommodation than prescribed by the FAS. Assigning better DND Quarters than prescribed is not considered bad practice as long as adequate accommodation is still available for members enrolled in higher level courses. On the other hand, 48% of members on skilled training and 77.4% of members on advanced training were assigned substandard accommodation. In summary, the higher the level of training, the least likely the FAS were to be respected.

Only 23.6% of accommodation providers admitted having a problem with assigning accommodation based on functionality rather than rank. All accommodation providers who had concern with such policy were predominantly from Army bases and one training base. One respondent explained that: *“the base has three distinct rank areas for barracks and assigning DND Quarters outside the area of person's rank means that they may be a considerable distance from dining, mess, and training facilities for their rank”*. This suggests that the objection to assigning DND Quarters based on functionality rather than rank may not only be a matter of culture, but of structure as well. The higher the number of trainees, the more likely accommodation providers were to have concern with assigning training accommodations based on functionality rather than by rank. Compared to other environments, Army and training accommodation providers expressed the highest concerns with regards to assigning training accommodations based on functionality rather than by rank.

Accommodation providers were asked to assess whether training accommodations were in close proximity to various facilities on their respective base/wing/support unit. For the purpose of this study, “close proximity” was defined as 100 to 400 meters walk to the desired location. This information will provide a good basis when promulgating the Way Ahead plan with a focus on new construction at units that have substandard training DND Quarters. It will provide the unit with the opportunity to devise a plan to centralize new training accommodations so that members are not inconvenienced by the proximity of amenities.

As shown in Figure 7, over eighty percent of dining areas and messes were within close proximity to training accommodations.

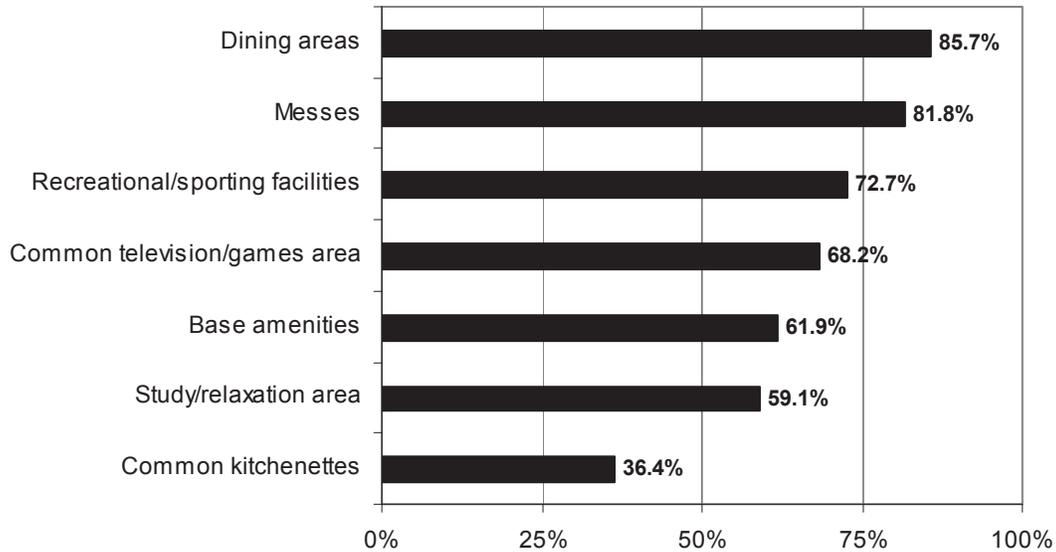


Figure 7: Proximity of Training DND Quarters to Various Facilities

A summation scale was constructed in order to examine the proximity to training DND Quarters of all facilities as a whole. Each facility located in close proximity to training DND Quarters was assigned a score of one. The final scale ranges from “0” to “7” where “0” indicates that training DND Quarters were not close in proximity to any facility, to a score of “7” indicating that training DND Quarters were close to each and every facility inquired about.

Tables 17 and 18 present the mean of the Proximity scale by environment and by region. On average, training DND Quarters were in close proximity to five facilities. With about four facilities in proximity of training accommodations, Army and training bases were doing poorly in comparison to Air Force wings and Navy bases. In the Air Force and the Navy, DND Quarters were close to roughly six facilities on average.

Table 17: Proximity Scale by Environment

	Overall	Army	Navy	Air Force	Other
Mean	5.32	4.45	6.50	6.57	4.50

Regionally, Quebec and Ontario bases offered less convenience (4) compared to the Maritimes (5), the Prairies (5), and B.C. (6).

Table 18: Proximity Scale by Region

	Overall	Maritimes	Quebec	Ontario	Prairies	B.C.
Mean	5.32	5.80	4.60	4.00	6.00	6.50

No differences were found on the basis of the number of yearly trainees.

4.2.4 Accommodation Vision 2020 Standards

As mentioned above, Accommodation Vision 2020 initiatives seek to provide “The right accommodation, in the right place, at the right time to better serve the needs of our people and the CF, ensuring the protection of their safety, dignity, security and privacy”. In this spirit, respondents were asked to assess whether their training DND Quarters respected Accommodation Vision 2020 initiatives with regards to the safety, dignity, security and privacy of individuals. This question is instrumental in providing the senior leaders with an indication of how present training accommodations are meeting the Accommodation Vision 2020 commitment to offer a “home away from home” and a greater degree of personal safety, dignity, security and privacy.

As shown on Figure 8, the vast majority of CF installations respected the safety of individuals. In fact, only one wing did not. Except for two bases/wings, most CF installations also respected the security of individuals. The main issue appears to be in terms of privacy. Only one fourth of accommodation providers said that their training accommodations respected the privacy of individuals.

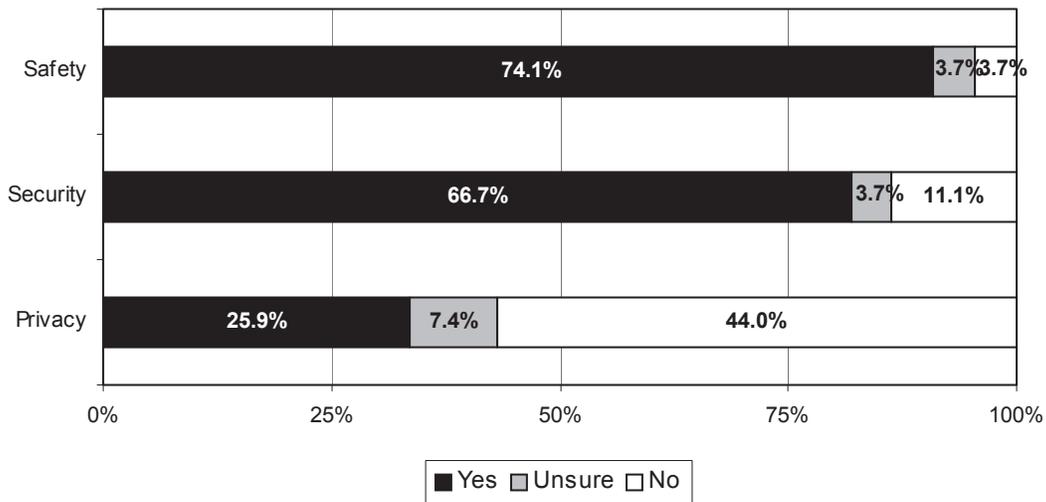


Figure 8: Do the Training Accommodations Respect the Following?

Most accommodation providers on Army bases (80.0%), one Navy accommodation provider and four wing respondents did not think that their training DND Quarters respected the privacy of members. Finally, both training bases were unsure.

4.2.5 Open-Ended Questions

Space was provided to add any additional comments that may assist in developing the “Way Ahead”. Many comments were related to the condition of DND Quarters specifically at the base/wing/support unit (e.g., “Six personnel to a room. Not enough locker or storage space. Personnel were limited to Barrack Boxes” or “Our accommodations do not meet the FAS”). Again, it was emphasized that although there were sufficient number of DND Quarters to accommodate all training requirements, “they do not meet the new FAS”.

There were also comments made about training accommodations and the culture of the military. Even though the Naval DND Quarters for Junior NCMs do not respect the privacy of the members, *“it prepares them for shipboard life, as DND Quarters onboard ships were small/cramped [...] so it is a good introduction to the requirement to be able to live in close”*. Similarly, a respondent from a training base stated that: *“For all the candidates, being housed many to a room and in close proximity to one another does meet the aim of the training which is to develop teamwork and working together as a group.”* Accommodations in relation to operational requirements came up. *“DND Quarters for training should be similar to requirements for op and be standardized throughout the CF (which is not the case currently, i.e., YK Lodge and Halifax)”*.

Some comments were made more specifically about the Way Ahead. One Army accommodation provider believed that: *“Accommodation Vision 2020 is an outstanding initiative.”* An important issue that is not addressed in the questionnaire is the proximity between the training DND Quarters and the training facilities. *“This is important as personnel on training are least likely to have a personal or otherwise provided means of transportation”* One Army respondent suggested that *“training DND Quarters need to reflect the most efficient means and balance reasonable and fair personal space with maximizing control/infrastructure/O&M. This also required a very defined standard that must be fully disclosed to soldiers to ensure expectations are managed and realistic.”*

4.3 Residential Accommodation (Residential/Living-In)

CF members must be able to secure residential accommodation that is appropriate to their household and consistent with Canadian standards. They must be able to exercise rental and ownership tenure choice. Where the majority of residential accommodation is for sale, the CF must ensure that sufficient rental housing is available to meet CF members’ rental accommodation needs. This section of the questionnaire examined the viability of providing off-base or DND Housing accommodation to living-in and imposed restriction (IR) personnel.

4.3.1 Local Economy

Almost three quarters (73.1%) of accommodation providers believed that it makes business sense (i.e., financial) to provide residential DND Quarters on their base/wing/support unit. When examining support across the environments, we found that the Army (58.3%) was less likely to agree with such proposition compared to the Air Force (88.9%), and both Navy (100%) and training bases.

Rather than the environment, one key factor in determining whether it makes business sense to provide DND Quarters on site is the geographical context of the base/wing/support unit. As one respondent described *“[...] there is a nil rental market in Cold Lake and the average home costs \$180,000.”* Whether the cause is isolation, scarcity of rentals on the economy or the exorbitant price of real estate near the base/wing/support unit, Petawawa, Shilo, Victoria, Greenwood, and St-Jean (CFLRS) expressed views similar to Cold Lake.

Based on Statistics Canada’s Beale Codes (Statistics Canada, 2001), CF establishments were categorized into urban or rural geographical locations. As shown on Figure 9, the Air Force had the highest proportion of rural locations followed by the Army. The Navy and training bases did not have any installations in rural areas.

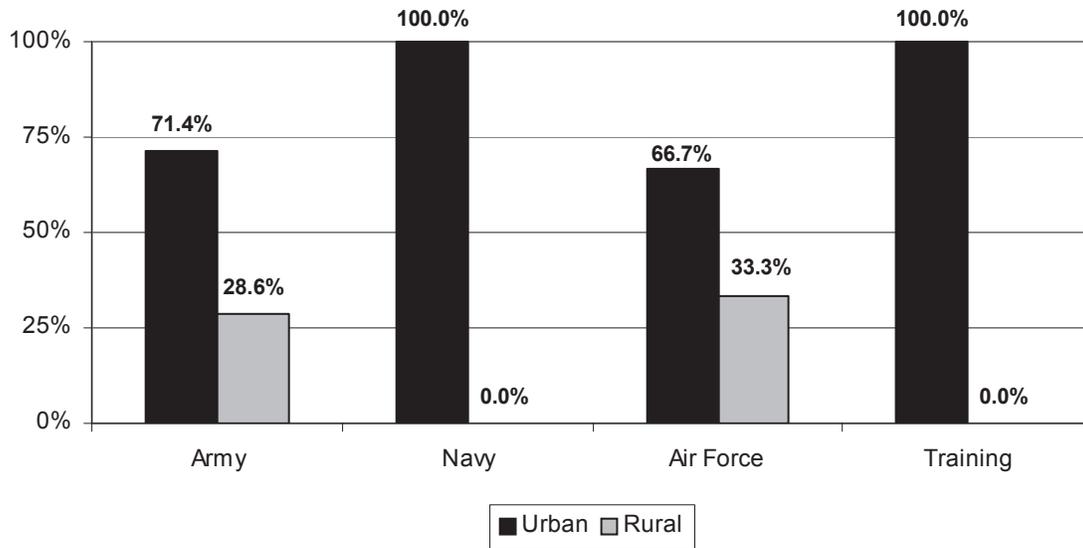


Figure 9: Environment by Geographical Location

Accommodation providers were asked to assess the private sector residential accommodation near their base/wing/support unit. For the purpose of this question, “near” was defined as being located within a 45 minutes commuter radius of the base/wing/support unit. As shown in Figure 10, only 23.9% of respondents considered the availability of private sector rental accommodation for bachelor or one-bedroom residential units near their location to be good or excellent.

No Air Force wings considered the availability of rental accommodation off base either good or excellent. This is not surprising as the Air Force has the highest proportion of rural locations. “Transportation is also a concern for members without vehicles, as there were little or no civilian accommodations near the Wing, and public transit does not run with enough frequency to meet the needs of shift workers, etc.”. About half of the Army (53.9%), one Navy base and one training base reported that rental accommodation off base was either good or excellent. Regionally, good or excellent availability of private sector rental accommodation for bachelor or one-bedroom residential units within 45 minutes commuter radius was the highest in the Maritimes (60%) followed by Quebec (50%), the Prairies (28.6%), Ontario (16.7%), and British Columbia (0%).

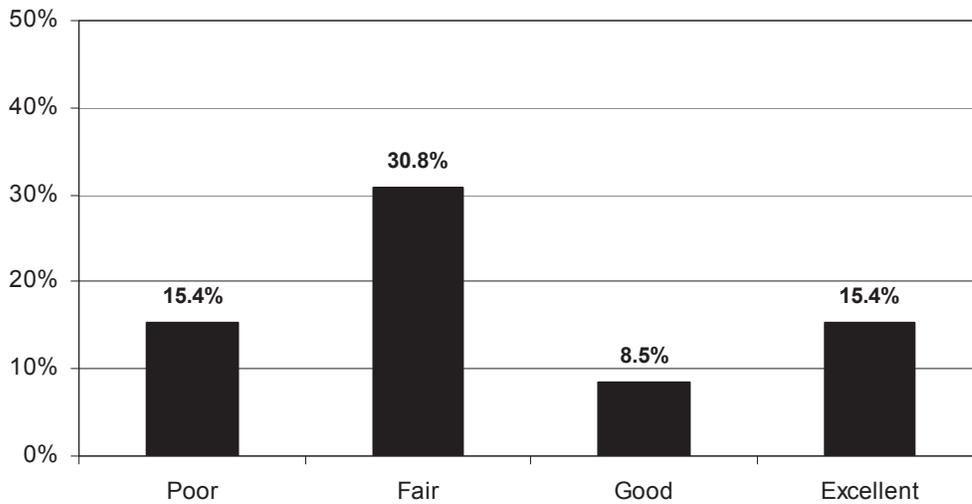


Figure 10: Availability of Private Sector Rental Accommodation for Bachelor or One-Bedroom Residential Units within 45 Minutes Commuter Radius

Figures 11 and 12 illustrate the average monthly cost of a private bachelor or one-bedroom residential unit within 45-minute commuter radius of the base/wing/support unit. Almost three quarters of bachelor units ranged between \$300 and \$699 monthly.

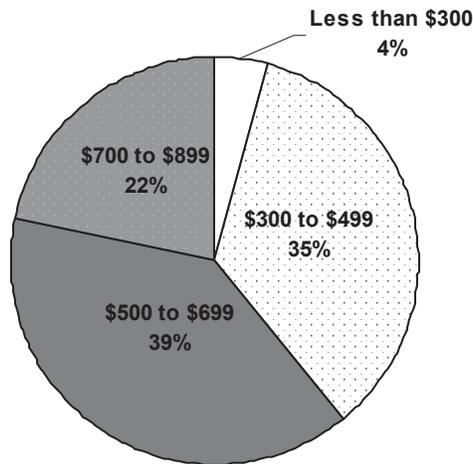


Figure 11: Average Monthly Cost of Private Sector Bachelor Residential Unit within 45 Minutes Commuter Radius

Similarly, 65% percent of one-bedroom units ranged between the \$300 and \$699

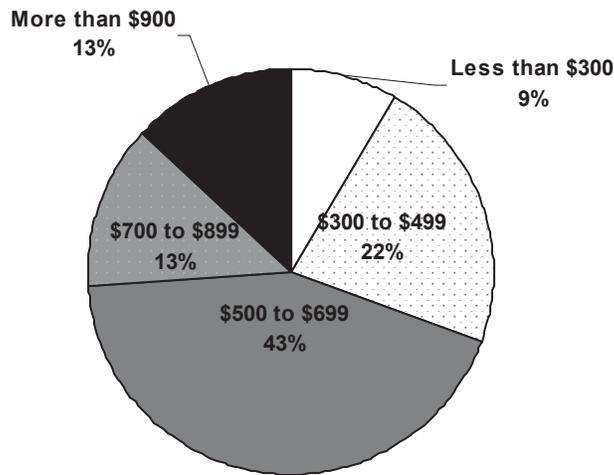


Figure 12: Average Monthly Cost of Private Sector One Bedroom Residential Unit within 45 Minutes Commuter Radius

Although the availability of private accommodation was poorer in rural areas, it was generally less expensive than in urban areas.

The cost of accommodation within close proximity of the base/wing/support units varied across environments. While the cost of private sector residential accommodation tended to be on the high end of the scale for Navy bases, Air Force wings were on the low side. This was likely the result of the difference in geographical locations between Navy bases (both bases in urban centers) and Air Force wings (one third in rural areas). Private sector housing around Army and training bases fell into mid-range prices. Ontario and B.C. were the most expensive regions where respectively 60% and 50% of private accommodation offered off base was over \$700 monthly. The cheapest region was Quebec followed by the Prairies and the Maritimes.

Overall, 57.7% believed that living-in personnel should pay rent comparable to single members renting on the local economy for accommodation of similar standards. This feeling was similar across environments except for accommodation providers located on training bases who did not think so. Regionally, it was in the Maritimes (60.0%) that respondents were the most likely to think that members' rent should not be comparable to civilian rent compared to 16.7% in Quebec and Ontario, and 0% in the Prairies and B.C. Several accommodation providers had difficulty responding to this question, as they could not imagine their DND Quarters ever being similar to civilian standards of accommodation.

Those who believed that living-in personnel should pay equal rent mentioned that "*personnel are paid at levels comparable to their civilian counterparts and should expect to pay comparable amounts for housing*". On the other hand, accommodation providers who believed that living-in personnel should not pay rent comparable to single members renting on the local economy mentioned two reasons. Firstly, "*having members live in DND Quarters or on base is a benefit to the CF. DND Quarters create a sense of community, provide leadership for junior members*

who may have just left their family homes and is the source of an excellent support system.” Secondly, “the noise, the services, the municipal and educational taxes are different. Members [who reside at the wing] must adhere to base regulations, inflexible meal hours, military dress in mess halls and being far detached from the commercial centers.”

Overall, only 38.5% of respondents estimated that if Crown-controlled DND Quarters were phased out, the local market at their base/wing/support unit would be able to cope with the additional influx of renters. However, one accommodation provider mentioned that *“such housing may not be in close proximity to the Wing and thus a relatively long commute may be necessary”*. Furthermore, another respondent believed that *“many soldiers are not prepared financially to enter the market. This is associated with the low cost of DND Quarters upon entry and as soldier’s progress to accumulate belongings they tend to become locked into the budget with only \$200 (average) for rent.”* Conversely, 23.9% believed that the local economy would be unable to cope (Figure 13). Again, there is a major difference in opinion based on the geographical context of the base/wing/support unit. Over seventy percent of accommodation providers located in rural areas did not believe that their local economy would cope with more renters. *“The closest rural centre is the town of Wainwright with a population of 5,500. This rural community has very limited single residential accommodations available. The town of Wainwright is unable to keep up with current growth and increased demands from the base.”* One accommodation provider specified that although the current local market could not cope with additional renters in the short-term, *“if the phasing out was gradual enough, the increased demand would eventually result in an increased number of units available on the economy”*. It is worth noting that 46.2% of respondents did not know the local market well enough to answer this question.

Army accommodation providers were the most confident that their local market could survive an additional influx of renters. There were few differences regionally.

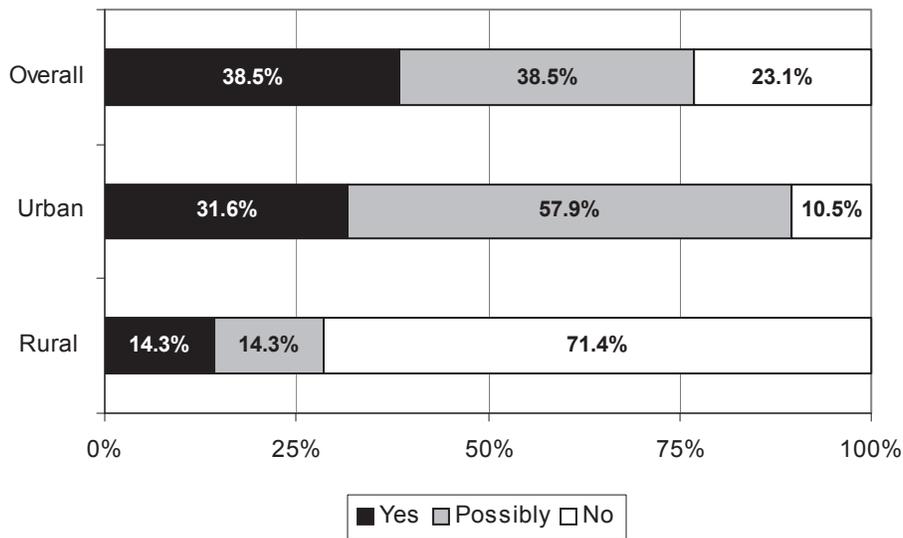


Figure 13: If Crown-Controlled DND Quarters Residential Accommodations were phased out, would the Local Market Cope with the Additional Influx of Renters

As shown in Figure 14, a majority of accommodation providers did not like the idea of ceasing to provide residential accommodation even in the case where local markets would be adequate. For example, one respondent explained: *“It is not enough to consider the availability of accommodations within the community; rather, one must reflect on the member and offer adequate accommodations that don't place him [or her] in a precarious financial position”*. The vast majority of accommodation providers located in isolated areas believed that the CF should not cease to provide onsite accommodation despite hypothetical availability in the local economy. Judging by the open-ended comments, accommodation providers in rural areas could not get past the capacity of the local market in responding to this question. Cold Lake aptly summarized the feeling of those base/wing/support units: *“Cold Lake is a semi-isolated area. The local rental market will not ever likely meet the demand. The fact that there is no public transportation service would add to the difficulty of getting to the Wing”*.

It is the Air Force and the Army (both 66.7%) who were mostly opposed to this idea, but possibly for different reasons. As explained above, there is a substantial number of Air Force wings located in rural areas. As a result, accommodation providers were concerned about local market availability and the distance to the wing. Army accommodation providers were the only ones to point out the cultural and operational benefits to providing accommodation on base. *“The CF should always retain some form of DND Quarters. This allows the CF to react to op/training with little restrictions or impact to civilian sector. Additionally, the retention will always ensure the CF culture is respected and maintained”*. In addition, several army respondents noted that *“most of the members prefer to live on base rather than within the community.”*

While no base/wing/support units in British Columbia would support such initiative, 25% were supportive in the Maritimes, 20% in Quebec, 33.3% in the Prairies and 40% Ontario.

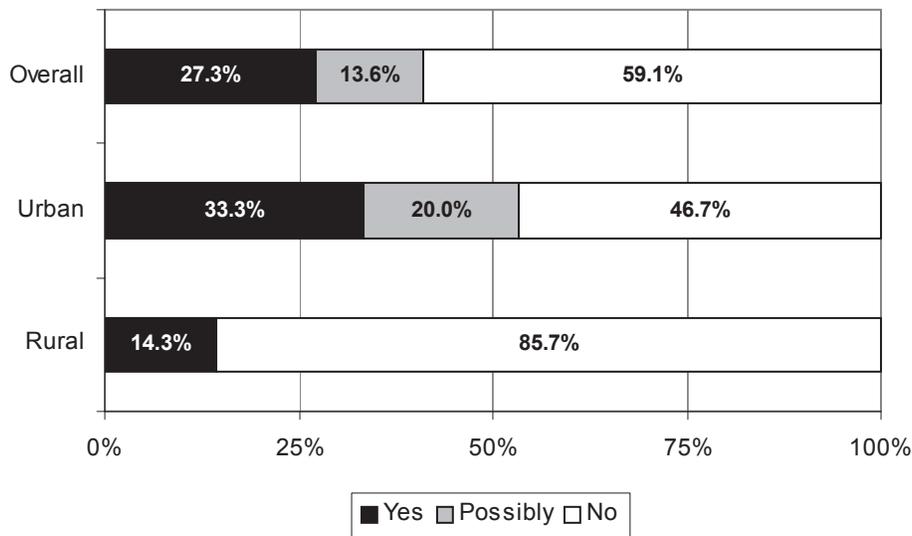


Figure 14: *If the Present and Future Local Rental Markets were adequate, do you think your Base/Wing/Support Unit should cease to provide Residential Living-in Accommodations*

Accommodation providers were asked whether existing accommodations within the community could either be rented or purchased by DND to meet the residential needs of single members. Forty percent believed that such an initiative was feasible, 24.0% were unsure, and 36.0% did not think so (Figure 15).

In urban areas, respondents were concerned about local vacancy rates and real estate prices. “Given the low vacancy rate [in Gagetown], local owners of accommodations off-base were unlikely to sell to DND unless the price were high enough to let them build new to satisfy the ongoing population currently in their buildings”. “Victoria, [on the other hand] is one of the Nations highest priced real estate areas outside of Vancouver/Toronto. It would be cost prohibitive to purchase/renovate to an acceptable standard. Newly constructed accommodations would provide a better, 'bang for the buck'.”

In rural areas, “there is simply not enough existing in the area to meet the demand if DND Quarters were no longer maintained by the CF”. It should be noted that, Cold Lake is affected by both, its rural location, as well as low vacancy and high real estate prices due to the oil boom.

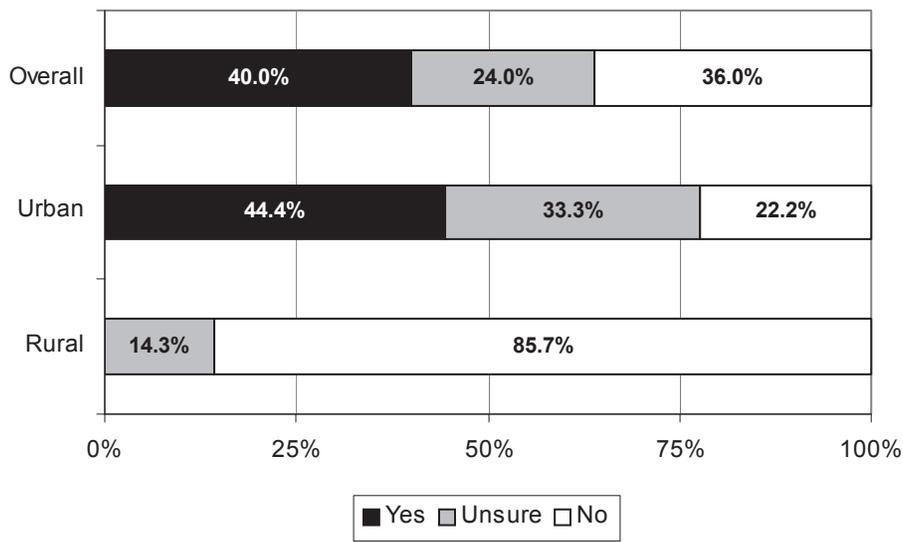


Figure 15: Could existing Accommodations within the Community be Rented/Purchased by DND to meet the needs of Residential Single Members?

One accommodation provider was concerned that “this avenue is a mirror of the DND Housing/CFHA arrangement and has been historically not well received due to the cost versus service expectations”. There were no notable differences across environments and regions.

Overall, sixty percent would prefer providing DND Quarters rather than renting or purchasing accommodations within the community. One wing that experimented with the concept concluded that: “experience in this area has proven that it is not an option of choice for our members and it has usually resulted in more financial losses than gains.” Some feared that “the availability would be uncertain. DND would have to contract construction of such facilities to ensure availability.” Finally, others suggested that “this is not a long-term solution, but could serve as a short-term fix while proper single member accommodations are constructed.”

All base/wings/support units located in rural areas would prefer providing DND Quarters to renting or purchasing within the community for the same reasons expressed above.

Air Force wings which were predominantly located in rural areas were the least likely to support an initiative that would favour renting or purchasing accommodation within the community rather than providing DND Quarters at their wing (77.8% were opposed) compared to the Army (58.3%), the Navy (50.0%) and training bases (0%). Regionally, all bases/wings/support units located in the Prairies (mostly rural) and B.C. would not give their support. Fifty percent (50.0%) were opposed to the initiative in the Maritimes, 16.7% in Quebec, and 50.0% in Ontario.

Similarly, over three quarters of accommodation providers would prefer that DND Quarters be built on base (76.9%) rather than integrated in the community (0%). Twenty-three percent were unsure (23.1%). Rationale for building on base is similar across regions and environments. Culture emerged as the primary reason. *“We feel that closely-knit military communities such as DND Quarters or DND Housing foster high morale, good leadership for junior members, and base cohesion.”* *“The advantage of having DND Quarters within the base greatly exceeds having them located elsewhere. Issues such as command and control, responding to timelines, indoctrination into the CF culture, as well as proximity to kitchen/mess/recreational outlet and Canex are all valid reasons and bring added value.”* As mentioned in the quote above, convenience emerged as a second reason. Whether the issue was distance or traffic, having DND Quarters on base would ease transportation problems.

As shown in Figure 16, 38.1% of respondents believed that single members were opting to rent civilian housing rather than residing in DND Quarters at their base/wing/support unit. An equal percentage (38.1%) believed that this was not the case. According to most comments, soldiers opt for DND Quarters for financial and convenience reasons. *“DND Quarters are significantly cheaper and civilian accommodations are not readily available. Also, civilian accommodations are usually 25-40 kms from [the base].”* Some respondents mentioned that members opt to live on the economy as a result of the *“decrepit state of DND Quarters”* or the lack of availability of DND Quarters at their base.

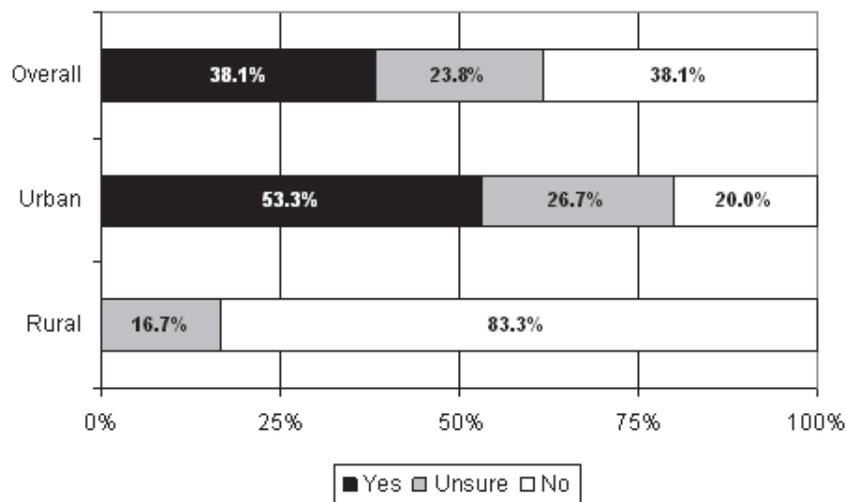


Figure 16: Are more Single Members Opting to Rent Civilian Housing rather than Reside in DND Quarters at your Base/Wing/Support Unit?

While there were no differences across environments, 60% of respondents located in the Maritimes agreed that more single members were opting to rent civilian housing rather than reside in DND Quarters at their base/wing/support unit compared to 25.0% in Quebec, 50% in Ontario, 16.7% in the Prairies, and 50% in British Columbia.

4.3.2 Potential Impact on Unit Cohesion, Operational Effectiveness, and Morale

As shown on Figure 17, most respondents agreed that if the CF no longer provided on-base/wing/support unit DND Quarters, there would be a negative impact on unit cohesion, operational effectiveness, and morale. This is true across all environments and regions.

Figure 18 shows the potential negative impact of not providing accommodation on-base at base/wing/support units by environment⁴. Morale would be most negatively affected in the Air Force and on training bases; operational effectiveness would be most negatively affected in the Army and Air Force; finally, unit cohesion would be most negatively affected in the Navy and on training bases.

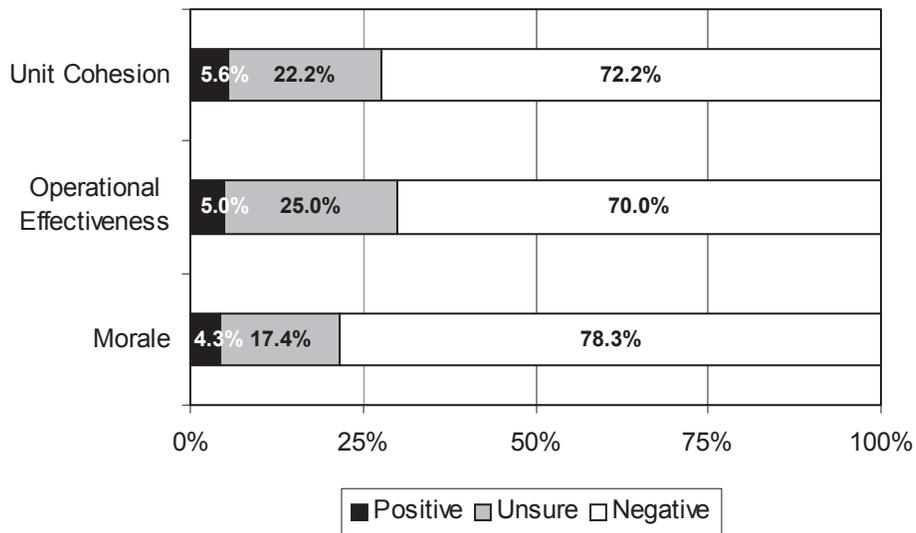


Figure 17: Potential Impact of not providing On-site Residential Accommodation

⁴ Results for the Navy and training bases should be interpreted with caution as only one base answered the question.

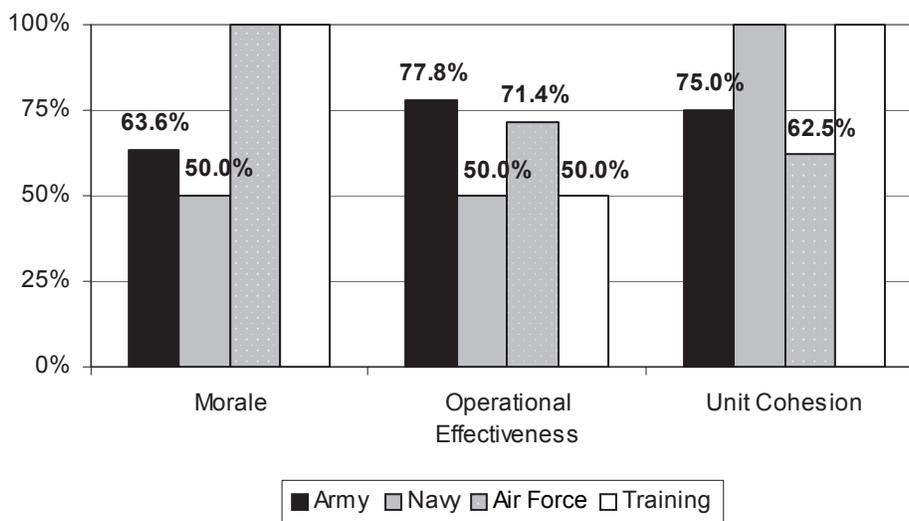


Figure 18: Potential Negative Impacts of not providing On-Base/Wing/Support Unit DND Quarters Residential Accommodation by Environment

Some accommodation providers explained why not providing DND Quarters residential accommodation would impact on morale, operational effectiveness, and unit cohesion. Not providing DND Quarters could put members in a financial strain. *“It is not the availability of the DND Quarters; rather it depends solely on the cost. If a renting member finds him/herself in an untenable financial situation then it will definitely negatively impact the 3 areas”*.

“Operational units want their newly qualified personnel kept in DND Quarters for their first year with the unit and feel that the housing on base contributes to cohesion and operational effectiveness. Units being able to ask for DND Quarters for personnel who need them for compassionate or financial reasons increases morale - member's morale increases if they feel their unit wants to assist them and has the resources to help them with their problems”. Retaining command and control over DND Quarters also allows more flexibility to react to training/operations. Furthermore, *“many members prefer to reside in CFB because of the close proximity to recreational facilities”*.

Finally, it would be extremely difficult for reserves and personnel on training or TD to find short-term accommodation quickly. *“The overall effect of not providing DND Quarters would be negative. Availability of accommodations downtown with the flexibility of meeting conditions/terms of renting won't always be available, especially for personnel on Training or TD”*. The lack of transportation to the base would also be an issue for those individuals.

4.3.3 Accommodation Vision 2020

Accommodation providers were asked to comment on the concept put forward by Accommodation Vision 2020, which proposes that one service provider, “agent of excellence”, be responsible for accommodations throughout the CF.

4.3.3.1 Opposition to Accommodation Vision 2020

Out of the 19 accommodation providers who responded to the question, respondents from 6 base/wing/support units were against the concept proposed by Accommodation Vision 2020. Some mentioned that this *concept “is not desirable for residential accommodation”*. Another added that, *“on most bases [...] there are no true residential accommodations as all DND Quarters were used/available for training/transient use.”*

There were also concerns with regards to the *“operating principles of CFHA and the apparent CF philosophy of encouraging military personnel to rent accommodation when, in many locations [...], accommodation purchased are by far the more prudent choice. Provision of housing should be restricted to those locations, which suffer from a true shortfall in suitable housing. CFHA seems to over-assess the need for rental accommodation for their own purposes”*.

Finally, many respondents had concerns with CFHA being a suitable organization to fulfill this role. *“This is not a good idea, especially if it goes the CFHA type route as the BComd would not have any control administratively nor financially”*. One accommodation provider described the poor service they have received from CFHA at their base/wing/support unit.

4.3.3.2 Support to Accommodation Vision 2020

Out of the 19 accommodation providers who responded to the question, 13 support the concept proposed by Accommodation Vision 2020. The expectation that such a concept will bring consistency to accommodation in the CF resonated through many responses.

“It is a welcomed Vision to have a directorate establishing a national standard. This standard will alleviate many issues/challenges/complaints received when members transient through other areas and do the comparison”.

“Having one office or person that would be ensuring fair application of services and regulations across the CF and would eliminate some disparities that exist at different locations”.

“I believe that this would be important in order to standardize residential accommodations throughout the CF and to take advantages of sharing losses and surpluses of maintaining such accommodations across the portfolio”.

It is also thought that Accommodation Vision 2020 would improve the condition of accommodation on base/wing/support units.

“I think a centralized CF Housing agency would work, but satellite offices would be required. If managed logically, the CF could go a long way to standardizing DND Quarters”.

“This would greatly increase the standard of living with respect to 'acceptable' housing for the soldiers”

Many accommodation providers would espouse Accommodation Vision 2020, but under certain conditions only. Cost of accommodation and operational requirements were two very important prerequisites for their support.

With regards to cost, it was feared that better accommodation standards would lead to higher costs, which in turn would strain members financially.

“I agree with this concept as long as the price would not put our members into an untenable financial situation”.

“As long as the costs are not compared and applied in accordance with the private sector standards, it should work”.

“One must keep in mind the overall cost ensuring it remains stable. Over the past years the increased cost of accommodations has negatively affected our personnel. A Cpl would have a problem renting an apartment for \$800 as a DND Quarters resident”.

“Quality of Service and affordability of both accommodations and O&M are paramount.”

Another worry was that new standards would take precedent over operational requirements.

“It could be a solution if one assures that the availability of the DND Quarters does not conflict with operational priorities of the sector”.

“No problem as long as there are ample training and transient accommodation responsive to the base/wing/support unit Commander.”

“This option would be favourable provided that the Provider remains responsible to the chain of command”.

4.3.4 Perceived Effect on Morale and Operations

Accommodation providers were asked to rate, on a 5-point scale, their perception of the effect of the present condition of residential DND Quarters on morale and operations. For analysis purpose, “very positive” and “positive” as well as “negative” and “very negative” were combined. Based on accommodation provider’s perceptions, Figure 19 illustrates how morale and operations were affected by the present condition of residential DND Quarters at their base/wing/support unit.

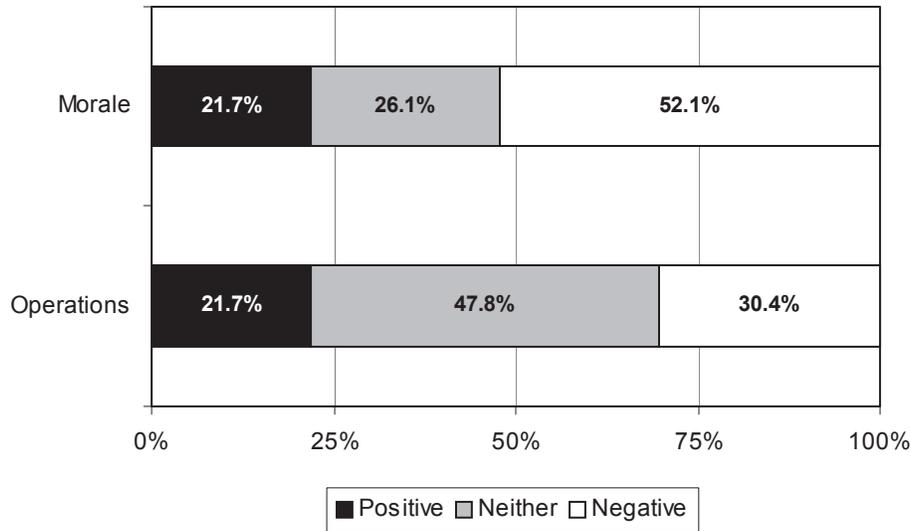


Figure 19: How does the present Condition of Residential DND Quarters affect Operations and Morale?

Logically, “enhanced DND Quarters have had a very positive impact on morale. Conversely, the deplorable conditions in BB6 have had the opposite effect.” One accommodation provider suggested that “notwithstanding [their condition], many individuals were quite happy to live in DND Quarters for the convenience or for financial reasons”. Overall, the perception was that the present condition of residential DND Quarters affected morale more than operations.

More than half said that morale was negatively affected by the present conditions of DND Quarters. This was consistent across environments and regions.

Although still negative, the perceived effect was lesser on operations (30.4%). Only 20.0% of Army respondents believed that operations were negatively affected by the current state of DND Quarters compared to one Navy respondent, 33.3% of Air Force respondents, and one training respondent. Interestingly, no accommodation providers from Ontario thought that operations were negatively affected by the present condition of DND Quarters (compared to 25% in the Maritimes, 33.3% in Quebec, 50.0% in the Prairies and B.C.).

4.3.5 Use of Vacant DND Housing

Military Quarters (MQs) are now referred to as DND housing. Respondents were asked to evaluate the suitability of using vacant DND Housing to house single living-in personnel. As shown in Figure 20, overall 73.1% of respondents thought this was a good proposal. Most of the support came from the Air Force and the Army. The Navy and the training bases were less enthusiastic.

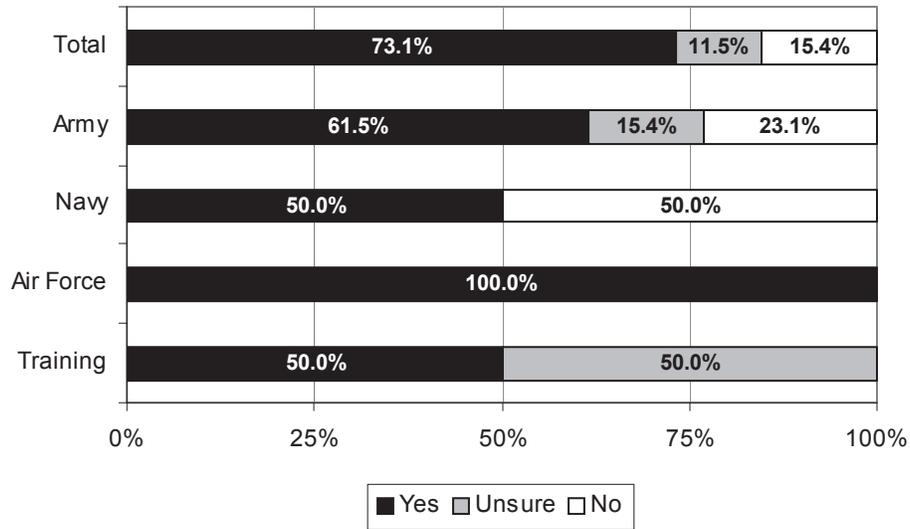


Figure 20: Is the use of vacant DND Housing to House Single Living-in Personnel an Option?

Regionally, the Prairies (71.4%) and Quebec (50.0%) were the least likely to agree that vacant DND Housing should be used to house single living-in personnel. Elsewhere in Canada, over 80% supported the idea.

Regardless of the suitability of utilizing DND Housing to house single members, it is important to keep in mind that members do not necessarily want to live in DND Housing. On one base, *“the members themselves have stated that they do not want DND Housing due to the cost, as well as many do not have the HG&E to furnish DND Housing by themselves”*.

Figure 21 depicts the proportion of bases/wings/support units which would have enough DND Housing to accommodate some, all, or no single members. Overall, 80% would either have sufficient space to accommodate all (15.0%) or some (65.0%) of their single members.

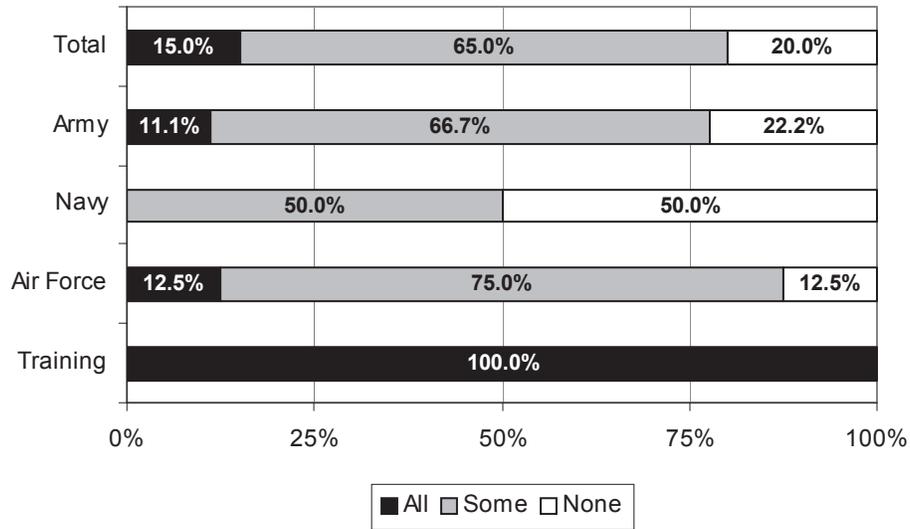


Figure 21: Is there sufficient amount of vacant DND Housing to Accommodate Single Living-in Members?

All environments and all regions could at least accommodate some members. In fact, over three quarters (77.3%) were already housing single members in DND Housing. Both training bases, one Navy base, 70.0% of Army bases, and 88.9% of Air Force wings already housed single members in DND Housing. This practice was more common in Ontario (83.3%), the Prairies (83.3%), and B.C. (100%) than in the Maritimes (60.0%) and Quebec (66.7%). Single personnel who occupy DND Housing often have roommates to share the cost.

All except one Air Force wing (where “rents are based on BSV of the unit”) charge single members the same rate as military families. *“They earn the same amount as a married person, so rent for single personnel should not be subsidized. To do so would lead to grievances and inequitable treatment complaints. Marriage/partnership is a personal choice.”* In North Bay and several other locations, *“most DND Housing is shared in order to help with the costs.”*

Respondents were asked about the possibility of renovating DND Housing and utilizing them for both single and married members provided that ample DND Housing was available. More than half were in favour of this proposition. Almost all Army bases, all training bases and half of the Navy bases agreed (Figure 22).

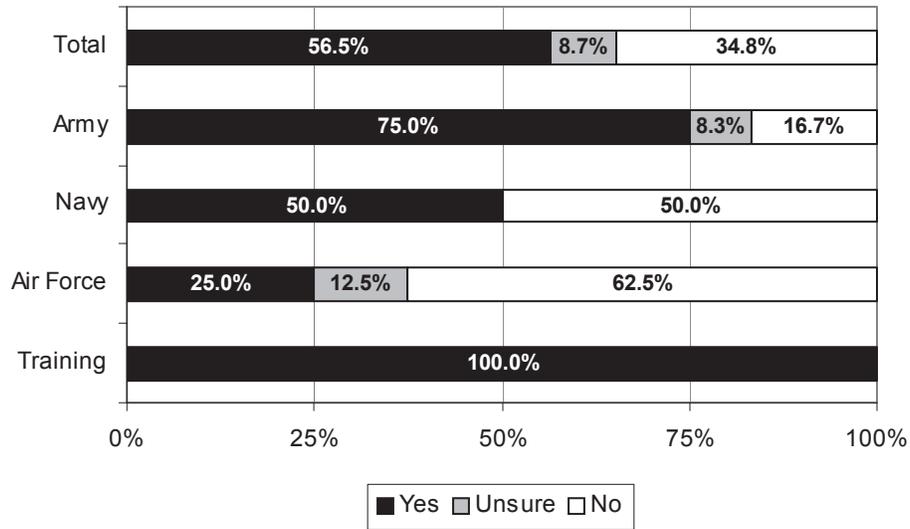


Figure 22: If your Base/Wing/Support Unit had ample DND Housing, would it be feasible to utilize them for both Married and Single Members?

Only 25.0% of Air Force Wings supported this suggestion. This finding is quite surprising as all Air Force wings believed that housing single living-in personnel in vacant DND Housing was an option, 88.9% were already doing it, and 87.5% said there is sufficient DND Housing to accommodate some or all single personnel. Various reasons were expressed to account for this opinion:

“The CFHA manager noted that at the current time, with the current demand for DND Housing due to the high cost of housing in the civilian market, that this would not be possible. In addition, it is not recommended that personnel on IR be accommodated in DND Housing”.

“The interest rates are presently low, which is having an effect on the DND Housing vacancy rate. At present the vacancy rate stands at 10%, whereas it normally ranges between 0-3 %. Based on this it would be prudent for the base not to offer all empty units to single members, as one never knows what will happen with the interest rate and demand”.

One unit explained that: *“CFHA has indicated that they have to reduce the number of DND Housing units in the next 2-5 years to 185 units, which may possibly only accommodate married members”.*

“The amount of DND Housing is insufficient for all single members and married personnel. With renovations and multiple person occupancy there are not enough buildings at [our] Wing to accommodate all parties”.

Other than the fact that no base/wing/support unit in British Columbia would consider this option, there were no differences across regions.

4.4 Residential Accommodation (Imposed Restrictions)

Based on current functional accommodation study policy, only 20.8% believed that DND Quarters were acceptable to house members on Imposed Restrictions (IR). Among all environments, Air Force accommodation providers were more likely to find their DND Quarters suitable for accommodating IRs.

Regionally, all DND Quarters on base/wing/support unit in B.C. and 83.3% in Quebec were not suitable to house IRs based on the FAS. This proportion was somewhat lower in the Maritimes (75.0%), Ontario (60.0%), and the Prairies (57.1%).

As shown in Figure 23, more than half of CF members on IR resided on base. However, the proportion of IR living on site fluctuated by environment. The Air Force accommodated the highest proportion of IRs at their wings. This could be due to many wings being located in remote areas. One Navy base, one training base, and 38.5% of Army bases accommodated IRs on-site only.

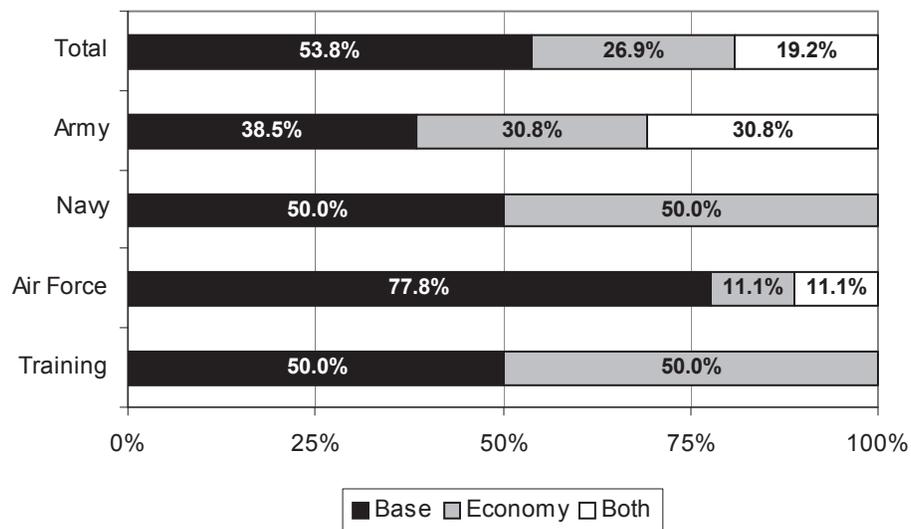


Figure 23: Where do members on IRs at your Base/Wing/Support Unit reside?

Sixteen percent of accommodation providers have had to order IRs out of DND Quarters due to higher priority accommodation requirements. This was more common on training (50.0%) and Army (16.7%) bases than in the Air Force (11.1%) or the Navy (0%). IRs had been ordered out of DND Quarters in Ontario (60.0%) and the Prairies only (14.3%).

Having IRs live in DND Quarters was a fairly common occurrence (38.5%). It was especially common on training bases (100.0%) compared to the Navy (50%), Army (38.5%), and Air Force (22.2%).

4.4.1 Open-Ended Comments

Space was provided to include additional comments, concerns or suggestions that will assist the Accommodation Vision 2020 Team in developing the Way Ahead. Most comments were about issues specifically related to the base/wing/support unit (e.g., specific DND Quarters conditions) and did not inform the Way Ahead per se.

Generally, it was agreed that IRs deserve to be provided good quality accommodation. *“Since the CF is looking for ways to improve the quality of life for military members who have a home, kids in school and a working spouse, by positing them on IR, it would benefit the military if that member was provided better accommodations than a room with four-walls and a bed”*. *“If DND Quarters could be provided in sufficient quality and quantity to satisfy the needs of the IR personnel, housing them on base is the most convenient for them and the cheapest for the CF”*. *“The path to follow would be to renovate the accommodations to an acceptable standard. The entrepreneur should follow the guidelines corresponding to the civilian societal standards”*.

As explained above, the issue with housing IR personnel in DND Housing is the space wasted. *“By themselves the DND Housing which is offered to single members have 3 bedrooms and is much too big for a single member residing alone. This is the reason that single members get together with their counterparts and rent DND Housing with 2-3 people”*.

At a higher level, it was suggested that *“a central agency in charge of accommodations for all living-in members, IRs and residential, would be a benefit to ensure CF wide fairness in application of policies and services”*.

Finally, an accommodation provider recommended that tighter direction for members on IR be implemented. *“The intent of IR is to allow the member to move as required by the CF but allow them latitude to resolve personal issues. Like many other agencies and businesses we need to facilitate a move in a reasonable amount of time if the member does not want to move then the CF should close the move file at some point. This impacts deployments and other benefits and at some point should be deemed a taxable benefit”*.

4.5 Transient Accommodations

Members of the CF are the most mobile work force within the federal government. Thus, there is a large travel component to any DND organization’s budget and much of these funds are spent on commercial accommodations in locations where CF establishments cannot provide contemporary transient accommodations.

The provision of transient accommodation is not considered to be an essential DND/CF public activity. It is provided by government direction only where there is a surplus accommodation. Traditionally, the CF has used excess DND Quarters to provide transient accommodation. Allocation of transient housing is usually based on rank. As of June 2000, there were an estimated 4,500 bed spaces being dedicated to transient accommodation across all CF installations. All were being supported in whole or in part by public funds and the revenues derived were retained locally to support personnel support programs or base operations.

This section of the questionnaire examined the response to the potential involvement of an outside agency in building and managing modern transient DND Quarters. Requirement for commercial transient DND Quarters were also assessed.

4.5.1 Involvement of an Outside Agency

As shown in Figure 24, about one third of all accommodation providers would support the concept of an outside agency building and managing modern transient accommodation at their base/wing/support unit. Another quarter would possibly give their support.

When looking at each environmental command individually, it can be seen that the bulk of opposition comes from the Army (58.3% were against the concept). Only one third of Air Force (33.3%) wings are opposed to the concept. Finally, no Navy or training bases were against the concept of an outside agency building and managing modern transient accommodations at their base/wing/support unit.

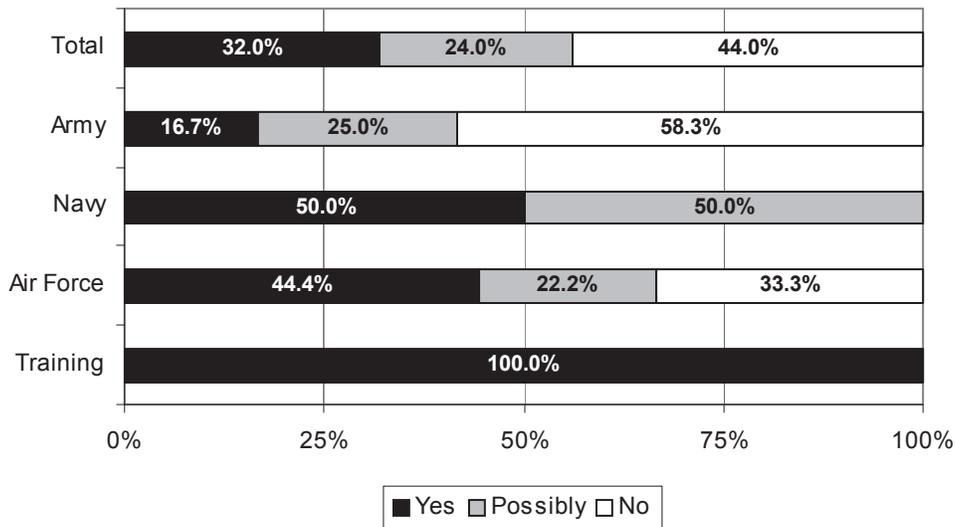


Figure 24: Would you support the concept of the Outside Agency Building and Managing Modern Transient Accommodations

Judging by the number of comments, there were strong opinions about this topic. The main concern of accommodation providers against the concept was that an outside agency would not understand operational requirements. As an Air Force respondent stated: *“There is a definite risk that external agencies do not comprehend the operational priorities imposed by the chain of command.”* In addition, training requirements were also brought up as a concern. An Army accommodation provider commented that they *“wish to maintain the management of the DND Quarters to ensure that the allocations of rooms were prioritized to the type and length of course and meet our priorities.”* Worry over a decrease in quality for CF/DND employees as well as a lack of flexibility also arose. Some supported the concept in theory, but did not think that an outside agency would be interested given the size of their base/wing/support unit.

On a regional basis, Quebec was by far the province that opposed this concept the most. Almost all Quebec bases/wings/support units (83.3%) would not support such a proposal compared to 50.0% in B.C., 40.0% in Ontario, 28.6% in the Prairies, and 20.0% in the Maritimes. This breakdown is likely an artefact of the geographical location of CF installations. All bases/wings/support units in Quebec are located in urban areas. Accommodation providers located in urban areas were much less likely to give their support (22.2%) than those located in rural areas (57.1%).

Those who would definitely or possibly support the concept of an outside agency building and managing modern transient accommodations were further probed on what amenities that complex should include. As shown in Figure 25, 71.4% of respondents would like to see a conference and meeting rooms in such a complex.

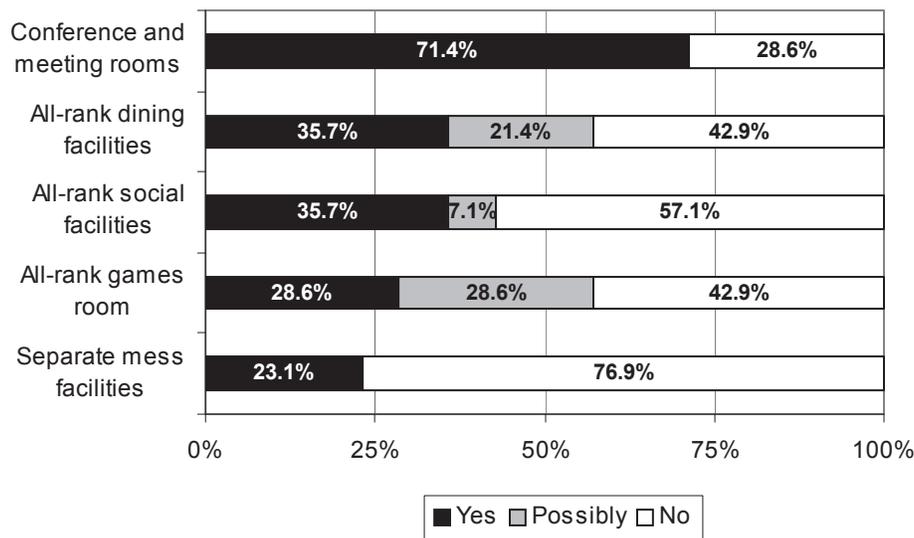


Figure 25: If yes/possibly, what should this Complex include?

All-rank dining and social facilities came second in the list of facilities that should be provided by the complex. An all-rank games room does not appear to be essential, but may be something to consider as an equal proportion responded “possibly”. Few people were interested in seeing separate mess facilities in the complex.

Table 19 breaks down by environmental command the amenities that modern transient accommodations built and managed by an outside agency should include. In this table, “yes” and “possibly” responses were combined. Only one Navy base responded to this question and none of the proposed facilities were selected. Both the Army and the Air Force would like to see conference and meeting rooms in such a complex. The all-rank games room would be a hit for Army members. Separate mess facilities were generally deemed unnecessary across all environments.

Table 19: Complex Amenities by Environment

Amenities	Overall	Army	Navy	Air Force	Training
Conference and meeting rooms	71.4%	80.0%	0%	100.0%	0.0%
All-rank games room	57.2%	100.0%	0%	33.4%	50.0%
All-rank dining facilities	57.1%	60.0%	0%	66.6%	50.0%
All-rank social facilities	42.8%	60.0%	0%	33.4%	50.0%
Separate mess facilities	23.1%	25.0%	0%	33.3%	0.0%

When asked if an outside agency or base/wing/support unit managing a transient accommodation facility would be considered competition by the private sector by potentially cutting into business and profit margins, one third said yes, 37.5% said possibly, and 29.2% said no. Two accommodation providers mentioned that *“if the building is used solely for military personnel, it would not be construed as competition”*. However, if the facility allowed *“retired members, families, children, CF members on leave, [and] foreign personnel on leave to obtain DND Quarters, it would definitely be perceived as competition by the private sector”*.

When asked the opposite question, that is, if an outside agency or base/wing/support unit managing a transient accommodation facility would be considered a source of extra income, 12.0% responded “yes”, 60.0% responded “possibly”, and 28.0% responded “no”.

4.5.2 Commercial Standard Transient Accommodations

Two wings (Winnipeg and Trenton) and one base (Halifax) currently have commercial standard transient accommodations on site. As shown on Figure 26, the majority of accommodation providers felt that there is a requirement at their location to construct commercial standard transient accommodations such as the ones in Winnipeg and Trenton. Only one army base and one wing were not interested in building commercial standard transient accommodations. Both Navy bases rejected the idea as well. Regionally, all bases in Quebec and Ontario felt that constructing commercial standard transient accommodations is required whereas about half of CF installations located elsewhere in the country did not think so.

Almost all respondents (85.7%) located in rural areas felt a need to construct such building while 76.9% of respondents from urban areas supported the idea (Figure 27).

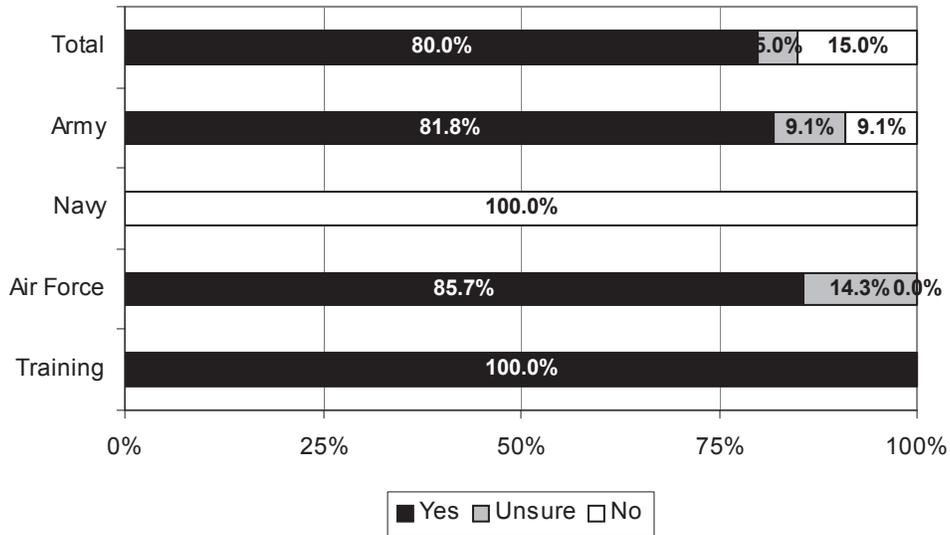


Figure 26: Do you feel there is a requirement to construct a Commercial Transient Accommodation at your Base/Wing/Support Unit?

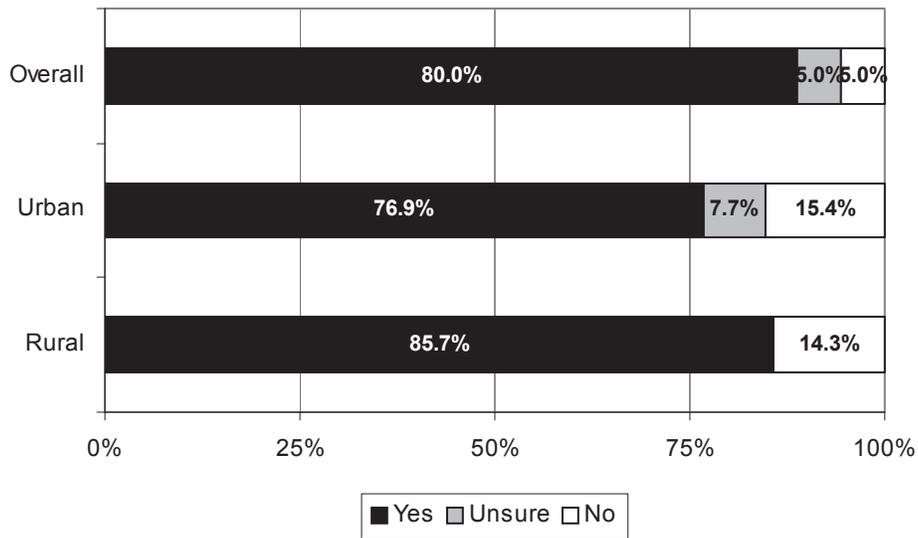


Figure 27: Do you feel there is a requirement at your location to construct a Commercial Transient Building such as Winnipeg and Trenton?

Respondents were asked to comment on the response above. Four accommodation providers mentioned that they already have such facility. In two locations, the construction of commercial standard transient accommodations was underway. A few concerns stated by some accommodation providers would be worth keeping in mind.

“The end state envisioned would be to have a facility similar to Winnipeg or Trenton. However, we need to ensure that the use is restricted to DND or federal agencies so we can appease the markets stakeholders that we are not open to the public and simply reducing our bottom-line for our members”.

“One must be assured that the funds necessary to maintain or to recapitalize the inventory be available, otherwise the facilities will fall even further into a decrepit state”.

Finally, one accommodation provider felt that a commercial transient accommodation is needed, but *“not at the expense of lower quality training and living-in/residential DND Quarters”.*

4.5.3 Open-Ended Comments

Few, but diversified, comments with regards to commercial standard transient accommodations were offered.

According to an Army accommodation provider, *“transient DND Quarters may offer substantial savings to the crown as well as control the environment and use of our resources. We need to ensure that clear guidance is provided and that the resources required managing and maintaining the DND Quarters were also provided”.* In addition, *“improvement standards were required if individuals were expected to utilize DND Quarters for longer durations”.* *“Further, a standard encompassing the entire CF is appropriate and needed to ensure one Vision is provided to the members regardless of environment/location. In summary, we need to have one directorate to provide funding, guidance, regulations and vision for all areas to implement. This will further reduce issues and queries on why at another base something is better. Additionally, for us to properly affect the welfare of our soldiers we need to provide the necessary elements such as housing/shelter but in a manner that is respectful, fair and cost effective. There were many avenues being explored but we need to ensure that someone has the reins and is steering the collective down the same road. No matter what avenue is chosen consideration to end costs for the soldier must be balanced with realistic and manageable expectations”.*

While one base *“envision[s] a hotel style accommodation that would not only accommodate transients using public resources but would also be available to military members and their families on postings and vacations”* another base suggested that such facility would put them *“in direct competition with the local industry. Operating such facility that would allow retirees and dependants at a cost less than market value would be perceived as competition, especially in smaller communities”.*

5 Conclusions

Almost a decade ago, SCONDVA concluded that military accommodation was among the worst in the country, describing it as old and deteriorated. They recommended that members have access to standardized, modern and well-maintained Quarters, which respect the safety, dignity, security, and privacy of individuals.

The CF IARS seeks to establish a baseline for DND Living accommodation requirements and to develop the accommodation Way Ahead for all DND Quarters within the CF, encompassing residential, training, and transient accommodations across all environments. The CFIARS included two surveys. This report focused on the results of the Accommodation Providers' Study. The second survey, "Service Members' Study" targeted members living in DND Quarters and in the civilian community (off base), and inquired about their accommodation concerns, satisfaction, expectations, and recommendations. The findings of this survey are provided in a report by Dekker (2009). Together, the results of these two surveys provide a baseline for DND Single Quarters (SQs) accommodation conditions, to aid the development of an accommodation "way ahead" for future accommodation strategy.

Overall, more than 17,000 DND Quarters were provided throughout the CF. DND Quarters located on Air Force bases tended to offer more privacy than those in other environments. In total, over forty percent of all DND Quarters were considered substandard. With large bases such as Valcartier, CFB St-Jean, and Petawawa sharing over 4,200 substandard rooms, the Army was by far the environment with the highest proportion of substandard DND Quarters. However, the majority of DND Quarters improvement initiatives were on-going or will be undertaken in the Navy, particularly in Halifax.

Although all issues pertaining to DND Quarters were considered important, accessibility (i.e., availability and suitability) and environment (i.e., safety, security, privacy, and dignity) were the most important. While accessibility was the main issue pertaining to DND Quarters in the Army, Navy, and on training bases, environment characteristics were the primary issue in the Air Force. According to accommodation providers, long-term sustainability of DND Quarters was equally affected by convenience, condition, and environment.

Almost all accommodation providers agreed that the demand for DND Quarters had increased over the past three years and expected this trend to continue with the influx of new recruits. Several factors emerged when assessing base/wing/support unit requirements. Geographical location was key to understanding requirements of remote bases/wings/support units. In remote locations, there was no civilian alternative to housing military personnel if DND Quarters were not suitable or available. Other factors such as fluctuating demands and unique operational requirements also impacted on base/wing/support unit DND Quarters requirements. Approximately equal number of respondents identified building and/or renovating training (52%) and residential/IR Quarters (48%) as the number one priority. Only 15% of respondents gave the first priority to building/renovating transient accommodations.

Almost seventy percent reported not having sufficient DND Quarters to accommodate all training requirements at their base/wing/support unit. Spikes in the number of personnel undergoing training at certain times of the year were an issue for many accommodation providers. Traditionally, DND Quarters were assigned based on rank rather than functionality. As the CF/DND moves towards a more functional approach, gaps between current standards and approved functional accommodation standards (FAS) were identified. The higher the level of training (i.e., basic, skilled, and advanced), the less likely the FAS were to be met. In fact, about half of training DND Quarters assigned to members on skilled and advanced training were below the FAS. Although most training DND Quarters respected the safety and security of members, the privacy expectation set by Accommodation Vision 2020 was seldom respected. Some accommodation providers noted that privacy was not necessary for basic training as it intended to assimilate recruits to the military culture. Although the FAS and Accommodation Vision 2020 were not met in many cases, training DND Quarters were generally located in proximity to various base/wing/support unit services such as dining areas and messes.

6 Recommendations

Alternatives to accommodating members in residential DND Quarters were explored. Housing residential/IR members in the local community was not a very popular proposition among accommodation providers. Most accommodation providers believed that it makes financial sense to provide residential/living-in DND Quarters at the base/wing/support unit. Requirements of residential/living-in DND Quarters were highly affected by the geographical location of the base/wing/support unit. Given the lack of accommodation in proximity of CF installations located in rural areas, bases/wings/support units located in those areas were the most opposed to this idea. They were also more likely to report that local markets would not be able to cope with the new influx of renters if Crown-controlled residential DND Quarters were phased out. Over seventy percent believed that DND should not cease to provide residential living accommodation even if local rental markets were deemed adequate. While rural bases/wings/support units were worried about the lack of civilian accommodation available, CF installations located in urban areas were concerned with local vacancy and price of real estate. Overall, few members seemed to be opting to rent within the community rather than on the base/wing/support unit. Due to the reasons stated above, even fewer members located in remote areas opted to rent off-site. It is therefore recommended that these views, shared by the accommodation providers, be considered when exploring alternatives to accommodating members in residential DND Quarters.

Another alternative, housing living-in personnel in DND Housing, was presented to accommodation providers. Most accommodation providers were in favour of this proposition and would have the capacity to accommodate at least some of their single living-in members. This alternative model was especially popular among Air Force respondents and should be taken into account when exploring accommodation alternatives, particularly for Air Force members.

There were strong feelings about having an outside agency build and manage transient accommodations at the base/wing/support unit. Overall, most respondents were either against the concept or unsure. The main concern was that an outside agency would not understand operational requirements. Some accommodation providers also feared that this would lead to a decrease in quality and flexibility of accommodations. Therefore, this concern should be explored further before an outside agency is considered for building and managing transient accommodations at the base/wing/support unit.

With the exception of the Navy, most accommodation providers felt that there was a need at their base/wing/support unit to build commercial transient quarters such as those in Winnipeg and Trenton. Almost all respondents located in rural communities felt the need to build such facilities. Subsequently, it is recommended that the option of building commercial transient quarters at the base/wing/support unit be explored further for rural communities, except those housing Navy bases.

Overall, the fact that many bases/wings/support units are not embracing the FAS with regards to functionality vs. rank is disconcerting. While FAS advocate that accommodation be assigned based on the requirement of the individual (e.g., training, basic skills, advanced), many bases/wings/support units still house members according to their rank (higher rank is granted better accommodation). Therefore, more attention should be devoted to communicating the benefits of this FAS principle.

The CF should continue to rationalize and optimize the quantity and quality of DND living accommodation units. It is imperative to establish and maintain DND living accommodation standards which are nationally consistent, equitable and contemporary.

The findings of this study will be shared with the Living Accommodation Working Group (LAWG) to provide information pertinent the goals set out in Accommodation Vision 2020. This information will be instrumental in determining options to achieve the goals set out in Accommodation Vision 2020 and in meeting SCNDVA (1998) recommendations.

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The Canadian Forces Individual Accommodation Requirement Study: Accommodation Provider's survey aimed to establish a baseline for living accommodation requirements and develop the accommodation way ahead for all single CF residential, training, and transient accommodations across all environments. The survey administration was completed in November 2006. Although all issues pertaining to DND Quarters were considered important, accessibility (i.e., availability and suitability) and environment (i.e., safety, security, privacy, and dignity) were the most important. Almost all accommodation providers agreed that the demand for DND Quarters had increased over the past three years and expected this trend to continue with the influx of new recruits. The highest priority regarding building/renovation was given to training Quarters, followed closely by residential/IR Quarters. The gaps between current standards and approved functional accommodation standards (FAS) were identified. The higher the level of training (i.e., basic, skilled, and advanced), the least likely the FAS were to be met. The findings of this study will be shared with the Living Accommodation Working Group (LAWG) to provide information pertinent to the goals set out in Accommodation Vision 2020.

14. **KEYWORDS, DESCRIPTORS or IDENTIFIERS** (Technically meaningful terms or short phrases that characterize a document and could be helpful in cataloguing the document. They should be selected so that no security classification is required. Identifiers, such as equipment model designation, trade name, military project code name, geographic location may also be included. If possible keywords should be selected from a published thesaurus, e.g. Thesaurus of Engineering and Scientific Terms (TEST) and that thesaurus identified. If it is not possible to select indexing terms which are Unclassified, the classification of each should be indicated as with the title.)



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