



Report of the
1st Quadrennial
Quality of Life Review



“Families Also Serve”

May 2004

" F A M I L I E S A L S O S E R V E "



The artwork on the cover is by Savannah Loberger, 2nd grade, daughter of Captain Curt and Sheryl Loberger, Marine Corps Air Station, Beaufort, South Carolina. Savannah's drawing is the USMC winner in the Armed Services YMCA 2004 Annual Art Contest.



*Report of the 1st Quadrennial
Quality of Life Review*

May 2004



This report provides the results of the first Quadrennial Quality of Life Review. It highlights matters affecting the quality of life of members of the Armed Forces in relation to the national security strategy of the United States. It articulates a caring leadership who understands the sacrifices and demands of the military lifestyle and reiterates the Department's commitment to underwrite family support.

Military families make tremendous sacrifices for America – they deserve our best efforts to provide them with quality of life choices. The Department of Defense works hard to help military families deal with the stress attributable to separations and a range of uncertain war-time conditions. We've stepped up to that commitment and in this report we present the direction the Department is taking to ensure it is meeting the quality of life needs of the military members and their families during the shift to a new joint-basing strategy of operation. This is our story of our quality of life efforts.

A handwritten signature in black ink, reading "Charles S. Abell".

Charles S. Abell
Principal Deputy Under Secretary of Defense
(Personnel and Readiness)



QUADRENNIAL QUALITY OF LIFE REVIEW REPORT TO CONGRESS

MAY 2004

TABLE OF CONTENTS

Executive Summary	1
Appreciation to All Those Who Support Military Quality of Life	3
Assumptions for Military Quality of Life Improvements	5
Unified Combatant Command Reports (“Military Quality of Life Issues Around the World”)	7
U.S. European Command	9
U.S. Central Command	21
U.S. Pacific Command	25
U.S. Special Operations Command	31
U.S. Southern Command	35
U.S. Northern Command	41
U.S. Transportation Command	45
Who Are Military Troops and Families?	51
What Makes the Military Lifestyle a Challenge?	55
Families Also Serve	57
Why Should Military Quality of Life Improve?	59
What Quality of Life Strategic Initiatives Is DoD Pursuing?	61
Military OneSource – 24/7 Support Via 1-800 Telephone	62
Family Assistance/On Call Counseling	63
Financial Readiness Campaign	64
Housing Assignment Philosophy	66
Child Care	68
Military Spouse Employment and Career Opportunities	69
Department of Defense Schools	75
Educational Transitions of Military Children	78
Commissary and Military Exchange Systems	80
Strengthening Support for Victims of Domestic Violence	83
Family Centers and Unit-Based Support of Mobilization, Deployment and Return/Reunion	84
Morale, Welfare and Recreation	94
Tuition Assistance for Voluntary Education	96
DoD Partnerships With the States	97



Health Care -TriCare99

Reserve and National Guard Quality of Life105

What Are the Steps to Measuring Quality of Life Improvements?111

 Quality of Life Improvement Index112

 Measuring Commitment to Military Life112

 A Community Quality of Life Per Capita Metric113

Military Services Grassroots Initiatives115

 Army117

 Navy125

 Air Force131

 Marine Corps137

Military Services Quality of Life Survey Reports143

 QoL Research Overview145

 Army153

 Navy163

 Air Force171

 Marine Corps175

 Coast Guard181

 Military Family Research Institute185

APPENDIX189

 A1 - Department of Defense Report to the Appropriations Committee
 on Military Formal Post-Deployment Programs191

 A2 – Department Of Defense Report To Congress On Financial And Other
 Assistance To Military Spouses For Job Training And Education215

 A3 – The Social Compact – Modernized 2004269



EXECUTIVE SUMMARY

Despite the tremendous investments our Nation makes in information, science, technology and all the rest, by far the most important capital we possess is human capital. People are America’s most precious resource. Nowhere, perhaps, is this more evident than in the U.S. military where all the technology in the world would be useless without the courage and dedication of the men and women who put that technology to work defending the freedom that makes all our prosperity possible.

Our military members display a courage and dedication that is unsurpassed. At the same time, one can’t help but wonder what it is that makes a man or woman choose military life over all the other choices available to him or her in this great land of ours. One thing for certain is that while the decision to enlist is generally an individual decision, the decision to remain in the military is more frequently a family decision. More than half of today’s active duty military members are married, and military quality of life is a key determinant of whether that soldier, sailor, airman or Marine, remains in the military or returns home.

The military life is not an easy one for spouses and families. At any one time, approximately 700,000 military spouses and more than 1.2 million dependent children between the ages of birth and 18 years are stationed at bases around the world. We owe our military men and women a debt of gratitude we can never repay for all that they — and their families — sacrifice to serve our country.

But while we can never fully compensate them for their service, there are things we can do to improve their quality of life and lighten their load. Over the past years, we’ve expanded the Department’s quality of life initiatives. In 2001, the Department began strategies to respond to the report to the Secretary of Defense on “Improving Morale and Quality of Life”, which recognized the link between a highly motivated Armed Forces and personal and family quality of life. Adopting this philosophy, the Under Secretary for Personnel and Readiness responded with a mandated review of quality of life programs. The goal of the review was to ensure our programs embodied an obligation and a commitment to families. Military and civilian leadership stand behind these efforts daily, throughout the world.

We proudly provide a 1-800 toll-free Military OneSource service that operates around the clock to provide telephone and Internet support to active duty, Reservists, and their families. Child care programs have been expanded to accommodate shift workers and those in need of respite care and 24 hour-care. Family assistance counseling, outside of the military health care system, is available for individuals, family, and youth for stress-related issues and financial issues. We are providing opportunities for spouses to begin and retain careers; a Memorandum of Understanding between the Department of Defense and the Department of Labor sealed this commitment and lauded the Services’ accomplishments in partnering with industry’s spouse employment and placement services. We realize that communication during deployment is of the utmost importance and we are utilizing videophone and computer technology to enable families to keep in touch. These are just a few of the initiatives we’re incorporated into the daily lives of our military members. We’ve prepared this package for you to illustrate our efforts to serve the men and women who serve for us.

We realize that our job is not finished. Our next challenge is to ensure quality of life support is realigned to coincide with the movement of troops and families, with special consideration of how to maintain and improve working and living conditions during stressful periods. The Services are developing a quality of life rebasing strategy for each gaining and closing installation. The strategy will include collaboration with the civilian community for housing, schools, and job assistance; and ensure adequate military welfare and recreation and family support funding is reprogrammed to the gaining installations. As civilian communities are considered as rebasing locations, criteria such as safe neighborhoods, quality of public schools, affordable housing, opportunities for spouse careers, and good health care become supremely important if we are to succeed in our goal of promoting excellence in support of military families.



APPRECIATION TO ALL THOSE WHO SUPPORT MILITARY QUALITY OF LIFE

The Department is grateful for the support provided by Congress, as well as the dedicated efforts of the world-wide DoD staff and of the many professional associations, private organizations, and volunteers that support Service members and their families. Sustainment and improvements in quality of life for Service members and their families are contingent on outstanding contributions from many resources. The generous support provided by Congress, and the continued appreciation of our military by the American public, is a strong foundation for continued progress.

MILITARY AID SOCIETIES

- Air Force Aid Society
- Army Emergency Relief
- Navy-Maine Corps Relief Society

FEDERALLY CHARTERED PRIVATE ORGANIZATIONS

- American Red Cross
- United Service Organization
- Boy Scouts of America
- Girl Scouts of the United States of America
- Armed Services YMCA

MILITARY RELATED ORGANIZATIONS

- Air Force Association (AFA)
- Air Force Sergeants Association (AFSA)
- Air Force Women Officers Associated (AFWOA)
- American Logistics Association (ALA)
- AMVETS (American Veterans)
- Army Aviation Association of America (AAAA)
- Association of Military Surgeons of the United States (AMSUS)
- Association of the United States Army (AUSA)
- Chief Warrant Officer and Warrant Officer Association, (CWO&WOA) of the United States Coast Guard
- Commissioned Officers Association (COA) of the United States Public Health Service, Inc.
- Disabled American Veterans
- Enlisted Association of the National Guard of the United States (EANGUS)
- Fisher House Foundation



MILITARY RELATED ORGANIZATIONS (cont'd.)

- Fleet Reserve Association (FRA)
- Gold Star Wives of America (GSW)
- Jewish War Veterans of the United States of America (JWV)
- Marine Corps League (MCL)
- Marine Corps Reserve Association (MCRA)
- Military Chaplains Association of the United States of America (MCA)
- Military Impacted Schools Association (MISA)
- Military Officers Association of America(MOAA)
- Military Order of the Purple Heart
- National Association for Uniformed Services (NAUS)
- National Guard Association of the United States (NGAUS)
- National Military Family Association (NMFA)
- National Order of Battlefield Commissions (NOBC)
- Naval Enlisted Reserve Association (NERA)
- Naval Reserve Association (NRA)
- Navy League of the United States (NLUS)
- Non Commissioned Officers Association (NCOA)
- Paralyzed Veterans of America
- Reserve Officers Association (ROA)
- The Retired Enlisted Association(TREA)
- Society of Medical Consultants to the Armed Forces (SMCAF)
- United Armed Forces Association (UAFA)
- United States Army Warrant Officers Association (USAWOA)
- USCG Chief Petty Officers Association (CPOA)
- Veterans of Foreign Wars (VFW)
- Veterans’ Widows International Network (VWIN)



ASSUMPTIONS FOR MILITARY QUALITY OF LIFE IMPROVEMENTS

“All of our people who serve are volunteers and we owe them a great debt of gratitude, anything we can do to improve their lives and create a circumstance that’s better for them is just enormously important.”

Secretary of Defense Donald Rumsfeld, July 2003

In recent years, the philosophy of the Department of Defense has undergone a transformation to keep pace with the changing demographics and needs of Service members and their families. Attracting and retaining high quality personnel is the most important challenge facing the all volunteer Armed Forces today, and the major factor in retaining the most capable personnel is the standard of living experienced by Service members and their families. In 2002, the Department embarked on a strategic review of Quality of Life services to set the direction for providing support to Service members and their families over the next 20 years. The President initiated the review with the National Security Presidential Directive – 2 (February 01), *“Improving Quality of Life (QoL),”* which required the Secretary of Defense to “undertake a review of measures for improving the quality of life for our military personnel and provide recommendations for their implementation.” The Department based the quality of life review on the following assumptions about the transition of the force to meet the 21st century defense needs.

Quality of Life Assumptions

The Department bases quality of life improvements on the following assumptions:

- Quality of life and the impact on morale must be considered in transition and rebasing actions.
- Significant deployments and family separations will continue for the foreseeable future.
- Military quality of life must attempt to keep pace with emerging U.S. social trends.
- DoD must adapt to meet expectations of the next generations of young people who are more focused on family.
- America’s increasingly high standard of living will continue.
- Trends toward dual career families and increased diversity will continue.
- The financial environment is increasingly complex for American families and individuals.
- Quality of life services must reach the Total Force, which includes the Reserve and Guard components.
- Support must be targeted to include the two-thirds of the military living off-base.
- DoD must leverage the power of technology and the Internet to deliver just-in-time support around the world.





UNIFIED COMBATANT COMMAND REPORTS

- U.S. European Command
- U.S. Central Command
- U.S. Pacific Command
- U.S. Special Operations Command
- U.S. Southern Command
- U.S. Northern Command
- U.S. Transportation Command





U.S. European Command





COMMANDER
UNITED STATES EUROPEAN COMMAND

ECCC

25 February 2004

MEMORANDUM FOR Under Secretary of Defense, Personnel and Readiness (USD P&R), Attn: Dr. David Chu, 4000 Defense Pentagon, Washington DC 20301-4000

SUBJECT: HQ USEUCOM Quadrennial Review Quality of Life

1. Thank you for the opportunity to provide our input in support of the 2004 Quadrennial Review (QDR). Quality of life is a key component in our strategy to support the transformation of our theater's forces and we appreciate the opportunity to convey our thoughts and concerns on activities that support our personnel and their family members.
2. HQ USEUCOM has embarked on an ambitious transformation of its military forces to meet the challenges of the 21st century. As we travel down that road, EUCOM is committed to providing the quality of life services and policies to keep pace with modern requirements and provide the high-quality programs necessary to sustain the force.

Enclosure


JAMES L. JONES
General, USMC



USEUCOM Quadrennial Quality of Life Review

VISION

Quality people are the bedrock of the United States European Command's (EUCOM) war fighting effectiveness. We remain the world's preeminent military force because our people are highly skilled and motivated. The quality of our force is the direct result of our strong and sustained commitment to their quality of life. EUCOM Forces remain the best-trained, best-equipped, most effective military in the world and are fully capable of executing all assigned missions across the full operational spectrum.

Maintaining the readiness of our EUCOM Forces to defend the nation's interests and ensuring the well-being of our men and women in uniform are the highest priorities of this command. Quality of life programs support readiness in three ways. First, they help us to retain the best people -- well-trained people, who are competent in their skills, and who have high morale. Second, quality of life programs enable people to deploy with the assurance that their families will be taken care of -- a particularly important force enabler as we execute the Global War on Terrorism. Third, quality of life programs help us recruit good people to our Area of Responsibility.

This command is committed to supporting all members of the EUCOM team (Active Duty, Reserves, DoD Civilians, DoD Contractors, Retirees and Family Members) with a standard of living comparable to their counterparts in CONUS and to those of the Nation they are pledged to defend. EUCOM component commands must be funded to meet either DoD or Service-directed Quality of Life standards or USEUCOM AOR unique requirements in order to sustain our main operating bases, forward operating sites and contingency locations. Funding levels must ensure adequate base operating support as well as installation infrastructure and family support services such as employment, housing, educational opportunities, youth and child development services, health and dental care, MWR and fitness programs, and exchange and commissary services. It is through this comprehensive vision of base operations capability that we provide quality of life in EUCOM.

STRATEGY

The United States European Command's quality of life strategy recognizes that our forwarded deployed forces want a fair compensation system, good places to live, quality educational opportunities, meaningful work, challenging off-duty opportunities, and access to quality health care. To achieve these goals, EUCOM is committed to six guiding principles for quality of life (QoL):

- Afford service members and their families safe, modern communities, in which to live and work.



- Provide educational opportunities, spouse career development options and accessible health care as cornerstone of the quality assignment at any location in USEUCOM.
- Ensure that a common level of service is built into quality of life programs/policies across installations and Services, and during deployments, while recognizing the unique operational cultures of each EUCOM Service Component.
- Transform the way QoL programs are oriented and provided to our people without any degradation in the overall level or quality of that support.
- Commit to improving the fairness and efficiency of contingency operational entitlements and benefits that support the war-fighter, such as danger pay, rest and recuperation leave and hardship duty pay.
- Help balance work and family time for our forces by monitoring personnel/operational tempo levels without jeopardizing mission accomplishment or degrading unit readiness.

SUCCESSSES

To foster this strategy and institutionalize improvements in QoL, we have adopted an aggressive program to advocate on behalf of our people and, with the help of OSD, the Services and the Congress, we have witnessed significant improvements in many areas:

Recapitalization

With Congress' help, we have experienced good success in our overall recapitalization strategy over the past three to four years. EUCOM is currently undergoing a transformation by which we are reducing and realigning our infrastructure, which was better suited to Cold War requirements, so that it will enable us to more effectively deal with the current security environment. This transformation is anchored on several Joint Main Operating Bases that are of enduring strategic value and are essential to our mission. Our Efficient Basing Initiatives, a subset of this transformation plan, ensures that we dedicate military construction dollars to fund only those projects that support this plan. We believe this initiative offers multiple advantages for the future including substantial cost-savings through reduced inventory and personnel support needs

Use of Technology

We have implemented technology-based solutions to provide around the clock services to our members and their families to improve our operational posture. One such initiative is the Military One Source (MOS) program, which provides community support and information via toll-free telephone and Internet access 24 hours a day,



seven days a week. MOS has enhanced our capability to provide previously unavailable services at more than 31 EUCOM installations, remote sites and geographically separated units (GSUs) and 58 Embassy locations throughout our theater.

Staying in touch with loved ones while deployed is the top QOL issue for deployed troops. EUCOM has pioneered the use of technology to provide expanded video teleconference, cyber café, and morale call opportunities for deployed troops. These technology-based models of support first conceived to support troops in the Balkans are being used now to support troops in Afghanistan and Iraq. It clear by the levels of utilization that these are now invaluable morale related services our troops have come to rely upon to stay in touch with families and friends.

Another technology-based enhancement is the Interactive Customer Evaluation (ICE) system, which provides an avenue for service and family members to openly voice their experiences with customer service establishments. This tool provides commanders and managers with real time feedback and will provide an annual cost avoidance savings of \$1 million per major EUCOM installation when fully implemented.

Our children have also benefited from technology upgrades through the T1 lines and computers now common in almost every classroom in our DoD Schools (DoDDS). Furthermore, technology is used in many of our DoDDS classrooms to connect our students and deployed parents to reduce the potential impact of family separation.

Common Levels of Support

We continue to make strides theater-wide with baselining common levels of support. All component commanders have endorsed a common framework based on the EUCCM Quality of Life Bill of Rights, which asserts that EUCOM service members are entitled to:

- A basic standard of living, to include housing, medical care, education, compensation, community support, and retail services,
- A discrimination-free environment,
- Safe, secure workplaces and communities,
- Opportunities for personal growth, and
- Opportunities to make meaningful contributions to EUCOM's mission.

From this vision, we have developed joint standards for quality of life provisions, so EUCOM members will experience the same standards regardless of where they are stationed in theater. We most recently accomplished a review of common levels of support for US personnel at joint/multinational locations with fewer than 250 personnel. This initial work will serve as the foundation of our transformation plans, ensuring that we look at levels of support at all of our future basing and contingency QoL requirements through a common operational lens.



Deployment Support

The support and reception we have been providing troops returning to the EUCOM AOR on R&R has been top-notch. The Armed Forces Recreation Center - Europe, is offering special vacation packages to soldiers while on R&R. To date, nearly 3,000 R&R soldiers and their family members have participated in this program. To relieve the stresses of family separation during deployments, we also implemented a space-A travel policy to increase travel opportunities for spouses of deployed members. Installations throughout Europe have focused on supporting deployed families and meeting their needs through a variety of programming options in childcare, MWR and family support. AAFES has established a deployment policy to help reduce the financial management burden on deployed troops. The plan offers deployed AAFES Military Star Card account holders a reduced interest rate and no payments for those who are deployed for at least 90 days or a 0% interest rate during the deployment period, while making no payments.

Healthcare

TRICARE Europe conducted the first-ever host nation provider network adequacy assessment for the European theater to ensure the continuity of health care. The network adequacy study has better prepared our military hospitals and clinics to deal with potential surges in the use of host nation providers in the event of contingencies or terrorist actions. Our remote site active duty and family members now enjoy “cashless, claimless” health care benefits, even though they do not have access to U.S. military hospitals or clinics.

The Women's, Infant's and Children (WIC) Overseas WIC has been a much sought after equity benefit unavailable to our overseas families for the past 15 years. WIC is now fully operational at 41 sites in the European Theater to service our military families since the program started in 2001. During the first quarter of the fiscal year 2004 the program serviced an average of 16,354 participants.

Dependent Education

Our dependent education system overseas provides our children with a world-class level of quality and is a cornerstone of our family support efforts in Europe. We have implemented an initiative to redesign high school programs (grades 9-12) to provide equity between large and small high schools, incorporate rigor, raise expectations for graduation, and use strategies shown to be effective for advancing student achievement. Other successes include implementing full day kindergarten, reducing classroom size through increased numbers of classrooms and teachers, and expanding school counseling and psychology staffs. We are taken positive steps to bring the components of the No Child Left Behind Act to students and schools in EUCOM. Students will be expected to achieve or exceed proficiency levels aligned to clearly defined program and curriculum performance standards. Our school system (DoDDS) has also stepped up to the plate in the support to families and students during



deployments and reintegration of troops. Educators watch for falling grades, unusual behavior and signs of worry and fatigue and take action to assist students with their issues.

Spouse Employment

The satisfaction level felt by military spouses and family members directly influences the retention and readiness of our forces in theater. In EUCOM, 48% percent of military spouses report dissatisfaction with the employment situation afforded them in theater. This is unacceptable as an overwhelming 68% of spouses work to meet the needs of basic living expenses. If a sufficient and combat-ready force is to remain characteristic of EUCOM, it is vital that these dissatisfaction levels be improved immediately.

EUCOM advocated and successfully implemented a two-year pilot program to allow military spouses to accept temporary employment and still use their spouse preference for subsequent permanent positions. Spousal income is often a key contributor to overall household income and spouses want to continue their career progression. The initiative provided more employment options to military spouses, improved the morale of spouses as job applicants, and improved the quality of candidates for temporary positions. We continue to work various legislative and policy options to improve family member employment as well as career opportunities, because it is a high interest item among EUCOM families, affecting retention and readiness.

Community Support

With respect to retail services, both DeCA and AAFES have provided strong support to their EUCOM customers. DeCA Europe continues to achieve high satisfaction ratings across the command and increased sales by over 5% despite the the reduction in its customer base due to deployment while simultaneously delivering over \$6.5 million of subsistence downrange.

Beyond its normal operations, AAFES has initiated several programs to show appreciation to our service members, such as a reduced interest rate credit card for deployed troops, Gifts from the Homefront Program, allowing purchase of gift certificates for use at AAFES outlets; “Operation Family,” which gives free services to family members of deployed troops; and the 550-Unit Military Exchange Global Prepaid Phone Card.

CHALLENGES

As we transform our military structure to a more flexible, forward-deployable force to meet the needs of the 21st century, we must plan strategies to enhance quality of life. Per SECDEF guidance, as we embark on transforming our forces, our focus must not be entirely on operational issues but include the quality of life of our personnel



and family members as an integral part of the process. Our work is complicated by the nature of the EUCOM Theater. The EUCOM area of responsibility (AOR) is vast, encompassing 93 countries, spanning three continents in a diverse political, religious and economic spectrum. Unlike CONUS installations, our operating bases do not have the infrastructure and off-base services to augment base operating support. Cultural and language barriers in foreign communities add to the complexity. Some specific challenges that concern us are:

Transformation

As we transform our current operational posture to a more expeditionary force, most forward operating sites and main operating bases will have to modernize the delivery of essential services. This modernization will require a new construct less reliant on core services with an increased emphasis on technology and reach back capability. It will also require a base support model with 24-hour operations in areas such as physical fitness, voluntary education and recreation centers. Our current QoL strategy in Europe continues to resemble a 20th century model. We must reshape our delivery systems to meet the emerging needs and interests of our changing force and apply 21st century technology to assist us in this task. We must also prepare for the future by learning lessons from past EUCOM force realignments and drawdowns to ensure mistakes of the past are not repeated. Transformation will bring change, and with that anxiety often follows. We need to ensure that our personnel are kept informed and know that their leaders have their best interests at heart. We have already taken steps to prepare for transformation-related quality of life concerns but the job is not complete. We need a more integrated comprehensive approach that will require the coordinated efforts of OSD and the Services.

Military Construction

Not all the challenges we face are new. A perennial concern of personnel is the availability of sufficient and quality on-base housing. In the wake of the Cold War, facility renovation and maintenance was postponed resulting in many facilities throughout the theater being in poor condition. Although we continue to make progress, 64% of family housing throughout Europe remains in substandard condition. The average age of EUCOM's 36,435 facilities in our 499 installations is 32 years. It is worse in the family housing area where the average age of family housing in U.S. Army, Europe is 48 years; in U.S. Air Forces in Europe, 43 years; and in U.S. Naval Forces Europe, 35 years.

This year, EUCOM has asked for 24 MILCON projects totaling \$417 mil. These projects are essential to our QoL program.

Equity

As we continue to train and operate more jointly and multi-nationally in concert with our allies, we must look at addressing certain inequities in levels of service provided to the troops. Left unaddressed this can become a morale issue and have a



detrimental affect on readiness. We need to be more proactive in this area and can no longer afford to ignore its impact. This is not to state that we necessarily adopt a position that parity is the desired objective in all cases, for in many instances differing levels of service are the underpinning of Service culture and tradition. This is and will remain a case-by-case issue to be resolved by senior leadership across the Department, but one that will need to be addressed more proactively in the planning stages of transformation and contingency operations.

Compensation

We have a strong and effective compensation program that aggressively pursues and processes the appropriate benefits to which our personnel are entitled; however, concerns with the danger and hardship pay benefits processes and the inability to apply a retroactive effective date is problematic. Today's policies and legislation are no longer able to support the speed and flexibility in which we deploy troops into harm's way. The overall system for combat related entitlements and benefits needs to be reassessed so that troops can get the benefits to which they are entitled in a timely manner.

Health Care

Health care availability in foreign areas is continually an area of concern because demand consistently exceeds the number of available caregivers, and off-base language barriers reduce the care available in local national communities. As transformation occurs, we also face the challenge of locating qualified medical personnel in locations with differing medical standards.

Spouse Employment

Limited spousal employment possibilities are a significant contributing factor to the decision made by service members regarding whether to stay in the military or leave. We are pursuing an aggressive overall strategy to expanding those opportunities, to increase the likelihood of a sustained, ready force in EUCOM. Our strategy includes proposing changes in the following areas:

- **Defense Contracting Spouse Hiring Preference**. One potentially fertile area of opportunity expansion for spouses is within the defense contracting arena OCONUS. Many of the current federal jobs are being reviewed for contracting out, further shirking the pool of jobs that spouses can compete for. While Congress passed legislation in the 1980s to provide spouse-hiring preference for Federal jobs, currently there is no provision to give preference to spouse hires for these positions. **EUCOM Proposal:** Expand the current spouse hiring preference legislation to include positions that are contracted out within the Department of Defense.
- **Spouse Tuition Assistance Overseas**. Job opportunities are severely limited on military installations in Europe. In an effort to assuage the lack of employment opportunities for spouses, career development programs should be readily and financially available. **EUCOM Proposal:** OCONUS military service members are



entitled to transfer their tuition assistance benefit to their spouses, allowing them the opportunity to enhance their marketability for their return to CONUS.

- o **Unemployment Compensation for Spouses Relocating Overseas.** When families PCS to the European theater, there is often a significant loss of income to those families as the average job search can last anywhere from three to six months. This period of unemployment is further complicated by is the limited availability of jobs. Currently, spouses relocating from overseas to the United States or relocating within the United States are eligible for Unemployment Compensation. Spouse relocating to overseas areas are not eligible for this benefit. **EUCOM Proposal:** Offset this non-reimbursable and out-of-pocket loss of income to military families by providing unemployment compensation to federally employed military spouses who relocate to EUCOM for a 12-week minimum period.
- o **Expanded Legal Consulting Services.** In this day of high-tech entrepreneurship, EUCOM spouses continually face obstacles preventing them from owning their own small business. Complicated host nation tax laws appear to penalize spousal income. Spouses are prevented from seeking and obtaining legal assistance from the installation Staff Judge Advocate Office on any home-based business other than in-home childcare. **EUCOM Proposal:** Expand the authority for legal assistance to include all military spouses wishing to operate a home-based business.

OUR STRATEGY FOR THE FUTURE

At the strategic level in the transformation process, the U.S. European Command continually pursues effective methods for shaping our forces and infrastructure to best meet the needs of our emerging interests and challenges in the 21st century. While much has been done to improve quality of life, there is more to be done. Despite the enormous capability of our forces, we need to be constantly vigilant of indicators such as a stronger economy that offers tremendous job opportunities to highly-trained military members, a perception of eroding military benefits, and a high operations tempo that may cause members and their families to think twice about the demands and lifestyle of a full career in the military. Any or all of these areas could become a tipping point in our ability to recruit and retain the number of high-quality people our All-Volunteer Force requires. Strong leadership, an adaptable compensation package and a commitment to the well-being of our people can help ensure we remain strong, ready and vigilant.

We will remain engaged in the quality of life of our troops through personal, unit and command involvement in every facet of our communities. We will ensure we have solid plans for the stand-up of new and closure of existing installations in the EUCOM AOR and take every opportunity to enhance the support systems provided our family members by developing more joint capabilities for base support operations where it makes sense. We will continue our focus on expanding the use of technology across all domains of QoL, as well as, for the deployed service member down range. The well-being of our family members either stationed here in EUCOM or back home in CONUS will also remain a priority by ensuring that basic needs such as quality education, family



housing, MWR and health care are adequately resourced through the full funding of the base operations account for each EUCOM location. Finally, we will continue our focus on improving employment options and opportunities for spouses through increased hiring flexibility and by seeking more employment options through telework and job sharing.

CONCLUSION

The United States European Command remains committed to providing a comprehensive package of benefits and services that supports the unique culture of the military way of life and make EUCOM an assignment of choice. Quality of life programs are not just "nice to have", but are the foundation of our military culture by taking care of people so they can focus on the mission. Recognizing the unique nature of military communities and the special demands of military lifestyle, we must institutionalize a process to ensure long-term commitment to providing a standard of living that matches the aspirations and demands placed on the force. Our commitment must be characterized by a holistic approach to QoL that looks at the totality of both the on and off duty requirements of our people and their families. This total benefits package must include adequate compensation, decent housing, challenging and rewarding career opportunities, and a robust and effective program of community and family support.

Just as they do today, U.S. forces of the future will depend on a high quality, well trained, highly motivated, and appropriately rewarded work force comprised of service members and civilian employees. EUCOM's personnel and quality of life policies, programs, and plans support such a force and, in turn, make all members of the EUCCM team –Soldiers, Sailors, Airman, Marines, Coast Guardsman, DoD civilians, DoD contractors, Retirees and their families the foundation of this command's readiness posture.





U.S. Central Command





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7115 SOUTH BOUNDARY BOULEVARD
MACDILL AIR FORCE BASE, FLORIDA 33621-5101

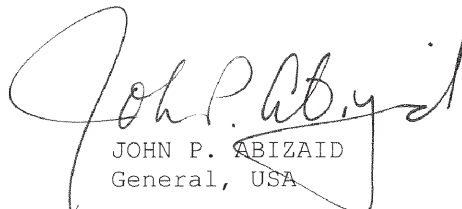
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20 JAN 2004

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE, PERSONNEL AND
READINESS (P&R)

SUBJECT: First Quadrennial Quality of Life Review (QQLR) Report

1. U.S. Central Command enthusiastically supports the current and future initiatives contained in the subject report.
2. We must expand and sustain existing programs that provide respite for those deployed. Critical examples include the very successful Rest and Recuperation (R&R) Leave and PASS programs. These programs are important resources for commanders and provide a vital morale boost for our troops. Equally important is the need to expand and enhance the Tactical Field Exchanges in both Iraq and Afghanistan. They not only provide important comfort items, but are the sole source of phone service for our troops. Finally, entertainment plays a vital QOL role that can not be minimized. Armed Forces Entertainment should be designated, and funded as a high priority.
3. Compensation and entitlements are long term initiatives that must be carefully addressed and protected. Additionally, we must exhaust all efforts in support of families, to include increased funding for Child Care and Family Child Care Subsidy Programs. U.S. Central Command also supports DoD's expansion of the Military One Source initiative as an effective complement to existing Service Family Support Center programs.
4. The future initiatives are "on target" and need our continued support. Expansion of Special Leave Accrual to 120 days must be supported as not to penalize our service members.
5. In sum, the report captures the critical QOL initiatives necessary to support our most valuable resource, our men and women in uniform. We appreciate your efforts and request your continued support.


JOHN P. ABIZAID
General, USA





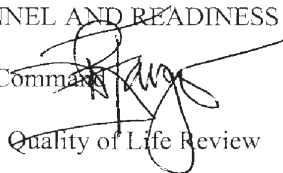
U.S. Pacific Command





COMMANDER, U.S. PACIFIC COMMAND
(USPACOM)
CAMP H.M. SMITH, HAWAII 96861-4028
INFO MEMO

27 February 2004

FOR: UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS
FROM: Admiral Thomas B. Fargo, Commander, U.S. Pacific Command 
SUBJ: Unified Combatant Command Input to 1st Quadrennial Quality of Life Review Report to Congress

- Improving Quality of Service (QoS) for our men and women is one of our top priorities at US Pacific Command (PACOM). Inseparable from combat readiness, QoS is certainly more than just good Quality of Life. It also means providing the high quality operating facilities, the tools, and the information technology necessary for our personnel to achieve their goals and execute their missions with efficiency and a minimum of frustration. The QoS initiatives included in the FY04 National Defense Authorization Act demonstrate the commitment of military and congressional leadership to meet the needs of our service members and their families. We appreciate continued support of the Congress.
- Quality of Life in PACOM is good and improving. Focus areas for 2004 include:
 - **Retention.** We must not take current high retention rates for granted. High operating tempo associated with Operation Enduring Freedom and Iraqi Freedom, coupled with a recovering economy, could challenge our ability to retain quality personnel at required levels. A proactive approach featuring competitive compensation and command attention to all aspects of service today is required.
 - **Operating Tempo.** Forward based Pacific Command forces were largely untouched during Operation Enduring Freedom – Afghanistan and during major combat operations of Operation Iraqi Freedom. Air and naval forces that did participate were quickly returned to their home bases for rest, repair, and readiness for further assignment. As we enter 2004, Marines from the Third Marine Expeditionary Force and Soldiers from the 25th Infantry Division are beginning rotations to Afghanistan and Iraq. We will work to mitigate resulting impacts on these troops and their families.
 - **Military housing.** Quality housing provides peace of mind for our forces and underscores our commitment to Quality of Life.
 - Recent increases in Basic Allowance for Housing support the DoD goal of zero out-of-pocket housing expenses by FY05 for personnel living on the economy.



- Meanwhile, our components remain committed to replace or renovate substandard military family housing by FY07, relying on housing privatization initiatives (such as Public Private Venture and Residential Communities Initiative) and Military Construction. Pacific service components and US Forces Korea are in the process of adding or replacing over 1,200 family housing units in FY04 alone.
- Continued funding is also essential to improve bachelor housing. Navy, Air Force, and Marine components are on track to eliminate open bay and central latrine barracks by FY07. Army will meet this goal in Hawaii and South Korea by FY08 and FY 09, respectively.
- **Dependent schools.** Competitive schools are a top quality of life concern, especially in Guam and Hawaii.
 - Department of Defense Education Activity (DODEA) school projects in Guam will provide a new high school and a new elementary/middle school. The high school is already programmed for FY05.
 - In Hawaii, we are leveraging our Joint Venture Education Forum to improve school quality, strengthen our partnership with the state and its citizens, and increase attractiveness of Hawaii as a duty station.
- We are also focused on Quality of Service issues. Specific concerns for 2004:
 - **Transformation.** Improved Quality of Service is an intended and essential product of our transformation initiatives. As we posture forces to ensure security in the new threat context, we also seek to place forces such that they can be efficiently employed against unpredictable threats – minimizing optempo while posing a minimal burden on friends and allies in the region. In short, we want to be relevant, welcomed and immediately employable.
 - **Infrastructure.** Sustainment, Restoration, and Modernization (SRM) of facilities and infrastructure throughout PACOM remains an important concern. Current funding levels limit our ability to achieve the 67-year recapitalization rate directed by DoD. We have equally important infrastructure requirements above SRM needs, including environmental requirements and new mission bed-downs for transformational capabilities like C-17 aircraft and Stryker Brigade Combat Teams. We are working to ensure transformation-related changes are integrated into our MILCON plans to prevent wasted expenditures.
 - **Nimitz-MacArthur Pacific Command Center (NMPCC).** The NMPCC is complete and will be dedicated on 14 April. This modern facility and its robust information technology will fundamentally change the way we command and control forces in the Pacific theater. We are working hard on information and knowledge management processes to maximize efficiency while minimizing frustrations.



- **Joint POW-MIA Accounting Command (JPAC).** The JPAC stood up on 1 October 2003, combining assets of Joint Task Force – Full Accounting and Central Identification Lab – Hawaii, with a global mission. The new command will be housed in a new combined facility at Hickam Air Force Base that will improve efficiency while reducing overall footprint. We are requesting appropriation of funds to begin construction in FY07.
- **Pacific Warfighting Center (PWC).** PACOM’s exercise simulation and support infrastructure is obsolete. A planned, state-of-the-art PWC will improve total force readiness by creating a networked training and mission rehearsal environment for joint and combined force commanders which will be integral to our national capability. We estimate a \$30 million need in FY06 for this facility.
- **Joint Interagency Task Force – West (JIATF-W).** Changes to the Unified Command Plan, combined with increasing challenges from illicit drugs and other transnational threats in the western Pacific, have prompted relocation of JIATF-W from Alameda, California to Camp Smith, Hawaii. Collocated with operational forces, including Special Operations Command Pacific, JIATF-W brings much-needed interagency experience and unique skill sets to the theater. We are working hard to facilitate the movement of JIATF-W families.
- Thank you for the opportunity to provide this input to the Quality of Life Review Report.

RECOMMENDATION: None. For information only.





U.S. Special Operations Command





UNITED STATES SPECIAL OPERATIONS COMMAND

OFFICE OF THE COMMANDER
7701 TAMPA POINT BOULEVARD
MACDILL AIR FORCE BASE, FLORIDA 33521-5323

JAN 12 2004

MEMORANDUM FOR: UNDER SECRETARY OF DEFENSE (PERSONNEL AND READINESS-P&R), 4000 DEFENSE PENTAGON, WASHINGTON, DC 20301-4000

SUBJECT: Commander, United States Special Operations Command (COMUSSOCOM) Submission to the First Quadrennial Quality of Life Review (QQLR)

1. The purpose of this memorandum is to provide USD, (P&R) current Quality of Life Initiatives within USSOCOM.
2. USSOCOM's Quality of Life initiatives are directly tied to the mission of winning the Global War on Terrorism (GWOT). My first priority is to retain our most experienced and highly skilled operators who are currently acquiring high value targets across the globe in support of GWOT. To retain these SOF professionals, USSOCOM has begun the following initiatives:
 - a. USSOCOM Town Hall Meetings. USSOCOM solicited retention and quality of life initiatives from senior non-commissioned officers from all services. USSOCOM will effect these issues immediately by constructing a Tiger Team and working with OSD, Services, and our components. The goal of the USSOCOM Tiger Team is to identify actionable plans to retain these valuable SOF members with increased pay, bonuses and retirement benefits.
 - b. USSOCOM submitted three issues during the FY 05 Unified Legislative Budgeting (ULB) process.
 - 1) Thrift Saving Plan (TSP) matching.
 - 2) Creation of flexible spending accounts.
 - 3) Inclusion of service members involved in imminent death retirement situations in the Service Disabled Veteran's Life Insurance (SDVLI) and Supplemental Survivor Benefit Plan (SSBP) benefits.
 - c. Military One Source. During the summer 2003, USSOCOM was added to the OSD pilot program to provide a 24-hour hot line to address any type of military or family related question from anywhere in the world. Recent comments from service members have been very favorable due to our highly mobile and geographically dispersed SOF families.



SOCC

SUBJECT: Commander, United States Special Operations Command
(COMUSSOCOM) Submission to the First Quadrennial Quality of Life Review (QQLR)

d. USSOCOM is very involved in the DOD Quality of Life Executive Committee meetings to ensure USSOCOM and DOD are working in concert with one another. USSOCOM has prepared multiple information papers for the committee on Thrift Savings Plan (TSP), spouse employment and education, financial planning, State and military relationships, flexible spending accounts, and pay and compensation.

3. USSOCOM is committed to retaining our highly skilled and experienced professionals to ensure success in the GWOT. To do this USSOCOM is developing an overarching quality of life plan to ensure each and every family member is taken care of. The comfort of knowing their family's needs and financial future are secure allows these SOF professionals to focus their attention on this boundless fight.



BRYAN D. BROWN
General, U.S. Army
Commander





U.S. Southern Command





REPLY TO
ATTENTION OF

DEPARTMENT OF DEFENSE
UNITED STATES SOUTHERN COMMAND
OFFICE OF THE COMMANDER
3511 NW 91ST AVENUE
MIAMI, FL 33172-1217

January 5, 2004

Commander

Dr. David Chu
Under Secretary of Defense for Personnel and Readiness
4000 Defense Pentagon
Room 3E764
Washington, DC 20301-4000

Dear *David* Secretary Chu,

As you prepare to provide the First Quadrennial Quality of Life Review to Congress, I am pleased to provide input from U. S. Southern Command (USSOUTHCOM). I would like to emphasize the importance of USSOUTHCOM to the nation's defense and the benefits of its continued presence in Miami. Our location in Miami has proven to be beneficial to our successful mission execution and the quality of life for our assigned personnel.

The widely recognized geographic importance of Florida, particularly Miami, to Latin America and the Caribbean makes Miami the optimal location to support USSOUTHCOM mission requirements and security cooperation activities. Miami is the center of academia, culture, transportation and finance for Latin America and the Caribbean. It is an international government center, housing 49 foreign consulates, including one for every nation in the area of responsibility. This provides efficient and timely processing of visas, trip coordination and receipt of country specific information and access to any needed assistance in those specific areas. USSOUTHCOM transportation requirements are primarily supported by the Miami International Airport, centrally located just seven miles from downtown and approximately five miles from the Headquarters. As the transportation hub for the region, the command's proximity to the airport optimizes the cost of travel for assigned personnel by eliminating the need for connecting flights. Additionally, it allows us to meet with and brief counterparts from our area of responsibility as well as U.S. policymakers whenever they pass thru Miami enroute to and from countries in the USSOUTHCOM area of responsibility.

Miami is a dynamic, diversified economy, with a healthy population growth, fully capable of supporting the command and employment opportunities for our service families. We are a model of how the Defense Department can leverage private sector capital for facilities and services providing for a quality of life comparable to a traditional installation. We have maximized this approach for Base Operations Support within the greater Miami area. We have mitigated our non-traditional location in Miami thru innovative techniques and strong partnerships with the local community. Following are some examples of this unique support:



USSOUTHCOM continues to focus on providing quality housing for all assigned personnel in Miami and depends exclusively on private sector housing to support the housing needs for the approximately 900 assigned military personnel. To support the housing requirements for personnel in the lower ranks who may encounter difficulties with the cost of housing, the Army is leasing 60 unaccompanied housing units and 62 family housing units. For our E6 and below service men and women, there is no waiting to gain quarters upon arrival. USSOUTHCOM is able to provide almost immediate housing, which is extremely unusual for other installations.

The area has no military medical care facility available, however we have a small medical clinic supported by sufficient primary care providers to support assigned personnel. Requirements outside the medical staff capabilities are referred to the excellent multiple hospitals, clinics and physicians in the area under the TRICARE health care system.

We are using available childcare capacity in the local market by contracting to utilize private sector childcare centers. USSOUTHCOM subsidies allow members to use the childcare centers at a cost equal to a military child care center. This method precludes construction, operational, maintenance, and overhead costs.

The command established over 20 vanpools for support to over 200 personnel who reside in an area between Broward and Southern Miami-Dade counties. This program receives funding support from state and federal governments to assist the federal ride-share programs resulting in a near zero commuting cost to participating personnel.

State and local levels of government are supporting the needs of the command in a variety of tangible ways. The Governor is very proactive and committed to the military assigned throughout the state. Florida has established a grant program for joint venture projects; projects that benefit both the local community and the military. The Governor’s office has established a spouse employment program aimed at assisting military spouses and retirees in securing employment in the state. The local community has been very supportive since the command’s arrival in Miami. They completed an action plan to sustain USSOUTHCOM with programs such as working with local utilities companies on deposit waivers, local education issues, set aside programs for rent deposits, and development of a joint military/community use park.

Space constraints limit our support to fitness programs. We are only able to provide our troops with a small fitness center in the headquarters building. However, we have established a memorandum of agreement with the Miami-Dade Police to enable our military members to use its fitness center. Agreements have been negotiated with local fitness centers to provide our members with a discount on membership.

Joint Task Force GTMO in Guantanamo, Cuba, is a particularly noteworthy success story because of the accelerated improvements made to the quality of life for our assigned personnel. Today we have personnel living in refurbished Navy housing with access to common living areas with televisions and kitchenettes. We have a new fitness facility with one more in development, a new gymnasium and upgrades to three others, an upgraded cyber café where troops have access to the internet and phones enabling them to contact family and friends and to perform educational research. We have significantly improved the dining facilities with a state of the art air-conditioned facility. In November 2002, 70% of the troops ate in the dining facility and just three months later, 96% were dining there. To provide quality health care, we established a joint



aid station near the billeting area supported by the Navy, which has an embedded Army combat stress unit assigned.

We have been working with our State Department and Department of Defense Education Activity (DoDEA) counterparts on behalf of our Security Assistance Officers (SAO) and have focused on education for military dependents, ensuring that special education needs can be met within the host country. In addition, we have worked several issues to ensure that TRICARE Latin America continues to meet the medical needs of our assigned personnel.

There remain a few challenges to members of our command in the Miami area and the area of responsibility. The most significant unresolved issue is a permanent headquarters facility with adequate office space. The headquarters building was designed and built to support the mission of the command and the number of assigned personnel when the command relocated from Panama. Since that time, the mission and numbers of personnel assigned to the command have increased. We currently have 30% of our offices located outside the headquarters building in privately owned buildings, commingled with non-government tenants. These external leased offices offer less than adequate force protection. Additionally, the inadequate space has made it a challenge to provide our personnel with the quality of life they deserve. The lack of space in the headquarters prohibits establishing those commonly expected components to the quality of life such as a Commissary, AAFES facility, a dental clinic and adequately sized/equipped gym. We are continuing our efforts to receive approval and funds to build an annex building and move those staff elements inside expanded facilities co-located inside a federal complex in Miami.

In summary, USSOUTHCOM has supported its personnel with comparable benefits and entitlements that service members and their families would reasonably anticipate from a traditional installation in the atypical environment without an expensive investment in overhead and infrastructure of a traditional base. We have leveraged public and private resources to provide an outstanding quality of life for assigned personnel.

Sincerely,



James T. Hill
General, US Army
Commander





U.S. Northern Command





UNITED STATES NORTHERN COMMAND

MAR 11 2004

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE (PERSONNEL AND READINESS)

FROM: Commander, United States Northern Command
250 Vandenberg Street, Suite B016
Peterson AFB CO 80914-3801

SUBJECT: Unified Combatant Command Input to First Quadrennial Quality of Life (QQRL) Review

1. In response to your call for inputs, we believe Quality of Life initiatives are essential to our ability to conduct operations to deter, prevent and defeat threats and aggression against our homeland. Accordingly, we recently submitted a proposal regarding "Authorizing Special Pay for Duty Subject to Hostile Fire or Imminent Danger in Domestic Areas and/or Chemical, Biological, Radiological or Nuclear Exposure or High Yield Explosives" to the General Counsel of the Department of Defense. Imminent Danger Pay, regardless of world locale, is a matter of fairness to our servicemen and women and should be addressed in the context of our retention programs.
2. As our forces maintain increased operational tempo, we should support our service members' requests for leave. While we have afforded temporary extensions of leave accrual under special circumstances, expansion of special leave accrual to 120 days would go a long way in protecting one of the influential factors in mission readiness.
3. We appreciate the opportunity to participate in this important process and look forward to implementing QQRL initiatives for our people and their families.

A handwritten signature in black ink, appearing to read "RE", written over a horizontal line.

RALPH E. EBERHART
General, USAF





U.S. Transportation Command





UNITED STATES TRANSPORTATION COMMAND

508 SCOTT DRIVE
SCOTT AIR FORCE BASE, ILLINOIS 62225-5357

21 January 2004

**MEMORANDUM FOR UNDER SECRETARY OF DEFENSE
(PERSONNEL AND READINESS)**

FROM: TCCC

SUBJECT: USTRANSCOM Quality of Life Overview

Quality of Life (QOL) for soldiers, sailors, airmen, and marines is one of my top priorities-- a responsibility I take seriously. Attached is an overview of the QOL initiatives we have addressed and the status of each.

A handwritten signature in black ink that reads "John W. Handy".

JOHN W. HANDY
General, USAF
Commander

**Attachment:
QOL Overview for USTRANSCOM**

**cc:
Chairman, Joint Chiefs of Staff**



QUALITY OF LIFE OVERVIEW
FOR
UNITED STATES TRANSPORTATION COMMAND

1. Many of the issues this command and its component commands work can have a significant impact on Service members and their families. In the past, the command has taken many issues for action which resulted in enhanced quality of life for soldiers, sailors, airmen, and marines assigned to USTRANSCOM and around the world.

2. USTRANSCOM relies heavily upon the reserve forces and one QOL measure recently implemented had an immediate impact for our reserve personnel. The fiscal 2004 National Defense Authorization Act allowed reservists and their families to have access to commissaries on the same basis as active-duty members, retirees and their families. This was a well-deserved benefit, as it recognizes the importance of the reservists supporting our nation's defenses.

3. We have a number of issues on the immediate horizon. As a way to improve QOL benefits for military personnel and their families, in April 2003, USTRANSCOM began a 1-year test allowing dependents of active duty and retired members to travel space available on military aircraft, with their sponsors, within CONUS. CONUS space available passenger numbers increased 60% between the first and second quarters of the test. Based on these excellent results and the lack of impact on contingency operations, we recommended the test be ended and CONUS space available privileges be extended on a permanent basis. Proposed changes in OCONUS travel and transportation incident to personal emergencies have been submitted through the legislative process. The proposed revision would permit members to make arrangements closer to their desired destination, rather than to the closest authorized location, and to purchase commercial tickets at a reduced government airfare. The member would then reimburse the government for the difference in price between the two points. Improvements in household goods issues for our families are of utmost importance. The full replacement value initiative currently under review is an excellent starting point and I expect additional improvements in this area in the future.

4. USTRANSCOM is collocated with one of its component commands, Headquarters Air Mobility Command (AMC), as a tenant unit on Scott AFB IL. This enables USTRANSCOM personnel to also benefit from AMC's QOL issues which are currently focused on the following three areas:

a. **Quality of Life Measures:** Under AMC's Morale, Welfare, and Recreation (MWR) programs, visitors quarters and transient lodging facilities were opened at two locations, underutilized child development classrooms were restructured to meet the needs of infants and toddlers, and playrooms for children were established at numerous fitness centers in an effort to help military parents keep "fit to fight." Additionally, a new state-of-the-art Port Mortuary facility opened at Dover AFB DE to process the remains of our fallen members and return them more expeditiously to their families.



b. **Communities of Choice:** AMC has contracted with a company to work with their AMC Integrated Delivery System teams to develop individual base-level Community Capacity Action Plans (CCAP) using 2003 community needs assessment survey results.

c. **Housing for Junior Members and their Families:** AMC currently has several housing privatization initiatives underway and is conducting studies to determine the feasibility of privatization at additional bases. AMC is also continuing efforts to improve dormitories in order to enhance QOL for unaccompanied personnel.

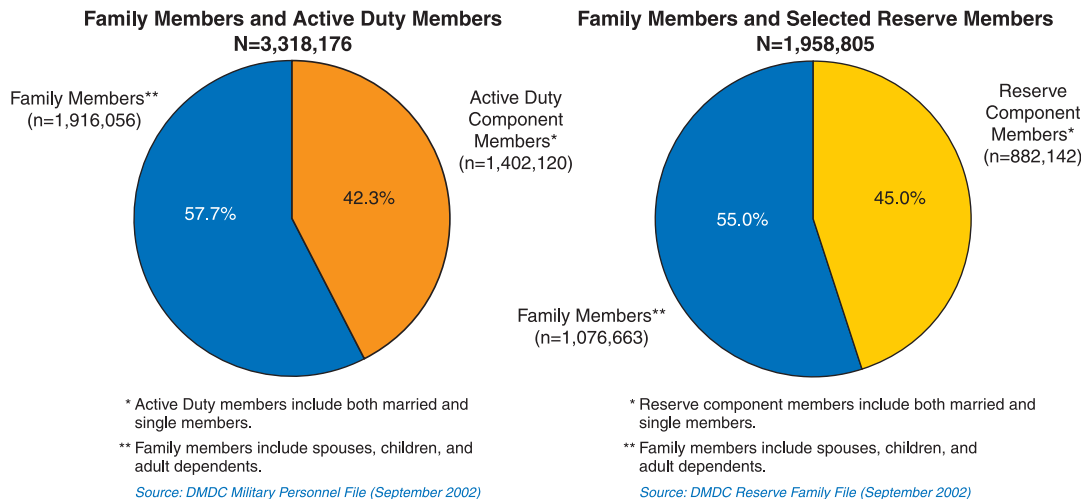


WHO ARE MILITARY TROOPS AND FAMILIES?

“It’s tough on your families as well. They worry about you, and endure long periods of separation. Your families also sacrifice for our country. We are proud of them – just as we are proud of each of you.”

Secretary of Defense Donald Rumsfeld

More than 3.2 million people comprise the U.S. military forces — 1.4 million or 44 percent Active Duty, 1.2 million or 36 percent Reserves, and nearly 655,000 or 20 percent DoD civilian personnel. Of the over 3.3 million family members and Active Duty members combined, there are more family members (57.7%) than Active Duty members (42.3%). There are almost 2 million Reserve members and family members, with slightly more family members (55%) than Reserve members (45%).



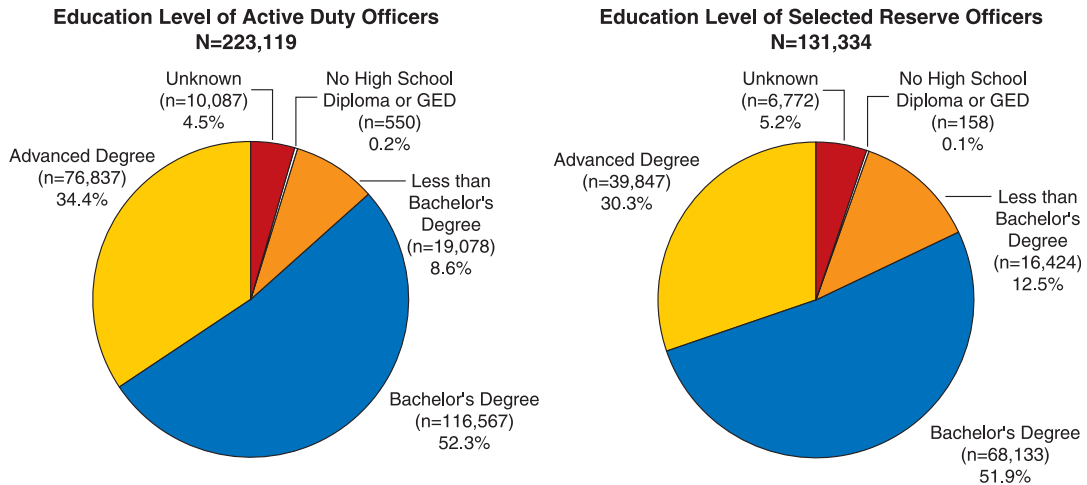
A YOUNG MILITARY FORCE

Almost half of the Active Duty force is 25 years old or younger (47.1%), with the next largest age group being 26- to 30-year-olds (17.7%), followed by 31- to 35-year-olds (14%), 36- to 40-year-olds (12.8%) and those 41 years old or older (8.5%). The average age of the Active Duty force is 28.2. The average age for the Active Duty officers is 34.5, while the average age for enlisted personnel is 27.1. The largest age group of the Selected Reserve is 25 years old or younger (29.1%), with the next largest group being those 41 years or older (25.1%), followed by 36- to 40-year-olds (16.5%), 31- to 35-year-olds (15.8%) and 26- to 30-year-olds (13%). The Reserve members are somewhat older, with more than 40 percent at least 36 years old.



A HIGHLY EDUCATED FORCE

The U.S. military force is well educated. Within the Active Duty force 86.7 percent of officers have a Bachelor's or higher degree and most (97.2%) of the enlisted force have a high school diploma and/or some college experience. About 82 percent of Reserve component officers hold college degrees and more than 93 percent of enlisted Reserve personnel have a high school diploma and/or some college.



Sources: DMDC Reserve Components Common Personnel Data System (September 2002); United States Census (2002) DMDC Active Duty Master File (September 2002)

In comparison to the members of the Armed Forces, less than 26 percent of the U.S. population holds college degrees and only 84 percent has high school diplomas or the equivalent.

A MOSTLY MARRIED FORCE

Slightly more than half of the Active Duty and Reserve personnel are married, compared to 60 percent for the U.S. population. Almost 40 percent of the spouses are 30 years of age or younger; 60 percent are under 36 years of age. Most spouses of active duty members (75%) have at least some college; 38 percent do not hold a degree, but have some college credit; 12 percent hold Associate degrees; 18 percent hold Bachelor degrees; 7 percent hold advanced degrees.

A MOSTLY DUAL-INCOME FAMILY FORCE

About 69 percent of the spouses of Active Duty personnel are active (i.e., either employed or seeking employment) in the U.S. labor force, with 487,189 actually working. The unemployment rate for military spouses of Active Duty personnel is twice the national average for men and three times the national rate for women. The frequent (about every 18-36 months) permanent change of duty station required of military personnel is a major obstacle preventing military spouses from establishing and growing their careers. Other obstacles frequently cited are affordable and quality child care, acceptable salary, jobs relevant to career

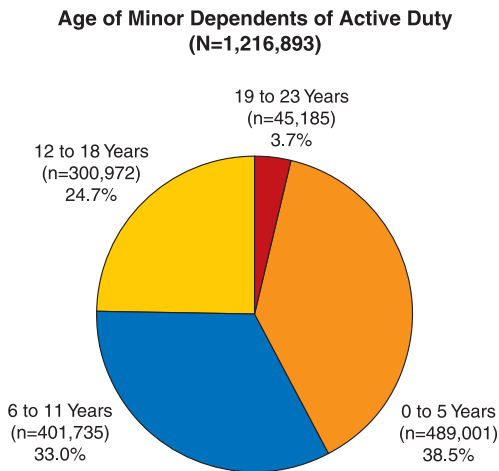


aspirations, and conflicts between work and parental or family responsibilities. Of the military spouses employed, 41 percent report that they provide a major contribution to their family’s income.

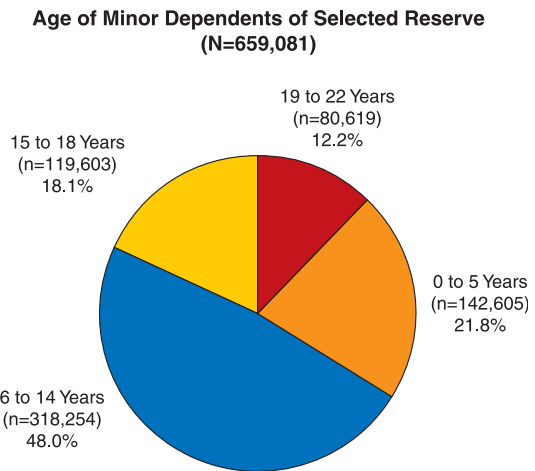
A MILITARY FORCE WITH CHILDREN

About 44 percent of the Active Duty force has children, totaling more than 1.2 million dependent children between the ages of birth and 23 years. More than one-third of the children are between birth and five years of age, 7.5 percent are under eleven years of age, and almost 25 percent are 12-18 years of age. The average age of an Active Duty member at the birth of his/her first child is 24.4 years. A typical Active Duty family is stationed in the U.S., lives in off-base military family housing, has two children (average age - 5.7 years), and sends their school-age children to public schools off-base.

About 38 percent of the Selected Reserve force has children, totaling approximately 660,000 children between the ages of birth and 22 years. Forty-eight percent of these children are between the ages of six and fourteen.



Source: DMDC Military Family File (September 2002)



Source: DMDC Reserve Family File (September 2002)

A MILITARY FORCE THAT BELIEVES IN CHILDREN’S EDUCATION

About 600,000 children of Active Duty personnel attend civilian community schools. Of the nearly 105,670 military children who are enrolled in the Department of Defense Schools, 85 percent are children of enlisted military personnel. The Department of Defense Schools maintain a high school graduation rate of 97 percent.



WHAT MAKES THE MILITARY LIFESTYLE A CHALLENGE?

Military service is not just a job—it is a commitment to 24 hours, seven days a week to service to the nation. Increasingly frequent deployments, long separations, recurrent moves, inconsistent quality of housing, and sporadic spousal employment are just a few of the unique challenges consistently faced by the families of those in uniform. Whether relocating to other cities or countries, experiencing separations when military members deploy, or making the transition to civilian life after military service, military families face many challenges that generate stress, anxiety, and uncertainty. Factor in the various personal and financial challenges likely to confront any family, and it becomes easy to understand why support for military families is so important.

In addition to military-specific hardships, service members and their families also share stressors with their non-military counterparts. The increase in the number of dual-income families was a major shift in the 20th century. Like many of their civilian counterparts, military spouses in the labor force report that the family's second income is necessary to cover basic family expenses. When both spouses work, child care outside the home becomes an important and expensive consideration—especially since support from extended family probably is not an option. Dual income couples quickly find that job responsibilities and home responsibilities, particularly in the military, are frequently at odds. The challenge of balancing work and home life can be overwhelming when one spouse is deployed for long periods of time.



HOW DOES THE DEPARTMENT OF DEFENSE RECOGNIZE THAT “FAMILIES ALSO SERVE”?

The Department developed the New Social Compact in 2002 in recognition of the philosophy that families serve and are paramount to a successful military defense. The Social Compact recognized the fundamental three-way exchange that exists between the Service member, the family and the Department of Defense. Since the early 1980’s the Department has increasingly expanded program support to military families. As the American standard of living changes, military programs and policies must be updated to match improvements and cultural changes going on in the nation as a whole. The changing expectations of Service members and military families created the need for a Social Compact that will require continual modernization. Service members and families have grown to appreciate that family and quality of life issues will be addressed by a military leadership that cares.

Families Also Serve

"Military service is a reciprocal partnership between the Department of Defense, Service members and their families."

A New Social Compact, 2002



The Social Compact reaffirmed America’s commitment to Service members, both active and reserve, who serve as a protector and wedge between terror and the security of the American people. The array of quality of life programs covered by the Social Compact recognizes the challenges of military life and the sacrifices Service members and their families make in serving their country. The partnership between the American people and the noble warfighters and their families is built on a tacit agreement that families also serve.

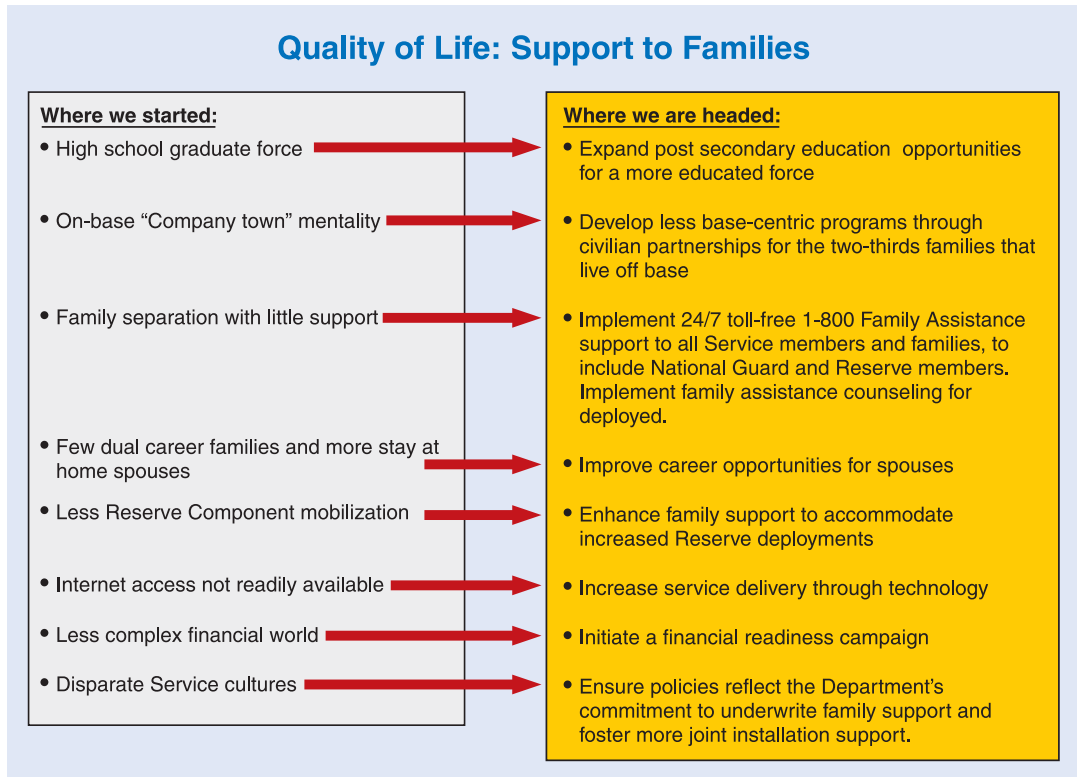
Efforts toward improved quality of life, while made out of genuine respect and concern for Service members and families, also have a pragmatic goal: a United States that is militarily strong.

Stress Reduction Initiatives

- **1-800 Toll-free Military OneSource (24/7)**
 - Excellent Reserve family support option
 - Better support for the two-thirds families living off base
- **Child Care Supplemental (523,000 hours)**
 - Expanded hours, respite care, Navy 24-hour, shift work
- **Family Assistance Counseling (outside of TRICARE)**
 - Personal, financial, stress-related, youth, family
- **Victim Advocates/Shelter Nights**
- **Spouse Careers**
 - DoD/DoL partnership, Army-type partnership w/ industry (e.g., Home Depot), spouse placement demos, Navy ADECCO
 - New White House initiative
- **Communication During Deployment**
- **Housing Priority**
 - Shift junior enlisted families on-base
- **Financial Readiness**
- **Rebasing/Civilian Communities of Choice**



WHY SHOULD MILITARY QUALITY OF LIFE BE IMPROVED?



The Department's strategy to improve military quality of life is driven by our firm belief that it is the Department's responsibility to underwrite family support. This is confirmed by the President's directive to improve quality of life, and buttressed by the knowledge that although we enlist the individual in the Armed Forces, the decision to re-enlist is made around the family's kitchen table. The 2001 Quadrennial Defense Review reiterated the importance of support to troops and families.

The recent increase in operational tempo and the extended tours of duty require that the trailing spouse take on all of the responsibility for maintaining the family and household for

The Secretary of Defense concluded the review by stating "the Department must forge a new compact with its warfighters and those who support them-one that honors their service, understands their needs, and encourages them to make national defense a life-long career."

2001 Quadrennial Defense Review



much longer periods of time than in the past. This situation can result in increased stress and anxiety for military members and their families.

Given this new scenario, several Quality of Life areas are of particular importance for 21st century military families. These include issues of: (1) family support; (2) counseling services; (3) financial planning; (4) housing; (5) child care; (6) military spouse employment and career opportunities; (6) Department of Defense Schools; (7) educational transitions among military children; (8) commissary and military exchange systems; (9) support for victims of domestic violence; (10) support during the deployment cycle; (11) Morale, Welfare, and Recreation opportunities; (12) Tuition Assistance for Voluntary Education; and (13) Partnerships with the States.

The Department is committed to meeting the quality of life needs of our Service members and their families as we transform the military for the 21st century. Just as the forces are dealing with the global war on terror, so too, are military families. The Department has the honor and the obligation to assist them in meeting the stresses and challenges of the military life.



WHAT QUALITY OF LIFE STRATEGIC INITIATIVES IS THE DEPARTMENT OF DEFENSE PURSUING?

Improvements to military quality of life are framed by the past with a view toward the future. Major themes are the Department’s level of commitment to the quality of life of Service members and their families; the impact on military life of the great social change occurring in America; and the business-based approach to transforming quality of life support to Service members and their families.

Today the Department has a wide range of quality of life policies, services and programs to address personal and family issues. Each Military Service has initiatives that address the nexus of work life and personal/family life; all are concerned with key organizational goals related to recruitment, retention, morale, and mission readiness.



WHAT QUALITY OF LIFE STRATEGIC INITIATIVES IS DOD PURSUING?



1 MILITARY ONESOURCE—24/7, 365 DAYS A YEAR ACCESS TO FAMILY SUPPORT

Our Service members are performing tough duty in austere locations, while their families cope with the stress and anxiety associated with extended separations. The Department is sensitive to the hardships and challenges faced by military families when the Service member is away from home for a long period. In today's uncertain world, quality of life support is of paramount importance to the Active, Guard, and Reserve members and their families. The military family is an integral component of the military community and an essential ingredient in military strategy and planning.

Military OneSource

- Access to counseling
- Parenting & Child Care
- Education
- Deployment & Reunion
- Military Life
- Health
- Financial
- Legal
- Older Adults
- Midlife & Retirement
- Relocation
- Emotional Well-Being
- Addiction & Recovery
- Grief & Loss
- Taking Care of Self
- Everyday Issues (pet care, plumber)
- Work and Career

Military Services Implementation

Marines AD/Reserve— OCT 02
 Army AD/Reserve/Guard – 15 AUG 03
 Air Force Reserve/Guard – NOV 03
 Navy AD/Reserve – JAN 04
 Air Force Active Duty – FEB 04

Access

Toll-free Telephone Numbers
CONUS: 1-800-342-9647
OCONUS: 800-3429-6477
 E-mail/Web Site
<http://www.militaryonesource.com>

Everybody, Everywhere---Anytime, Anywhere

Support to family members is particularly important during times of high operational tempo. Our military communities offer a comprehensive family support system. However, Reserve component families who live across America present a particular challenge and current Reserve component deployments necessitate robust support to these families. The Department has an aggressive effort underway to reach families by providing easy access to accurate and timely information.

The Department has leveraged the power of technology to deliver information and referral services to Service members and their families from wherever they are in the world. Military OneSource delivers a customized approach and is available 24/7, 365 days of the year, from any place, at any time, tailoring services specifically to individuals and individual families. By calling the 1-800 telephone number, which is always answered live, never by a machine, military families can obtain information on, among other subjects, child care, parenting, housing, education, budgeting and medical services, at any location world-wide. Of particular importance to



families separated by deployments, help is available for everyday issues, such as home repairs, pet care and major purchases. Military OneSource takes support services to all members of the Armed Forces, including the Reserve and National Guard members and families who do not live on military installations and often can't take advantage of what DoD has to offer them. Military OneSource is an augmentation to, not a replacement of, the installation family centers. Each of the Military Services will have fully implemented this service by the end of FY 2004.

2 FAMILY ASSISTANCE COUNSELING/ON CALL COUNSELING

Now we are building upon the new OneSource by implementing a program of face-to-face, non-medical counseling for military families experiencing the normal stress of deployments and reunions. Families who contact the toll-free number in need of specific assistance in coping with the military lifestyle can schedule counseling from a licensed counselor within their immediate geographic area in CONUS. This counseling is outside of areas covered by TRICARE and includes issues such as parent and child communications, single parenting, deployment stress, financial pressures, career and education counseling, etc. On the average, counseling consists of six sessions. Access to this kind of counseling is particularly important for family members of those whose Service member is serving an extended tour of duty in Operation Iraqi Freedom (OIF) and the mobilized Guard and Reserve units who may live a great distance from the programs provided on our Installations.

The current high PERSTEMPO and OPSTEMPO environment places increasing demands on military members and their families. The high level of stress experienced by our families has called into question the adequacy of our counseling services to meet the increased need for support across the Department of Defense. The Army Family Action Plan identified the need for counselors as a leading priority in recent years. The Navy is currently the only Service with professional counseling services in family centers. Nevertheless, these services are limited and frequently overtaxed by growing demand and the variety of client needs. In general, except for child and spouse abuse situations, chaplains remain the sole counseling option outside of the military medical health care system. However, not all chaplains are trained as marital counselors, nor are they manned, prepared, or credentialed to provide a full range of counseling services. The lack of counseling services to assist troops and families cope with stress results in increased family deterioration, frequent duty disruptions, and dissatisfaction with military life. This situation, in turn, negatively impacts unit readiness and compounds retention problems.

According to the 1998 DoD Survey of Health Related Behaviors, 55 percent of military members experience stress related to their job and 51 percent report experiencing stress in the family. Members who experience high levels of stress are almost twice as likely to work below their normal level of performance and are twice as likely to experience an injury at work. Personnel in need of medical assessment for depression report higher levels of stress both at home and in the family and tend to use less productive methods of coping with stress. Of the personnel in each of the Services who indicated that they perceived a personal need for counseling, only about half actually receive assistance. In addition, service members express concern about the potential negative impact that a record of counseling might have on military careers. In the 1999 Active Duty Survey, members further expressed dissatisfaction with services available for their family members. Clearly stress-related negative effects on military functioning, attrition, and lower morale compromise military readiness. Attention must be given to stress-related work-life problems early in the problematic situation to prevent escalation of the issue, to return our military members to a productive and ready state, and to improve overall quality of personal and family life.

Such services involve early intervention in problem situations to preclude the development of more serious problems that would require medical treatment. Problem-solving services do not require medical diagnosis but



are individually focused on issues identified by the client and can be provided by counselors trained in clearly identifying and finding solutions to everyday concerns that military families may lack experience and knowledge in solving by themselves. In addition, counselors provide needed social support to individuals as they struggle to resolve life’s stressors. This service is important given that social support has been identified as one of the primary buffers to stress.

Without this support, the needs of military personnel and their families will continue to go unmet, resulting in a negative impact on family unity, dedication to military duties, and ultimately to career intentions. The Services have confirmed this growing gap and have sought resolution of this situation through the addition of work-life counseling services.

As a result, the Department has begun to provide counseling services that are short-term, solution-focused, and targeted to situational problems. Counselors will address stress-related work-life problems associated with the unique demands of the military lifestyle, especially those associated with a high tempo environment. The counseling services are provided by individuals trained in an appropriate social or behavioral science discipline who are licensed, certified, or credentialed for independent practice.

3 FINANCIAL READINESS CAMPAIGN

In May 2003, the Department initiated a Financial Readiness Campaign focused on junior enlisted Service members and their spouses. The Financial Readiness Campaign is designed to help Service members and their families view military service as an opportunity to build wealth by learning the basic tenets of good financial stewardship. It draws attention to the importance of personal finance in sustaining personal and family readiness.

Financial Readiness Campaign

Vision: Service members and families will have the capability to build wealth for their future as individuals and as members of a larger community.

- Target audience: Junior enlisted Service Members and their spouses
- Developed to supplement the programs provided by the Military Services
- Program built on the support of nonprofit and federal partnerships:



The campaign enhances the education and awareness programs of the Military Services through the support of 26 Federal agencies and non-profit associations.

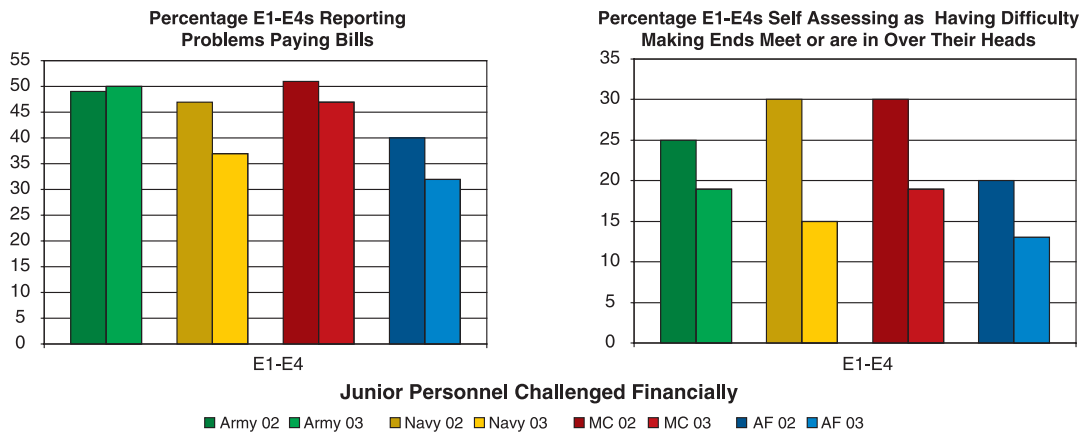
The program was established following a request in the Report of the Committee on Armed Services on H.R. 2586, National Defense Authorization Act for FY 2002, for the Department to report on the severity and type of personal financial challenges confronting Service members and their families. The report showed that Service members in grades E1-E6 have the most difficulty with their personal finances. The report outlined several improvements and areas for standardization needed in programs providing education and counseling, such as, additional marketing, inclusion of Reserve forces, standardization of evaluation systems, and periodic training for counselors. The report garnered attention from Federal Agencies and nonprofit organizations whose mission is to improve the financial literacy of the American Public. These organizations recognized the Department’s need for their services and offered to assist in supporting Service members and their families. Thus, the partnership with other Federal agencies and non-profit associations began.

At the same time, the Department developed a strategic plan for personal financial management, one of many designed to express the reciprocal commitment of the Department to Service members and their families for the commitment they make to serve our country. The strategic plan for personal financial management defined the role of the Department as providing a culture that values financial competency and responsible behavior. To attain this vision, the plan considers a broad base of strategies:

- Define personal finances as an integral part of mission readiness and quality of life.
- Implement a sustained marketing program for good financial health.
- Maintain a comprehensive and state-of-the-art education and training program.
- Achieve a culture that saves and learns to build wealth.
- Measure effectiveness of financial readiness programs.

As with the report to Congress, the strategic plan gained the attention of Federal Agencies and nonprofit organizations involved in financial literacy programs for the American public. Establishing a Financial Readiness Campaign provided an opportunity to initiate the strategic plan with the assistance of these organizations.

Financial Readiness



Source: DMDC Annual Surveys – July 02, Mar 03



The campaign is viewed as the first step to a comprehensive, community- based program that may include other DoD functions and agencies and more non-profit partner organizations. Objectives of the campaign are to increase personal readiness by reducing the stressors related to financial problems by: 1) increasing awareness of personal finances and increasing financial abilities of Service members and their families, 2) helping Service members and their families increase savings and reduce dependence on unsecured debt, and 3) enhancing efforts by the Department to protect Service members and their families against predatory practices. The target audience was identified by data culled from DMDC surveys that show that Service members in grades E1-E4 are the most vulnerable group. Since focus groups recognized that spouses often play the primary role in managing family budgets without having access to information to support them in their role as family financial manager, the target audience includes spouses of junior enlisted personnel. Information will be available to all segments of the military community as part of the campaign, even though junior enlisted and spouses comprise the primary target audience.

The broad agenda of the Financial Readiness Campaign will expand opportunities to weave financial readiness into the fabric of daily life. The Financial Readiness web site is <http://www.dodmwr.org/mwr/home.asp>.

4 HOUSING ASSIGNMENT PHILOSOPHY

“Requiring more personnel (more pay grades) to live in barracks than is justified results in increased barracks program and construction costs and may be inconsistent with DoD’s policy to maximize reliance on civilian housing to the extent this policy is applied to barracks. There are also quality-of-life implications because most junior service members prefer to live off base.”

U.S. Government Accounting Office, January, 2003

The Department has made steady progress toward housing privatization and barracks construction and improvements. Recently, the housing assignment policy is also transitioning to one that is designed to benefit the most junior of Service members.

Family Housing. The most financially vulnerable population is the junior enlisted family. This is specifically the E1-E4 (with 5 years or less of active duty service). These families need to be assigned to government housing (both privatized and non-privatized) on a higher priority basis. Such a policy provides them with a shorter commuting distance that will lessen the strain on already tight budgets. It also allows these young families to be closer to child care, commissary and other family support services. In 2003, both the Navy and the Air Force revised installation housing assignment policy to benefit junior enlisted families.

Troop Billets. The Department’s budget reflects that considerable resources are expended to bring barracks to a “one plus one” standard. This standard calls for all the Services to offer a single room (no roommate) to all single enlisted personnel (with the exception of bootcamp, ships, deployment locations, and schools). This is done at a great cost in resources and will require that the Services maintain this footprint once the facilities are built and/or renovated. Statistics from the Active Duty Survey and feedback from the Junior Enlisted Housing Study indicate that single junior enlisted service members prefer housing off the installation. Key factors influencing this desire are quality of housing, size of the living area and privacy. The Department is not in a position to provide the living space and privacy that these members desire. E4s and E5s with more than three years of active federal service, the Services and the Department should begin now to review policies that would to allow these members to reside off the installation.

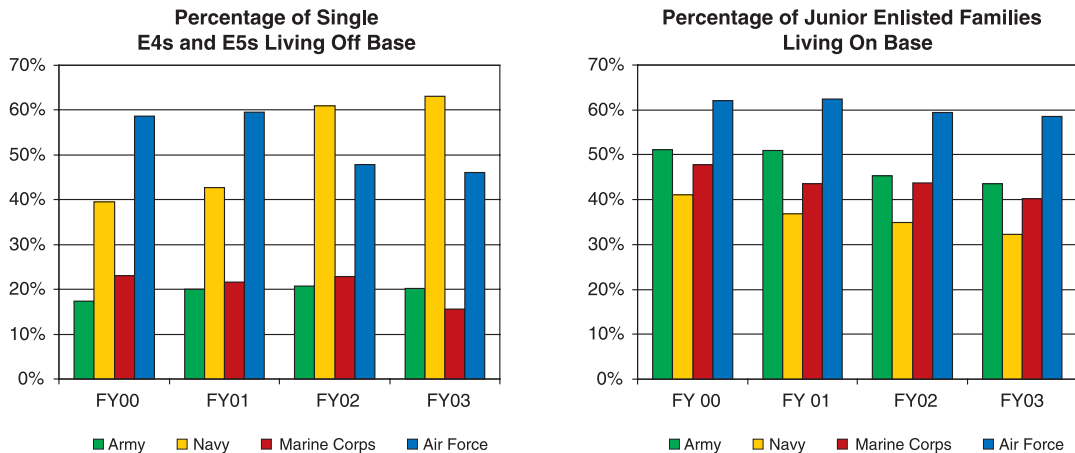


As GAO Report 03-257R states, paying allowances will only reduce the overall cost to the Department slightly. However it does accomplish two objectives — first, it meets the needs and desires of our service members. It gives them significantly more living space than the Department could ever afford to provide and allows them to remain within the limits of their Basic Allowance for Housing. Secondly, it relieves pressure on the Department to use its scarce MILCON resources on the construction of military dormitories. It would allow these resources to be used elsewhere in accordance with the Department’s priorities.

This policy change will require commanders to make this shift as they command and lead their forces. But it is clearly in line with how we should treat our 21st century service members who comprise the greatest volunteer professional fighting force in the world. Such a shift in policy will dramatically reduce the Department’s requirement to build and maintain troop billets and may over the long run save the Department funds. More importantly, allowing single junior enlisted to reside off the installation will provide satisfactory housing which meets the needs and expectations of the force without the resource tail that barracks construction projects require.

The positions outlined above may constitute a shift for many in the military on how assignments to military housing are made for service members and families. However, as the military has changed, housing and how it is provided needs to be transformed as well.

Housing Demographics



Source: DMDC DEERS and DFAS Database as of June, 2003

"Current family housing assignment policy does not place enough emphasis on ensuring that junior enlisted families are adequately housed-evidenced in the fact that 12 percent of all E1 -E3 personnel are today unsuitably housed in the local community. Bachelor housing policies are also deficient, giving the impression that single members are less important. Single members have consistently voiced their dissatisfaction with their living conditions, especially the lack of space, privacy and basic amenities. Housing philosophy and policy must be rewritten to ensure it is equitable and promotes high morale, readiness, esprit de corps and a sense of personal responsibility and community support."

Marsh Report on Quality of Life, 1995, Defense Science Board

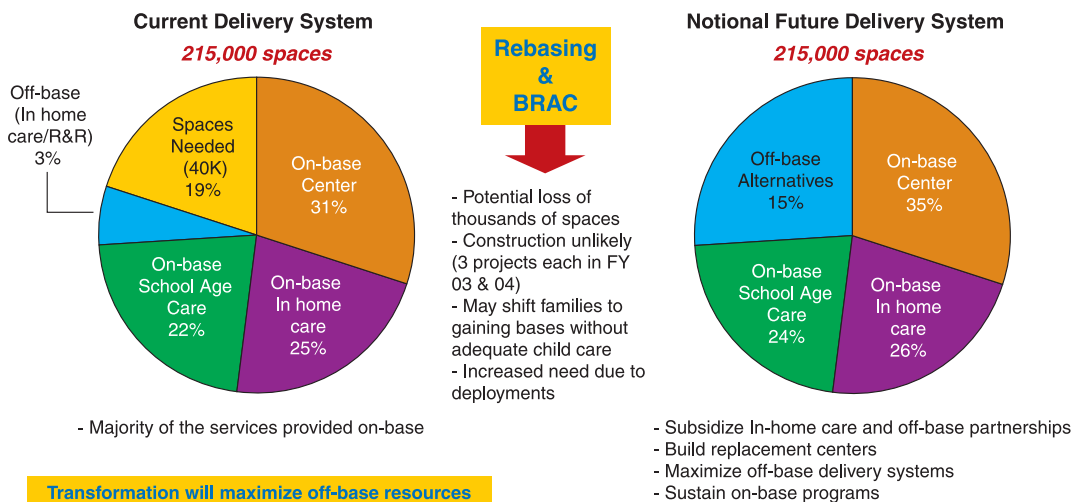


5 CHILD CARE EXPANSION

The Department of Defense operates the nation’s largest employer-sponsored child care system, serving more than 200,000 children daily. Years ago, the only child care available to military families was haphazard, lacked oversight and was operated by volunteer groups in unsafe buildings that did not meet fire, safety, and health standards for out-of-home care facilities. Congress took action and passed the Military Child Care Act (MCCA) of 1989. This Act recognized the need to develop a system that would promote the development and well-being of children of military families. Efforts focused on improving quality and affordability while increasing the availability of care. Those efforts paid off and the DoD system is now recognized as a model for the nation.

Availability of child care space to meet Service member needs is a continuing challenge for DoD. Through a new initiative, however, all Services are testing ways to expand child development spaces by partnering with civilian centers and homes to bridge the gap between the current available spaces and the projected demand. While testing will be at limited sites, the partnerships forged and the types of agreements made may assist with expanding spaces and meeting the long-term need for quality care.

Child Care Strategy



Source: ODUSD (MC & FP) Jan 2004

The need for care for children of Service members returning from deployment is offered through expansion of regular programs and services. The National Association of Child Care Resource and Referral Agencies (NACCRRA) has initiated a program entitled Operation Child Care. The initiative provides donated short-term respite and reunion child care for members of the National Guard and Reserve returning from Operation Enduring Freedom/Operation Iraqi Freedom for the two-week Rest and Recreation leave period. Supported by the Child Care Bureau, the National Child Care Association, the National Association of Family Child Care and the National 4-H Clubs, this initiative will enhance care options for Service members to attend to family business or enjoy personal time. There is a Child Care Aware toll free line, and web site for Guard and Reservists wanting to use these services.

WHAT QUALITY OF LIFE STRATEGIC INITIATIVES IS DOD PURSUING?



"With fathers and mothers in the Armed Forces, good child care is crucial. Without it, soldiers, marines, sailors and airmen couldn't go to work and be assured that their children are well taken care of."

PARENTS MAGAZINE, NOVEMBER 2003

6 MILITARY SPOUSE EMPLOYMENT AND CAREER OPPORTUNITIES

The military makes a sizable investment in its human capital. Each person that decides not to reenlist after their first tour of duty walks away with a minimum of \$20,000 worth of training, military skills and expertise. This “drop-out cost” rises even more significantly, the more years of service the transitioning Service member has. Research has indicated that although the Department of Defense recruits the soldier/sailor/airman/marine, it is a family decision to remain in the military. As the cost of training new recruits to active duty service continues to increase, the retention of service members becomes more obviously the most cost-effective means of maintaining the manpower pool to provide for the defense of our country. Spouse employment has a profound effect on the financial well-being of military families and the prospects for retaining highly qualified military personnel. Thus, the question of how best to influence a military family to stay with the military becomes critical.

More than half of today’s 1.4 million active duty members are married (51.7%) and about 60% have family responsibilities (e.g., children, elders). There are approximately 700,000 spouses of active duty military personnel stationed at bases around the world. Sixty-nine percent of these spouses are in the workforce; over 86% of junior enlisted spouses are in the workforce. About 340,000 are married to enlisted service members in the rank of E5 and below. These spouses represent a significant, young, diverse and well-educated component of the American labor force. In the US, many are stationed in areas best characterized by poor employment opportunities and low wages. Outside of the US, spouse opportunities for employment are hampered by language differences and US Status of Forces agreement(s) with the host nations restricting employment of spouses in the local economy.

Women constitute 93% of all military spouses. About 44% have children. Of the spouses working or looking for work, 91% report needing the money for basic expenses. Typically, military spouses lose an average of 3-9 months of salary per relocation because of packing, unpacking, enrolling children in new schools, reestablishing a household, learning about community resources and time consumed in searching for employment. The Air Force has reported that a spouse loses, on average, \$27,000 in annual salary when the service member is assigned to an overseas location.

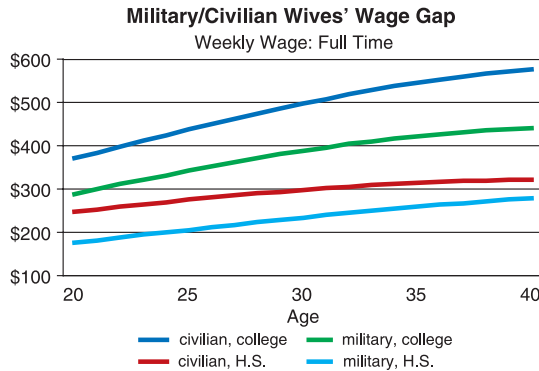
State of Residence	Number of Military spouses
California	82,741
Virginia	76,227
Texas	64,026
North Carolina	46,025
Florida	44,859
Georgia	36,912

Fully one-half of all military spouses reside in six states.

The key employment challenge facing military spouses is the frequent permanent change of station (PCS) moves required by the active duty spouse’s military mission. Frequent relocation entails a number of adverse consequences, most notably lengthy interruptions in employment and professional education, the loss of job tenure needed to build seniority and retirement benefits, and the need to meet location-specific licensing and certification



Spouse Careers Active Duty Military



Wage Gap Persists Over Age Range
 ~\$70/week - young high school-educated wives
 ~\$90/week - young college-educated wives

Sources: ¹“Employment and Earnings of Military Wives”; RAND, Oct 2001. ²1999 Active Duty Survey of spouses, DMDC. ³Status of Force Survey of Active Duty Members, DMDC July 2002. ⁴Status of Force Survey of Active Duty Members, DMDC July 2003. ⁵DMDC Military Family Files, Sept 2002.

Profile

- 69% spouses working or seeking work (3)
- Approximately half of military wives are under 30 (5)
- FY 00 unemployment rate - 3 times the national rate for comparable US married population (2)
- Average 3-months to find employment (2)
- 75% have some college (4)
- 4% lack HS diploma (4)
- 41% report underemployment (2)

Initiatives Underway

- DoD/DoL partnership to provide training & placement
- Army corporate sponsors
- Navy job placements
- Air Force/Navy entrepreneurial assistance

Military spouses earn less than civilian spouses, on average

requirements. Families are particularly concerned about the loss of the non-military spouse’s income when transferring to an overseas location.

The unique life of a military spouse demands that she/he remain adaptable and quickly adjust to change. Military spouses often have diverse work experiences and bring a seasoned perspective of best practices to their employment, including a dedication to excellence. They exhibit a high degree of motivation and a strong work ethic, and many have benefited from the Military Services’ training programs in essential life skills, i.e., team building, leadership, and health and wellness issues. International living has enabled many spouses to develop diplomatic and foreign language skills.

Section 571 of P.L. 107-107, of the National Defense Authorization Act for Fiscal Year 2002, “Improved Financial and Other Assistance to Military Spouses for Job Training and Education,” provided a great boost to continuing Military Department efforts to address military spouse employment challenges. In addition to directing the Department of Defense (DoD) to study existing spouse employment programs with the objective of enhancing spouse employability and access to training opportunities, the legislation encourages inter-Departmental and public/private partnerships in support of spouse employment goals. These provisions enhance the resources and tools available to address spouse employment issues, particularly in the area of corporate and civil service career continuity.

REASONS FOR WORKING

The 1999 Survey of Spouses of Active Duty Personnel established that of the military spouses in the workforce, over 68 percent work because they need money for basic family expenses. However, due to the frequent permanent change of station (PCS) moves of their military sponsors, much of their work force potential remains untapped and a meaningful career or profession is precluded. Fifty-three percent of enlisted members report some to great difficulty paying bills. Over 67% of E1-E4s have savings of \$1000 or less. Spouses lose 3-9 months of salary to complete a permanent change of duty station.



RESEARCH ON MILITARY SPOUSE EMPLOYMENT:

The Department has conducted several studies of military spouse employment in recent years. The Defense Manpower Data Center conducted a comprehensive survey of military spouses in 1999. This study found that affordable child care was a major problem for military spouses in looking for or holding a job. As could be expected, it also found that spouses overseas were more likely to have major problems in finding a job relevant to their career aspirations, although 58% of overseas military spouses were either working or looking for work. In the states, fully two-thirds of military spouses were either working or looking for work. The study also found that the unemployment rate for female military spouses in the states was three times the national rate. Of the military spouses working, 41% reported that their income made a major contribution to their total household income.

MILITARY SPOUSES EARN LESS THAN CIVILIAN COUNTERPARTS

Other studies by the RAND Corporation¹ indicate that when military wives work, they earn less than their civilian counterparts because they work fewer weeks and have a lower hourly wage. The lost work weeks can be explained by the more frequent moves among military wives. However, the lower wages are likely a combination of lost tenure and seniority due to the frequent moves, observable characteristics of military spouses (such as their younger age), and unobservable factors like employer bias against military spouses and military spouses’ need to seek jobs that are conducive to their military family lifestyle. RAND also assessed the perceptions and experiences of military spouses regarding their employment, confirming that the majority of military spouses believe the military lifestyle has negatively affected their employment. RAND’s investigation in this area provides new insights into the employment situation of military spouses, and will also help DoD and the Department of Labor (DoL) better target spouse employment initiatives. RAND is also working with the DoL Bureau of Labor Statistics to broaden the scope of current employment statistics to track military spouse employment on a continuing basis.

MILITARY SPOUSE EDUCATION

Educational levels achieved by military spouses vary from 22% with a high school diploma, to 38% with some college, to 12% with an associates degree, 18% with a bachelor’s degree and 7% with an advanced degree. This compares to active duty member’s educational range of 23% with a high school diploma to 47% with some college, 9% with an associates degree to 12% with a bachelor’s degree and 8% with an advanced degree. Almost half of military spouses interviewed believe that being a military spouse has negatively affected their educational opportunities.

In-state tuition eligibility criteria vary from state-to-state, making it difficult for military spouses to pursue higher education. Each state establishes the eligibility criteria for in-state tuition, and those criteria generally involve proof of residence in the state. The process of establishing residence can involve several of the following, usually for a 12-month period prior to admission or enrollment: working or paying taxes in the state, obtaining a drivers’ license, and registering motor vehicles in the state. Thus, many military spouses pursuing their education have the choice of paying high tuition rates for their education or delaying the pursuit of their education after each move.

The mobility of the military community, coupled with the state-specific criteria for determining the eligibility for in-state tuition, results in the military spouse/family member facing a variety of rules and procedures that may or may not result in designation as in-state residents for tuition and state financial aid programs.

1 Hosek et al, *Married to the Military: The Employment and Earnings of Military Wives Compared with Those of Civilian Wives*, MR-1565-OSD, 2002; and Harrell et al., *Working around the Military: Challenges to Military Spouse Employment and Education*, MG-196-OSD, forthcoming.



Status of In-State Tuition Eligibility for Military Personnel and Families

DoD Endorsed In-State Tuition Criteria	States that meet all three criteria	Those with legislation or policy changes pending
1 - Available when state is legal residence	AL, AK, AZ, CN, FL, GA, ID, IA, KS, KY, LA, MD, NV, NJ, NM, OH, OK, OR, TN, TX, UT, WA, WV, WY	CO, IL, NY, PA
2 - Available when state of assignment		
3 - Continued in-state eligibility for family members upon out-of-state reassignment of military member		

As of May 18, 2004
Source: ODUSD (MC & FP)

The Department would like to see each state enact legislation that grants in-state status to military personnel and families at public colleges/universities for determining tuition rates. Presently, 42 states have policies that are mostly favorable, lacking only part of the desired legislation described in the chart. Seven (7) states (Connecticut, Indiana, Michigan, North Carolina, Texas, Virginia, and Vermont) have unfavorable or not clearly defined policies. In Virginia, approval is considered on an annual basis. The Kentucky policy includes all of the desired legislation including: 1) in-state tuition within state of legal residence; 2) in-state tuition for soldiers/family members in the state of assignment; and, 3) continuity of in-state tuition once established.

SCHOLARSHIPS FOR MILITARY SPOUSE EDUCATION

The Service Relief Societies offer a variety of programs to assist military spouses seeking to further their education. Many of these programs focus on the unique educational and employment challenges faced by military spouses stationed outside the continental United States (OCONUS). OCONUS programs can include tuition assistance and reimbursement. Program requirements and availability vary, however, and military spouses are strongly encouraged to talk to their local Relief Society and family center for details of the programs offered in their area. Spouses can access a list of available scholarships at <http://www.defenselink.mil/mapcentral/spousetuition.html> and a scholarship search function at <http://images.military.com/Careers/Education/Scholarship>.

UNEMPLOYMENT COMPENSATION

State laws governing unemployment compensation vary greatly. Relatively few states have explicit provisions that regard military spouses' loss of employment upon transfer as involuntary. Their ineligibility for unemployment compensation often forces military spouses to take any available job in order to avert financial hardship. This economic burden routinely results in the spouses favoring immediate earnings in the short-term, rather than a properly executed job search that yields more appropriate employment and higher earnings over the long-term.

Status of Military Spouse Unemployment Compensation State-by-State Coverage

Eligibility Criteria	States
States in which spouses are generally eligible	CA, IN, KS, ME, NV, PA, RI, WA, NC
States in which spouses are generally eligible following a defined period of ineligibility	AK, NE, OH, TX, VT
States where eligibility is established on a case-by-case basis	AL, AZ, AR, CT, DE, DC, HI, ID, IL, IA, LA, MN, MO, MS, MT, NH, NJ, NM, NY, ND, OK, OR, SD, TN, WV, WY, GA, SC, KY
States with pending legislation or administrative activity intended to change eligibility	MI, WI, VA, FL, WA

As of May 19, 2004
Source: ODUSD (MC & FP)

WHAT QUALITY OF LIFE STRATEGIC INITIATIVES IS DOD PURSUING?



FEDERAL PARTNERSHIPS:

Department of Labor and Department of Defense Memorandum of Understanding

Secretary Chao, Department of Labor (DoL) and Secretary Rumsfeld, DoD signed a Memorandum of Understanding (MOU) in July 2003 that provides the framework for partnerships to support military spouses in three important areas: connections to the job markets in America’s communities; involvement with labor laws that affect reemployment (i.e., training, unemployment compensation); and interest in states’ reciprocal licensing and certification requirements needed to qualify for employment (e.g., health care and education). A working group comprised of representatives from both Departments has established priorities for implementation under the MOU: continuing and expanding joint Internet resources for military spouses; increasing spouse use of DoL One-Stop resources and Career Advancement Centers; resolving licensing, certification and unemployment compensation issues for military spouses; and implementing the Spouse Telework Employment Program (STEP). DoL has already published a military spouse employment web page <http://www.milspouse.org> that provides easy access to employment and education opportunities.

Spouse Telework Employment Program (STEP)

DoD has signed a Memorandum of Agreement with the Departments of State and Labor, and the General Services Administration to increase portable (teleworking) career opportunities for spouses of military personnel and spouses of federal employees abroad, and to provide additional skilled workers and teleworkers to fulfill private sector requirements.

DoD/DoL Career Advancement Centers (CACs)

In the mid-1990s, the Fort Campbell, KY, family center realized that it would not be able to provide first-rate transition assistance to military personnel involuntarily separating due to the era’s massive reductions in force. To meet its transition needs, the family center entered into a partnership with the local DoL One-Stop employment center to provide skills assessment, training and education, and referrals. Two years ago, as a result of the declining number of involuntary separations, Fort Campbell and two additional sites, Hampton Roads, VA, and San Diego, CA, requested DoL authorization to allow relocating military spouses to take advantage of these services. As of April 4, 2003, the Hampton Roads Career Advancement Center (CAC) had enrolled 439 military spouses. Upon completion of training, the Hampton Roads spouses realized an 87 percent employment rate. As of April 4, 2003, the San Diego CAC had enrolled 413 spouses, who experienced an approximately 80 percent employment rate. Legislation (currently pending) was introduced in the 108th Congress to expand the definition of “displaced worker” to include military spouses who have lost employment as the result of a move caused by the Service member’s relocation to a new duty station. The expanded definition proposes to include spouses who must go to work as the result of a significant decrease in real family income due to a deployment, activation, or service-related death or disability of a spouse in the Armed Forces.

DOD MILITARY SPOUSE EMPLOYMENT INITIATIVES

In the fall of 2000, DoD convened a “Spouse Employment Summit” to design a strategic plan to enhance military spouse careers, family income, and retention of high quality military personnel. Among the outcomes were recommendations that DoD partner with the business community to increase the number of jobs for spouses and establish an Internet based, one-stop employment center for resume registration, job listings, education resources, business ownership and telecommuting opportunities.

All military installations have Family Member Employment programs, operated by Family Service Centers, that offer training for a variety of skills and job search techniques, information about job openings and advice on



networking with employers. However, DoD is not authorized to pay tuition costs for military spouse education and training. The military Services have established unique programs to address the spouse employment problem.

Military spouses are well aware of the expansion in information technology resulting from the increasingly high tech nature of military service in the 21st century. The emergence of broadband communications provides opportunities for military spouses to participate in education, training and certifications via the Internet. Careers in information technology, teaching, and nursing are all experiencing shortages. Military spouses are eager to be trained to enter these career fields and work for corporate America.

THE ARMY SPOUSE EMPLOYMENT PARTNERSHIP

On October 7, 2003, at the annual Association of the United States Army (AUSA) conference held in Washington, DC, the Army formally signed and unveiled the Spouse Employment Partnership. Thirteen company officials signed the Statement of Support and the Honorable Reginald Brown, Assistant Secretary of the Army for Manpower and Reserve Affairs, signed for the Army. The corporate partners are: the Army/Air Force Exchange System; BellSouth; Boys & Girls Clubs of America; Computer Sciences Corporation; CVS Pharmacy; Dell, Inc.; Home Depot; Hospital Corporation of America; Lockheed Martin; Manpower, Inc.; Sears Logistics Services, Inc.; Sprint; and Merck and Company. DoD continues to pursue corporate partnerships to improve job portability for military spouses.

THE NAVY PARTNERSHIP WITH ADECCO

Approximately two years ago, the Navy entered into a no-cost partnership with the ADECCO Group, one of the world’s largest employment and staffing agencies, to provide job skills assessments, and temporary and permanent placements for Navy spouses, nationwide. The program proved extremely successful from the start and quickly expanded to include the spouses of the other Military Departments. The program has registered a total of 2,491 military spouses from the Army, Navy, Air Force and Marine Corps. The overall hire rate for the program is 30 percent, but that number does not reflect spouses who were offered employment but declined assignment.

The Navy/Adecco partnership recently expanded to include the Coast Guard, and the Reserve and National Guard components of the Military Departments. The Navy and Adecco also are awaiting approval from Adecco United Kingdom to roll out the partnership at two British locations: St. Mawgan and London. In addition, the Navy and Ajilon, an Adecco subsidiary focused on specialized recruiting and consulting solutions, have begun a pilot to recruit top-level executives, middle management degreed professionals, and certified specialists. If the three-site pilot proves successful, implementation will be expanded to other Navy locations.

THE JOINT SERVICE DESK GUIDE AND STAFF TRAINING COURSE

In 2002, the Navy began developing and revising materials for a Spouse Employment Assistance Program (SEAP) Desk Guide and Course Curriculum Guide. The purpose of the Desk Guide is to provide background, philosophy, program development guidance, and standards needed to provide quality employment services throughout DoD. The Curriculum Guide provides standardized SEAP curriculum modules.

Army, Air Force and Marine Corps representatives helped the Navy establish a standard way of delivering the spouse employment programs throughout DoD. The Desk Guide and Course Curriculum, now referred to as the Family Employment Readiness Program, has been distributed and training implemented. These sessions



bring together all Service employment specialists to showcase the desk guide and provide training on the new consolidated course curriculum.

ENTREPRENEURIAL PROGRAMS FOR MILITARY SPOUSES

To assist military spouses who seek to become self-employed, the Navy and the Air Force began two different entrepreneur-development programs. The Navy Virtual Business Office, delivered through LifeLines <http://www.lifelines.navy.mil/>, provides on-line training, resources, counseling and encouragement to military spouses seeking to create and build their own businesses. For those seeking face-to-face instruction, several Air Force installations have contracted with Staff Centrix to provide instruction in the development of virtual assistant businesses. Staff Centrix is considered the industry leader in the development of virtual assistants, self-employed contractors who provide a variety of administrative services to small to mid-sized companies.

DEMONSTRATION PROJECT FOR MILITARY SPOUSE EMPLOYMENT PLACEMENTS

The Department has contracted with the Impact Group, a career/life transition assistance private firm that provides comprehensive services worldwide, including recruitment support; employee, spouse and family relocation transition assistance, outplacement assistance and career management consulting. This demonstration project is designed to provide military spouses at Scott Air Force Base with an assessment of career development needs, and referrals to job openings, and with job placements. Additionally, this project will develop a network of national and international corporations who agree to provide employment preference to military spouses (with necessary qualifications).

SUMMARY

A wide variety of initiatives are necessary to successfully address the range of military spouse career and education aspirations. Many of these initiatives could help all relocating Americans. The following summarizes the work that remains to be done to achieve success in meeting the employment needs of military spouses:

- Continued work with the states on in-state tuition and unemployment compensation eligibility.
- Scholarships or grants for education
- Reciprocity across states for licensing and certification in numerous disciplines (e.g., medical, education, admin)
- Study of unemployment statistics of military spouses
- Central reservoir of military spouse skills
- Close the pay gap between military and civilian spouses

7 DEPARTMENT OF DEFENSE EDUCATION ACTIVITY (DODEA)

The Department of Defense Dependents Schools (DoDDS) overseas and the Department of Defense Domestic Dependent Elementary and Secondary Schools (DDESS) in the United States comprise DoDEA. DoDEA operates 223 public schools in 12 districts located in seven states, Puerto Rico, Guam, and 14 foreign



countries, to serve the children of military Service members and Department of Defense civilian employees. Approximately 105,670 students are enrolled in DoDEA schools, with approximately 73,274 students in the DoDDS system and approximately 32,396 students in the DDESS system.

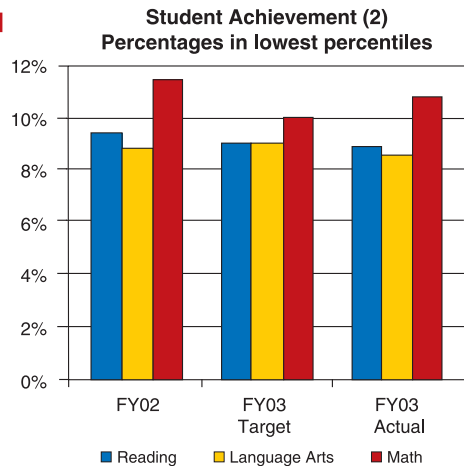
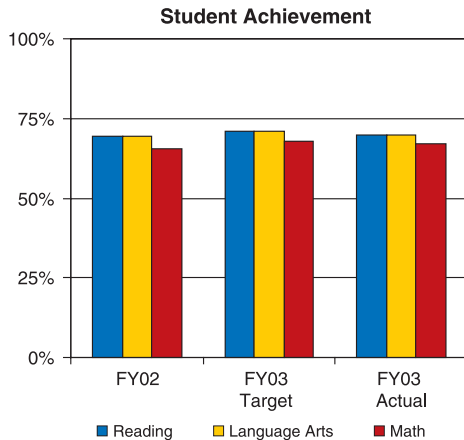
Demographics Children of enlisted military personnel represent 85 percent of the total enrollment in DoDEA schools; minority students account for 50 percent of the total enrollment. Approximately 80 percent of DoDEA students have parents that do not have a college degree, and approximately 50 percent qualify for free or reduced-price lunches. Because military assignments often result in frequent moves, the transient rate for DoDEA schools is 35 percent.

Assessment Systems DoDEA students take the TerraNova Achievement Test, a norm-referenced test for students in grades 3 through 11, which rates their performance on whether students are learning what they are being taught. DoDEA students also take the National Assessment of Educational Progress (NAEP), the “Nation’s Report Card,” which is the only continuing assessment of the nation’s students in various subject areas. NAEP provides state/jurisdiction comparisons of student achievement in reading, writing, math, and science. In addition to the TerraNova and NAEP, DoDEA students take the DoDEA Writing Assessment, a hand-scored essay patterned from the National Writing Project. DoDEA students continue to perform at a high achievement level on all these tests. DoDEA’s percentile points were above the national average in every subject and at every grade level on the Spring 2002 administration of the TerraNova Test. DoDEA students, as a whole, performed above the national average in 2000 NAEP in Math and well above the national average for the 2000 NAEP in Science.

Initiatives Three recent DoDEA news releases highlighted DoDEA success stories: important steps taken to improve special education programs; results of the customer satisfaction survey; and results of the National Assessment of Educational Progress Reading Assessment.

In January 2003, DoDEA announced the details of its successful request for additional funding to underwrite improvements in its special education program. The funding, which totals \$56.5 million over six fiscal years, was awarded through a Department of Defense Program Decision Memorandum. The resources provide funding to fill and maintain 114 special education positions for the establishment of assessment teams through

DODEA Student Achievement Terra Nova Test Grades 3-11



Source: DoDEA



September 2010, at which time, the new positions will become part of the regular DoDEA manpower allocation. Significant monies will be allocated for equipment and other material resources, curriculum development and enhancement, professional development for teachers and administrators, and training for parents. As a result of this funding, schools and parents will see enhanced instructional programs for students with disabilities through increased time for collaboration between teachers and paraprofessionals, the delivery of services and instruction, and participation in professional development opportunities. Additional curriculum materials, including assistive technology, will also be made available in classrooms.

CUSTOMER SATISFACTION

Recently, DoDEA announced the results of the 2002-03 Customer Satisfaction Survey. Nearly 45,000 respondents (parents, teachers and students) provided feedback about their satisfaction with the educational services provided by DoDEA. Approximately 16,000 parents with a child enrolled in grades pre-Kindergarten through grade 12 in the DoDEA schools responded to the survey. Students in grade 4 through 12 and all teachers were also asked to respond to the survey, which was adapted from the 2000 Phi Delta Kappa/Gallup Poll of the Public’s Attitudes Toward the Public Schools Survey and the 2000 Phi Delta Kappa Poll of Teachers’ Attitudes Toward the Public Schools Survey. The survey questions relate to school issues such as curriculum, instruction, standards, assessments, technology, partnerships, and student supports.

Overall, DoDEA parents (74%) and teachers (86%) were more positive about their local school than parents (56%) or teachers (64%) nationally. Seventy-three percent of parents gave DoDEA high marks in meeting or exceeding challenging standards, while seventy percent of parents feel parent-teacher partnerships are strong.

Parents (81%) and teachers (92%) rated the schools highly on their ability to welcome new students into the school, although students (67%) were not quite as positive.

Although fewer than half of stateside parents (46%) reported there was about the right amount of achievement testing in their school, more than half of DoDEA parents (60%) felt the same way. DoDEA teachers were split on whether there is too much emphasis (45%) or about the right amount of emphasis (48%) on achievement testing in the school. According to parents (50%) and students (45%), counseling services at the high schools could be improved.

The use of computer technology in schools has improved instruction according to seventy-one percent of DoDEA’s teachers, whereas over half of the parents (57%) agree. Complete results of the DoDEA Customer Satisfaction Survey can be found on the DoDEA web site (www.odedodea.edu) for all schools, districts and areas.

STUDENT PERFORMANCE

DoDEA is proud that eighth grade students in the DoD schools topped the nation in performance on the national reading test. Fourth grade students also scored near the top of the nation in the National Assessment of Educational Progress (NAEP) Reading Assessment. The assessment, administered in the winter of 2002, included 48 states and jurisdictions at grade 4 and 47 states and jurisdictions at grade 8.

Department of Defense fourth and eighth grade students, domestically and overseas, scored significantly higher than the national average. DoD schools saw a positive increase in the state-by-state rankings when compared to results of the 1998 reading test. DoD eighth graders moved from the 1998 3rd and 4th place to 1st and 2nd in the nation in 2002. DoD fourth graders increased from 5th and 7th place in 1998 to 4th and 5th place in 2002.



Detailed statistical information on the 2002 NAEP Reading Assessment, and all previous assessments, can be found on the web at: <http://nces.ed.gov/nationsreportcard/naepdata/search.asp>. Assessment items and samples of student responses from the 2002 Reading assessment, along with sample questions from other subject area tests, can be found on the web at: <http://nces.ed.gov/nationsreportcard/itmrls/pickone.asp>.

8 EDUCATIONAL TRANSITIONS OF MILITARY CHILDREN

One of the major decision for Military families in accepting a new duty assignment is the quality of schools for their children. Service members who dedicate their lives to the security and well-being of our nation are parents, too. The quality of the education of their children is of utmost importance to military families and therefore a key issue in retention and accepting assignments. The Department of Defense is committed to supporting students of military families who undergo frequent moves and deployments, and is actively seeking means of assisting schools in providing quality education to military dependent students.

CHALLENGES TO QUALITY EDUCATION

The Department works closely with local, state, and national and government organizations to address policies, programs and procedures to mitigate the educational challenges of the military child. The quality of education is compromised for 640,000 school-aged students of active duty military families who move three times as often as their civilian counterparts. Furthermore, approximately 1.5 million children of military families attend schools other than those sponsored by the Department of Defense. These children are from the active duty, as well as National Guard and Reserve families. Deployment, particularly in times of conflict, impacts significantly on a child’s emotional stability and academic success.

FORUMS AND STUDIES

Beginning in 2002, the DoD sponsored four Roundtable discussions that were conducted in the highly military impacted states of Washington, Texas, Georgia, and California. The forums addressed educational issues and focused dialogue among installation commanders, public schools, the governor’s office, the state legislature and the State Department of Education. To continue its analysis of the issues, DoD is sponsoring the first longitudinal study to examine the effects of frequent moves on military families and children from Kindergarten through twelfth grade. The analysis of this study will permit us to determine how best to support the military child academically and emotionally.

LEVERAGING TECHNOLOGY

The DoD “National Conference for the Military Child” was held in April, 2002 in Washington, DC, to promote awareness of the issues and highlight national best practices for public school and military leaders. Designed to address the challenges of frequent moves and deployment, the DoD website www.MilitaryStudent.org opened in October of 2003. It is composed of seven web sites for children 6-12 years, teens, parents, families of special needs, military leaders and educators. To encourage replication of programs that support the educational needs of military students, *Promising Practices*, a compilation of programs found in schools around the world, is featured on the website. Also featured on the web are recent DoD publications: “*Educator’s Guide to Deployment and the Military Child*”, “*The Educator’s Guide During Post Deployment: Challenges of Family Reunion and*



Readjustment”, the *Parent’s Guide to the Military Child in Deployment and Reunion*” and Dr. Goodman’s book *“Caring for Kids After Trauma and Death.”* An on-line course for educators and counselors, “Understanding and Teaching the Military Child,” will be available in the fall of 2004. The course will promote awareness of military child issues and introduce coping skills and classroom strategies to foster social, emotional and educational well being of mobile military children and children experiencing parent deployment.

PARTNERSHIPS

The Department has initiated several partnerships that have addressed awareness issues for educators. A partnership with the Department of Education’s Safe and Drug Free Schools has expanded to include work with the National Child Traumatic Stress Network (NCTSN) (sponsored by UCLA, Duke University and the Department of Health and Human Services). NCTSN is working with Camp Pendleton to offer services for children during deployment and also with Walter Reed Medical Center to develop programs that address the emotional needs of children of severely wounded parents. A partnership with Generations United is allowing the DoD to work with this non-profit organization to develop a literacy tutoring program for children of deployed military families by training retired military members in their community as tutors and mentors offering educational and emotional support on a one-to-one basis.

NEXT STEPS

DoD continues to work closely with local and state governments to address policies, programs and procedures to mitigate the educational challenges of the military child. In support of our strong belief in the importance of establishing working relationships with the states, five Quality of Life Regional Coordinators will be located in highly impacted areas across the nation. Coordinators will promote awareness of the issues of military families who move frequently and are deployed, facilitate partnerships between military installations and surrounding communities, and encourage legislation and reciprocity on a state level. Our commitment to addressing the challenges and providing the support for our military children is unprecedented and our expectations are great. Much remains to be done, however, including legislation, reciprocity between states and partnerships that respond to:

- educational challenges caused by frequent moves
- social and emotional needs precipitated by relocations
- transfer of services for special education and gifted education students
- redundant and missed entrance and exit testing
- transfer of coursework and grades
- timely/automated transfer of records
- inclusion in extra-curricular activities
- reciprocity of high school credits among schools.



9 COMMISSARY AND MILITARY EXCHANGE SYSTEMS

The commissary and exchange systems are core elements of family support that provide substantial non-pay compensation to the military, improve quality of life, and enhance military readiness and retention of quality personnel.

The Defense Commissary Agency (DeCA) operates a worldwide system of 275 grocery stores and the three Armed Services Exchanges operate over 700 resale and service activities at 298 locations worldwide. The commissary stores operate using appropriated funds, while the exchanges operate using self-generated nonappropriated funds. The commissary and exchange programs offer retail and consumer services and products desired by patrons at a significant savings at locations around the world, thus substantially increasing disposable income for the military community. Additionally, the exchanges operate stores for troops deployed to forward locations and contingency operations, and the exchanges provide earnings as dividends that support morale, welfare and recreation programs around the globe.

CONSISTENT BENEFIT FOR THE TOTAL FORCE

Significant effort is made to ensure that these benefits are consistently delivered and communicated to all segments of the military population through established military channels, outreach programs and compensation systems. Performance goals are designed to consistently and effectively define, measure, and communicate the commissary and exchange benefits. The commissary and exchange benefits are evaluated based on market basket savings, availability of direct support to active duty, customer satisfaction ratings, catalog and on-line product assortment, cost efficiency, commissary facility condition, recapitalization, and exchange dividends. Facts about the benefits, including accessibility, customer satisfaction ratings, and savings, are certified and distributed annually through established military channels and compensation systems. The Military Departments annually certify and update the payroll disclosure of the value of the commissary benefit to the active duty, Reserves, and retirees.

BENCHMARKING SAVINGS

The Defense Resale System measures delivery of the commissary and exchange customer savings and satisfaction using a standard methodology to compare to leading supermarkets, discount stores, and department stores in the United States. As the Department began benchmarking savings to industry in 2001, our goal was to sustain average customer savings of 30% in commissary stores and 11% in exchange stores. Based on recent reviews of the methodology used to measure savings, reported commissary savings of 32.1% may be slightly overstated and exchange savings of 11 to 16% may be understated. The Department continues to refine the measurements to provide consistent comparison to leading commercial stores and to make comparisons among the Defense Resale Activities. The cost of living allowance provided to service members takes into account the commissary and exchange benefits available.

CUSTOMER SATISFACTION

Customer satisfaction ratings continue to improve. In 2002 the Department of Defense subscribed to the American Customer Satisfaction Index (ACSI), a uniform and independent measure of household consumption experience, to track trends in customer satisfaction, to benchmark the commissary and exchanges to industry and to compare the three exchange systems. The 2003 reports, released in May 2004 to the subscribers, represent the second year that the entire Defense Resale System participated. The ACSI is produced through a partnership of the University of Michigan Business School, the American Society for



Quality (ASQ), and the CFI Group. At their recommendation, the Department is keeping scores confidential over a three year period so a baseline may be established. The overall goal is to meet or exceed the average ACSI industry scores of grocery, department, and discount stores.

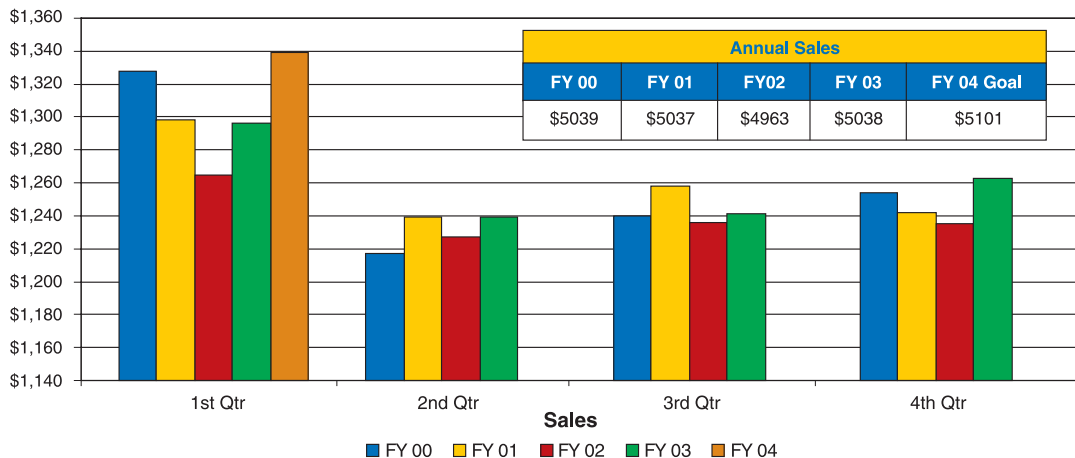
NON-PAY COMPENSATION

The exchange and commissary benefits are important and valued components of non-pay military compensation and are vital to the quality of life of our Service members and their families. These benefits are especially important overseas, where the stores offer American-style goods and services at affordable prices. Annually, the DeCA and the Military Departments validate that products and services are conveniently available, at home and abroad, in clean, safe, and modern stores.

DEPLOYMENT SUPPORT

In support of current deployments, there are 52 Tactical Field Exchanges, 69 exchange supported/unit run field exchanges, and 15 ships’ stores in the OIF/OEF theaters providing quality goods at a savings, and quality services necessary for day-to day living. Goods and services offered include phone call centers, satellite phones, internet cafes, video films, laundry and tailoring, photo development, health and beauty products, barber and beauty shops, vending and amusement machines, food and beverages, and name-brand fast food operations. Goods and services vary by location based on troop strength and unit mission requirements. At home, the Department implemented the new authority to provide unlimited commissary benefits for Reserve and Guard members the same day the President signed the authority into law. As the military population shifts, both in the United States and overseas, DoD must respond with both store openings and closures and alternative formats. As the alternative to closing commissary and exchange stores, an effort is underway to overhaul the combined commissary and exchange store format. Under the current restrictions on these operations, they are successful in few situations — mostly in overseas remote locations.

Commissary Sales
Sales in Millions



FY 03 Sales halt 3-year sales decline and growth continues in FY 04

Source: DeCA
Current as of Sep 2003



SUSTAINED BENEFIT

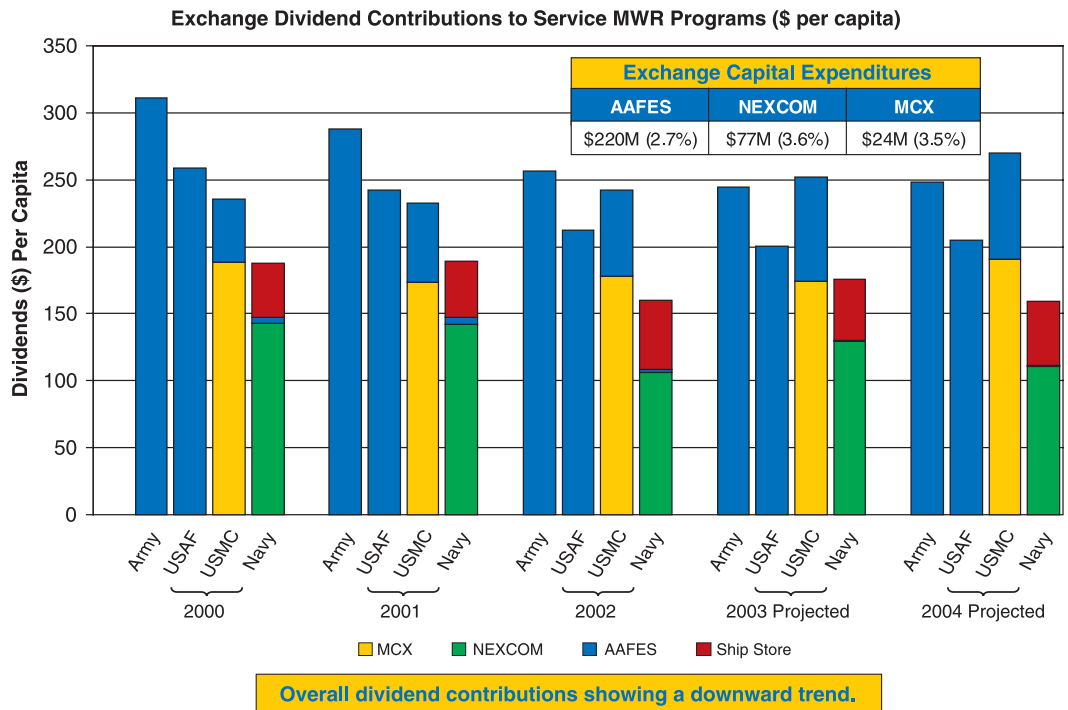
DoD is committed to ensuring that the commissary, exchange, and MWR benefits are sustained and improved for military members, retirees, and their families. The Defense transformation process presented the opportunity to achieve operational efficiency and to maximize these benefits to the uniformed Service member and the entire military family.

PERFORMANCE CRITERIA

A recent study concluded that DeCA’s current pricing model (cost plus a 5 percent surcharge) is the most efficient method to maximize and transfer vendor support directly to the DeCA patron savings. However, assessment of DeCA’s operating efficiency was not included in the study. DeCA is evaluating opportunities to reduce costs by capitalizing on best business practices and studies are ongoing to evaluate 2,886 positions under OMB Circular A-76, to examine case-ready meat, and to restructure the above store level workforce. DeCA has operated under a performance contract for several years. The Military Departments annually certify that commissaries are established in locations that meet DoD criteria and that the expense to sales ratio (unit cost) meets performance criteria.

The exchange benefit is delivered to authorized patrons in stores, through a catalog, and via the Internet. Annually, the Military Departments conduct reviews to verify that exchanges provide health, comfort and

Exchange Dividends and Capital Expenditures



Source: ODUSD (MC & FP), May 2004

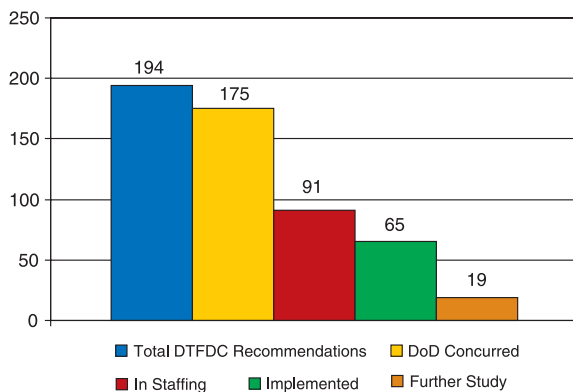


convenience items at all military installations and housing areas with full-time active duty missions, forward deployed locations, ships afloat, and disaster relief and contingency operations. The Military Departments oversee that exchange earnings are sufficient to provide dividends as a source of funding for demonstrated morale, welfare and recreation (MWR) program needs and to support exchange capital investment programs equal to the department/discount store industry average. Because of concerns about diminished profits and dividends, the Department has commissioned a study on consolidating the three separate exchange systems.

10 STRENGTHENING SUPPORT FOR VICTIMS OF DOMESTIC VIOLENCE

The Defense Task Force on Domestic Violence (DTFDV) made nearly 200 recommendations to the Department of Defense (DoD) aimed at strengthening its response to domestic violence. In January 2003, the Office of the Deputy Under Secretary of Defense (Military Community & Family Policy) [(ODUSD (MC&FP)] established a team to coordinate implementation of DTFDV recommendations.

Defense Task Force on Domestic Violence (DTFDC) Recommendations Implementation Status of Recommendations



Source: ODUSD (MC & FP), May 2004

review teams; and (2) initiate civil-military coordinated community response demonstration projects. To date, the following trainings have been conducted: five law enforcement trainings reaching approximately 140 personnel; one victim advocate training reaching approximately 75 personnel; one clergy training reaching approximately 50 personnel. Future trainings are planned for law enforcement, victim advocates, and fatality review team members. Ft. Campbell KY and Jacksonville FL are currently developing coordinated community response demonstration projects.

GUIDANCE TO COMMANDERS

DoD policy memoranda have been issued covering such diverse topics as: The Lautenberg Amendment to the Gun Control Act; The Armed Forces Domestic Security Act; Domestic Violence and Child Abuse Fatality Review; Standard Training for COs, SNCOs, Healthcare Providers, and Chaplains; Military Protective Orders; and Developing Memoranda of Understanding With Local Law Enforcement and District Attorneys. In June, the Department hosted a world wide conference for Family Advocacy Program Personnel to review updates

The Implementation Team is working with offices in the Department of Defense, the military Services and other federal agencies to implement those DTFDV recommendations with which the department agrees.

PARTNERSHIPS WITH OTHER FEDERAL AGENCIES

The ODUSD (MC&FP) entered into a partnership with the Office on Violence Against Women (OVAW), U.S. Department of Justice (DoJ), to take advantage of the enormous wealth of technical assistance available through OVAW grantees to:

- (1) develop training for victim advocates, law enforcement personnel, clergy and fatality



regarding domestic violence and child abuse policy. Additionally, the Department is planning a conference in 2005 for commanding officers to review domestic violence policy updates.

NEW LEGISLATION

The following legislative action requested by the DoD was included in the National Defense Authorization Act for Fiscal Year 2004: strengthened travel and transportation allowances for victims of domestic violence; transitional compensation (TC) to victims may begin upon sentencing of the offender, except when otherwise provided in a specific pretrial agreement; clarification of eligibility for TC to dependents of a Service Member if the Service Member is separated voluntarily or involuntarily; provision of flexibility to Service Secretaries in authorizing TC benefits; and authorization for DoD to conduct multidisciplinary reviews of all domestic violence and child abuse fatalities.

EXPANDED SERVICES

Finally, DoD is expanding its provision of domestic violence victim advocate services and has contracted with the Family Violence Prevention Fund to develop a comprehensive domestic violence public awareness campaign for use throughout the DoD.

11 FAMILY CENTERS & UNIT-BASED SUPPORT OF MOBILIZATION, DEPLOYMENT AND RETURN/REUNION

In response to the Senate Appropriations Committee Report 108-33 requirement for information on deployment support for Service members and their families, this section addresses both pre- and post-deployment support.

OVERVIEW

“While many civilian occupations share some of the demands that are typical of a career in the armed forces—including geographic mobility, residence in foreign countries, risk of injury or death, frequent separation from family, and role pressures—the military is unique in that all of these demands can be asked of a Service member at the same time.”¹

The Global War on Terrorism has placed extreme and prolonged demands on families with members in either the Active or Reserve components. Where less than one in 100 members of the Guard and Reserve were deployed in FY 2000, more than one in five are now deployed. In addition, while hostile deployments produce great stress on military families, there are other aspects of military life that strain family relationships as well (e.g., unaccompanied tours, unpredictable and long work hours, frequent relocations to include overseas).

These challenges have hammered home the universal applicability of one of the most important lessons of recent military conflicts: mission effectiveness depends heavily on jointness—how well the different branches of the military communicate and coordinate their efforts on and off the battlefield. It is eminently clear that achieving jointness in wartime requires us to have built jointness in peacetime—jointness in mission readiness, in family readiness and in all quality of life areas.

¹ Segal, M. W. (1988). “The Military and the Family as Greedy Institutions.” In *The Military: More Than Just a Job?* C. Moskos and F. Wood (Eds.). Washington, DC: Pergaman-Brassey’s



Each of the military departments has built a highly responsive family support system that incorporates the best resources available to help families cope with the demands of military life. The cornerstone of these systems is a worldwide network of installation Family Centers and local Family Assistance Centers that are established as needed.

- Installation Family Centers, located at roughly 300 active military installations worldwide, provide a network and delivery system for a wide range of services supporting commanders, military members, and families. These include:
 - Information and education on, and assistance with, key family well-being issues (e.g., financial preparedness, explanation of benefits, and contingency family care plans);
 - Tools to keep military personnel and families in direct contact, including email, telephone cards, and video-phone access;
 - Assistance for families with special needs;
 - Spouse employment assistance;
 - Consultation with families preparing family care plans;
 - Printed materials, deployment kits, and videos on a wide variety of issues of concern to families, such as helping children and youth deal with the anxieties of having a parent in a dangerous situation;
 - Assistance to unit-based family support groups and command supported volunteer networks that ensure accurate, timely information is passed from the commander to spouses and family members;
- and*
- Post-deployment support addressing a range of issues relating to both married and single Service members.

The services provided through this network help reduce personal and family stress by assisting members and families in preparing for and dealing with the challenges of military life. They support commanders by providing information and counseling on an as-needed basis to all segments of the military community, and by managing the Services’ unit-based volunteer family outreach organizations:

- Army Family Readiness Groups
- Navy Ombudsmen
- Air Force Family Support Groups
- Marine Corps Key Volunteers

Connecting Reserve component families, who live across America, with the services they need presents a particular challenge. An aggressive effort to reach Reserve families is under way. In October 2002, DoD created the Joint Family Readiness Working Group to share strategies, identify gaps in service, and review lessons learned. Since that time, the Joint Family Readiness Working Group has promoted the sharing of best practices and pushed to increase mutual support across Service and component boundaries. Moreover, this joint vision has spread to all levels of the Reserve components, leading to an increase in shared support and joint practices at the unit level. This collaboration has contributed to increased overall support for vital family readiness programs to assist Guard and Reserve families, including the establishment of approximately 400 National Guard Family Assistance Centers to augment the family support resources.

At the same time, the National Guard has taken the lead in supporting families that are geographically isolated from military installations, working through 54 state and territory offices to provide family support and training. Unit Family Readiness Groups, staffed by volunteers, actively maintain communication with families in outlying areas through newsletters, web sites, and direct communication to enhance unit-to-family communication.



The geographic remoteness of many National Guard and Reserve families makes them optimal candidates for technologically-based family support services. The National Guard and Reserve are enthusiastic participants in the popular Military OneSource program, which uses toll-free telephone numbers and Military OneSource web sites to deliver information and services 24 hours a day, seven days a week, from any location in the world.

We have been extremely pleased with the success of the OneSource program. The program offers services in more than 140 languages. Information and referral is provided by professional staff, who respond to questions and requests in the format dictated by the needs of their customers: via a toll-free telephone line, the Internet, or email. Military OneSource also offers personal services, including referrals for emergency assistance and financial assistance, information about respite care for children, and help in navigating military systems. In addition, Military OneSource provides access to pre-paid family assistance counseling services on issues ranging from parent-child communications to reunion/reintegration of the family following deployments. A licensed provider located within 30 minutes of the military family’s home supplies this counseling.

Military families live with a high level of stress not only because of frequent deployments that place the Service member/parent/spouse in harm’s way, but also because of frequent moves, disruptions in the military spouse’s employment, and the challenges created by children changing schools. The Military OneSource program is a uniquely flexible method of providing support to military personnel dealing with these challenges, especially the two-thirds who live off-base and the vast majority with family responsibilities.

Our Service members have strong family values and high aspirations and expectations for their quality of life. To that end, the Department, in its new Social Compact, has entered into a written commitment to improve life in the military, underwrite family support programs, and work in conjunction with families to accomplish the military mission. The OneSource program leverages the power of public-private partnerships and technology to deliver a high level of services in keeping with this covenant.

In the decade since Desert Storm, the Department of Defense has worked diligently to ensure that Service members and their families are provided with the best support possible, especially during periods of mobilization and deployment. We have sought and employed the best knowledge and tools at our disposal to provide education, training, outreach and personal support to help military families cope with the demands of frequent separations and the realities of a vocation in which one or both parents may be placed in harm’s way.

DEPLOYMENT SPECIFIC SUPPORT

Research shows that, while military families experience stress during all three phases (mobilization, deployment, and return/reunion) of deployment, certain issues tend to be tied to specific phases. For this reason, it is extremely important that the Department and the Military Services use Family Center and unit-based family support programs to anticipate and address key issues associated with each phase. Troops who know that they and their families are properly cared for are better able to focus on their missions, deliver top results, and reunite with their families successfully. The impact of deployments and separations on spouses and families is of paramount concern for the Services.

MOBILIZATION PHASE

Military family members’ emotional responses to an impending deployment can include fear and uncertainty regarding their sponsor’s safety, concerns about how the family will cope during the Service member’s absence, worries about the impact of an extended separation on marital and other family relationships, and emotional



detachment and withdrawal as the time for departure nears. When an impending deployment is announced, military spouses typically want to know:

- 1) Where is my spouse going?
- 2) How long will he/she be gone?
- 3) Will he/she be in danger?
- 4) How do I get in touch with him/her if I need to?

The inability to get quick and accurate answers to any of these four basic questions greatly increases spouses' distress.

There are four key elements to managing stress in the mobilization phase:

1. Communication. One of the most important elements in the mobilization phase is continuing communication with Service members, their families and the larger communities that surround them. Information provided to members and their families immediately prior to mobilization is often incomplete and/or overwhelming. Instead, deployment and mobilization information and education should be provided on a sustained basis and through a variety of media to both Service members and their families starting from the time a member enters the Service.

Family centers provide a necessary link in the pre-deployment communication phase by translating command directions and requirements into family preparation strategies and care plans. They also help integrate elements of the larger community surrounding a military installation (schools, community leaders, etc.) into an effective network to communicate information about resources and programs to military families on and off the installation. Likewise, the unit-based programs complement the Family Center services, reaching a greater number of families.

2. Outreach. Another key element is command outreach to members, their families and the communities in which they live on a continuing basis rather than just during deployments. There is also a need for more outreach to Service members' parents, siblings, and significant others. This task is complicated by the geographic separation of military members' extended family or lack of access to military installations. To address this issue, ongoing deployment training stresses that, prior to any deployment, Service members should provide their parents and significant others with multiple sources for obtaining information during the Service member's absence.

It is also extremely important to ensure that members who deploy individually (and their families) receive information and outreach from the units they join. While this is mostly a National Guard and Reserve issue, guidance to commanders and service providers must emphasize the need for outreach to families and those deploying separately from their regular units. This is one of the most important functions of family support to Guard and Reserve units.

3. Information Resources. Family centers serve as a critical information resource for deploying Service members and their families. In October 2002, DoD issued guidance to the Military Services outlining the full array of services and issues to be addressed in deployment support. The guidance covered responsibilities not only for the period of deployment, but also for the phases before and after deployment and addressed such issues as total force access to services, outreach to parents, use of technology, support for high-risk families, strengthening volunteer unit-based support activities, and providing comprehensive return and reunion programs.

A highly successful Joint Services Contingency Planning Group assessed the requirements and resources needed to support the total force during deployment. Ideas were shared, redundancies eliminated, and gaps in



programs and services identified. Partnerships were formed with non-profit organizations and with the Department of Veterans Affairs to identify and implement strategies to ensure that resources and services are made available to those Service members and families that most need them.

All four Military Services have made great strides in preparing Service members and their families for dealing with periods of deployment, facilitating ongoing contact between deployed members and their families, working with all components to integrate and augment support programs, using technology and employee assistance programs to provide accurate and timely information, assuring the viability of Family Care Plans, and developing web-based resources.

The Army’s **Operation READY** (Resources for Education About Deployment and You) materials—available in print, on CD and on the Army Community Service (ACS) web site—have also proved extremely useful during Operation Enduring Freedom/Operation Iraqi Freedom (OEF/OIF). Each of the other Military Services is encouraged to use these materials by customizing them, if necessary, to fit their specific requirements.

4. Unit Leadership. A sustained program of deployment preparation training and ongoing screening to assess family readiness for deployment enhances unit effectiveness in all types and phases of operations. By intensifying units’ deployment preparation training and making communication with families a leadership policy requirement, avenues for communication with families will be properly established and maintained throughout a Service member’s career. Also, some Guard and Reserve members (and their families) appear to not have understood the nature of their commitment and that deployment was a distinct possibility. Guard and Reserve unit leaders must address deployment preparation as part of unit readiness and provide ongoing training for members and their families.

In the Army, programs sponsored by installation chaplains supplement and enhance the pre- and post-deployment support provided by Army Family Centers. Army chaplains serve as the primary briefing agents prior to and following the R&R Leave Program. Their briefings include many of the elements of the normal redeployment and post deployment training including reunion training, safety, and adjustment issues. Another Army chaplains’ program, Building Strong and Ready Families Program, is utilized as a pre- and post-deployment activity to strengthen young married couples so they can withstand the pressures of Army life. Couples learn the traits needed for an effective marriage and complete a health risk assessment instrument. Health promotion staff interview participants and inform them of potential community helping agencies. Health personnel promote community wellness resources for families, gathering data, and assessing risk factors for health and family violence.

Marine Corps leaders are enthusiastic supporters of the DoD Healthy Parenting Initiative, which seeks to strengthen family bonds within the context of military life. At the unit level, Marine Corps commanders use their training to identify potential challenges to family cohesiveness and direct individual Marines and family members to appropriate support and information resources. This on-going effort, which spans active and Reserve components, recognizes the dedication of Marines and their families, and helps sustain the total force operational capabilities necessary to pursue the global war on terrorism.

DEPLOYMENT PHASE

During deployment, it is typical for family members to experience fear and uncertainty regarding their sponsor’s safety, anger, and sadness, feelings of loneliness and isolation, and loss of emotional support. Junior enlisted spouses may experience an even greater sense isolation than their senior counterparts, because they often live farther from the base and its support resources, and are more likely to have very young children.



New Tasks. In addition to the emotional stress caused by the loss of companionship and intimacy, many family members experience stress at having to assume new tasks and roles with which they are unfamiliar. Tasks formerly accomplished by or shared with the sponsor become the sole responsibility of the family member who remains behind. These can include household and automobile maintenance, parenting, and handling family finances.

The complementary resources offered by installation Family Centers and Military OneSource provide a comprehensive support network to address most such issues. Family centers help families connect with installation programs and community resources, and where appropriate, encourage them to share their competencies through Service volunteer networks. Military OneSource supplements these programs with 24/7 information and referral.

Additional Child and Youth Programs. Deployment produces a critical and unrelenting need for additional child care. First, Service members must get their units ready to deploy, which means they cannot be released from work at the usual time or must work shifts and/or weekends. This creates an immediate demand for extended child care. Service members involved in training exercises or temporary duty away from their home station often need weekend, holiday or round-the-clock child care. There is also the need for back-up child care for when a child is sick or when routine child care arrangements break down. There is a need for child care in the Family Assistance Centers and for emergency child care, especially in the event of casualties. There is also the need for respite care for the parent who has no break from and no assistance with parental responsibilities.

Thousands of child and youth employees and military home care providers support the families of deployed troops. Child care providers offer services beginning as early as 4:30 a.m. and extending until late in the evening to support shift workers. Military home care providers often provide additional evening hours of care. Many take children to ball practice or choir, help with homework, or volunteer to coach youth sports teams whose coaches are deployed. To reduce interruptions in family routines, military child development centers develop and activate Child Care Mobilization and Contingency Plans as needed. These plans augment normal operations in a variety of ways:

- Child care hours of operation may be adjusted to support an extended duty day or to provide more hourly care to support unit briefings.
- Pre-identified alternative child care sites are employed to expand capacity
- Staff recruitment and background check actions are expedited to replace family member employees and to accommodate the increase in the number of children to be served
- Augmented safety and security measures may include the designation of child care staff as “mission essential personnel” in order to provide child care services to other mission essential personnel.
- Fees are often reduced and child care hours extended in support of the mission may be provided at little or no cost to Service members.

There is a concomitant need for supervision options for youth who may be stressed by the fear of physical harm to their parents while deprived of the guidance, support and nurturing normally provided by deployed parents. DoD has 350 youth centers that provide safe and secure environments where military youth can connect with their peers and participate in recreation and sports programs. Programs have been expanded considerably through partnerships with the Boys & Girls Clubs of America, the 4-H Clubs, and other national organizations.

Communication. During deployments, unreliable information can fuel rumors, which can be counterproductive and stressful for family members. Rumors sometimes originate from unofficial communications from deployed members to spouses and tend to circulate around departure and return



timelines—the subjects over which individual Service members and family members have the least control. Official command channels are usually the only reliable source for accurate information on these topics, but verified information from the command may not be timely enough to dispel the spread of misinformation about deployment.

Family centers and their associated unit-based volunteer programs provide an important communications bridge to the families of deployed personnel. However, this can place additional strain on Family Center and volunteer service providers, many of whom are military family members themselves. To help alleviate this stress associated with serving as a Navy Ombudsman or Marine Corps Key Volunteer, the Navy Chaplains Corps created a specially designed program of retreats. Called “Caring for Caregivers,” the program is offered through the Chaplains Religious Enrichment Development Operations (CREDO) initiative.

We cannot overlook the role communication plays in the public school systems that educate the children of deployed personnel. Public school educators, counselors and mental health workers may not be aware of the unique issues and challenges that confront military dependent students. The Department has initiated several partnerships to address these issues with educators. We have expanded our partnership with the U.S. Department of Education’s Office for Safe and Drug Free Schools to include work with the National Child Traumatic Stress Network (sponsored by UCLA, Duke University and the U.S. Department of Health and Human Services). Together we have developed and made available the following information booklets: *Educator’s Guide to the Military Child During Deployment*, *Educator’s Guide to the Military Child During Post Deployment: Challenges of Family Reunion*, and *Parent’s Guide to the Military Child in Deployment*.

Community Partnerships. Attention needs to be paid to community building among military families, with particular support for those families who have members who are deployed. This community building takes two basic forms:

- Enhancing the cohesiveness and interaction between the military unit, its family support structure and military families.
- Encouraging and enhancing the connections between the military community and the surrounding civilian community.

Unit leadership, Family Center services and outreach programs are the keys to building a strong sense of community among the personnel and families associated with the unit. In the current environment, the focus of their efforts must be the mobilization, deployment, and return/reunion initiatives crucial to the unit mission.

However, we must also be sensitive to the symbiotic relationship that exists between military installations and nearby civilian communities. Just as life on our installations changes when troops are deployed, the nearby civilian communities are significantly affected when large numbers of people are withdrawn.

Communities, corporations, and individual citizens have been very generous with their time and skills in their effort to be good neighbors to family members left behind. We are grateful that local business and community service organizations feel very connected to military families and seek out ways to help. Through cooperative efforts with the USA Freedom Corps, we have been able to channel many local businesses’ and individuals’ spirit of volunteerism to those families of deployed personnel who most need assistance.

Mission Implications and Outcomes. The success of military support initiatives throughout mobilization and deployment has a direct impact on the performance and morale of deployed military personnel. In the words of Lieutenant Colonel Giles Kyser, USMC, Commanding Officer of the “Warlord Six” Battalion, to the families of Marines and sailors deployed about thirty miles south of Baghdad:



“I must also tell you that one of the reasons we are winning is because of the incredible support we receive every day from you all at home. The Key Volunteers in particular have done an amazing job of juggling the worries associated with this kind of a deployment while simultaneously providing that unique kind of help across the battalion that makes Marine and Navy families so very special. There are no words that can possibly describe the combat multiplier that you are, but take my word for the fact that your actions have saved lives, because your Warlords have been able to focus on the mission here.”

RETURN/REUNION PHASE

Adjusting to changes that occur in family members, Service members, and family dynamics during a deployment can be stressful for all involved. Expectations held by military personnel, spouses, and children concerning life after deployment may prove to be quite different from actual experiences. Typically, reunion requires a renegotiation of family roles and recognition on the part of returning Service members whose family members may have acquired new skills and a new level of independence in their absence.

Children may have a particularly difficult time adjusting when a military parent comes home. A junior enlisted sailor stationed at Coronado explained, “The kids are the hardest part. They don’t know why you keep leaving. You’ve been gone for a few months and you come back into the house and they don’t know you.”

Dr. Chris Coulapides, manager of the Intervention and Treatment Branch of Camp Pendleton’s Personal Services Division noted, “They’ve [the children] been relying on one parent to be the person that answers their needs and they go to with problems. Now the second parent comes back and things change.” Coulapides also stressed the importance of continual post-deployment support, saying, “When people come back, presuming things aren’t terrible at home, there is an elation with that that lasts a few weeks. But they can have difficulties that emerge months later...”

Leadership. Most of the issues associated with the return/reunion phase involve leadership. In the Air Force, for example, all units are required to designate a family readiness non-commissioned officer (NCO) to act as the unit’s family outreach coordinator. This NCO works closely with installation Family Centers, chaplains, and other installation support activities to ensure consistency in the unit information presented to affected families.

Return/Reunion Preparation. Each Service is committed to ensuring that 100 percent of their Service members receive return/reunion preparation. This preparation should use standard materials that are augmented and tailored to meet each Service’s needs. Reunion assistance should be further tailored to meet the needs of individual units, if necessary.

The Army’s new formal comprehensive post-deployment program, “Deployment Cycle Support,” consists of classes, discussions, and psychological assessments to help facilitate a smooth and healthy return from deployment to home for Service members and their families. This program begins in-theater, continues at demobilization stations, and is sustained at home stations. Information on family reunion and health care, as well as individual assessment, is provided. Based on these individual assessments, Soldiers and Army civilians participate in follow-up assistance, as appropriate. Colonel David Orman, a psychiatry consultant to the Army Surgeon General noted, “We don’t want them [soldiers] in a war zone one minute and then stepping off [a] plane and going to Disney World without some transition period to deal with residual concerns.”

To begin this process, Headquarters, Department of the Army, hosted a planning conference at Fort Bragg, NC, from April 7-11, 2003. Seventy-seven representatives from headquarters, commands, and separate



agencies participated in the conference. Conference participants reviewed the Army’s deployment doctrine, reconstitution, and post-deployment support actions; identified and prioritized tasks that were developed during the conference; and identified policy proponents for each task and/or commands/agencies responsible for task implementation.

This resulted in a contingency plan being published. Additionally, a Web site, <http://www.armyg1.army.mil/WellBeing/DeployCycleSpt.asp>, was established to assist Soldiers, leaders and units by providing standardized briefing packets, information papers and the new Post-Deployment Health Assessment. This Web site provides the consolidated reference tools to assist commanders, Soldiers and family members with reintegration and reunion issues.

The **Navy** has used its Family Centers to provide post-deployment programs for many years since six month or longer deployments are a way of life for sailors, Marines, and their families. However, during the period of Operation Iraqi Freedom/Operation Enduring Freedom, Navy experienced a significant surge in demand for post-deployment programs, which it met by stretching existing resources.

Navy post-deployment programs and services include:

- professional Return and Reunion teams who provide reunion programs on ships for service members transiting home;
- workshops and briefs for service and family members not deployed;
- increased information and referral services for family members, including extended family members, training for Navy Family Ombudsmen, (the Commanding Officer’s primary communications link between the deployed command and families at home);
- priority individual and family counseling services for families of deployed service members; and
- demobilization services for returning Reservists.

The Navy Chaplain Corps has historically provided various retreat programs for Sea Service personnel, their families, and retirees. Since the attacks of September 11th, operational forces have been deployed away from home for longer periods. New programs have been developed that are more “mobile,” allowing the Chaplain Corps to meet the needs of operational forces. Navy chaplains are embedded in units to build relationships with service members before, during, and after deployments. These relationships open doors into the lives of service members and their families so that chaplains are able to offer their help in times of need.

The **Air Force** offers a variety of post-deployment briefings, one-on-one sessions, classes, and workshops. Air Force family support programs enhance readiness by promoting family and community health and resilience. This includes acting as the command for nonviolent communities through installation family advocacy programs. Post-deployment operations rely on an integrated delivery system, which connects all installation level helping agencies, (Family Centers, chaplains, life skills, mental health, family advocacy and child/youth programs). This joint effort results in families best prepared for a smooth reunion. In addition, each helping agency offers support services and programs based on specific needs of the families.

The Veterans of Foreign Wars and the United Way are active partners in supporting the Air Force return and reunion programs. The Key Spouse Program is new and very active in the Air Force Reserves.

The **Marine Corps** developed a standardized return and reunion program consisting dubbed “Warrior Transition.” The program features a mandatory warrior transition brief for the returning Marine, a return and reunion guidebook for Marines and family members, a caregiver brief, and briefings designed for spouses. These documents are available electronically at <http://www.usmc-mccs.org/MCFTB/return.asp>.



To augment these materials, the Marine Corps and Navy have assembled what officials call the most comprehensive array of counseling, therapy, and services ever offered to returnees and their families. The program also includes lectures, seminars and counseling even before Marines leave Iraq and Kuwait.

The **National Guard's** State Family Program Coordinators are the primary source of family readiness support to commanders, soldiers, airmen, and families. They work closely with their unit family readiness points of contact, family readiness groups, state chaplains, recruiting and retention offices, employer support ombudsmen, and where available, active and other Reserve component family support centers. Due to the geographic dispersion of families and the distance from active duty installations, these dedicated family support professionals reach out to community agencies to provide needed services. These local resources include the American Red Cross, community social services, Veterans Administration and VET Centers, other governmental agencies, private associations, faith based organizations, and many others. The National Guard also takes advantage of Army and Air Force wide programs that are available, including “Military OneSource,” the Army Career and Alumni Program, and Operation READY.

As part of the deployment cycle, the Army National Guard within each state, territory, and the District of Columbia is responsible, by regulation, for coordinating family assistance for all military family members within the State and in the areas beyond the support capability of military facilities. In addition to married and single Service and family members, the National Guard includes extended family members in its information and referral services.

The Army National Guard operates an ad hoc network of about 400 Family Assistance Centers in all states and territories. They are regionally based and publicized as the primary entry point for service and assistance that any military family member may need during the deployment cycle. These Family Assistance Center focus on information and referral, but they also conduct outreach and follow-up to ensure family member needs are met. The centers are critical links for the families, service members, command, and community.

The physical, financial, medical, psychological, and social impacts of rapid separations and extended deployments are a great concern for National Guard leaders. As the Guard deals with increasingly short notice of open-ended deployments, a constant state of Service member and family readiness becomes ever more critical to Guard operations. The only way to ensure mission success is to keep fostering family preparedness and resilience.

It is clear that multiple programs and/or delivery systems are needed to ensure effective contact/communication between Service members, their families, and their units. We must stick to the basics of family readiness command support, unit leadership, Family Centers, volunteers, phone trees, contact numbers and a connection with every family. A complete report on the status of the Services' post-deployment programs is attached separately and provides in-depth coverage of many of the programs mentioned in this section.



12 MORALE, WELFARE AND RECREATION

The Services have implemented a broad assortment of Morale, Welfare and Recreation (MWR) program initiatives aimed specifically for forces deployed to fight the war on global terrorism and their family members. These include free Morale, Welfare and Recreation operated internet cafes at 30 locations in Iraq and computers/internet service at home station libraries and youth centers to ensure families can send and receive e-mails from their loved ones who are deployed. Additionally, there have been library book and periodical kits, recreation kits that include large screen televisions, DVD/CD players, movies, up-to-date video games and game CDs, exercise equipment, sports equipment, pool and ping pong tables, movie projectors and first run movies. Auto skills centers have also set up special programs to assist spouses of deployed personnel with emergency auto repairs.

COMMUNICATIONS

The new MilitaryHOMEFRONT web-portal will become the central, trusted, up-to-date source for Service members and families to obtain information about all DoD Quality of Life programs and services, whether they are planning a PCS move or dealing with deployments and family separations, or looking for the specials at the commissary or exchange. The site will contain not only breaking news, but also quick links to SITES4 (a comprehensive military community information database), to Military OneSource, and to other sites supporting military families. DoD has also established a Commander's web page <http://www.commanderspage.dod.mil> to provide easy access to quality of life news and resources.

TELECOMMUNICATIONS

During deployment, communications with loved ones is an essential element of family support and unit morale. As theater conditions permit, we have increased access to e-mail, telephone calling centers, and satellite phone services provided through the Defense Switched Network (DSN) Health, Morale, and Welfare (HMW) calls and the unofficial telecommunications furnished by the Armed Services exchanges.

It is a longstanding DoD practice for Service members to be able to make subsidized or free telephone calls home. The frequency and duration of calls using official phones for Health, Morale, and Welfare calls are determined by the commander so as not to interfere with the mission.

The National Defense Authorization Act (NDAA) for FY 2004 requires that prepaid phone cards, or an equivalent telecommunications benefit, be provided without cost to enable Service members serving in Operation Enduring Freedom and Operation Iraqi Freedom to make telephone calls. The telecommunications benefit may not exceed \$40 or 120 calling minutes per month. To ease the financial burden, the Department has authorized the Armed Services Exchanges to sell their pre-paid phone cards to the general public online for the purpose of sending them to deployed military members. The Secretary of Defense may accept gifts and donations in order to defray the costs of the program.

On the average, 50,000 Health, Morale, and Welfare calls are made each day using the Defense Switched Network (DSN). The Health, Morale and Welfare calls are provided at no cost to members serving in Operation Enduring Freedom and Operation Iraqi Freedom, at an average of \$9.63 per member per month. An equal volume of calls are made over “unofficial lines” where members pay for the calls. The unofficial calling rates have dropped from \$.37 to \$.32 per minute in call centers and from \$.90 to \$.76 on satellite phones. DoD is identifying the value



of the subsidized Health, Morale, and Welfare calls and continuing efforts with telecommunications partners to reduce the cost of calls from the theater. The Military Departments and Combatant Commanders report the value of donated calling cards approaches \$1 million a month or \$5.19 per member.

While theater conditions are not ideal to provide “calling anytime, anywhere,” we are committed to expanding available service as infrastructure becomes available. We have mounted an information campaign to ensure that members choose the most economic calling method available and are looking at more convenient ways for the American public to purchase and donate the best value of calling minutes to service members. If there is a shortfall, we will determine the resources required to fully implement the NDAA.

ARMED FORCES ENTERTAINMENT

Armed Forces Entertainment, in cooperation with the United Services Organization (USO), continues to provide much welcomed celebrity and professional entertainment to our forces engaged in the war on global terrorism. Robin Williams, Robert De Niro, Conan O’Brian, David Letterman, Drew Carey, Arnold Schwarzenegger, Gary Sinise, Paul Rodriguez, George Gervin, Kid Rock, Lee Ann Womack, Miss Universe, several NASCAR and WWE stars, and several NFL cheerleading squads are some of the many celebrities and entertainers who have generously donated their time to bring a taste of home to deployed forces.

FIELD EXCHANGES

There are 52 Tactical Field Exchanges, 69 exchange supported/unit run field exchanges, and 15 ships’ stores in the OIF/OEF theaters providing quality goods at a savings, and quality services necessary for day-to day living. Goods and services offered include phone call centers, satellite phones, internet cafes, video films, laundry and tailoring, photo development, health and beauty products, barber and beauty shops, vending and amusement machines, food and beverages, and name brand fast food operations. Goods and services vary by location based on troop strength and unit mission requirements.

FITNESS

The Department’s goal is to fully integrate health and fitness into the everyday life and mission of the military community. Surveys have shown that fitness remains the number one Morale, Welfare and Recreation program. Military installations maintain year-round fitness facilities where instruction and education are available. These programs offer a structure within which Service members, regardless of occupational specialty, unit assignment, age or gender, can acquire a base level of general physical fitness. Service members must remain physically fit for the rigorous demands of military duty, meet demanding military physical fitness standards and maintain physical readiness. Regular physical conditioning aids in weight management, typically results in less lost duty time due to health related problems and provides an avenue for stress relief. Military fitness programs also include healthy lifestyle promotions that encourage service members and their families to incorporate regular exercise into their daily routine.

The Department has established standards for fitness programs in the areas of services, staff, training, equipment and facilities. Evaluations of progress toward meeting these standards are completed annually. In addition, DoD actively engaged in a Fitness Business Initiative Council (BIC) effort to identify private sector partnerships that will improve fitness program delivery and will test varying strategies at six DoD installations over the next year.



LIBRARIES

DoD library programs continue to leverage technology to improve library service delivery. The Department has engaged Purdue University’s Military Family Research Institute to conduct a study of DoD library programs to determine their value to military communities and alternatives for future library program service delivery.

13 OFF-DUTY VOLUNTARY EDUCATION AND MILITARY TUITION ASSISTANCE

Military tuition assistance (TA) has been an important benefit available to Service members since the late 1940s. While initially a benefit intended for enlisted personnel, Congress extended coverage to the officer corps in the 1950s. The Services initially provided sporadic levels of coverage until it became a mandated item in the National Defense Authorization Act of 1972. Congress and the Department have continued to expand the coverage since then.

The TA program was developed to provide tuition support for active duty personnel, similar to that provided veterans by Veterans Education benefits. Its intent was to fund non training-oriented, personal development courses and degrees self-selected by the Service member.

TUITION ASSISTANCE PROGRAM GAINS WIDE SUPPORT

As the tuition assistance program matured, leadership began to take a look at making it available to Service members with more equitable levels of distribution. In 1992, the Chief of the Joint Staff asked DoD to consider making TA policy uniform across the Services. That would ensure that Service members from different services sitting in the same classroom received the same level of TA coverage. In 1994, the Marsh Commission on the Quality of Life in the Army Forces also noted the disparity in coverage and recommended that the Secretary of Defense establish TA policy that afforded the same levels of coverage for all members of the Armed Services. In 1996, the Services agreed to a uniform TA policy. A new directive was put in place in 1997 that fully implemented this uniform policy.

EDUCATION COSTS INCREASE

Years passed with no increase in the level of TA coverage to accommodate for inflation in academia. In the 1997-1999 timeframe, the Department began adjusting the level of coverage upward. TA increased from \$187.50 per unit cap up to an annual ceiling of \$3500, to a \$250 per semester unit up to an annual ceiling of \$4500. This allowed higher levels of coverage for what amounted to a half-time academic load.

This increase in the cost of the TA coverage amounted to an immediate thirty-three percent increase to the overall TA program. While, the Department was waiting to fully implement this expanded coverage, new legislation was passed that permitted potential coverage of Service members’ education expenses from 75 percent to 100 percent of tuition expenses and related course costs.

The increase in the level of coverage, up to a ceiling, was scheduled to go into effect in early 2001. However, at the request of the Services, DoD delayed implementation until October, 2002. That gave the Services a year and a half to work the increases into their budget planning and execution documents.



ENROLLMENTS AND COSTS INCREASE

The impact of the legislation, coupled with the increase in the cap and annual ceiling was immediate. Enrollments and TA costs increased by about 35 percent from FY01 through FY03, and that trend is following through into FY04, although the level of increase is not as extreme. The Services have been hard-pressed to keep up with the growth; however, they have determined this is a meaningful benefit and have found the dollars to cover the increases.

TUITION ASSISTANCE ENHANCES RECRUITMENT AND PERFORMANCE

The Department agrees with the Services assessment for numerous reasons. Not only is TA good for recruitment and retention, it is a great job enhancer. Study after study show that TA is the main reason personnel are attracted to and stay in the military. DoD and Service analyses have shown this to have been the case for decades. Service-sponsored, as well as outside studies, show that better-educated Service members perform better on the job, and thus contribute to enhanced unit readiness and mission accomplishment.

For the reasons noted, we believe it would be inappropriate for us to place the military tuition assistance program at risk. The Department recognizes the need to continue to fund this important quality of life program uniformly across the Services at the levels established by the Under Secretary for Personnel and Readiness. The demands that we are currently placing on our personnel in uniform require nothing less.

14 DOD PARTNERSHIP WITH STATES INITIATIVE

The Department of Defense recognizes that solutions to fulfill the needs of Service members and their families are not all clearly within the purview of the Department to accomplish. Answers to some of the most compelling challenges of Service members and their families are often influenced by State governments and local communities. Installation commanders have been the primary conduit to state and local governments and organizations, and through them, strong community partnerships have been forged to support military families. These partnerships have answered many of the needs of Service members and families, but not all. The Department recognizes financial stability, spouse careers and school support for military children as three areas where State governments, nonprofit organizations and industries can assist DoD in improving their quality of life.

COLLABORATIVE APPROACH

The Department is taking a collaborative approach to improve employment opportunities of military spouses by partnering with federal, state and local governments to address legislative and regulatory barriers that may inhibit financial stability and portability of jobs, and developing partnerships with government, non profit and private sector organizations to increase the number of opportunities available to spouses to develop careers. To facilitate collaborative efforts with States, nonprofit organizations and with industries, the Department has established a website: www.USA4MilitaryFamilies.org. The purpose of this website is to provide a forum for sharing information about initiatives that support military families (Active Duty, Guard and Reserve).

The Department is employing a similar collaborative approach to emphasize financial well being through a Financial Readiness Campaign designed to enhance the education and awareness programs of the Military Services through the support of 26 Federal agencies and non-profit organizations.



VARYING STATE REQUIREMENTS CREATE CHALLENGES

Issues such as eligibility for unemployment compensation and transfer of certifications and licensure between States can have a dramatic affect on the financial well-being of military families. Spouses may have to seek jobs below their qualifications in order to sustain necessary family income either due to unemployment compensation ineligibility or because of stringent licensing requirements. Resolving these impediments is both pragmatic and a matter of principle: military families do not transfer between states at their own desire, but to fulfill military requirements.

STATES’ “MILITARY FRIENDLY” INITIATIVES

The Department is targeting states with the greatest number of Service members and military family members. The Department will work with state governments to consider policies and statutes that are more supportive of military families. This collaborative effort includes the unique requirements of Guard and Reserve families. The Department is working closely with the National Governors Association to identify and publish state initiatives to support military families.

At the invitation of Senator Alexander, Dr. David S. Chu, Under Secretary of Defense (Personnel and Readiness) met with Governors Bush and Kempthorne in February 2004 to discuss the actions State governments can take to support military families. As a follow-on to this meeting, the Department met with officials from Texas, North Carolina, Virginia, Florida, Idaho and Tennessee, to see how increasing DoD and state collaborations can remove or minimize barriers that inhibit military families from achieving stability in their lives.

Florida has established a model for state support of military families. The Florida Senate 2003 Interim Report on Support of Military Families clearly outlined the benefits and impediments experienced by military families residing in Florida. The comprehensive legislation that resulted from the report will resolve unemployment compensation ineligibility, assist spouses with employment, help military children transition into Florida schools, and support housing requirements for military families.

In May 2004, the Department sent a team of subject matter experts to participate in an Idaho Guard Family Readiness Workshop held in Boise. At the request of Governor Kempthorne, the Principal Deputy Under Secretary of Defense and other senior DoD officials also participated in a working session with the Governor and his key staff to discuss support to Idaho guard and reserve families. The working session was followed by a statewide town hall meeting with family members, which was facilitated through video and audio conferencing.

Also in May, Senator Alexander joined DoD officials at Ft. Campbell, TN/KY, to announce the DoD Family Stability Initiative (“USA4MilitaryFamilies”), a collaboration among interested states and DoD, that will work along with the Senate Subcommittees on Children and Families and Armed Services Personnel to improve the quality of life of military families.

Department of Defense officials recently met in the state capitol with members of the Virginia Citizen-Soldier Council to discuss the DoD initiative and potential opportunities for collaborative efforts with Virginia. Governor Warner created the council as an advisory board on ways to raise and sustain awareness of the contributions of Virginia’s National Guard and Military Reserve Personnel and to support military families.

Through cooperation and collaboration, the Department intends to make best use of resources to support the Total Force. The Department will host a symposium in the Washington, DC area this fall that will bring together federal, state, nonprofit and industry partners to share best practices in support of military family members and plans for future initiatives.





HEALTH CARE

HEALTH CARE - TRICARE



HEALTHCARE

As a major quality of life factor for the men and women of the Uniformed Services, military healthcare continues to pursue its vision of a world class health system that supports military missions by fostering, protecting, sustaining and restoring health. The Military Health System (MHS) currently serves 8.9 million beneficiaries through numerous programs and delivers healthcare worldwide in 75 hospitals and over 460 clinics. TRICARE, the military’s healthcare plan, combines military and civilian resources into a regional, integrated healthcare delivery system. Since March 1995, DoD partnerships with civilian contractors have expanded and supplemented the capabilities of its military hospitals and clinics.

The Floyd D. Spence National Defense Authorization Act of FY01. This Act significantly transformed the TRICARE program by extending eligibility for benefits and by enhancing the benefits themselves. One of the most significant outcomes of this Act extended TRICARE benefits to military retirees and their family members age 65 and over who are enrolled in Medicare Part B – roughly 1.5 million beneficiaries. As of October 1, 2001, TRICARE covers out-of-pocket costs incurred by these beneficiaries, with Medicare as the primary payer. For services not covered by Medicare, but a TRICARE benefit, TRICARE serves as primary payer.

Beginning April 1, 2001, Medicare-eligible beneficiaries have the same TRICARE pharmacy benefit as retirees under age 65. With this benefit, prescriptions may continue to be filled free of charge at military pharmacies. Retirees also have the options of obtaining prescription medications through either the National Mail Order Pharmacy or the TRICARE retail network pharmacies for small co-pays, or they may use civilian pharmacies not part of the network where they must meet a deductible and pay a co-payment.

Active duty family members enrolled in TRICARE Prime no longer have co-payments for civilian healthcare services, except prescription drugs, effective April 1, 2001.

Families residing with TRICARE Prime Remote (TPR) active duty members are eligible for the TRICARE Prime Remote for Family Members program, which offers the same co-payment schedule and benefits as TRICARE Prime.

With NDAA 01, Congress directed several additional benefit enhancements for the TRICARE-eligible beneficiary population. These include chiropractic care for active duty personnel, school physicals, reimbursement for travel when patients are referred to distant medical facilities, and a reduction in the catastrophic cap from \$7500 per year to \$3000.

WIC. The Military Health System began another very important benefit in 2001, the Women, Infants, and Children (WIC) Overseas nutrition program. This congressionally directed program offers eligible families several benefits: nutritious food that will contribute to a healthier diet, tips on how to prepare a balanced meal, nutrition and health screening, and access to other resources to lead a healthier life. WIC participation is associated with a reduction in the prevalence of very low birth weight babies and significantly lower incidence of infant mortality. WIC children have improved dietary habits, reduced rates of iron deficiency anemia, improved cognitive development and improved immunization rates.

New TRICARE Contracts. Early in this period we began work on a new generation of TRICARE contracts that would draw on best business practices in the healthcare industry as well as on the lessons learned from our



experience gained since the early 1990's. In August 2003 we awarded new TRICARE contracts – one major piece of a wholesale redesign of how we will organize, manage and incentivize our health delivery system in service to our beneficiaries.

The two overriding incentives in our new contracts focus on enhanced healthcare delivery and beneficiary satisfaction. First, local military medical commanders and contractors have financial incentives to optimize the use of the military hospitals and clinics wherever capacity exists. Beyond being more accessible for patients, optimizing military facility healthcare also provides interesting clinical case work to preserve critical health care skills. Second, contractors are financially rewarded for meeting or exceeding customer satisfaction standards for our beneficiaries. Objective measures such as telephone responsiveness, claims processing timeliness, and overall satisfaction with the health plan will be used by Regional Directors to provide financial awards to successful contractors.

Family Centered Care. Beginning December 28, 2003, patients who elect TRICARE Standard coverage will no longer need a non-availability statement before they obtain inpatient care from civilian institutions. TRICARE Standard patients, for the most part, may choose where they obtain their health care. Military hospitals must now compete with local civilian hospitals for service to our military beneficiaries. The specialty arena in which the elimination of non-availability statements will be most urgently noticed is in obstetrics. To address this challenge, we recently unveiled the DoD family centered care initiative. This initiative is leading the way for other specialties in presenting our patients with care based on respect, empowerment, and flexibility. With this action, we expect to raise the satisfaction of all TRICARE beneficiaries, whether they are users of our Prime, Extra or Standard benefits.

Reserve Health Benefits. Members of the Reserves and National Guard called to active duty are eligible for the same healthcare and dental benefits under TRICARE as other active duty service members. Additionally, eligible family members of Reserve Component members called to active duty in response to the September 11th attacks, and Operations Enduring Freedom and Iraqi Freedom also are eligible for TRICARE's enhanced health benefits under the TRICARE Reserve Family Demonstration Project.

The demonstration, set to expire November 1, 2003, was extended for an additional year. Benefits under this demonstration provide a comprehensive and uniform healthcare benefit to these Reserve Component families, preserve continuity of care with their existing healthcare providers, and limit their out-of-pocket expenses. Under the demonstration, TRICARE waives deductibles; pays above the TRICARE allowable rates for care provided by non-participating providers; and waives the requirement for a non-availability statement for inpatient care.

The recently enacted Emergency Supplemental Appropriations Act and the National Defense Authorization Act for 2004, authorized temporary healthcare benefits and eligibility for Reserve Component members and their families. Some of these benefits – to include extension of TRICARE benefits after notification but before activation, and a longer period for post-separation TRICARE benefits – will be offered as a pilot program. The Military Health System is committed to introducing these benefits in a timely manner, particularly given the current high operations tempo and deployments that reserve members are sharing with their active duty counterparts.

Force Health Protection. The Department of Defense Force Health Protection program is comprised of a broad constellation of activities designed to preserve and protect the health and fitness of our service members from entrance into the military until separation or retirement. Our Force Health Protection program has made great strides in the last four years. Preventive medicine, immunization programs, environmental surveillance, and forward laboratory teams have supported our worldwide operations with remarkable results. Despite



deployments to some of the most austere environments in the world, we have seen the lowest rates of non-battle illnesses and injuries in the history of warfare. This is the result of increased focus, resources, line commitment and service member education.

The successes we have seen on the battlefield and in our everyday delivery of healthcare services are the result of dedication and decisions made years ago to continually reshape and transform our Military Health System. In recognizing our predecessors' contributions, we are reminded that the decisions we make today will shape the success of military medicine five and ten years down the road.





**RESERVE
AND
NATIONAL GUARD**
QUALITY OF LIFE



RESERVE AFFAIRS

Smaller force levels and increased deployments for recent operations challenge our Total Force. As a result, Reserves have been increasingly used for meeting requirements for numerous missions, including Operation IRAQI FREEDOM. In view of this role, it is important to recognize and address the quality of life concerns of the Reserve Component (RC) and how they differ from those of the Active Component (AC). Major issues are:

- **Employer Support.** RC members have full-time civilian jobs in addition to military duty. Absences create work problems and increased costs for civilian employers. Reserve Affairs is sponsoring a study to gain more information on mitigating employers' economic losses and developing a set of early warning indicators. A database listing civilian employers who employ RC members has also been established. Finally, the National Center for Employer Support to the Guard and Reserves continues to advocate strongly for employer support.
- **Family Readiness.** Family impact is as important for RC as for AC, and with the Guard and Reserve making increasing contributions to missions, family readiness is more important than ever. Current emphasis is on developing joint-service and AC/RC-integrated family support programs and contacting all families via multiple communications channels.
- **Economic Support.** While AC members receive military compensation year-round, some RC members suffer economic loss when mobilized for extended periods. To reduce the impact of mobilization, the Services seek to provide greater predictability concerning orders to active duty. Also, the Services are working to inform all members of entitlements and benefits and to ensure that these are provided in a timely manner.
- **Healthcare Support.** RC members expect healthcare commensurate with the AC when they are mobilized, and they want to be covered in the event of a serious disability while performing duty. DoD now has broader authority to retain injured Reservists on active duty for the period of treatment and recovery, which helps ensure continued member and family protection. In addition, RC families are eligible for TRICARE coverage as soon as their orders are issued, when the period of active duty will be over 30 days.
- **Participation Support.** Reservists are sensitive to policies perceived as implying a second-class status. Recent initiatives to help Reservists and their families feel a part of the military community include: issuing the same color ID card as active duty members, including Reservists in the thrift savings plan, providing unlimited commissary benefits, and authorizing "City Pair" program rates and space-required travel for drilling Reservists.

2002 SURVEY OF SPOUSES OF ACTIVATED NATIONAL GUARD & RESERVE COMPONENT MEMBERS

This survey was commissioned by the Office of the Assistant Secretary of Defense for Reserve Affairs (OASD/RA). Respondents were queried from August through November 2002 via a mailed survey instrument. Of the 7,658 surveys mailed out, 4,002 spouses responded, which was a 56.2% response rate. The survey was a valuable tool in taking the pulse of key family members. Moreover, the survey was conducted at an ideal time



(the post September 11 period) and sampled the spouses of service members who were on both scheduled and unscheduled activations. The executive summary encapsulates the key information gained by the survey.

Project Overview and Methodology. The 2002 Survey is a follow up to the 1999 *Survey of Families of Deployed National Guard and Reserve Component Members*, and was conducted to gather data from spouses of Guard and Reserve members who had been activated since September 11, 2001. Information was collected to assist OASD/RA assess the status of family support programs and initiatives, as well as the needs of RC families. After pre-testing and editing, the final survey instrument comprised 57 multiple choice and one open-ended question (written comments). A random sample of 7,658 spouses were selected from a population of 29, 673 representing all Reserve components except the Coast Guard Reserve. The sample was stratified by component and size of deployment (large or small deployment). Sample size was determined by calculating the number of surveys necessary to obtain 95% confidence, plus or minus 5%, for each cell, with an expectation of an overall 35% response rate. The survey response rate far exceeded expectations and indicated that spouses want their opinions known regarding family readiness issues.

Demographics. Six of the Reserve components were equally represented by survey responses. All grades were also represented, but a higher percentage of senior enlisted (58.8%) and senior officers (17.4%) responded than was representative of the activated population. Similarly, 55% of respondents indicated the member had not been previously activated, which is not reflective of the entire activated population, in which 70% had not been previously activated. Regarding employment, 75.8% said the member worked full time, 5.7% part time, 9.7% said the member was unemployed, and 8.7% were students. Marital data indicated that 67% of the marriages were over five years, while only 8.6% were under a year. Additional demographic information was collected on the children in the household and the length of time a family had resided in its community.

Pre-Activation Preparedness. Measuring spouses’ perceived preparedness was a very important part of the survey, and numerous questions were asked to look at varying aspects of preparedness. Many spouses (over 60%) reported that they had two weeks or less notification prior to activation. While this seems a like a large amount of short-notice activations, it may not be all that surprising when recognizing the post September 11 environment. Pre-activation briefings and the mailing of information packets are usually viewed as useful ways of passing information to spouses, yet 43.4% reported they were unaware of a briefing and 33.1% reported they had not received any pre-activation materials. Spouses noted that their major task areas to be completed prior to activation were dependent care, legal, health, and financial tasks. On a positive note, 59.6% of spouses’ employers were very supportive in allowing completion of pre-activation tasks. The most interesting responses were spouses’ evaluation of their own level of preparedness. While 29.3% said they were “neither prepared nor unprepared,” and 33.7% said they were “unprepared” or “very unprepared,” 37% said they were either “well prepared” or “very well prepared.” Junior enlisted (E1 - E4) spouses married 5 years or less rated themselves less prepared than more senior personnel who had been married longer. Additionally, spouses with young children and spouses who had never experienced activation before tended to be less prepared.

Advance Notice of Activation. Focused analysis on advance notice of activation was broken down by component, grade (rank), length of marriage, mission location, and reported level of preparedness. Air Force Reserve and Air National Guard spouses reported the highest percentage of short-notice activation. This may be due to the short notice nature of the air component missions compared to other components that had previously scheduled missions (for example, an Army National Guard unit conducting a planned rotation to Bosnia). Surprisingly, senior enlisted (E5 and above) spouses reported the greatest percentage of short-notice activations – 47.6% under a week. Conversely, senior officers (O4 and above) reported only 26.7% as having less than a week notification. Length of marriage does not appear to have influenced notification time. Responses indicated that members who were activated and assigned to CONUS based missions actually had less notice of activation. This may be attributed to greater awareness of previously scheduled OCONUS



deployments. With respect to reported level of preparedness, responses varied, but spouses who had a week or more notice of activation rated themselves higher in level of preparedness.

Post Activation Coping. A key question was asked on the spouse’s ability to cope once the member was activated. Interestingly, the responses did not exactly mirror the self-reported level of preparedness. While 23.8% said they coped “neither poorly nor well,” only 15.3% said they coped “poorly” or “very poorly,” but 60.9% said they coped either “well” or “very well.” Once again, more senior personnel and couples that had been married longer tended to report they had coped better than others. Another positive note is that 61.6% of spouses reported that the members’ employers were supportive or very supportive. The ability to cope also tended to be higher for spouses who had lived in their community longer, indicating the value of support systems outside the military.

Income Fluctuations. Focused analysis on income fluctuations was conducted by component, and grade (rank). The data indicates that while 30.8% of the spouses reported income loss, 58% reported an increase in earnings. Spouses surveyed reported the following, by component: Army National Guard increase in income 65.3%, decrease in income 25.4%; Air National Guard increase 54.6%, decrease 32.4%; Army Reserve increase 55.5%, decrease 33.7%; Air Force Reserve increase 52.2%, decrease 34.4%; Naval Reserve increase 46.7%, decrease 40.4%; Marine Corps Reserve increase 53.8%; decrease 38.5%. In the breakout of income fluctuation by grade, all categories had more spouses reporting increases than decreases, although senior enlisted and senior officers had the greatest percentages of reported decreases in income. A profile of each grade (rank) group was done by amount of income change and cross-referenced against other factors. For example, 67.2% of junior enlisted spouses that reported an increase in income were experiencing their first activation. These profiles may be useful in examining various manpower issues, including retention.

Predicting Spouse Preparedness. Hierarchical linear regression analysis was conducted for both employed and unemployed spouses. Variables included demographic indicators, characteristics of activation, changes in home environment, and information received from the military. In both cases, significant predictors of being better prepared were more senior grade (rank), longer marriage, previous activation, spouse’s military experience, older or no children, fewer tasks to do, and stable family income. Employed spouses had additional indicators of being more prepared if they required less time away from the job to complete required tasks prior to activation and if their employer was supportive of completing those required tasks.

Predicting Spouse Ability to Cope During Activation. Once again, hierarchical linear regression analysis was conducted for both employed and unemployed spouses. Significant predictors for employed spouses’ greater ability to cope were more senior grade (rank), longer marriage, less tasks to complete, less time away from the job, and employer support. Significant predictors for unemployed spouses were more senior grade (rank), longer marriage, no children under 5, less tasks to complete, and utilization of support services.

Observations of Written Comments. The final question on the survey was open-ended and asked “What other family readiness issues are affecting you and your family and are not covered by this survey? Please explain them and what could be done to help Guard and Reserve families during activation.” A total of 1685 written comments were reviewed and categorized. Respondents had opinions on everything from the status of their marriage to foreign policy recommendations. The greatest numbers of comments were on points of contact for unit support and general comments on family support services. Comments indicate that there are still many spouses and families that are not integrated into a family readiness network. Furthermore, responsibility for preparing families for activation falls upon the unit, the family readiness organization, the service member, and the spouse. Understanding the TRICARE system continues to be a challenge. Many comments were positive or indicated no problems. About 10% of the written comments were categorized as “general venting” where the respondent voiced opinions about numerous topics, many of which were unrelated to family readiness.



SUMMARY OF ISSUES

- Although support is strong for many units, all families are not being reached.
- Loss of income can be a factor during mobilization, but not all families suffer financial hardship. In fact, many families make more money during mobilization.
- There are “high risk” families that are more likely to need support, but may be the least likely to seek support. These families are newly married, with young children, and often isolated.
- Strong programs at the unit level are most effective.

RECOMMENDATIONS

Building self-reliant families by arming them with the tools for success should continue to be the goal for Guard and Reserve family readiness programs. Resources should be made available at the unit level in order to establish the **personal contact** that makes family readiness a reality. Programs should **identify “high risk” families** and work to address their needs prior to activation; in particular recently married families with children under five who lack military experience. Services and components should emphasize that units establish “ownership” of every family via their family readiness programs. Finally, **100% contact** with every spouse is a moving target, but a worthy goal for Reserve component family readiness programs.



WHAT ARE THE NEXT STEPS TO MEASURE QUALITY OF LIFE IMPROVEMENTS?

Since the publication of the Social Compact, the Department has embarked on a mission to establish goals and measurable performance targets within specific quality of life functional areas. In conjunction with the individual program measures, an overall strategy for measuring quality of life improvements over time has been developed. This strategy is comprised of three separate efforts, which, taken together, provide a comprehensive overview of where improvements have been made, identify shortfalls and inform the Department of where interventions can be made most effectively, including the distribution of scarce resources.

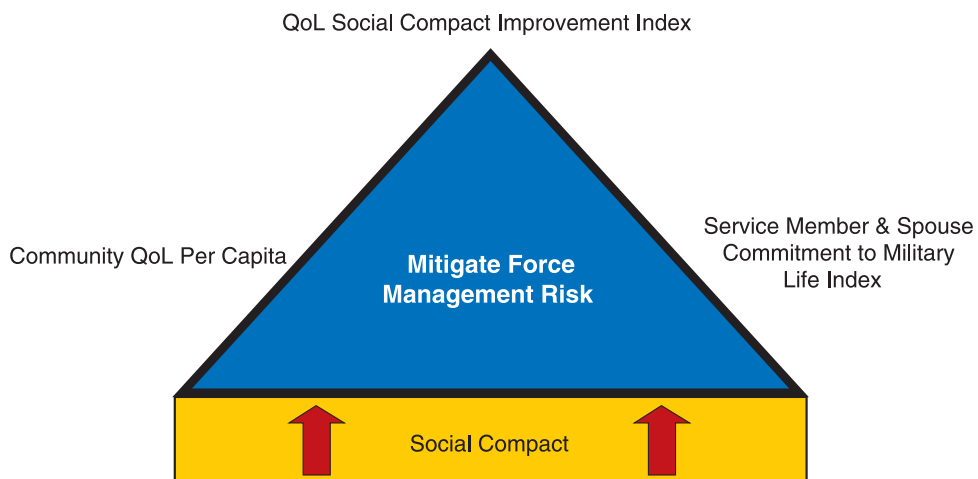
The three performance measures respond to National Security Presidential Directive -2 and are in line with the Defense Planning Guidance 2004-2009, that states the Department will track QoL improvements and give priority to the implementation of QoL initiatives. Each of these workforce satisfaction measures has been incorporated into the DoD Balanced Scorecard report assessing force management risk, future challenges and efforts to maintain reasonable costs.

Data from the measures:

- 1) Quality of Life Social Compact Improvement Index,
- 2) Service Member and Spouse Commitment to Military Life Index, and
- 3) Community Quality of Life Per Capita Metric

will be cross-referenced to provide a more complete depiction of the status of quality of life in the Department.

Measuring Quality of Life Improvements Maintain Workforce Satisfaction



1) QUALITY OF LIFE IMPROVEMENT INDEX

The *Quality of Life/Social Compact Improvement Index* measures and tracks improvements in QoL programs. In an effort to mitigate force management risk to attaining and maintaining a quality workforce, the Department

Quality of Life Social Compact Improvement Index

Family Assistance - 1-800 Family Support
Child Development
Exchanges
Commissaries
Fitness
Spouse Employment
Off-Duty, Voluntary Education
Financial Literacy
DODEA
Housing

Functional Areas Tracked for Improvements in 2003-2004

must transform QoL to keep pace with the American standard of living, changing demographics, and expectations of military members and their families. The QoL Index links to the QoL programs and services included in the new Social Compact, which addresses the reciprocal partnership that exists between the Service member, his/her family and the Department. The QoL Index will track improvements in up to ten QoL functional program areas to ensure the Department underwrites support to families. Program areas and metrics will be added or eliminated, as appropriate, to depict quality of life priorities. Social Compact functional area teams have established goals, performance targets, outcomes and long-term strategies for each functional area impacting QoL for military members and families. Data gathered from these measures will be incorporated into the QoL Social Compact Improvement Index.

While the Social Compact is a 20-year strategy that is viewed as a living document, requiring continual review and revision necessary to keep pace with the evolving

needs of the military community, and including long term, mid term and short-term strategies, the QoL Index will highlight the short-term.

2) COMMITMENT TO MILITARY LIFE INDEX

The *Commitment to Military Life Index* measures members’ and spouses’ commitment to military life and examines the causal relationships between commitment and retention. It is based on private sector research designed to examine organizational commitment with job-related outcomes. The Commitment Index will examine multiple facets of commitment for both Service members and their spouses:

- Affective commitment** – People who “*want*” to stay in the military because they like it;
- Normative commitment** – People who believe they “*ought*” to stay in the military because of their sense of duty to country; and,
- Continuance commitment** – People who believe they “*have*” to stay in the military because they have so much invested (time/pay/tenure).

Research in the private sector indicates that feelings of commitment are among the best predictors of employee turnover and in the military, commitment levels of both members and spouses are known to predict retention decisions. Consequently, the Department of Defense is engaged in a long-term project to both measure member and spousal commitment and understand the factors that lead to their development. Commitment indices for members and spouses have been created and validated and are now being regularly administered to serve as leading indicators of retention issues. Research on the various types of commitment to the military



lifestyle, as well as the key experiences that build or reduce commitment, is being conducted to help inform retention policy. In its beginning stages, that research is indicating that both large events (deployment, etc.) and the smaller daily experiences of life in the military can impact commitment; that both work and family experiences influence the commitment of members and spouses; and that members and spouses “negotiate” their commitment and re-enlistment decisions.

COMMITMENT INDEX SURVEY ITEMS

Active Duty Members

- I enjoy serving in the military.
- Serving in the military is consistent with my personal goals.
- If I left the military, I would feel like I'm starting all over again.
- I would feel guilty if I left the military.
- Generally, on a day-to-day basis, I am happy with my life in the military.
- It would be difficult for me to leave the military and give up the benefits that are available in the service.
- I would not leave the military right now because I have a sense of obligation to the people in it.
- I really feel as if the military's values are my own.
- I would have difficulty finding a good job if I left the military.
- Generally, on a day-to-day basis, I am proud to be in the military.
- If I left the military, I would feel like I had let my country down.
- I continue to serve in the military because leaving would require considerable sacrifice.
- I feel like being a member of the military can help me achieve what I want in life.
- One of the problems with leaving the military would be the lack of available alternatives.
- I am committed to making the military my career.

3) COMMUNITY QUALITY OF LIFE PER CAPITA METRIC

The *Community Quality of Life Per Capita Metric* demonstrates the QoL funding investment per active duty member and will track the Military Services’ progress towards sustaining or improving funding for critical QoL support.

Quality of Life Per Capita Investment

	FY03 Actual	FY04 Target/ Budget	FY05 Target/ Budget
Army	\$1539	\$1559/\$-189	\$1581/\$+81
Navy	\$1391	\$1409/\$-52	\$1429/\$-220
Marine Corps	\$1018	\$1031/\$-48	\$1045/\$-23
Air Force	\$1642	\$1663/\$+55	\$1687/\$+74
DOD	\$1398	\$1417/\$1357 (\$-60)	\$1436/\$1413 (\$-23)

Source: FYOS PRESBUD



The metric will calculate per capita cost using financial data submitted by the Services and annual active duty end strength data. The majority of funding to support Service QoL activities is identified in specific budget and program exhibits submitted to the Office of the Secretary of Defense on an annual basis. The metric will use active duty end strength and Service Operation and Maintenance (O&M) direct program funding for Morale, Welfare and Recreation, Child Care, Family Centers, Voluntary Education and Tuition Assistance and Youth programs. The data will be reviewed annually using the President’s budget. Future years’ funding data will be tracked to identify and monitor funding trends.

During re-basing, QoL per capita expenditures must remain stable to prevent a wide spread diminishment of levels of QoL and morale. Per capita expenditures must be monitored to coincide with the rebasing of troops and families, as the overall number of troops in the military will not decline as a result of rebasing.

CONCLUSION

Quality of life improvements for Service members’ and their families’ lives have made great strides during the past few years. The Department recognizes that military members have difficult, complicated jobs to do under extremely arduous conditions – with rigorous training and combat experience. If they are concerned about their families at home, the distraction can affect their performance and unit readiness at the cost of mission failure, or even loss of life. Therefore, many initiatives have focused on family considerations, as they are key contributors to retention of a quality force.

The Department will continue to explore innovative ways to improve programs in support of quality of life attainment. All recent initiatives will raise the quality of life for military families and therefore increase readiness, recruitment, and retention.



MILITARY SERVICES GRASS ROOTS INITIATIVES

Army
Navy
Air Force
Marine Corps





ARMY



The Services Identify and Address Grassroots-Level Quality of Life (QOL) Issues

ARMY—

The readiness of the Army is considered to be inextricably linked to the Well-Being of its people and is therefore, a leadership responsibility. The Army has adopted four strategic Well-Being goals aimed at providing an opportunity for service, a commensurate standard of living, engendering pride and sense of belonging, and providing an environment supportive of personal enrichment. Importantly, the reinforcing relationships among all Army constituents are deemed critical to creating a true sense of Army Well-Being.

Since early in 2001, the Army has evolved from the term Quality of Life, adopting in its place the concept of “Well-Being.” This concept functionally aligns the multitude of people-oriented programs according to principles of human behavioral science and the concepts underlying the President’s Management Agenda and the Government Performance Results Act. Well-Being is defined as the personal — physical, material, mental, and spiritual — state of Soldiers (Active, Guard Reserve), retirees, veterans, civilians, and their families that contributes to their preparedness to perform and support the Army’s mission.

"The American soldier has been and remains indispensable. Our soldiers, civilians and their families set the standard every day for selfless service. Today's soldiers accept their responsibilities and perform every task and mission asked of them, just as veterans before them did. As articulated in the first special operation forces truth, "humans are more important than hardware." our soldiers will remain the centerpiece of our thinking, our systems and our combat formations. They have been and will continue to be our most important resource and they deserve our special care and attention."

GENERAL PETER A. SCHOOMAKER
CHIEF OF STAFF OF THE ARMY

The Chiefs of Staff, Army have, over the years, considered the responsibility for taking care of its people a core institutional competency. Therefore, several oversight bodies, each with a unique set of responsibilities have been created to ensure that senior Army leaders remain abreast of all issues facing their people. The newly created Army Well-Being General Officer Steering Committee is responsible for developing a holistic perspective across the entire scope of human resource functionality. This unique perspective is instrumental in providing proper context for specific recommendations made to senior Army leaders – a critical element of fact-based decision making. The Army Family Action Plan (AFAP) General Officer Steering Committee oversees an extensive process by which grassroots issues and recommendations are forwarded from every corner of the Army and ultimately submitted to the Army Staff for consideration. The Morale, Welfare, and Recreation (MWR) Board of Directors sets direction and oversees the management of the Army’s MWR and Family programs, ensuring priorities are in keeping with the needs of the people. A fourth organization, the Installation Management Board of Directors oversees the implementation of policies at the installation level where many of the Well-Being programs reside. Each of these critical oversight bodies are chaired by the Senior Army MACOM Commander and comprised of members representing virtually every functional aspect of the



Army. This degree of senior leader focus is the direct result of the importance placed on taking care of people and subsequent impact Well-Being has on Army readiness.

In order to provide the holistic perspective outlined above, the Army publishes an annual Well-Being Action Plan. This document is a compendium of the many objectives and tasks that are being undertaken at the Department of Army level. These objectives are aligned with the four strategic goals and, where appropriate, are cross-walked to specific issues that have been raised by the AFAP process. This action plan provides the strategic direction for each of the fifty nine Well-Being functions and represents the major responses to grassroots issues. In addition to listing the objectives in the action plan, their status is tracked in the Well-Being Status Report. These Well-Being tools, along with the Well-Being Resource Crosswalk that tracks resources by Well-Being function, facilitate fact-based decision making by senior leaders. A critical design principle of each tool is the link back to the perspective of the people – the grassroots level. The Army recognizes that in order to ensure the Well-Being of the force, decision makers must have an accurate assessment from the perspective of the people. Their evaluation of program effectiveness and specific recommendations are woven into the fabric of the Army’s Well-Being process.

To support this Well-Being process, the Army uses a wide variety of methods to collect information about program effectiveness. Many of these methods provide useful information to constituents while providing insights into their needs and aspirations. While the concept of Well-Being is relatively new, many of the ways in which senior leaders stay in touch with their people have been used for years. The principle impact of the Well-Being process is to consolidate the information into a holistic perspective and ensure that information is available for all relevant constituent groups – Soldiers (Active, Guard, Reserve), Civilians (DA Contractors, Retirees, Veterans, and all Family Members). The principle mechanisms used to identify and address grassroots Well-Being issues are shown in the table below:

Vehicles USED to Raise Issues	Examples
Conferences/Boards	<ul style="list-style-type: none"> ■ Army Well-Being GOSC ■ MWR BOD ■ Army Family Action Plan GOSC ■ Army Family Well-Being Advisory Council ■ Installation Management BOD ■ Program Managers ■ Family Advocacy Programs ■ Retiree Council ■ Dependent Education Council
Surveys	<ul style="list-style-type: none"> ■ Survey of Army Families ■ Sample Survey of Military Personnel (SSMP) ■ Army Well-Being Liaison Office Polls ■ Leisure Needs Survey
Studies	<ul style="list-style-type: none"> ■ Army Training and Leader Development Panel Officer Study ■ US Army Research Institute Study on The Nature of Deployment ■ US Army Research Institute Study on Family Support Systems ■ Domestic Violence Task Force ■ CFSC Family Advocacy Research Subcommittee



<p>Studies (<i>cont'd.</i>)</p>	<ul style="list-style-type: none"> ■ Site Visits & Evaluations ■ Army Secondary Education Transition Study
<p>Customer Generated</p>	<ul style="list-style-type: none"> ■ Suggestion Boxes ■ Letters ■ Focus Groups ■ Army Teen Panel
<p>Advocacy Resources</p>	<ul style="list-style-type: none"> ■ Army Community and Family Support Center ■ Army Family Action Plan ■ Army Emergency Relief ■ AFLO ■ Family Readiness Groups ■ Army School Liaison Officer ■ Army School Transition Specialist ■ Army Outreach Liaison Officer ■ DoDDS School Advisory Committee ■ National Guard Family Program Co-coordinator ■ Reserve Family Readiness Co-coordinators ■ Better Opportunities for Single Soldiers ■ Army Community Service ■ Army Victim/Witness Assistance Program ■ EFMP Outreach Coordinators ■ Health Care Patient Advocates ■ EEO Officer ■ External Media ■ Retiree Council ■ DACOWITS
<p>Training Info</p>	<ul style="list-style-type: none"> ■ Operation READY- Resources for Educating About Deployment and You ■ Army Family Team Building (AFTB) ■ Spouse Orientation Leader Development (SOLD) ■ Army Knowledge On-line (AKO) ■ Training and Doctrine Digital Library ■ Building Strong and Ready Families ■ Army Training Requirements & Resource System ■ Army OneSource Online ■ Army Information Line ■ MWR Website: http://www.armymwr.com/ ■ Army Career & Alumni Program ■ Strategic Communications ■ NCO Academies ■ Sergeant Major Academy



Training Info *(cont'd.)*

- Pre-command Course Spouse Seminar
- Voluntary Senior Military Spouse Education Classes
- Transition Assistance
- Websites: www.goacs.org,
- <http://www.armymwr.com/corporate/operations/planning/research.asp>

Customer Forums

- PX and Commissary Advisory Boards
- Job Fairs
- Fisher House
- IG Area Visits
- Senior Leadership Visits
- Town Hall
- Family Forums

Understanding and remaining current with the tremendous number of issues impacting the Army's people requires a significant effort, especially during this turbulent period of remarkable change. No small set of mechanisms can hope to provide the holistic perspective necessary to maintain a clear picture. However, the Army would like to highlight three of these that bear special attention.

The Army Family Well-Being Advisory Council (AFWBAC). The AFWBAC was chartered to advise senior Army leadership on the direction of Army Family Programs that impact the well-being of soldiers and their families, assess and recommend solutions for evolving family issues, establish short and long range goals and objectives, serve as an advocate for family-related programs, services, initiatives and volunteers, and assist in the implementation of CFSC family programs.

"The centerpiece of all of these efforts remains our soldiers. Without soldiers, our army would not succeed. These citizen-soldiers have sacrificed so much to serve this noble cause to defend their nation at this critical time. ... over the past three years, I have seen incredible strides in pay, housing, health care, and family programs. The 2002 and 2003 pay raises have had a tremendous impact on our retention rates and morale. In fact, in 2002 we exceed all our retention objectives."

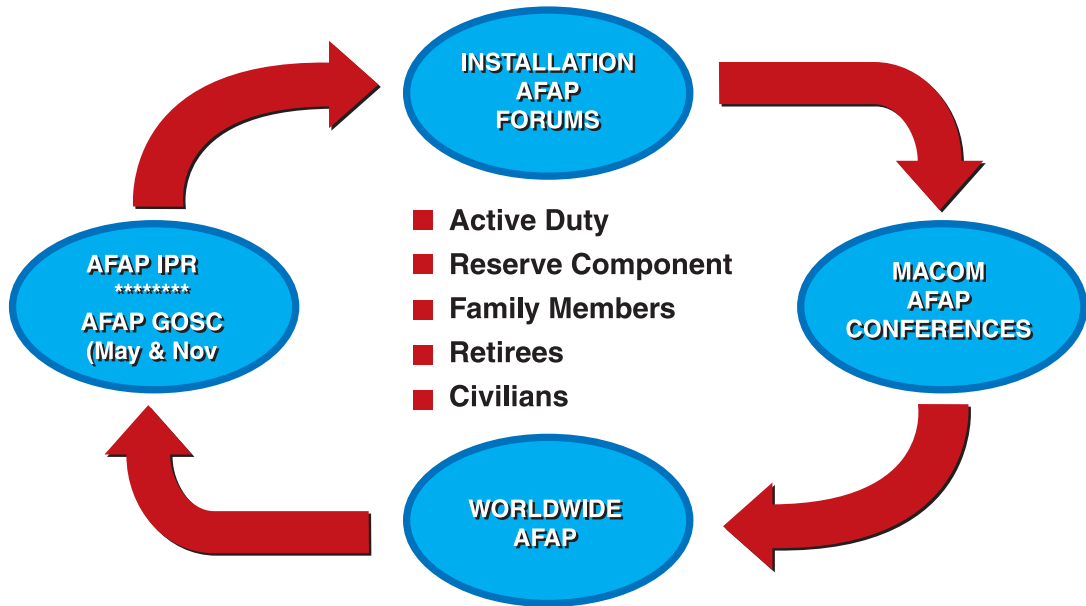
JACK L. TILLEY
SERGEANT MAJOR OF THE ARMY

Army OneSource (AOS). The AOS provides assistance and information for Soldiers and their family members 24 hours a day, seven days a week, and 365 days a year via telephone or internet. In addition, AOS provides private counseling services by degreed, credentialed consultants and specialized research teams.

Well-Being Status Report. Much of the information the Army collects through surveys, direct reporting, or other means is consolidated into the Well-Being Status Report. This interactive database provides information on the current status of Well-Being functions in a single source of Well-Being information that supports senior leader decision making. Scores from this tool represent the current status of Well-Being functions as compared to established standards.



The Army’s readiness is inextricably linked to the Well-Being of its people. While Well-Being is a shared responsibility between the institution and the individual, the institution cannot hope to provide an environment in which the individual’s needs and aspirations are met without 1) a clear understanding of those needs and aspirations and 2) insight into the individual’s perception of whether or not their needs are met and aspirations fulfilled. The concept of Army Well-Being seeks this understanding and insight in order to best support its people and ensure the readiness of the force.



AFAP gives Army leadership the means to assess problems quickly and respond to them immediately.

AFAP Conference Results Nov 03

Top 4 Most Valuable Army Services:

1. Medical/Dental Services
2. Army Family Action Plan
3. Army Community Service
4. Commissary

Top 6 Active Issues:

1. Distribution of Montgomery GI Bill Benefits to Dependents (#497)
2. In-State College Tuition (#521)
3. Pay Le Reform (#461)
4. Modification of Weight Allowance for Enlisted Personnel (#457)
5. Retirement Dislocation Allowance (#528)
6. Inferior HHG Shipments (#307)

Top 5 New Issues:

1. Survivor Benefit Plan (SBP) and Social Security Offset
2. Mortgage Relief for Mobilized RC Service Members
3. Death Benefits for Stillborn Infants
4. Lodging and Subsistence for Family Members of Hospitalized Service Members
5. Mandatory Review of Weight Allowance for Permanent Change of Station Moves





NAVY



The Services Identify and Address Grassroots-Level Quality of Life (QOL) Issues

NAVY—

The Navy’s Quality of Service program consists of Quality of Life (QOL) and Quality of Work programs. The Chief of Naval Operations views the combination of these two programs as essential to maintaining the balance between the quality of a Sailor’s personal life and the quality of his/her life at work. Quality of Work is predominantly focused on creating and maintaining a working environment that positively contributes to the Sailor’s personal and professional development.

The Navy’s Quality of Service programs are broken into three major functional categories i.e., Basic, Work, and Traditional. The “Basic” function ensures that the Sailor’s pay and compensation, medical benefits, and availability to appropriate and affordable housing are provided by the Navy. The “Work” function addresses the need to ensure that work elements such as work load, training, work environment, and shipboard living appropriately contribute to the Sailor’s personal and professional development. The “Traditional” function provides for the Sailor and family members’ accessibility to quality and affordable commissaries and exchanges, recreation, family services, child care, and education services and programs. The programs and services that fall under this function are what the Navy commonly refers to as “Quality of Life.” The Navy emphasizes that quality of life is affected by team work, job satisfaction; mission; goals; patriotism; and a sense of duty, morale, and camaraderie.

"Our goal is a navy that provides good quality of life and work for our sailors and their families. We will fund technologies that enable our people to do their jobs more efficiently and effectively. Because our infrastructure has been under funded, we must improve our hangars, piers, and housing. Working through that backlog will not be quick or inexpensive, but we are dedicated to correcting the situation."

ADMIRAL VERN CLARK
CHIEF OF NAVAL OPERATIONS

The Chief of Naval Operations identifies, prioritizes, and establishes Quality of Life requirements throughout the Navy as a primary area of focus of his policy and resource decision-making processes. The strategic goal is to provide quality of life and work for Sailors and their families. Leadership in the Navy plays a pivotal role in ensuring that Quality of Life is provided for the Sailor and their family members, and that Quality of Life issues are effectively and efficiently resolved. The Navy places significant emphasis on providing Sailors with high quality operating facilities, spare parts, information technology, and the commensurate equipment to accomplish their work requirements, thus ensuring that the work environment is conducive to supporting the Sailor’s professional development needs and personal aspirations. Additionally, the Navy is committed to providing Sailors and their civilian shipmates appropriate compensation, attractive housing, generous benefits, and quality workspaces. This comprehensive approach is viewed by the Navy as the essential factor for creating an environment to support the professional and personal success of the Sailor and/or their civilian counterpart and a critical requirement that contributes to the Navy’s overall readiness.



The scope of the Navy’s Quality of Life services is driven by its contribution to recruitment, retention, and military readiness. The Quality of Life programs are structured to manage and deliver programs and services that meet the needs of Sailors and their family members. The management structure provides a high level of visibility that supports the timely identification, prioritization, and resolution of issues. The Navy has correspondingly aligned their organization and operations to ensure the effectiveness of their Quality of Life programs and to gain economies of scale. This organizational structure centralizes the program management of Morale, Welfare and Recreation (MWR) and Fleet and Family Support programs under the Deputy Chief of Naval Operations for Manpower and Personnel; thereby, empowering the Navy’s senior human resource leader to affect the many functions that impact Quality of Life throughout the Navy.

"There are three things that enable sailors to perform at their best. First, every sailor needs to know that the job he or she does is important. Our best leaders ensure their junior sailors understand how their individual roles contribute to mission accomplishment. Second, every sailor has to know that someone cares about what they are doing. There are unlimited ways to demonstrate this including providing them with first-rate tools and working environments, providing them with decent living conditions, and competitive pay. And finally, all sailors need to know their families will be adequately provided for while they are away. We should provide adequate family support resources, housing, medical care, commissaries, and exchanges so that sailors do not need to worry about their families while they are deployed."

TERRY D. SCOTT

U. S. NAVYMASTER CHIEF PETTY OFFICER OF THE NAVY

The Navy Personnel Research, Studies, and Technology (NPRST) organization is another organization to ensure the Quality of Life of the Navy’s people. NPRST exists to help the Navy better recruit, select, classify, train, manage, assign, and care for its people by employing a unique blend of innovative scientific and functional expertise to assist in improving the quality of life of Sailors. The Commander Navy Installations (CNI) is responsible for the delivery of Quality of Life programs at the installation level. The responsibility includes resourcing and operating the direction and oversight for all Naval Installations. This command authority is exercised throughout 16 regions that are world-wide and are under the command of flag officers.

The Navy Human Resource Board of Directors was established to coordinate the integration of manpower, personnel, and training for Quality of Life issues. The integration of these areas provides the mechanism for Quality of Life/Quality of Work issues to surface from the operating forces to senior Navy leadership. Board membership covers the spectrum of Navy leadership to include Fleet representation

The Navy uses a wide variety of methods to assess the Quality of Life needs for its commands, Sailors, and family members. Quality of Life issues can be communicated through any of these mechanisms; thereby, providing commands, Sailors, and family members the flexibility and means to appropriately surface Quality of Life issues and concerns through open, informal and formal communications mediums. The principle mechanisms used to identify and address grassroots Quality of Life issues are shown in the table below.



Vehicles USED to raise issues	Examples
Conferences/Boards	<ul style="list-style-type: none"> ■ Retiree Council ■ Ombudsman ■ Program Manager Conferences ■ OSD QOL Executive Committee
Studies/Surveys	<ul style="list-style-type: none"> ■ Navy Research Advisory Report ■ QOL Survey ■ MWR Survey ■ Domestic Violence Task Force ■ Site Visits & Evaluations
Customer Generated	<ul style="list-style-type: none"> ■ Call Center ■ Letters ■ Focus Groups
Advocacy Resources	<ul style="list-style-type: none"> ■ Family Line ■ Ombudsman ■ Navy Relief Society ■ External Media ■ Retiree Council ■ DACOWITS
Training and Information	<ul style="list-style-type: none"> ■ Shore Installation PCO/PXO Course ■ Senior Enlisted Academy ■ Lifelines ■ Call Center ■ Navy Personnel Command Website ■ MWR Website ■ Career Decision Fairs
Customer Forums	<ul style="list-style-type: none"> ■ Secretary of Navy Retiree Council ■ Career Decision Fairs ■ CNO/MCPON Fleet Visits ■ Call Center ■ Inspector General Area Visits ■ Town Hall/Captain Calls ■ Family Forums ■ Master Chief Forum ■ Tenant Command Advisory Board



There are three venues for communicating Quality of Life issues the Navy believes warrant special mention. These mechanisms along with those listed above, provide valuable insight into Quality of Life areas and aid the Navy in the identification and awareness of Quality of Life issues in a timely manner.

Navy Morale, Welfare and Recreation Survey. This annual survey targets customer groups on a rotating basis from Year 1; Active Duty, Year 2; Command Leadership; Year 3; and Spouses. The results of this survey are used by the Navy’s Morale, Welfare and Recreation Headquarters and senior Navy leadership to set the direction and establish the priorities for Quality of Life programs in the Traditional function.

Navy Family Team Summit. During this summit, the Navy identifies issues which can improve the Quality of Life of Sailors and their families. Representation at the summit includes major command representation, spouses, married and single Sailors, and family members. During the summit, pilot projects are identified, planned, and developed to address Quality of Life needs for the Navy’s people.

Quick Polls. The Navy developed Quick Polls to provide its leaders with a reliable and quick method to solicit Quality of Life opinions through using a scientific methodology that provides fast and accurate results. Quick Polls are designed to target one specific topic and provide Navy leadership with answers within 13 business days. They provide a scanning mechanism to gather data for decision making on either current or emerging Quality of Life issues. Six Quick Polls are currently scheduled during Fiscal Year 2004.

The Navy’s Quality of Service comprehensive approach provides the Navy with the organizations, processes, and tools to identify grassroots Quality of Life issues and concerns. This knowledge allows the Navy to effectively and efficiently meet the needs of its people and contributes to its ability to recruit, retain, and improve individual and unit readiness.





AIR FORCE



The Services Identify and Address Grassroots-Level Quality of Life (QOL) Issues

AIR FORCE—

For the Air Force, Quality of Life is a top priority. Air Force Quality of Life is defined as a system of formal and informal networks leveraged by leadership to provide superior support and services to Total Force members and their families ensuring the recruitment and retention of high quality individuals and families to achieve its mission. Air Force Quality of Life is enhanced and mission readiness is achieved when leadership and total force members and their families jointly strengthen the Air Force community. Quality of Life is assessed based on level of satisfaction in eight areas: compensation and benefits, workplace environment, operations and personnel tempo, health care, housing, community and family programs, and educational programs.

"Quality of life issues are terribly important to attract and retain great people, but so is quality of service."

"Quality of service addresses the need to ensure we give our airmen the proper tools to do the tough jobs we ask them to do. We must recover from a decade-long spending hiatus to provide the tools our airmen need to fly, fight and win. Therefore, I will ensure an effective balance between quality of life and modernization spending is maintained."

GENERAL JOHN P. JUMPER
AIR FORCE CHIEF OF STAFF

Air Force studies indicate that Quality of Life is the number one reason people choose to remain in the Air Force. As a result of these studies, the Air Force developed a Quality of Life Strategy designed to achieve a balanced approach toward "People First" programs. This strategy focuses on efforts to improve the lives of their members and their families by identifying Quality of Life priorities. These priorities are the foundation for their Quality of Life programs. To support their strategy, the Air Force developed a program to provide support and services to meet the needs of members and their families to include Active, Reserve and Guard.

"Providing that quality of requires more than just building bigger homes and procuring better benefits. It means giving them sound leadership, a good organization and a good "team" atmosphere."

Gerald R. Murray
CHIEF MASTER SERGEANT OF THE AIR FORCE

The Air Force seeks to continually improve its Quality of Life efforts across the Force. As a result of these efforts, Community Action Information Boards (CAIB) have been implemented at the Air Force, major command and installation levels to provide cross-functional review and resolution of individual, family and installation community issues that impact force readiness and Quality of Life for Air Force members and their families. Emphasis for each board is placed on creating and implementing positive actions and programs that strengthen



force readiness through a sense of community. This emphasis enables Air Force members, their families and communities to embrace and adapt to Air Force military life.

The Air Force CAIB is chaired by the Air Force Vice Chief of Staff and the Director of Personnel serves as the office of record. The membership of this board consists of senior leaders from areas of the Air Force to include: Personnel, Chaplains Office, Installation and Logistics, Finance, Judge Advocate, Surgeon General, Planning and Operations, Air and Space Operations, Air Force Reserve, Public Affairs and Force Management and Personnel. This wide range of representation ensures that all Quality of Life areas are represented. Since the CAIB at each level functions as the voice for all Air Force people, this level of representation ensures an effective CAIB and complements the existing Air Force organizational structure.

The Air Force CAIB reviews and tracks prioritized issues and recommendations escalated from major commands thus ensuring continued visibility of issues until resolution. The Air Force CAIB recommends legislation to address Air Force community issues, recommends changes in Department of Defense (DoD) policy related to family and community programs and facilitates the pooling of resources for cross-organizational and cross-functional activities. The Air Force CAIB reviews the results of the Air Force Community Needs Assessments Survey and other Quality of Life surveys. Upon completion of the survey reviews, the Air Force CAIB assigns action items to either the appropriate major command or installation CAIB for follow-up. The Air Force CAIB approves the Air Force Community Capacity Action Plan every two years which is used to guide CAIB activities and priorities.

The Air Force Community Action Information Board developed a concept of operations that has been communicated formally for the CAIB at the major command and installation level. The major command CAIB identifies concerns to the Air Force CAIB that cannot be resolved at the major command level. Installation CAIBs are established and implemented by the installation commanders and identifies issues to the major command CAIB that cannot be resolved at the installation level. For each of the CAIBs to be effective, grassroots inputs on issues affecting individuals, families, installations and communities must be identified and communicated to the appropriate CAIB for action.

The major command CAIB invites community members, school personnel, spouses and teens to participate on the Board in addition to including members from the same areas represented on the Air Force CAIB. The major command Vice Chief chairs the major command CAIB. The major command CAIB meets at least semi-annually to review and track information from installation CAIBs which require major command and/or Air Force Action. The major command CAIB also facilitates the pooling of resources for cross-organizational activities. The major command prepares a Community Capacity Action Plan every two years to guide the activities of the major command CAIB using the results of Air Force Community Needs Assessment Survey, directives from the Air Force CAIB, and other available data.

The installation CAIB includes civilian representatives, and military representatives from Support Group, Medical Group, Operations Group, Logistics Group, Civil Engineering, Services Squadron, Comptroller Squadron, Operations Squadron, Communications Squadron, Security Forces, and Reserve Component. The Public Affairs Officer, Air National Guard Community Manager and the Command Chief Master Sergeant who represents all enlisted personnel are also members of the Board. Other community members such as commanders of major tenant units, school personnel, spouses, and teens may be invited to participate when appropriate.

The installation commander chairs the installation CAIB. The installation CAIB meets at least quarterly. The installation CAIB establishes subcommittees to provide oversight to reduce redundancy, streamline work, and consolidate meetings. Examples of subcommittees include Relocation Assistance Coordinating Committee,



Transition Assistance Coordinating Committee, Victim Witness Assistance Committee, Family Advocacy Committee and the Health Promotion Working Group. The installation CAIB works similarly to the Air Force and major command CAIBs in that it develops and implements cross functional solutions to problems that cannot be resolved by individual CAIB organizations. It promotes collaboration among agencies, identifies gaps in service and works to reduce duplication of efforts. The installation CAIB prepares and implements an installation Community Capacity Action Plan at least every two years to guide the activities of the CAIB and the work of organizations participating on the CAIB.

The Air Force uses a variety of methods to identify Quality of Life issues. Quality of Life issues can be communicated through any of the vehicles listed below. The range of representation on the Community Action Information Boards ensures that Quality of Life issues are elevated to the appropriate level for resolution. Vehicles used to identify grass roots quality of life issues are identified in the table below.

Vehicles USED to Raise Issues	Examples
Conferences/Boards	<ul style="list-style-type: none"> ■ Community Action Information Boards ■ MWR Board of Directors ■ Program Managers ■ Family Advocacy Programs ■ Retiree Council
Studies/Surveys	<ul style="list-style-type: none"> ■ Chief of Staff QOL Survey ■ Field Surveys ■ MWR Survey ■ Domestic Violence Task Force ■ Site Visits & Evaluations ■ Interviews
Customer Generated	<ul style="list-style-type: none"> ■ Suggestion Boxes ■ Letters ■ Focus Groups ■ Town Meetings ■ www.AirForceCrossRoads.com
Advocacy Resources	<ul style="list-style-type: none"> ■ AFLO ■ Family Readiness Groups ■ School Liaison Officer ■ DoDDS School Advisory Committee ■ Reserve Family Readiness Co-coordinator ■ Air Force Victim/Witness Assistance Program ■ Health Care Patient Advocates ■ EEO Officer ■ External Media ■ Retiree Council



Vehicles USED to Raise Issues	Examples
Training Info	<ul style="list-style-type: none"> ■ Library ■ MWR Website ■ Air Force Career & Alumni Program ■ Strategic Communications ■ NCO Academies ■ Voluntary Senior Military Spouse Education Classes ■ Transition Assistance ■ Websites
Customer Forums	<ul style="list-style-type: none"> ■ PX and Commissary Advisory Boards ■ Job Fairs ■ Fisher House ■ IG Area Visits ■ Senior Leadership Visits ■ Town Hall ■ Family Forums

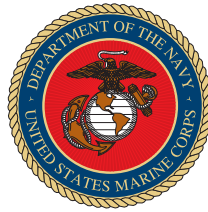
There are two quality of life “temperature gauges” that the Air Force feels bear special mention. These gauges are:

Air Force Community Needs Assessment Survey. This survey is completed biennially and is conducted with a representative sample of military members, Air Force civilians and their family members. The results of the needs assessment are provided to the respective installation and major command CAIB. A summary of the results of the assessment is provided to the Air Force CAIB within six months of the completion of the survey process. This needs assessment helps CAIBs assess the effectiveness of community services and identifies gaps in services that should be addressed by the respective CAIB.

Air Force Quality of Life Survey. This biennial survey provides Air Force military members the opportunity to provide direct feedback about the Air Force’s quality of life programs. This survey serves as a vector check for the Air Force quality of life programs and seeks to validate whether the Air Force is pursuing the right actions. The survey findings provide senior leaders insights into Air Force programs.

The Air Force acknowledges that a direct correlation exists between readiness and Quality of Life for their total force. Since the Air Force relies heavily on maintaining technological advantage, there is a need to ensure that they recruit and retain highly experienced, motivated and well-trained people. Ensuring a Quality of Life that benefits the service member, and the family of each service member is essential to recruiting a highly trained force and retaining them... As the organizational structure that is in place to manage Quality of Life programs adapts to meet the changing needs of the total force and the new challenges faced as more troops are needed and are deployed for longer periods of time, it is important to ensure that Quality of Life issues are identified and acted upon in a timely manner.





MARINE CORPS



The Services Identify and Address Grassroots-Level Quality of Life (QOL) Issues

MARINE CORPS—

The Marine Corps describes the term “Quality of Life” as a sense of well-being and degree to which the experience of an individual’s life satisfies that individuals’ wants and needs (both physical and psychological). The scope and functions of QOL are: (1) Standard of living—including pay and compensation (2) Welfare – including housing, health care, and community services. The Marine Corps is focused on ensuring that every phase of a Marine’s life (service member and family), from their initial entry as a civilian throughout their military service, to transitioning back to society as responsible citizens is addressed.

The Marine Corps dedicates considerable financial and human resources to ensure that their Marines and family members receive the best possible services, information, and support through these programs. From the human resources side, the Marine Corps has an organizational structure to effectively manage and deliver Quality of Life support to Marines and their families. At Headquarters Marine Corps, the Deputy Commandant for Manpower and Reserve Affairs has been assigned as the QOL advocate for the Marine Corps and is responsible for integration and prioritization of issues. With oversight of Marine Quality of Life programs at the Deputy Commandant of the Marine Corps level, Quality of Life programs remain highly visible as a senior leadership concern and responsibility.

The Marine Corps established Marine Corps Community Services (MCCS) to integrate and focus delivery of programs to support Morale, Welfare and Recreation; Exchanges, Child Care, Voluntary Education, and Family Services under a single organizational structure. The consolidation of these services eliminates

bureaucratic stovepipes and redundant functions and improves delivery of community services. Quality of Life issues are resolved at the lowest levels possible in the Marine Corps. At each level of command, senior leaders are empowered to act on behalf of their Marines and family members. In concert with their efforts, Base and Station Commanders, and QOL program managers (at base and headquarters levels) plan and program as required to resolve quality of life deficiencies. Issue resolution is pushed to the lowest levels possible. Unit commanders can most directly address issues identified by their Marines and families. If the issue cannot be resolved at the unit level, it then follows through the following groups:

- Installation Commanders resolve resource and priority issues. Commanders are responsible for base support issues and must balance and prioritize requirements within the constraints of available resources.

"... We will continue to use agile readiness as a measure of our effectiveness, and we will use familiar touch tones to guide and support our progress. We will ensure that the corps: --sustains its unique culture and core values; --takes care of its families and the individual marine; --established processes that facilitate adaptation to a changing, dynamic world; and, --above all, keeps as its main effort excellence in warfighting."

GENERAL MICHAEL W. HAGEE
33RD COMMANDANT OF THE MARINE CORPS



- The Personnel and Family Readiness Division, Manpower and Reserve Affairs serves as the Program Sponsor for MCCA, and is the advocate for MCCA requirements; and centralized support programs. Advocacy involves legislative, policy, planning, and resources.
- The Installation Advocacy Board. As the Installations Advocate, the IAB enables the Deputy Commandant for Installations and Logistics to exercise centralized, consistent direction and oversight of installations. The Board provides a forum for shaping infrastructure policy, assessing infrastructure readiness and consistency of services and support, and vetting issues, particularly those that cross functional and organizational lines of authority. The mission of the Board is founded in these basic functions:
 - Strategically Guide and Direct Installations
 - Characterize, Assess and Shape Installations
 - Advocate Installation Requirements
- The MCCA Board of Directors, advises the CMC regarding MCCA matters and makes decisions on issues that cross installation boundaries such as plans, policy, and resource management.

There are over 80 programs associated with the Quality of Life support provided to Marines and their family members through MCCA. The Marine Corps uses a variety of mechanisms to identify emerging issues resulting from continual societal and operational changes. Each one of these mechanisms has the ability to reach a wide audience and some of the mechanisms have the ability to not only identify issues, but to measure the success of a specific program. The process to resolve issues depends on the scope and complexity of the issue. Some of the venues have the capability to identify, measure, and resolve issues for a particular program. The principle mechanisms used to identify and address grassroots Quality of Life issues are shown in the table below.

MECHANISMS Used to Raise Issues	Examples
Conferences/Boards	<ul style="list-style-type: none"> ■ MCCA Board of Directors ■ Installation Advocacy Board ■ MCCA Director and Program-specific conferences
Studies/Surveys	<ul style="list-style-type: none"> ■ QOL in the Marine Corps Study (administered every three years) ■ Corporate-level Customer and Associate Surveys ■ Local Needs Assessments
Customer Generated	<ul style="list-style-type: none"> ■ Letters ■ Focus Groups ■ Town-Hall meetings ■ Suggestion Boxes ■ Local-level Surveys
Advocacy Resources	<ul style="list-style-type: none"> ■ OSD ■ SECNAV ■ MCCA BOD ■ IAB ■ USMC POM Process



MECHANISMS Used to Raise Issues	Examples
Advocacy Resources (<i>cont'd.</i>)	<ul style="list-style-type: none"> ■ Single Marine Program ■ Marine Corps Family Team Building
Training Information	<ul style="list-style-type: none"> ■ MCCA Website ■ Transition and Relocation Services ■ Family Member Employment Program ■ Spouse Leadership Seminars ■ Key Volunteer Network ■ Corporate Image/Awareness Campaign ■ Strategic Communications
Customer Forums	<ul style="list-style-type: none"> ■ Career Decision Fairs ■ Town Halls ■ Senior Leadership ■ Family Forums ■ Call Center ■ Website
Audit/Assessments	<ul style="list-style-type: none"> ■ Functionality Assessments ■ Inspector General Inspections ■ General Accounting Office Audits ■ Naval Audit Service

There are several tools the Marine Corps uses that deserve special recognition. These tools help to provide valuable insights into the grassroots issues impacting Marines and family members with respect to Quality of Life:

The Marine Corps Study. The study provides an assessment of the current state of “Life in the Corps.” It consists of three years of data (1993, 1998, and 2002) and measures a wide variety of life domains. The last study conducted in 2002 identified an “across-the-board” decrease in Quality of Life satisfaction for Marines. This decline was most substantial for junior enlisted Marines.

Program Assessments. Program assessments of Quality of Life programs are continuously ongoing. The assessments evaluate the state of program quality and customer satisfaction or service. As a result of these assessments, many significant recommendations to improve specific programs have been identified.

Marine Corp Community Service (MCCA) One Source. Quality of Life issues can be reported using MCCA One Source which provides assistance and information for Marines and their dependents 24 hours a day, seven days a week, and 365 days a year via telephone or internet. This service is available to active duty, selective Marine Corps Reserve, and sister service personnel serving with Marines. MCCA One Source provides confidential assistance by degreed, credentialed consultants and specialized research teams. This service provides information and assistance in over 140+ languages simultaneously translated, and is TTY/TTD accessible. On-line access for low vision users needing assistive technologies is also available.



A COMPREHENSIVE PERSPECTIVE

At the Department of Defense level, two major initiatives contribute to a consolidated perspective across the Services. First, the Social Compact reaffirms America’s commitment to the people who sacrifice to secure our freedom - service members and their families. This long-term Quality of Life strategy adheres to the principles of Strategic Human Capital Management and addresses both the planning and performance measures necessary to successfully implement a comprehensive strategy across the Department. In support of the President’s Management Agenda, the metrics portion combines Service perspectives in order to portray a more comprehensive perspective across the Department and provide an overview of the grassroots issues confronting the Services and their people.

As a companion piece to this strategic planning initiative, a state-of-the-art feedback mechanism was created. The Interactive Customer Evaluation (ICE) system is a web-based tool that collects feedback on services provided by various organizations throughout the Department of Defense (DoD). The ICE system allows customers to submit online comment cards to rate the service providers they have encountered at military installations and related facilities around the world. It is designed to improve customer service by allowing managers to monitor the satisfaction levels of services provided through reports and customer comments. ICE allows DoD customers to quickly and easily provide feedback to service provider managers, gives leadership timely data on service quality, allows managers to benchmark the performance of their service providers against other DoD organizations, encourages communication across organizations by comparing best practices to increase performance results, and saves money.

Together with the efforts of the Army, Navy, Air Force, and Marine Corps, these initiatives ensure that senior leaders and program managers across the Department of Defense remain in touch with the needs and aspirations of their people. During the years following the advent of the volunteer force, we became increasingly aware of the need to address the issues confronting the rapidly changing demographics of the force. Quality of Life became an issue. Eventually, through increased exposure and experience, it has become and will remain a strategic leadership issue. As the concept of Quality of Life continues to evolve and expand, the Department will continue to pursue initiatives to identify the linkages with readiness, where applicable, and seek to increasingly tie performance with measurable outcomes. While some programs and initiatives may never be directly linked to readiness, they remain the right thing to do in light of the continued commitment of service members and families to the Nation.

The Services and the Department recognize the importance of taking care of our people. The reciprocal loyalty between our people and their Nation demands that we invest in the quality of their lives. It is this investment that compounds itself in the training bases and support complexes where victory begins, in the homes where family support is kindled, and ultimately, on the battlefield where heroes acquit themselves in defense of freedom and justice. The demonstrated effort made by the Services to understand the grassroots issues impacting their people and provide effective solutions confirms our leaders’ recognition that to understand their people’s needs and aspirations, to create an institution that supports and fulfills them, to invest in their lives – is truly an investment in readiness and freedom.



MILITARY SERVICES QUALITY OF LIFE RESEARCH

QOL Research Overview
Department of Defense

Army

Navy

Air Force

Marine Corps

Coast Guard

Military Family Research Institute



MILITARY QUALITY OF LIFE RESEARCH OVERVIEW

Research on quality of life has a long tradition both inside and outside the military. Comparisons of the quality of life *among* communities and countries typically focus on ‘social indicators,’ or large-scale demographic characteristics such as income, unemployment, home ownership, public safety, or family stability. Assessments of the quality of life *within* communities or other organizations (such as the military) typically focus on the subjective perceptions of individual members.

WHAT CONSTITUTES MILITARY QUALITY OF LIFE

In the military, the term ‘quality of life’ is traditionally associated with policies, programs and services that are intended to support members and families. Although most quality of life services do not focus on members’ work conditions, research shows that quality of life is very much a function of life both on and off the job. Thus, unambiguous work responsibilities and support from supervisors and coworkers are likely just as important to the quality of life of Service members – and their families – as the quality of available recreational facilities.

THE NEW SOCIAL COMPACT

Today, quality of life services in the military are guided by the philosophy articulated in the Department’s “New Social Compact”, published in 2002, which attempts to shift the culture of military quality of life from one of entitlements toward that of a bargain between the military and its members – in exchange for members’ effort, the military provides programs and services to facilitate the fulfillment of their duties.

ENTITLEMENTS VS. BENEFITS – A FINE LINE

The (usually) unwritten bargains between organizations and their members have been studied for many years. One of the insights from this literature is that some benefits provided by organizations are ‘hygiene factors,’ meaning that they are perceived as entitlements and while costly to morale and performance if withdrawn, generate little in the way of day-to-day enhancement. Military housing is a good example.

Other benefits generate little cost if not offered, but considerable benefit when present – targeted financial incentives may offer such a ‘bump,’ but only temporarily. This suggests that quality of life programs and services may need to be evaluated differently depending upon whether or not they are widely considered to be entitlements. Complicating matters further, there are variations over time in what constitutes an entitlement. As the percentage of dual-earner and dual-service families rises, for example, military members and their families may be increasingly likely to consider child care assistance an entitlement.



MILITARY QUALITY OF LIFE RESEARCH

Military quality of life research falls into three streams:

- Assessing needs, usually accomplished via surveys regularly conducted by each of the services.
- Assessing processes, such as the efficiency and quality of service delivery. The most-studied example is the military child care system, which has been found to offer center-based care of superior quality for essentially the same operating cost as civilian child care of much lower quality.
- Assessing outcomes, or the effectiveness of service delivery. In the vast majority of cases, research focuses on families’ satisfaction perceptions of the degree to which their needs have been met. Few studies include objective measures of member or family outcomes, or before-and-after research designs with control or comparison groups, making it difficult to have confidence in the few evaluation studies that have been conducted. In part, this is because it is extremely difficult in the military to get into the field quickly enough to gather data before an intervention must be implemented, and because it is difficult to secure cooperation across Military Service installations for controlled and consistent evaluation procedures.

MILITARY MEMBERS AND THEIR FAMILIES ARE RESILIENT, YET VULNERABLE TO THE STRESS OF MILITARY LIFE

The accumulation of research suggests that military members and families vary in the degree to which they are *resilient* and *vulnerable* to the effects of stressors. Findings also suggest that while most members and families (80-90%) respond to stressors such as deployment without serious problems requiring legal or clinical intervention, it is also the case that most families feel challenged and even troubled when confronting such stressors. Furthermore, the effects of deployment in particular appear to be very long-lasting. The presence of chronic stressors such as financial problems can sap families’ reserves for coping with acute challenges like a sudden deployment or separation. In turn, stress that exceeds families’ ability to cope is associated with psychological problems as well as domestic violence directed toward both spouses and children. While privacy concerns limit the willingness of the military to measure and monitor family relationships, understanding and taking steps to “arm” families with resilience to withstand the challenges of military life seems a worthy goal based on research to date.

DEPARTMENT OF DEFENSE QUALITY OF LIFE SURVEYS

The Human Resources Strategic Assessment Program, located at Defense Manpower Data Center (DMDC), consists of both Web-based and paper-and-pencil surveys to support personnel information needs of the Under Secretary of Defense for Personnel and Readiness [USD(P&R)]. These surveys assess the attitudes and opinions of the entire Department community - active duty, Reserve, and civilian employees, and family members, on a wide range of personnel issues. The Web-based survey program, known as the Status of Forces Surveys (SOFS), provides timely data on active, Reserve, and civilian members. The SOFS Web surveys are short and limited to a few topics. There are nine SOFS Web surveys a year, with three cross sectional samples of each population – active duty, Reserve, and DoD civilian employees. When the implementation is completed, a survey will be conducted every month except during April, August and December when ad hoc surveys, longitudinal surveys, and paper-and-pencil surveys will be fielded. The paper-and-pencil surveys are used to obtain data on sensitive topics and from populations who may have limited Internet access.



In the long-term plan, a series of questions are included on all active-duty SOFS. These questions relate to overall satisfaction, retention intention, perceived readiness, stress, tempo, and permanent change of station moves. Policy offices may insert additional questions to each iteration of the SOFS. The chart below displays the long-term content plans for the SOFS. Separate surveys are conducted for the active duty and Reserve Component forces.

Active Component SOFS Content Plan Approved May 23, 2003

<p>March—Even Year Base survey includes demographics, outcomes, and moderators (i.e., satisfaction, retention intentions, readiness, and stress along with tempo and PCS move items).</p> <p>In-depth coverage</p> <ol style="list-style-type: none"> 1. Financial Health Debt load and assets Supplemental social/income programs Financial planning (i.e., personal financial management) 2. Family Life Family characteristics Spouse employment Childcare Education (child and spouse) Type, satisfaction (on/off base), assessment Access to technology question 3. Compensation Adequacy of compensation—relativity comparison to high school classmates Financial well-being Trade-offs/cafeteria approach to benefits Retirement Warrant Officer (WO) vs. Enlisted 	<p>July—Even Year Base survey includes demographics, outcomes, and moderators (i.e., satisfaction, retention intentions, readiness, and stress along with tempo and PCS move items).</p> <p>In-depth coverage</p> <ol style="list-style-type: none"> 1. Retention Incentives to keep Perceptions of sabbatical programs Perceptions of “up-or-stay” Awareness of transition benefits Promotion expectations Active vs. passive steps toward leaving the military Likelihood to recommend service 2. Organizational Commitment 3. Satisfaction Service, lifestyle (to include assignments and travel), compensation, programs, etc. 4. Organizational Culture/Retention Zero-defect, micromanagement, and/or careerism 5. Attitude Toward Military Service 	<p>November—Even Year Base survey includes demographics, outcomes, and moderators (i.e., satisfaction, retention intentions, readiness, and stress along with tempo and PCS move items).</p> <p>In-depth coverage</p> <ol style="list-style-type: none"> 1. Leadership Perceptions of leadership Satisfaction with supervision 2. Mentoring 3. Organizational Culture/Leadership Zero-defect, micromanagement, and/or careerism 4. Career Opportunities Career development/expectations Professional development programs In-residence vs. correspondence evaluations Occupational assignments 5. Organizational Effectiveness Job satisfaction and morale
<p>March—Odd Year Base survey includes demographics, outcomes, and moderators (i.e., satisfaction, retention intentions, readiness, and stress along with tempo and PCS move items).</p> <p>In-depth coverage</p> <ol style="list-style-type: none"> 1. Family Life Family characteristics Eldercare Marriage and divorce Personal stress Marital/personal discord Marital satisfaction Support programs (emotional) 2. Military Life Tempo—work level Expectations/lifestyle 3. General Financial Health 	<p>July—Odd Year Base survey includes demographics, outcomes, and moderators (i.e., satisfaction, retention intentions, readiness, and stress along with tempo and PCS move items).</p> <p>In-depth coverage</p> <ol style="list-style-type: none"> 1. Programs and Services Availability and satisfaction Measures to support new Quality of Life (QoL) Index Family support centers Detail on commissaries and exchanges 2. Detailed Housing On/off-base comparison Satisfaction with housing Characteristics of housing 3. Health Care Relationship between satisfaction with programs and outcomes Perceptions of comparability to civilian programs 4. Military/Civilian Comparisons Work, in general Specifics 	<p>November—Odd Year Base survey includes demographics, outcomes, and moderators (i.e., satisfaction, retention intentions, readiness, and stress along with tempo and PCS move items).</p> <p>In-depth coverage</p> <ol style="list-style-type: none"> 1. OPS/PERSTEMPO Frequency and duration of deployments Impact on career intention Reasons for being away Concerns while away Internet use to communicate with member/family during deployment 2. PCS Moves Problems Homesteading: depth vs. breadth (Are people at the location long enough to learn the job?) Costs/household goods (HHG) shipments Frequency 3. Readiness Unit and individual readiness Perceptions of joint training Training facilities Use of technology 4. Off-duty Education for Service Members



Reserve Component SOFS Content Plan

Approved May 23, 2003

<p>January—Even Year Base survey includes demographics, outcomes, and moderators (i.e., retention intentions, readiness, global stress levels, tempo measures, and overall satisfaction).</p> <p>In-depth coverage</p> <ol style="list-style-type: none"> Financial Implications of Mobilization Debt load and assets Receipt of financial support from programs (i.e., transition assistance) Total household income Child support/alimony Student support from universities Civilian Work Civilian employer(s) & type of work Overtime Financial planning Family Life Spouse employment (status/need to work) Spouse participation in the military Childcare (as it relates to mobilization) Education (child and spouse) type, satisfaction, and assessment Access to technology Family characteristics Compensation Satisfaction with pay and benefits Special pay Use of National Guard/Reserve income <p>Similarly covered in March (even year) for Active Duty.</p>	<p>May—Even Year Base survey includes demographics, outcomes, and moderators (i.e., retention intentions, readiness, global stress levels, tempo measures, and overall satisfaction).</p> <p>In-depth coverage</p> <ol style="list-style-type: none"> Retention Likelihood of staying Likelihood of staying until retirement Reasons for staying Reasons for leaving Current years of service Expected years of service Organizational commitment Family and employer support of member's participation Satisfaction Content of Reserve service in relation to non-monetary incentives Assignments and travel Pay and benefits Quality of life and family programs Overall satisfaction Deployments Mobilization/demobilization process Family support <p>Similarly covered in July (even year) for Active Duty.</p>	<p>September—Even Year Base survey includes demographics, outcomes, and moderators (i.e., retention intentions, readiness, global stress levels, tempo measures, and overall satisfaction).</p> <p>In-depth coverage</p> <ol style="list-style-type: none"> Employer Support for the Guard and Reserve (ESGR) Military Career Use of civilian skills in military job Organizational culture Organizational effectiveness Leadership Mentoring Military/Civilian Comparisons Work, in general Specifics (promotion opportunities, vacation, pay and benefits, retirement, and health care) <p>Similarly covered in November (even year) for Active Duty.</p>
<p>January—Odd Year Base survey includes demographics, outcomes, and moderators (i.e., retention intentions, readiness, global stress levels, tempo measures, and overall satisfaction).</p> <p>In-depth coverage</p> <ol style="list-style-type: none"> Family Life Marriage/divorce Family characteristics Spouse's attitude/support for military career Family support for military career Service member stress Marital satisfaction/discord Availability of counseling services and programs for spouses while members are deployed Military Life Work/life balance Tempo—workload Members' attitude toward military service Organizational health (strength/quality of leaders, peers, subordinates, and unit) Perceptions of work General Financial Health <p>Similarly covered in March (odd year) for Active Duty.</p>	<p>May—Odd Year Base survey includes demographics, outcomes, and moderators (i.e., retention intentions, readiness, global stress levels, tempo measures, and overall satisfaction).</p> <p>In-depth coverage</p> <ol style="list-style-type: none"> Health Care (Member and Family) Medical and dental readiness Deployed members who elect to keep their civilian coverage Awareness of family dental coverage TRICARE (use, satisfaction, and level of knowledge for member and family) Transitional health care benefits Education Eligibility Educational benefits (use and satisfaction) Military Lifestyle Programs/Morale, Welfare, and Recreation (MWR) (access and satisfaction) Facilities and services (access, distance, satisfaction, and importance) Identification with military community <p>Similarly covered in July (odd year) for Active Duty.</p>	<p>September—Odd Year Base survey includes demographics, outcomes, and moderators (i.e., retention intentions, readiness, global stress levels, tempo measures, and overall satisfaction).</p> <p>In-depth coverage</p> <ol style="list-style-type: none"> OPS/PERSTEMPO Likelihood of being mobilized or deployed Concerns while away Frequency and duration of deployments Reasons for being away Internet communication with family during deployment Volunteering Readiness Physical preparedness Training and experience Unit preparedness Cohesion/morale Adequate manpower in specialized skills Training and Facilities Annual training Specialty training Change of units Condition of equipment/workplace Availability of supplies Technology Access to computer and internet (at work and home) <p>Similarly covered in November (odd year) for Active Duty.</p>

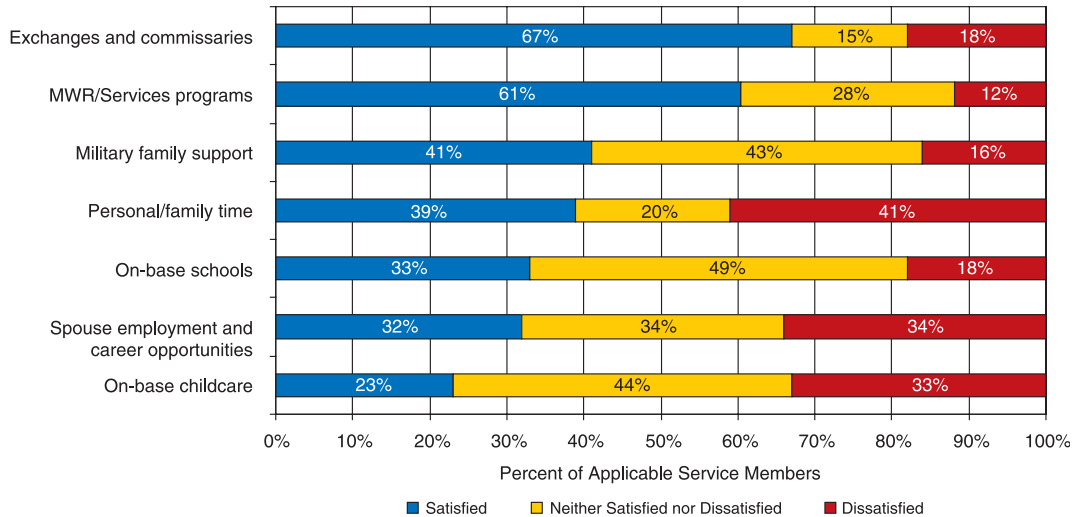


Measuring satisfaction with quality of life and family programs is a large part of the survey plan. Results of the July 2002 Active Duty Survey reveal that the vast majority of service members are satisfied with exchanges, commissaries and MWR/Services programs. Almost half are satisfied with military family support. About a third are satisfied with personal/family time, on-base schools, and spouse employment and career opportunities. Trends in the 1999 Active Duty Survey and the 2002 Active Duty Survey reveal a:

- Small gain in those satisfied with personal and family time, up from 31% to 39% satisfied
- Small gain in those satisfied with family support, up from 38% to 41% satisfied

Quality of Life & Family Programs

How satisfied are you with each of the following?



Margins of error within +/-2%
 Source: Status of Forces Active Duty Survey, DMDC, July 2002

Findings from the July 2002 Active Duty Survey indicate that more members are dissatisfied than satisfied in three areas: spouse employment and career opportunities; on-base child care availability; and personal/family time.

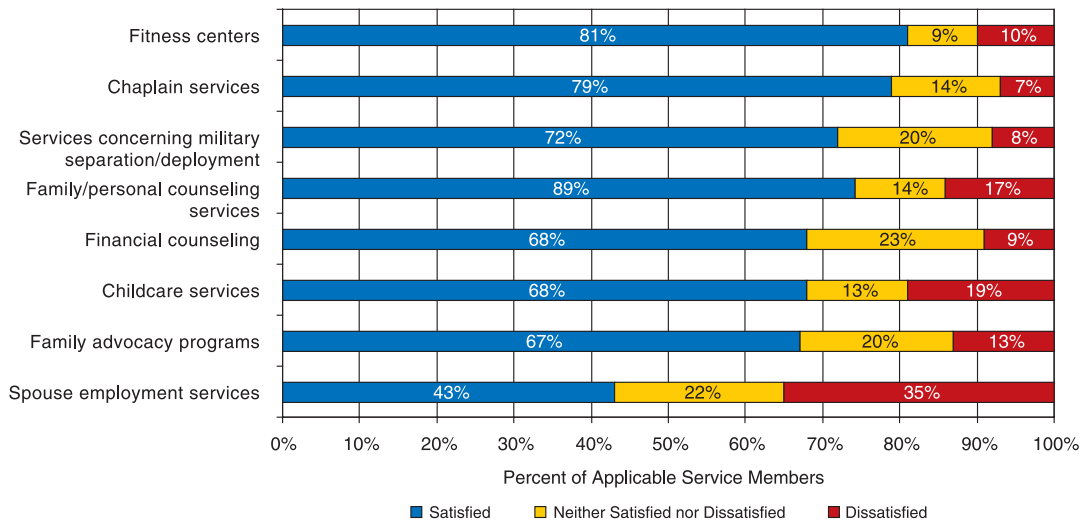
Additionally, 1 in 4 members indicated serious problems with spouse employment or loss/decrease in spouse's income during their most recent Permanent Change of Station move.

The March 03 Active Duty Survey shows that military members are highly satisfied with on-base quality of life programs. There are only two exceptions in this story of satisfaction: satisfaction with spouse employment services was low (43% are not satisfied) and the preferred location of counseling services was off-base instead of on-base (44% preferred off-base instead of on-base counseling services for themselves and 52% preferred off-base instead of on-base counseling services for their family members). There is continued high satisfaction (67%-81%) with fitness centers, chaplain services, services concerning military separation/deployment, family/personal counseling services, financial counseling, child care services, and family advocacy programs.



Support Programs/Services

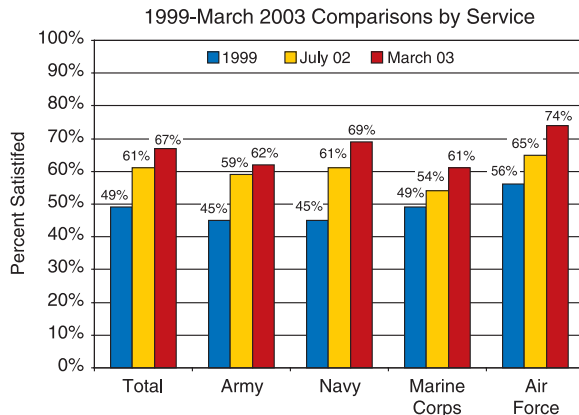
Level of Satisfaction with On-Base Programs/Services



Margins of error within +/-6%
 Source: Status of Forces Active Duty Survey, March 2003

The good news story is that Service members overwhelmingly reported (67%) an overall satisfaction with the military way of life in March 2003, an upward trend in percent of satisfaction when compared to 1999 (only 49% satisfied) and July 2002 (61% satisfied) data. This significant 6% increase in satisfaction between July 2002 and March 2003 and an even greater (18%) increase in satisfaction between 1999 and March 2003 was led by Air Force Service members, E5-E9s, commissioned officers, members living off-base, those married with children, and males.

Overall Satisfaction Military Way of Life



Margins of error within +/-4%
 Sources: Active Duty Survey, DMDC, 1999, Status of Forces Active Duty Survey, July 2002, Status of Forces Active Duty Survey, March 2003.

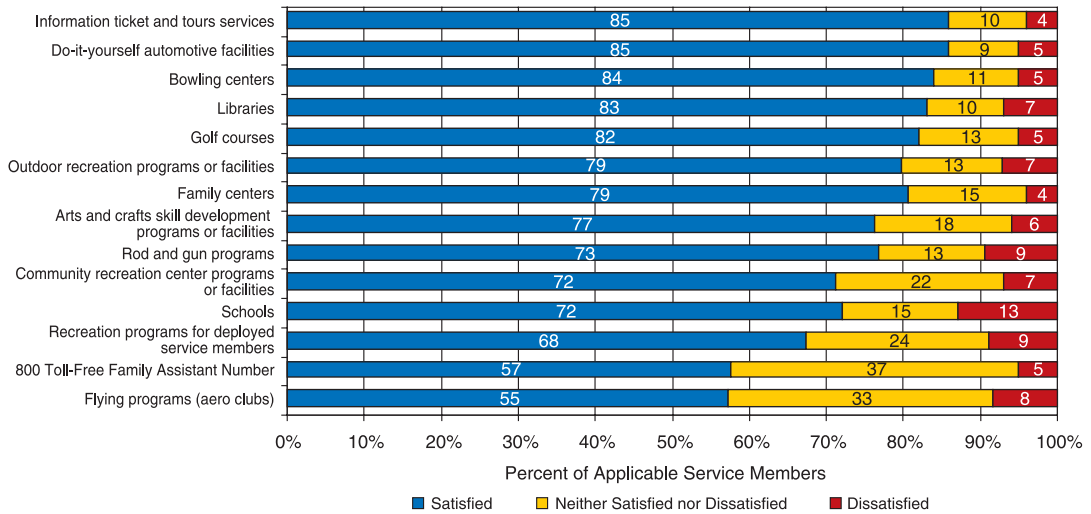
sense of accomplishment/pride, while civilian rated better on compensation, work hours, and personal/family time. From March to July 2003, overall satisfaction with the military way of life went down 5 percentage

In the July 2003 Active Duty Survey, spouse employment was an issue to some (e.g., it decreased the desire for retention for 24% of the personnel taking the survey and was a problem in permanent change of station moves (18%). Again, we found that the majority was satisfied with support programs, and health and dental care benefits. Most members rated their current housing as “excellent, very good, or good” and most preferred civilian housing. In comparing military and civilian opportunities, military rated better on vacation, retirement, education/training, and



points, with Navy experiencing the largest decrease at 8 percentage points. We found that retention intentions were down by 3 percentage points, but spouse/significant other support remained the same.

Support Programs/Services Level of Satisfaction with On-Base Programs



Margins of error within +/-9%
Source: Status of Forces Active Duty Survey, July 2003.

Realizing the value of this near real-time information from the DMDC surveys, the Department has been able to react quickly to implement programs to meet the needs of Service members and their families. For example, knowing that stress was impacting Service members personal and work lives, (42% reported more than usual levels of stress in their personal life and 52% rated more than usual levels of stress in their work life on both the March 2003 and the July 2003 AD surveys), the following programs were implemented to help reduce the Service members’ and their families’ stress levels.





ARMY QUALITY OF LIFE RESEARCH



Summary of Key Findings from Army Surveys

The Army measured soldiers’ Quality of Life (QoL) in four Sample Surveys of Military Personnel (SSMP) during the period Spring 2001 to Fall 2002. Results indicate a significant increase in satisfaction levels. For example, out of 58 QOL items on the survey instrument, satisfaction levels from Fall 2001 to Fall 2002 increased a statistically significant 4 or more percentage points for 10 of the 58 factors for officers and 2 of the 58 factors for enlisted personnel. Historically, satisfaction levels from Fall 2000 to 2002 also increased significantly for 21 factors for officers and 14 factors for enlisted personnel. There were no statistically significant decreases for either of the two time frames.

The two increases in levels of satisfaction from the Fall 2001 to Fall 2002 reported by enlisted personnel were: “Level of educational benefits,” 5.6% - from 62.3% to 67.9%, and “Amount of Basic Allowance of Housing (BAH),” 5.1% - from 38.6% to 43.7%. QOL items having the highest levels of dissatisfaction by enlisted personnel include: amount of pay (63%); availability of government housing (63%); quality of government housing (59%); amount of time separated from family (58%); opportunity to select a job, training, station (58%); and amount and quality of equipment/supplies (57%). Morale Welfare and Recreation continues to have high levels of officer and enlisted satisfaction and compares very favorably with other key QOL factors such as availability of government housing, basic pay, or retirement benefits. With the exception of Army Child Care (see detailed description of Fall 2002 SSMP in following section of this report), all Morale, Welfare and Recreation (MWR) programs/services items are in the top half of 56 QOL items measured. Satisfaction levels with six items measuring MWR (availability and quality of family programs, availability and quality Army Youth Services, and availability and quality of recreational services) are in the top twenty for both officers and enlisted personnel.

The top three most important reasons for officers and enlisted personnel for thinking about or planning to leave the Active component Army before retirement include: “Amount of time separated from family” (for officer and enlisted personnel), “Amount of enjoyment from my job” (for officers), “Overall quality of Army life” (for enlisted personnel).

Realizing that a soldier’s support and concern is highly associated with spouse satisfaction with the Army as a way of life and the soldier’s career decisions, the Army conducted a Survey of Army Families in 2001. Findings from that survey indicate that since the last survey of spouses, which was conducted in 1995, there has been a decrease in the percentage of spouses of active duty soldiers satisfied or very satisfied (61% in 1995, 53% in 2001) with the Army as a way of life. More encouraging are findings that a high percentage of spouses reported fewer problems dealing with Army demands and “getting along” while the soldier is away. Compared to 1995, spouses are better prepared to deal with deployments in that they feel more comfortable dealing with Army agencies while the soldier is away, most deal well with regular day-to-day tasks, and most of those with children deal well with child-related tasks. Less encouraging is the decrease since 1995 in the percentage of spouses who are satisfied with the support and concern shown for their family by officers in their soldier’s unit (37% in 1995, 32% in 2001) and garrison leaders (27% in 1995, 23% in 2001).

In order to provide a detailed glimpse of the five surveys conducted by the Army during the past 3 years, a description of each follows this summary.



SPRING 2001 SAMPLE SURVEY OF MILITARY PERSONNEL

For the Spring 2001 SSMP, 4,068 officers and 6,064 enlisted personnel completed the questionnaire and were included in the data file. The estimated response rate was 50%. An important finding from the survey revealed Army-wide active duty soldiers' use of outdoor recreation programs.

It was found that over one-half of soldiers reported that they were very satisfied or satisfied with Army Outdoor Recreation Programs. Two-thirds of officers (65.5%) and slightly less than three-fifths of enlisted personnel (57%) used/participated in Army Outdoor Recreation Programs during the 12-month period prior to the administration of the survey. Of those that did not use/participate in Army Outdoor Recreation Programs during the 12-month period, one-third of soldiers reported that they didn't have enough time to use the programs. When presented a list of factors related to Army Outdoor Recreation Programs (hours, location, quality of facilities, etc.), between two-thirds and four-fifths of soldiers reported that the factors were what they expected.

These findings were used to develop and implement policies and programs, justify resources, and improve delivery of services. Findings were also integrated and compared with those from other MWR and family research.

FALL 2001 SAMPLE SURVEY OF MILITARY PERSONNEL

For the Fall 2001 SSMP, 3,414 active duty officers and 4,022 active duty enlisted personnel completed the questionnaire and were included in the data file. The estimated response rate was 50%. Two important findings surfaced in the areas of families' and soldiers' satisfaction with the support and concern provided to them by the Army and the impact of exceptional family members on soldiers' careers.

Regarding the Army's concern for Army families and soldiers, 51 percent of officers and 36 percent of enlisted soldiers were satisfied with the support and concern the Army had for them. For married soldiers, 49 percent of officers and 38 percent of enlisted soldiers were satisfied with the support and concern the Army had for their families. Half of married officers and two-fifths of married enlisted soldiers reported that unit leaders were greatly interested in the welfare of families and knew about family programs. Overall, married soldiers were more likely than single soldiers to be satisfied with the support and concern the Army and their leaders had for them. Single company grade officers and junior enlisted soldiers were less likely than married soldiers to report that leaders were interested in their welfare and knew about single soldier programs. Single soldiers also perceived less support and concern from officers in high post/installation positions and officers at their place of duty, compared to prior surveys.

In the area of exceptional family members, 11 percent of officers and 12 percent of enlisted personnel reported having an exceptional family member, figures statistically significantly higher than reported in 1990 and 1992. Of these soldiers, three-fourths of officers and two-thirds of enlisted personnel reported being enrolled in the Exceptional Family Member Program—also statistically significantly higher than reported in 1990 and 1992. Of those that had an exceptional family member, 9 percent of officers and 14 percent of enlisted personnel reported having had to return prematurely from a deployment or tour in order to deal with family member needs.

The findings from this survey were compared and combined with those from the Survey of Army Families IV (see findings presented later in this section) and presented to Army leaders and program managers.



SPRING 2002 SAMPLE SURVEY OF MILITARY PERSONNEL

For the Spring 2002 SSMP, 4,216 active duty officers and 4,489 active duty enlisted personnel at locations worldwide completed the questionnaire and were included in the data file. The estimated response rate was 50%. The survey results supported established trends in both usage and importance of Morale, Welfare and Recreation programs and in lost time from work due lack of child care arrangements. Not surprisingly, the results of this survey showed that a significant percentage of spouses were employed and that personnel seek information about programs and services through the use of the Internet – both of which are signs of the times that parallel national statistics.

Except for a few slight changes in priority, the top ten programs in terms of use remained consistent from the Spring of 1995. Within the last two months of spring 2002, over three-fourths (78%) of all soldiers used fitness facilities, over two-thirds (69%) used the gymnasium/playing courts/fields, and about three-fifths went bowling (62%) and used library and information services (56%). The top ten programs in terms of importance remained the same but with slight changes in priority from 1995. See Table 1 below. Three MWR programs and services (fitness facilities, gymnasiums/playing courts/fields, and library and information services) were rated from 1995 to 2002 as the most important for enhancing the quality of Army life. Ratings of importance were fitness facilities (71%), gymnasium/ playing courts/fields (56%), and library and information services (51%).

Table 1. Soldier Use of MWR Programs (Total Officers and Enlisted Personnel)

	Spring 2002	Spring 1998	Spring 1997	Spring 1995
Fitness Facilities	78%	77%	72%	75%
Gymnasium/Playing Courts/Fields	69%	74%	71%	74%
Bowling	62%	60%	56%	59%
Library and Information Services	56%	58%	53%	56%
Swimming Pools	46%	46%	46%	45%
Information, Ticket and Registration	43%	46%	43%	46%
Travel Agency Services	39%	48%	34%	46%
Automotive Shop	37%	40%	39%	41%
Outdoor Recreation Areas	30%	38%	36%	38%
Local Intramural Sports	28%	24%	20%	22%
Music and Theater Programs	27%	33%	27%	28%
Golf	25%	25%	23%	21%
Club Entertainment Services	24%	30%	28%	30%
Club Beverage Lounge	23%	29%	25%	29%
Recreation Equipment Rental	23%	27%	25%	25%
Community Recreation Centers	21%	22%	16%	18%
Full Club Dining & Beverage Service	21%	30%	24%	29%
Child Development Services-CDS	18%	18%	12%	13%
Arts and Crafts Programs	16%	16%	15%	15%
Food Catering/Banquet Services	16%	18%	12%	15%
Youth Services	15%	19%	14%	16%
Marine Services	11%	12%	10%	11%
School-Age Services	11%	*	*	*
Sports Above Intramural Level	11%	12%	8%	9%
Child and Youth Services (CYS)	9%	*	*	*

* Not a category in that year's survey



The percentage of all soldiers reporting having dependent children remained stable from Spring 1995 (1995 – 51%; 1999 – 51%; 2002 – 49%). Of those who use child care and have dependent children 12 years or younger living with them, over one-fifth (22%) of officers and one-fourth (27%) of enlisted personnel lost time during the last 3 months from military duties because of the lack of child care. Almost two-fifths (38%) of the spouses of both officers and enlisted personnel lost time during the last 3 months from paid or volunteer work because of the lack of child care.

In the Spring of 2002, over one-half of the non-military spouses of all soldiers were working full-time (34%) or part-time (17%)

It was reported that 23% of officers and 19% of enlisted personnel used the headquarters’ Army website to obtain information on programs and services: 13% of officers reported that they used the website to obtain information on lodging, 11% on travel, and 10% on sports & recreation while 7% of enlisted personnel reported using the website to obtain information on sports & recreation. Four-fifths of officers and enlisted personnel reported that they found the content of the website to be very useful/moderately useful.

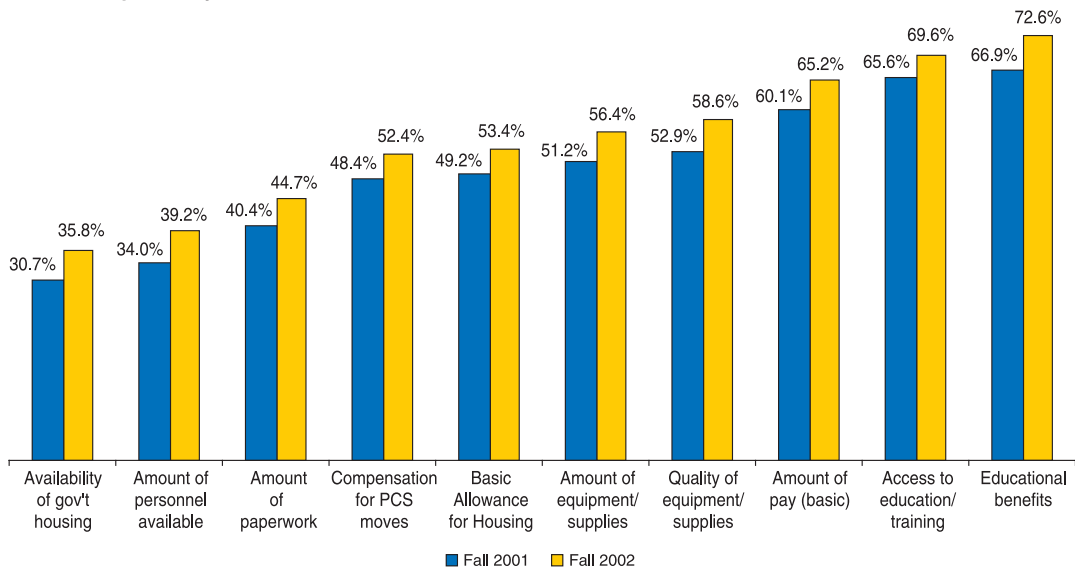
As a result of these trends the Community and Family Support Center (CFSC) continually modified its MWR website to address customer-centered needs for travel and recreation-related content. These modifications include navigation aids, the addition of news and help features, and a robust “contact us” application that allows for customer interaction with MWR program managers. Coming soon in 2004 is a new “InstaHelp” feature that will allow real-time customer assistance at the flip of the switch.

FALL 2002 SAMPLE SURVEY OF MILITARY PERSONNEL

For the Fall 2002 SSMP, 3,747 active duty officers and 4,669 active duty enlisted personnel completed the questionnaire and were included in the data file. The estimated response rate was 50%. The survey was

Satisfaction Levels - Officers

As reported by officers, there were 10 increases in satisfaction levels from Fall 2001 to Fall 2002



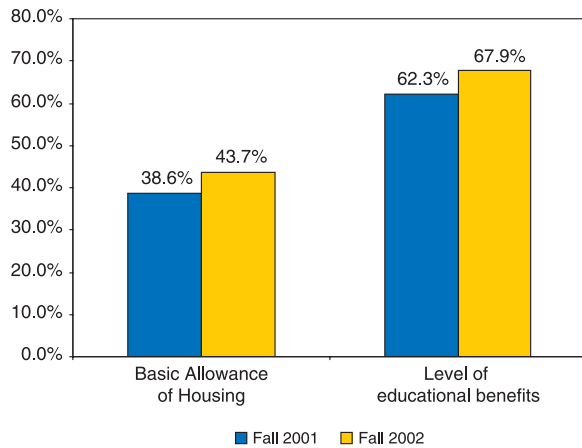
valuable in identifying career matters: the relation between Quality of Life (Well-being) and Job Satisfaction and the top reasons for leaving the Army before retirement.

The Army defines well-being (quality of life) as “the provision of equitable, adequate, and appropriate living, working and leisure conditions consistent with available resources and political and military considerations.” For soldiers and their family members, the terms “quality of life” and “well-being” encompass a wide range of factors, such as amount of time with family, housing, health care, commissary, post exchange (PX), recreation, family programs, child care, youth services, overseas schools for dependent children, geographic location and living conditions, job assignments, co-workers, amount of work, job satisfaction,

pay, retirement benefits, and leadership. From the Fall 2001 survey to the Fall 2002 survey, satisfaction levels increased a statistically significant 4 or more percentage points for 10 of the 58 factors for officers and 2 of the 58 factors for enlisted personnel. These results follow increases from the Fall 2000 to 2002 surveys for 21 factors for officers and 14 factors for enlisted personnel. There were no statistically significant decreases.

Satisfaction Levels - Enlisted

Concurrently, levels of satisfaction increased in two areas as reported by enlisted personnel.



QOL items having the highest levels of dissatisfaction, as rated by enlisted personnel



Source: Sample Survey of Military Personnel, Army, Fall 2002



Out of the 58 items measured, satisfaction levels with six items measuring MWR items (availability and quality of family programs, availability and quality Army Youth Services, and availability and quality of recreational services) were in the top twenty for both officers and enlisted personnel. With the exception of “Quality of Army Child Care Programs,” “Availability of Army Child Care programs,” (# 34 & # 45 in priority) for officers, and “Availability of Army Child Care programs,” (# 39 in priority) for enlisted, all MWR items are in the top half of the items measured.

The other significance of this survey was the identification of the top three reasons officers and enlisted personnel gave for thinking about or planning to leave the Active component Army before retirement. Those reasons were: “Amount of time separated from family” (for officer and enlisted personnel), “Amount of enjoyment from my job” (for officers), and “Overall quality of Army life” (for enlisted personnel).

Findings from this survey were used to develop and implement policies and programs, justify resources, and improve delivery of services. Findings were also integrated and compared with those from other MWR and family research.

2001 SURVEY OF ARMY FAMILIES (SAF) IV

A total of 6,759 spouses of soldiers (4,097 officers and 2,662 enlisted) completed the survey, for a 33% response rate. The survey was conducted Army-wide and measured satisfaction with the Army way of life. As compared to survey results in 1995, there was a slight decrease in the percentage who were satisfied or very satisfied (61% in 1995, 53% in 2001) and a slight increase in the percentage who were dissatisfied or very dissatisfied (14% in 1995, 19% in 2001) with the Army as a way of life.

Spouses reported fewer problems dealing with Army demands and “getting along” while the soldier was away. Compared to 1995, spouses were better prepared to deal with deployments in that they were more comfortable dealing with Army agencies while the soldier was away.

Compared to 1995, there was a decrease in spouse satisfaction with the support and concern shown for their family by unit noncommissioned and commissioned officers (39% to 34%, and 37% to 32% respectively) and by leaders in high post/installation positions (27% to 23%)

Two-thirds of spouses used MWR recreation programs at their installations; if they lived off post, there was a slight decrease - 50% of the spouses used the programs. Frequent use of MWR is linked to higher levels of spouse adjustment to military life.

Considered by spouses to be among the top seven most important MWR programs were:

- Library and Information Services (67%)
- Fitness Facilities (62%)
- Child Development Services (58%)
- Youth Services (46%)
- Gymnasium/Playing Courts/Fields (39%)
- Swimming Pools (38%)
- Outdoor Recreation Areas (35%)



Most Army families experienced duty-related separations each year. Since 1995 family adjustment to short-term separations improved, but adjustment to long-term separations declined. One-third of spouses was aware of Family Readiness Group and Army Family Team Building programs. Spouse involvement with these programs increased their perception that leaders care for families.

Spouse satisfaction with the quality and especially with availability of both medical and dental care increased from 1995.

The use of Army relocation services increased, but spouse satisfaction with services was low to moderate. Forty-four percent of spouses who made a PCS move in the 3 years preceding this survey and who were accompanied by high school-age children reported problems related to changing schools.

Half of those who were renting or living in government housing were satisfied with housing. Concerns over security and substandard quality were common among those living both on and off post.

Findings of this survey were briefed to members of the Army staff. The Army Chief of Staff, encouraged wide dissemination of the findings on leadership. To maximize use of the findings, diskette copies of both the 2001 SAF IV Executive Summary and the 2001 SAF IV Final Summary were sent to installation commanders and DPCAs. Continuing to build on trend data going back to SAF I (1987), SAF V is scheduled to be fielded in spring 2004.





NAVY QUALITY OF LIFE RESEARCH



Summary of Key Findings from Navy Surveys

There is a high awareness and high satisfaction with Navy QOL programs and personal QOL for Sailors and their spouses across all eight surveys conducted during the past 3 years. A number of surveys demonstrated a strong link between satisfaction with QOL programs and perceived personal readiness and quality of life for Sailors and their families and a lesser (though still significant) relationship to retention intent.

For junior enlisted personnel and their spouses, a key dissatisfier is income level for extras, savings, and investments (satisfaction increases with paygrade for both groups). Junior enlisted personnel are also dissatisfied with shipboard life in terms of privacy and personal space for sleeping accommodations.

For Morale, Welfare and Recreation (MWR) programs, fitness centers, gymnasiums, Information, Tickets and Tours (ITT) and outdoor recreation programs were considered the most important MWR programs by active duty, spouses, and command leaders. The Navy College Program was also very highly rated in its importance to Sailors’ quality of life and personal readiness in several surveys. Among experienced QOL program users in Fleet concentration areas, the Chaplain Religious Enrichment Delivery Operation (CREDO) was rated very positively as impacting on personal readiness in two surveys.

A description follows of each of the eight surveys developed by the Navy Personnel Research, Studies, and Technology Department during the past 3 years.

MORALE WELFARE AND RECREATION (MWR) LEADERSHIP SURVEY – 2001

This survey was designed for commanding officers, officers in charge and senior enlisted personnel to assess leaders’ perceptions of Navy MWR programs and policies and obtain data complementary to the results of the 2000 MWR Customer Satisfaction Survey. Survey topics included the importance of Navy MWR facilities/services, contributions to outcomes, deployment support, communications, satisfaction with MWR, and open-ended questions. Generally, similar results were obtained for officer-enlisted, CONUS-OCONUS, sea-shore, number in command, and gender.

Of the 3,309 individuals taking the survey, over 90 percent agreed that MWR was a valuable component of Navy life and that it improves the quality of life of Sailors. Fitness centers, gymnasiums and ITT were rated as the most important MWR programs, echoing the results of the 2000 Navy MWR customer survey. There was high agreement that MWR assists in attaining outcomes that are clearly MWR-related (physical fitness, fun, stress reduction) but less agreement that MWR assists in attaining other military outcomes (readiness, unit cohesion, reduced drug/alcohol, disciplinary problems). Those OCONUS generally saw MWR making greater contributions to these outcomes than those in CONUS.

There was high satisfaction with MWR support while deployed. Access to electronic communications (email, computers, internet access) was rated as most important for forward-deployed units.



The Navy College Program and exchanges were also as highly rated in their importance to quality of life and to performing a Navy job as the highest rated MWR programs cited by participants.

QOL PROGRAM CONTRIBUTIONS TO READINESS AND RETENTION – 2001

This survey utilized a common set of measures to evaluate a broad range of programs. This common set of measures allowed for a multi-program evaluation that provided headquarters-level decision makers information regarding those programs that are best at meeting Sailor/family member needs. The survey respondents were 10,765 experienced program users of QOL programs in three fleet concentration areas (San Diego, Norfolk, and Yokosuka). Results support earlier military program evaluation research in demonstrating a positive relationship between QOL programs and their impact on Service members and their families. Future research could examine the possible cumulative effect of a number of QOL programs on Sailor retention intent. Evaluated in a piecemeal fashion, each program had a small but significant relationship with retention intent. It could be that one QOL program may not have a sizable effect on one Sailor but several programs used by one Sailor may have a major impact on a retention decision.

The QOL programs consistently among the most positively rated were the Chaplain Religious Enrichment Delivery Operation (CREDO), recreation programs, spouse employment, child development, youth programs and the Navy College Program. Each QOL program evaluated was found to be strongly related to readiness and quality of life of Sailors and modestly (yet significantly) related to retention intent.

Preliminary results from this study were used by the Navy Chief of Chaplains to demonstrate the utility of the CREDO program to Navy organizational outcomes. As a result, planned budget cuts to this program were avoided and funding for CREDO was increased.

HAMPTON ROADS QUALITY OF LIFE PROGRAM ASSESSMENT – 2001

The objective of this survey was to find a QOL program assessment system and provide preliminary data and analyses that could be applied to the entire spectrum of QOL programs in the Navy. Such a system required measures that were specific enough to capture the variability of programs but have sufficient consistency across programs to facilitate comparisons. This study used a common metric to evaluate dissimilar QOL programs. For the first time, QOL program managers and resource sponsors compared programs on the basis of how patrons rated them on meeting super-ordinate QOL objectives—“Reasons for Being.” Those taking the survey were 3,700 QOL program patrons at four Navy bases (Naval Station Norfolk, Naval Air Station Oceana, Fleet Combat Training Center Dam Neck, and Naval Amphibious Base Little Creek) in the Hampton Roads area.

The Navy College Program (NCP), Chaplain Religious Enrichment Delivery Operation (CREDO), and Spouse Employment Assistance Program (SEAP) were rated the highest by program users when asked how the program impacted personal readiness. Respondents also rated NCP, SEAP, and CREDO as having the greatest perceived impact on the Navy’s recruiting effort.

Most of the QOL programs studied were rated 4.0 (better than expected) or higher on its customer service and quality of service with CREDO, MWR Recreation, and Clinical Counseling rated in the top three for each of these comparisons.



Additional research was suggested to evaluate programs where program users were participating in QOL programs that may not be perceived as a benefit (such as command referrals for child or spousal abuse). It was identified that there was a need for a way to evaluate attitudes of QOL program non-users and what impact the non-use of QOL programs might have on military outcomes.

NAVY SPOUSE QUALITY OF LIFE SURVEY – 2002

This survey was conducted for spouses of Navy enlisted and officer personnel. The 2,898 participants answered questions about their satisfaction levels in several QoL domains, i.e., personal/family life, employment, Navy life, and standard of living. This information built on earlier NPRST research that established QoL domains in the Marine Corps (Kerce, 1995) and supported data gathered in the 2000 Navy Personnel Study and other studies that indicated that spouses are a major factor in members’ reenlistment decisions. Research backed the Navy’s conclusion that the higher the spouses’ satisfaction with Navy life and their standard of living, the more likely the spouse will encourage the member to reenlist. Results of this survey indicated that a majority of spouses planned to encourage the military member to reenlist.

Overall, participants had a very high satisfaction with their personal lives and relationships. To a lesser degree, but still at a high satisfaction level, spouses extolled Navy life, i.e., residence/neighborhood, health care, and standard of living. It was noted that satisfaction with standard of living increases as paygrade of the military member increases for enlisted spouses and is uniformly high for officer spouses. The financial issues centered on money for extras, savings, and investments among enlisted spouses.

There was high satisfaction with quality and availability of child care, regardless of whether the care was provided by a privately licensed facility or a military child development center.

Job security rated high in satisfaction, but other aspects of the military members’ career, such as hours worked, amount of family time, and workload, were rated at a lesser level of satisfaction. There was also lesser satisfaction with the participants’ understanding of and inclusion in the detailing process and with the impact of the military members’ PCS moves on their career.

Participants indicated a good awareness of most QoL programs and services, but reported less knowledge of some programs that could benefit them, such as relocation assistance, spouse employment, and youth programs. TRICARE medical care provided garnered high satisfaction but less satisfaction was attributed to TRICARE customer service and access to specialty health care.

NAVY QUALITY OF LIFE DOMAINS SURVEY – 2002

This survey was developed to address the QoL of active duty Navy personnel in four “professional domains” (shipboard life, current job, career development, and preparedness) and 11 “personal domains” (residence, neighborhood, leisure and recreation, standard of living/income, personal health, spiritual well-being, personal development, friends and friendships, relationships with relatives, spouse, and children). Overall QOL is considered to be a function of QOL in these domains. This model was based on research literature (Kerce, 1995). It shows how opinions on QOL combine to influence retention plans. For Sailors with 10 or fewer years of service with shipboard experience, how satisfied they are with the “military way of life” is the best indicator of how much they want to remain in the Navy. In particular, there is a strong relationship between satisfaction with shipboard life, career development, and current job that leads to satisfaction with the “military way of life.”



Overall, of the 5,114 personnel responding to the survey, more Sailors indicated dissatisfaction with shipboard life than satisfaction, but otherwise a majority of Sailors were satisfied with their job, career development and preparedness. It should be noted that the degree of satisfaction with shipboard life was related to how much privacy and personal space Sailors had for their sleeping accommodations.

A wide majority of Sailors were satisfied with all of their personal domains, except the standard of living/income domain, which showed only a thin majority was satisfied. Satisfaction with standard of living increased as paygrade increased, e.g., substantial numbers of E-2s-E-6s were dissatisfied with their standard of living and income. Dissatisfiers for enlisted were the amount of money that was available for extras, savings, and investments. A majority was satisfied with the amount of money for essentials.

THE IMPACT OF MWR PROGRAMS ON NAVY AVIATOR RETENTION - 2002

The purpose of this survey was to compare QOL and the impact of MWR programs on retention among officer and enlisted in the aviation community at NAS Lemoore and NAS Oceana. Officer and enlisted personnel from aviation squadrons at NAS Lemoore, CA and NAS Oceana, VA were targeted to respond to the survey. Because NAS Lemoore is in an isolated location and NAS Oceana has many leisure and recreation activities in the surrounding civilian community, it was thought that this lack of opportunity affected service members' QOL at NAS Lemoore and may have an impact on retention decisions. The most used programs aligned with findings from the 2000 MWR Customer Survey (Rosenfeld and Uriell, 2000). There was an unusually low response rate (475 respondents) for this study, possibly because the surveys were distributed six days prior to the September 11, 2001 terrorist attacks, which may have suppressed response rates.

The top three most frequently used MWR programs included the fitness center, gymnasiums, and information, tickets, and tours (ITT). Respondents at NAS Lemoore tended to use MWR programs significantly more than respondents at NAS Oceana. Satisfaction with MWR programs tended to be higher by patrons at NAS Oceana. At NAS Lemoore, satisfaction with the base motion picture program, fitness centers, gymnasiums, intramural sports, ITT, outdoor recreation and swimming pools were significantly related to retention plans. No particular MWR program at NAS Oceana was related to retention plans.

EVALUATION OF NAVY COUNSELING AND ADVOCACY PROGRAMS: RELATING PROGRAMS TO READINESS AND RETENTION – 2002

The purpose of this study was to augment other efforts using a set of common metrics to evaluate how well these programs were meeting client/patron needs, as well as the impact these program had on perceptions of QOL, Sailor readiness, and retention intent. These programs were selected because the 2000 FSC Survey of Command Leadership listed sexual assault, spouse abuse, child abuse or neglect, financial concerns, and relationship problems as the top 5 of 10 service-member issues that Navy leadership needed the most help solving. Additionally, recent research had identified a positive relationship between a sexual assault victim and departure from the Navy within 2 years of victimization. The survey was aimed at active duty personnel, spouses of active duty personnel, and other respondents (other Services members, DoD civilians, and retirees) who were program patrons of the Navy's Sexual Assault Victim Intervention (SAVI) and New Parent Support Program (NPSP). A total of 1237 individuals responded to the survey; 416 program users of the SAVI and 821 users of the NPSP.



For the NPSP, the quality of the program exceeded most program users’ expectations. The range of services, quality of services, and customer service were viewed very favorably by the overwhelming majority of respondents. Over three quarters of patrons and in some cases over 90 percent who took part in NPSP parenting classes or home-visiting services believed the services increased their sense of community, reduced parenting stress, and improved parenting skills. NPSP services were also perceived as helping the Service member concentrate on his or her job/duties. Essentially all patrons believed the program was one way the Navy showed its concern for Sailors and their families and that the program contributed to the health and safety of Sailors and their families. NPSP program quality predicted personal quality of life and readiness, and marginally contributed to Service members’ intention to remain in the military.

For the SAVI program, users were highly satisfied with all aspects of SAVI program quality, in particular the range of services, customer service, and quality of services. Over two-thirds of patrons who had used counseling services offered through the SAVI program believed the services helped them deal with the original problem that resulted in their pursuing SAVI services, and believed the services positively impacted their ability to deal with sexual assault. Over 90 percent of SAVI program users strongly agreed or agreed that the SAVI program was one way the Navy showed its concern for Service members and their families, and the program contributed to the health and safety of Sailors and their families. Respondents were split with respect to whether they perceived that the SAVI program services impacted Service members’ ability to perform their job/duties. Patrons believed that the SAVI program contributed to their quality of life and readiness to perform their job; however, program users were less likely to believe that the SAVI program impacted retention plans.

NAVY MWR SPOUSE SURVEY – 2002

The purpose of the survey was to assess the spouses’ perceptions of MWR program importance, use, quality, and satisfaction; obtain spouses’ views about MWR contributions to key military outcomes; and provide complementary results to the 2000 MWR active duty study and the 2001 MWR Leadership study. A total of 3,005 spouses of officer and enlisted active duty Navy personnel responded to the survey.

Navy spouses had very positive perceptions of all aspects of Navy MWR. These results were similar to positive findings obtained in the active duty and leadership surveys. ITT, fitness centers, and outdoor recreation were the three most important MWR programs; ITT, fast food facilities and fitness centers were the three most used MWR facilities for spouses.

About 90 percent or more rated Navy MWR facilities, services, programs and customer service as expected or better than expected. Spouses saw MWR as important to key outcomes, particularly fun and physical fitness. Over 80 percent of spouses considered MWR facilities and services as important for their quality of life; about half said MWR impacts their desire for their spouse to remain in the Navy. Responses were similar to the 2000 Active Duty MWR Survey although spouses were more concerned about programs that affected children and family.





AIR FORCE QUALITY OF LIFE RESEARCH



Summary of Key Findings from Air Force Surveys

Dramatic increases in career intent and satisfaction with compensation and Air Force life are prevalent trends in the two major biennial surveys conducted by the Air Force to measure the pulse of its members and families. The AF attributes the increases in satisfaction with the major gains from the recent legislative agenda to improve military pay and quality of life.

Air Force believes that one of its most important attributes is a sense of community among its members and their families. Far more than simple “pride in the team,” this factor builds the motivational identity and commitment that underlie its core values, career decisions and combat capability. AF research shows that cultivating informal community connections as well as support through community agencies, and exemplary quality of life standards all contribute to a strong sense of community and to the general well being of the members of the Air Force family. The strong emphasis on community results has improved AF member and family readiness. During a high personnel and operations tempo, satisfaction with AF life and the sense of community were reported at markedly high levels, over 70%.

Engaging every level of AF leadership and use of web-based tools has resulted in high response rates to recent QoL assessments. Findings indicate AF QoL direction is meeting member and family expectations. The AF plans to continue to shape and prioritize QoL policies based on strong involvement from leadership at every level along with direct feedback from AF community members.

Descriptions of the two major biennial surveys are provided below.

AIR FORCE CHIEF OF STAFF QUALITY OF LIFE SURVEY - 2002

The Chief of Staff Quality of Life Survey has been administered biennially, since 1995. It covers AF career intent, job satisfaction and the eight AF QoL priorities: Manpower, Work Environment, Compensation & Benefits, Personnel & Operations Tempo, Health Care, Housing and Community & Family Programs, and Educational Opportunities. The 2002 survey return rate of 45% is the highest of the last five administrations of the survey. It was web-based and administered by the Air Force Personnel Center to a randomly selected sample of 89,584 active duty and 18,397 civilian personnel. A total of 49,327 personnel took the survey (39,938 active duty personnel and 9,384 civilian employees).

Since 1995, the survey methodology has continued to transition from a census approach to the current approach of distributing the survey via electronic mail to a scientific sample of AF active duty and civilian personnel. It continues to include questions that can be tracked for an historical perspective. Results of the 2002 survey are reviewed below.

Key military findings: Among active duty, career intent was markedly higher than the 1999 survey. Overall about 90% agreed the Air Force (AF) is a good place to work and 81% agreed that their families are supportive of their AF careers. Overall, 84% were satisfied with their quality of life. Dramatic increases (up to 10-25% from 1999) were seen in the number who felt that total compensation was fair and equitable. Using breakout



categories of pilots, non-pilot officers, enlisted, and commanders/1Sgts, the top QoL issues were Tempo and Manpower (not enough people to accomplish the mission.)

Influences on Readiness: After stating whether they used any of 26 community programs services or facilities, respondents were asked whether the availability had a positive influence on readiness for contingencies and exercises. The top five cited were 1) Legal assistance, 2) Fitness Center, 3) Medical and dental health care, 4) Health & Wellness Center, and 5) Family Support programs. Notably the younger respondents (company grade and first term airmen) were more inclined to think the programs, services and facilities impacted readiness.

Key civilian employee findings: Civilians remained very positive about the AF. Eighty-two percent said they planned to stay at least until retirement eligible. Eighty percent of civilian respondents said the AF provides a family-friendly work environment and an atmosphere conducive to mission accomplishment. They are equally as positive as the military members about compensation and retirement. Civilians cited manpower (not enough personnel with the right skills) and workplace environment as their top QoL priorities. Tempo was not nearly as important for civilians as they do not deploy nearly as much.

AIR FORCE 2003 COMMUNITY ASSESSMENT SURVEY.

This survey is conducted biennially to measure community strengths, needs and results. It solicits feedback in six key community result areas: Safety, Health & Well-being, Personal Preparedness, Family Adaptation, Spiritual Well-being, and Sense of Community. Three Program results areas are assessed: Leader Support, Informal Community Connections and Community Agencies. A total of 70,752 individuals (active duty - 40,992; spouses - 20,160; Reserves 9,600) responded to the 2003 survey. Response rates for the three categories were 61%, 24% and 32%, respectively.

The Community Assessment survey was significantly improved in 2003 with the web-based delivery system. Results will be available to major command and installation Integrated Delivery System (IDS), multi-disciplinary resource teams that will analyze local data and develop plans that target resources to strengthen their respective AF communities.

In the area of Safety, 91% of on-base members feel safe from crime and violence as compared to 81% of off-base members. For Health & Well-being, 61% reported that they exercise regularly, 60% reported that they maintain a healthy diet, and 72% reported that they cope with stress. For Personal Preparedness, 16% reported that they feel overwhelmed by the combination of work and family. Seventy-two percent reported that their partner is supportive of making a career in the AF. In the area of Family Adaptation, 79% reported their families are adjusted to the demands of AF. For Spiritual Well-being, 75% reported satisfaction with their spiritual life. In the Sense of Community area, 72% reported that local civilians are friendly toward AF members/families.

Additional outcomes in the unit readiness area revealed that 72% reported members of their unit are very cohesive. Seventy-seven percent reported members of their squadron work together as a team and 65% reported members of their squadron have high morale.

In Unit Leadership (during deployment or TDY), 83% reported wing and group leaders support members and their families. Eighty-six percent reported unit leaders support members and their families and 88% reported that immediate supervisors support member/family.

Data from the financial status section revealed that 20% of E-1-E4s reported they had fallen behind in paying credit card bills during the last 12 months.





MARINE CORPS

QUALITY OF LIFE

RESEARCH



Summary of Key Findings from Marine Corps Surveys

Five surveys were conducted during the past few years to assess the perceptions of quality of life of Marines. Three of the surveys focused on specific QoL aspects, such as the Patron Construction Prioritization Survey, the Exchange Customer Satisfaction Survey, and the Exceptional Family Member Program Survey. The other two surveys were more comprehensive in that they assessed a multitude of components comprising Marine QoL.

It was found that organizational commitment and pride in being a part of the Marine Corps were cited by both active duty Marines and spouses as being important components of their decision to remain on active duty or, in the case of spouses, to encourage continuation on active duty. In the Marine Corps Quality of Life Study, active duty Marines indicated satisfaction with 10 of 11 QOL domains. Only in the income and standard of living domain did they indicate being somewhat dissatisfied, as they were in the 1993 and 1998 QOL studies. Satisfaction with income tended to increase with paygrade. However, there was an “across the board” decrease in the QOL satisfaction of Marines in each of the life domains as well as with life overall in the Corps as compared to the 1998 QOL satisfaction measurements. The top three drivers of global QOL for active duty Marines were in the Self, Military Job and Income Domains. The best targets for improvement of global QOL satisfaction come from the Military Job, Income, and Leisure and Recreation domains. Among spouses, income levels, the quality of health care, and separation issues are top influencers of family QOL satisfaction.

A description of each of the five surveys follows.

MARINE CORPS PATRON CONSTRUCTION PRIORITIZATION SURVEY – 2002

The Personal and Family Readiness Division, Headquarters Marine Corps, developed a survey to determine installation specific patron construction/renovation preferences for incorporation into the Central Construction Fund Prioritization Process. The study considered the preferences of 3,417 active duty Marines and spouses assigned to each of the Marine Corps’ 18 bases/stations. This study had an under-representation of young single Marines; however, when a married/single weighting scheme was applied, facility preferences did not differ appreciably from the baseline analysis using the raw data.

Participants indicated their preferences for new construction or renovation in this survey. The top three kinds of facilities that participants identified were fitness centers, movie theaters, and exchanges. More than one out of three patrons completing a survey selected these facilities among their preferences.



MARINE CORPS EXCHANGE CUSTOMER SATISFACTION SURVEY – 2002

As part of an on-going effort to determine customer satisfaction with exchanges, the Marine Corps Community Services, Headquarters Marine Corps, queried patrons of the Marine Corps Exchanges (MCX). Patrons included active duty, reserve and retired service members and family members; 4,248 responded to the survey.

The top three identified reasons for shopping at the MCX were savings over other retailers, tax savings, and the distance to other retailers. Most respondents to the survey believed their savings ranged from 6 to 20 percent, as a result of shopping at the MCX. Areas of high satisfaction included the checking out experience, the refund policy, the ease of finding things, and the ease of getting around. Areas to maintain or improve were sales flyers, merchandise selection, pricing and sales associates. Areas in need of attention were problem resolution and merchandise availability.

MARINE CORPS COLONEL/LIEUTENANT COLONEL SPOUSE QUALITY OF LIFE SURVEY - 2002

This survey, developed by Pine Company, Inc., was intended to assess the impact of family quality of life on the retention of senior Marine officers and to identify areas in which improvement was needed to increase the quality of life for the spouses and family. The study team developed an “open-ended” survey instrument to collect quality of life data from the spouses. A total of 747 spouses of active duty Marine Corps colonels/lieutenant colonels participated in the survey.

Spouses identified the top two reasons for encouraging their active duty spouses to continue on active duty - for job satisfaction and pride in being a part of the Marine Corps. The top two reasons spouses indicated they would encourage their active duty spouses to retire as early as possible were to increase salary and to provide a more stable family environment. The top three issues affecting spouses' quality of life were lack of housing/base housing, need to improve/provide promised health care, and desire for an increase in base pay/salary. The desire for an increase in salary and improved health care were continuously cited as issues by respondents throughout the survey.

MARINE CORPS QUALITY OF LIFE STUDY - 2002

This is the third study the Marine Corps conducted to assess the perceptions of quality of life of Marines. This study was conducted by the Decision Engineering Associates, LLC; however, comprehensive assessments of Marine QOL were also conducted in 1993 and 1998 by the Navy Personnel Research and Development Center. The previous studies illuminated the impact quality of life perceptions have on performance, retention and readiness. This latest study used the “domains” approach that had been developed in earlier research of Marine Corps QOL (Kerce, 1995). Overall, QOL is a function of QOL in each of the domains. This model demonstrated how opinions on QOL combine to influence retention plans. This study gauged the current perceptions of Marines, to include recruiters and for the first time, separately, Independent Duty Marines. Both of these groups include Marines assigned to locations without access to military community support. By studying Independent Duty Marines as a separate group, the Marine Corps established a baseline to evaluate the efficacy of programs to support this population. This study also included the inaugural survey of Marine family members to determine their quality of life perceptions regarding various Marine Corps community



service program and other facets of military life, and to find opportunities to improve combat readiness. A total of 10,997 individuals (4,698 active duty Marines, 2,115 independent duty Marines, and 4,184 family members) responded to the survey.

Active duty Marines reported satisfaction with 10 of 11 QOL domains. Only in the income and standard of living domains did they indicate being somewhat dissatisfied, as they were in the 1993 and 1998 QOL studies. Satisfaction with income tended to increase with paygrade. However, there was an “across the board” decrease in the QOL satisfaction of Marines in each of the life domains as well as with life overall in the Corps, as compared to the 1998 QOL satisfaction measurements. Spouses were satisfied in 9 of 10 domains and were somewhat dissatisfied with the separation domain – an area that has a direct impact on the families’ desire to remain with the Marine Corps and on family QOL.

Organizational commitment results were high among Marines. There was a direct relationship between satisfaction with military job and personal readiness for active duty and independent duty Marines. For active duty Marines, personal readiness had a direct influence on retention.

The top three drivers of global QOL for active duty Marines were self, military job, and income. The best targets for improvement of global QOL satisfaction come from the military job, income, and leisure and recreation domains.

The Family Member Employment Assistance Program (FMEAP) received the lowest spouse satisfaction level of all of the aspects in the Support Services domain.

MARINE CORPS EXCEPTIONAL FAMILY MEMBER PROGRAM (EFMP) SURVEY - 2003

The study objective was to determine the satisfaction levels, perceptions, concerns, and needs of families enrolled in the EFMP, with the intention of identifying specific areas for program improvement and informing resource allocation decisions. The survey was administered online to a census (N=4,819) of EFMP enrollees. A total of 1,097 respondents completed the survey for a response rate of 24%. The overall satisfaction with the EFMP was relatively high with 2/3 of Active Duty and the majority of spouses indicating that the program is effective and beneficial. Respondents are most satisfied with the offered medical services and the housing and least satisfied with their interaction with the EFMP coordinators. The survey indicated that the families with exceptional family members still encounter some problems locating the right school and finding quality specialized dependent care services that can accommodate the needs of their EFM.

Key areas for improvement relate to the EFMP base coordinators. The coordinators need to strengthen their communication with the families, focus their program improvement efforts on better facilitating PCS moves for enrolled families, and offer some additional outreach and assistance to families who need Individual Educational Plans for their children.





U.S. COAST GUARD

QUALITY OF LIFE

RESEARCH



Summary of Key Findings from U.S. Coast Guard Survey

The Organizational Assessment Survey, administered by the Office of Personnel Management in 2002, was an excellent way for the Coast Guard to benchmark results against other government agencies and private sector companies. The goal, with consistent use of the survey, is to track the Coast Guard’s performance in improving the quality of life of its members, employees and families.

Work Environment/Work-Life and Work and Family/Personal Life were two of seventeen dimensions measured in the survey taken by 23,107 active duty, Reserve, Public Health Service, Navy Chaplains, and civilian employees of the Coast Guard in the Spring and Summer of 2002. These two dimensions were rated as “strengths” with both having 50% or more of the respondents rating them favorably. For the first dimension, 59% of respondents gave a favorable score as compared to a benchmark high of 70% and benchmark low of 46%. In the second dimension, 68% of respondents gave favorable responses compared to a 64% high for Performance America and Fortune 100 corporations. These two dimensions consisted of a total of 10 questions in the survey. Of the 10 questions, two ranked in the Top Ten Items of Strength. Those statements were “members/employees are protected from health and safety hazards on the job” and “programs that encourage good health practices are supported”. These two statements had more than 70% of respondents agreeing or strongly agreeing with the statements. Only one statement, “employees are allowed flexible schedules when the job permits” was rated as one of the Coast Guard’s Top Ten Challenges. The remaining seven statements that comprised these two dimensions had consistently very favorable responses.

The strength of the responses was weakest from the units which spent the most time deployed away from their home while those people and units who deployed on a less regular basis provided consistently high scores. In spite of organizational directives that allow multiple types of flexible schedules and telecommuting, the ability to implement flexible work schedules may be difficult to improve upon due to the nature of the work within the Coast Guard that requires team efforts to accomplish missions.

Overall, the quality of work-life as viewed by members of the Coast Guard remains at about the same level as a similar survey conducted in the mid-1990s.



**MILITARY FAMILY
RESEARCH INSTITUTE**
QUALITY OF LIFE
RESEARCH



Military Family Research Institute Purdue University

It is well accepted that the quality of life of military members and their families impacts the retention of service members and the readiness of the armed forces. Yet, in spite of this recognition, research that can inform policy on these issues is surprisingly inadequate. The Military Family Research Institute at Purdue University was created in 2000 to conduct scientifically rigorous and policy relevant research on the relationship between quality of life and member retention and performance. In the past four years this multidisciplinary research institute has fulfilled its mission by providing the Department of Defense with innovative and informative research that continues to guide Defense Department policy on quality of life issues

Research conducted by the MFRI is guided by a multidisciplinary, multilevel framework. MFRI researchers are experts on work and family, the psychology of work behavior and attitudes and organizational behavior and management. This expertise is supplemented by scholars from across the country in a variety of related disciplines (e.g., interpersonal relationships, individual development).

The Military Family Research Institute is an important source of **new ideas** to guide quality of life initiatives in the Department of Defense. For example, the MFRI has created new conceptual frameworks for understanding the processes that explain the work performance and retention of military members.

MFRI contributes **new research** that drives forward the Department’s understanding of the connections between quality of life and work outcomes. Current projects include:

- Design and validation of a new index for regularly tracking the commitment of members and spouses to the military service and examination of how commitment predicts turnover and is predicted by quality of life.
- Longitudinal research to document the experiences of children and their families during permanent changes of station, with special attention to educational challenges.
- Longitudinal research to document the experiences of military members and their spouses (if married) or parents as they return from deployment. Special attention is being paid to guard and reserve members’ returns to civilian employment.
- Evaluation research to assess the impact of specific quality of life programs.

The MFRI has provided the Department of Defense with **new insights** from existing data. For example, MFRI research revealed the rise of possible inequity in the subsidy structure for military child care, which the Department has since corrected. MFRI research generated useful recommendations for recruiting and retaining staff in military child care centers, a key to ensuring children’s healthy development.

The MFRI also generates **new resources** for the Department of Defense. For example, it has created annotated bibliographies that document decades of research on deployment and quality of life. MFRI experts have conducted briefings to assist military quality of life professionals and policy makers in preparing the Social Compact and in preparing to support military families throughout the deployment cycle. Congress has also called upon MFRI experts for testimony about quality of life in the military. MFRI assists the Department of Defense by providing scientific review of proposals, results, and projects that are under consideration. MFRI



also is a resource to all departments within the Office of Military Community and Family Policy to assist functional program areas to strategically position for the future.

The MFRI also generates **new tools** and **new methods** for understanding the quality of life of military families. New software generated by MFRI allows for the momentary assessment of quality of life effects on work outcomes. New measurement tools developed by MFRI can be used to assess reasons for turnover, overall quality of life, and the ‘friendliness’ of for-profit corporations to the military.

The Military Family Research Institute at Purdue University has become an essential partner in the Department’s efforts to improve the quality of life of Service members and their families and thereby improve the retention rates and readiness of active and reserve components of the armed forces. The Department believes that the continuation of this partnership serves Service members and their families and the country as a whole.





APPENDIX





Department of Defense
*Report to the Appropriations
Committee on*
**Service Efforts to Establish
Formal Post-Deployment
Programs**

May 2004



Department of Defense Report to the Appropriations Committee on Service Efforts to Establish Formal Post-Deployment Programs

EXECUTIVE SUMMARY

This report is submitted in response to the House Committee on Appropriations, 108th Congress request for the Secretary of Defense to report on the experience of the Department of Defense (DoD) in post-deployment support to military members and their families. The report consolidates the Services’ responses, including active and Reserve components, into a single report that addresses the Committee’s concerns about “the lack of formal programs designed to re-engage military personnel with society following wartime missions.” DoD submitted an interim report to the Committee requesting an extension for report submission from November 15, 2003 to January 15, 2004. The report provides a broad overview of Service deployment support in terms of policies, programs and services, successes and challenges.

ARMY

The Deployment Cycle Support is the Army’s new formal comprehensive post-deployment program that was implemented after the commencement of Operation Iraqi Freedom.

Headquarters, Department of the Army, G-1-Human Resources, Well-Being Division hosted a DCS Planning Conference at Fort Bragg, NC, from April 7-11, 2003. Seventy-seven representatives from HQDA; Major Army Commands (MACOMs); separate agencies such as U.S. Army Community & Family Support; Installation Management Agency and installation representatives; and U.S. Army Safety Center; and a representative from the G-1 and United States Marine Corps participated in the conference. Conference participants reviewed the Army’s deployment doctrine, reconstitution, and post-deployment support actions; identified and prioritized tasks that were developed during the conference; and identified policy proponents for each task and/or commands/agencies responsible for task implementation.

On April 22, 2003, the Deployment Cycle Support Contingency Plan was staffed with proponents and briefed to the Chief of Staff and G-1, U.S. Army Forces Command. On May 2, 2003, Headquarters, Department of the Army published the contingency plan. Additionally, a Web site was established to assist Soldiers, leaders and units by providing standardized briefing packets, information papers and the new Post-Deployment Health Assessment (DD Form 2796). This Web site provides the consolidated reference tools to assist commanders, Soldiers and family members with reintegration and reunion issues. (www.armyg1.army.mil/default.asp).

The Deployment Cycle Support prepares Soldiers and Department of the Army civilians for returning to spouses and families. It assists Soldiers and civilians redeploying from combat or other operations, and their family members, in meeting the challenges of returning to “home station.” To ensure smooth transitions,



Soldiers, civilians, and family members participate in a number of classes, discussions, and assessments. For deployed Soldiers and civilians, the process begins in theater and continues at demobilization sites and home stations. For family members, training is conducted at home stations. They receive information on family reunion and health care, as well as individual assessment by the unit leadership. Based on these individual assessments, Soldiers and civilians will participate in follow-up assistance, as appropriate. Currently, Forces Command, US Army Europe, and 3rd PERSCOM are executing the Deployment Support Contingency plan.

MARINE CORPS

Deployments are a constant reality for Marines, Sailors, and their family members. There are a multitude of programs and services offered before, during and after deployments. Operation Enduring Freedom and Operation Iraqi Freedom provided the Marine Corps with the opportunity to expand on these programs where appropriate. Return and reunion at the end of deployment creates demanding challenges for all, regardless of age, experience, or length of service. As Marines return and reunite with their families, they require adequate preparation and support services to ease the transition from the battlefield to the home. As important as this transition is for the returning Marine, it is equally important for the family members. In recognition of the importance of the transition home for both Marines and their families, the Marine Corps developed a standardized return and reunion program developed in coordination with Marine Corps Community Services personnel, health professionals, and chaplains. The program consists of a mandatory warrior transition brief for the returning Marine, a return and reunion guidebook for Marines and family members, a caregiver brief, and briefs designed for spouses.

The information provided in this report provides an overview of the Marine Corps' Return and Reunion program, specifically designed to ease the assimilation of service members back into family life following long periods of separation, as well as brief information on the additional support programs offered in support of deploying service members and their families.

NAVY

The Department of the Navy provides a variety of post-deployment programs in support of service members and their families. Services are provided through the 55 Navy Fleet and Family Support Centers located worldwide. The Navy Chaplain Corps also provides services in support of Sailors and Marines returning from extended deployments during wartime. The primary purpose of all post-deployment programs is to insure successful reintegration of the family after periods of extended deployment.

Historically, the Department of the Navy has regularly provided post-deployment programs since Navy deployments are generally six months or longer and are a way of life for Sailors and Marines and their families. However, during the period of Operation Iraqi Freedom/Operation Enduring Freedom, Navy experienced a significant surge in demand for those programs and met that demand with existing resources.

The programs and services provided for post-deployment include: Return and Reunion for service members transiting home; workshops and briefs for service and family members not deployed; increased Information and Referral services for family members, including extended family members, training for Navy Family Ombudsmen, (the Commanding Officer's primary communications link between the deployed command and families at home); priority individual and family counseling services for families of deployed service members;



and demobilization services for returning Reservists. All of the services are also available to activated Reservists and their families either through the active duty commands or the Commander, Naval Reserve Forces.

The Chaplain Corps has historically provided various retreat programs for Sea Service personnel, their families, and retirees. Since the attacks of September 11th, operational forces have been deployed away from home for longer periods. New programs have been developed that are more “mobile” allowing the Chaplain Corps to meet the needs of operational forces.

NAVY BUREAU OF MEDICINE AND SURGERY

Navy Medicine is able to only provide the number of post-deployment health assessment forms completed during part of FY-03 as a surrogate measure of the number of personnel receiving a briefing. Personnel on US Navy ships began to receive post-deployment health assessments in April 2003. As of October 16, 2003, data indicates that 20,098 sailors have received briefings as part of the post deployment health assessment process since its inception in April 2003. Navy Medicine expects that the number of documented assessments will continue to rise as the assessments and data reporting process continues. Although many ship’s crews may have received briefings upon returning home from deployments prior to that date, no data or surrogate data exists on post deployment briefings given before data collection became a requirement in April 2003. Navy Medicine does not maintain, collect, or record data on the number of families briefed on post-deployment services.

AIR FORCE

Air Force Family Support Centers serve as the focal point for effective return and reunion (post-deployment) programs. Family Readiness Noncommissioned Officers, assigned to each center, lead coordination of information and education for members and families *prior to deployment, during deployment, and post-deployment*. This three prong approach helps to normalize feelings family members may experience, prepare them for the changes that may have occurred while they were separated and encourages realistic expectations and an early awareness of the challenges associated with family reunion. Air Force trains staff on ‘post deployment support to families’ at our Air University Readiness Qualification Course. It prepares the staff to offer a variety of pre-deployment briefings, one-on-one sessions, classes, workshops, etc. The Family Advocacy Program, a medical program component, enhances Air Force readiness by promoting family and community health and resilience while advocating for nonviolent communities. A collaborative team of all of the installation level helping agencies, (family support, chaplains, life skills, mental health, family advocacy and child/youth programs) make up an Integrated Delivery System. The joint effort results in families best prepared for a smooth reunion. In addition, each helping agency offers support services and programs based on specific needs of the families.

The Air Force highly encourages post-deployment education for military personnel and their families but does not mandate participation. Yet based upon the proven value and effectiveness of post-deployment preparation, many bases require return and reunion education as a part of the member’s mandatory post-deployment checklist.

The Air Force Integrated Delivery System is currently studying post-deployment support practices across the Air Force, viewing the practices of individual helping agencies as well as installation collaborative efforts. Air Force will promote its best practices at the completion of the study.



NATIONAL GUARD BUREAU

The National Guard is dedicated to providing the essential tools, programs and resources necessary to our service members and their families throughout their military experience, especially for the five stages of deployment (pre-deployment, deployment, sustainment, re-deployment, and post-deployment). There are many issues and challenges for our families during these stages. In anticipation of this, a wide range of family support and assistance programs and services are provided at both the state and unit level.

Our State Family Program Coordinators are our primary resource in providing family readiness support to commanders, soldiers, airmen, and families. They work closely with their unit family readiness points of contact, family readiness groups, state chaplains, recruiting and retention offices, employer support Ombudsmen, and where available, active and other Reserve component family support centers. Due to the geographic dispersion of our families and the distance from active duty installations, this group of dedicated coordinators reaches out to community resources to provide the needed services to our military and family members. These local resources include the American Red Cross, community social services, Veterans Administration and VET Centers, other governmental agencies, private associations, faith based organizations, and many others.

The National Guard also takes advantage of Army- and Air Force-wide programs that are available, including “Military One Source” (24/7, 365 days a year access to family support), the Army Career and Alumni Program, and Operation READY.

As part of the deployment cycle, the Army National Guard within each state, territory, and the District of Columbia is responsible, by regulation, for coordinating family assistance for all military family members within the State and in the areas beyond the support capability of military facilities. In addition to married and single Service and family members, the National Guard includes extended family members in its information and referral services.

The Army National Guard is currently operating about 400 family assistance centers throughout 54 States and Territories. The centers are regionally based and publicized as the primary entry point for service and assistance that any military family member may need during the deployment cycle. This includes the preparation, sustainment, and reunion phases. The primary service provided by the centers is information, referral, outreach and follow-up to ensure a satisfactory result. They are critical links for the families, service members, command, and community.

The physical, financial, medical, psychological, and social impacts of rapid separations and extended deployments are a great concern for our National Guard leaders. As the National Guard deals with shorter notice of open-ended deployments than ever expected, the constant state of readiness becomes ever more important. The National Guard will continue to provide programs and services and seek the necessary resources that will promote and ensure resilience, self-reliance, and positive growth in families—“We must resource our families, not rescue them.”

PROGRAM OVERVIEWS

ARMY

Army Community Services - The Army is committed to providing a full range of essential support and services to Soldiers and their families throughout the entire spectrum of operations. This commitment is implemented



by leaders at all levels of command, from the first-line supervisor to the Secretary of the Army. A vast array of Army family support and family readiness programs are provided at installations worldwide to help families respond to various transitions they experience such as relocation, separations and deployments.

The Family and Soldier Readiness System includes Family Assistance Centers, Family Readiness Groups, Rear Detachments and unit Family Readiness Liaisons. Unit commanders’ work with Army Community Service representatives and other agencies to ensure each component of the program contributes effectively to the goal of caring for Soldiers and families. Directors reach out to the National Guard and Army Reserve units in their geographic area of responsibility to assist the Reserve Component family program personnel in providing briefings or other assistance to families. At the unit level, commanders use these Army and community resources to ensure that Soldiers and families are prepared prior to deployments, cared for during deployments, and successfully reunited after deployments.

Army Community Services is the principal agency responsible for providing personal and family readiness support to commanders, soldiers and families. The Army’s Operation READY (OP READY) training program assists commanders in meeting family readiness objectives. Modules include: Army Leaders’ Desk Reference for Soldier/Family Readiness, The Army Family Readiness Handbook, Pre-deployment and Ongoing Readiness, Homecoming and Reunion, Family Assistance Centers, Rear Detachment Commanders and Children’s Workbooks and videos. OP READY is available through Army Community Services, Reserve Component family program staff and most of it can be viewed on-line at Virtual ACS, www.goacs.org.

The services of the full time and contract family readiness coordinators and specialists have allowed the U.S. Army Reserve Command to establish essential processes for the Reservists and their families to prepare them for extended deployments. Family readiness coordinators and specialists provide services to the United States Army Reserve Component G-1 Family Program Office, Regional Readiness Commands, unit level commanders, and Family Readiness Groups.

The impact of deployments and separations on spouse stress levels and family life is of paramount concern for the Army. The complement of programs offered and coordination among agencies during the entire phase of the operation help families adapt, adjust to the demands and promote self-reliance.

- Pre-Deployment Support: The foundation of an effective family readiness program is the unit-level Family Readiness Group.
 - Commanders have the responsibility to establish Family Readiness Groups. Its primary purpose is to encourage self-sufficiency among its members by providing information, referral assistance and mutual support. The group conducts regular meetings and various activities to promote cohesion among family members, and provides a communication link among family members, the unit and community resources. Unit spouses volunteer for various leadership roles.
 - Army Community Support and Army family program personnel conduct pre-deployment briefings and conduct training for Rear Detachments, Family Readiness Group leaders and Family Advocacy Team members.
 - Successes: Family members in units that have active Family Readiness Groups prior to the unit deploying fare better than those units that have to develop a Family Readiness Group upon notification of deployment as reported in the “Family Readiness Support and Adjustment among Army Civilian Spouses” Survey of Army Families (SAF) IV follow-on analysis (2002) and The Yellow Ribbon, Army Lessons Learned from the Home Front, Desert Shield-Desert Storm (Center for Army Lessons Learned: June 1991).
 - Challenges: Family members who do not live near an installation or Reserve Center often do not participate in Family Readiness Groups or attend pre-deployment briefings.



- **During Deployment Support:** When a unit is notified of an imminent deployment, unit commanders alert Family Readiness Groups and identify Rear Detachment assets to provide a link between the deployed unit and families.
 - The Family Readiness Group acts as a conduit of reliable information, and refers families experiencing difficulties to the appropriate community service agency. It serves as a viable link for command information on deployment and redeployment dates, changes in the unit’s status or mission, and other items of interest to family members.
 - The Rear Detachment Commander serves an important role. When an Army unit deploys, several military members are left behind to handle securing unit and personal property that is not being sent to the deployment site, administering the personnel and pay functions for the soldiers, communicating with the deployed unit and assisting families of the deployed soldiers. Together, the Rear Detachment Commander, Army Community Support, rear detachment chaplains, Family Readiness Groups, and other community resources provide support to families that addresses the unique aspects of stress associated with deployments.
 - Commanders establish consolidated Family Advocacy Centers at the brigade, division, or installation level depending on local circumstances. These serve as one-stop resource centers for families prior to and during a deployment. Key support agencies such as Army Community Support, chaplains, legal assistance, Army Emergency Relief, TRICARE, military personnel and finance are represented in the center. Centers may operate on a 24-hour basis as long as demand warrants. The Army National Guard also operates Family Advocacy Centers.
 - **Successes:** (1) Family Readiness Groups provide accurate and timely information from the deployed unit to the families. (2) Rear Detachment Commanders are essential to unit family readiness programs. (3) Forces Command has directed that the Army Reserve and Army National Guard provide Rear Detachment Commanders in their units and has provided funding. (4) Family Advocacy Center operations have received positive comments from family members and commanders alike.
 - **Challenges:** (1) Including extended family members (i.e. parents, siblings, etc) is difficult if the soldier does not authorize the Family Readiness Group to communicate with them. (2) Changing Rear Detachment Commanders during the deployment creates frustration for families. (3) Unprogrammed expenses for Family Advocacy Center operations.
- **Re-Deployment and Post-Deployment Support:** The final phase of operational support is reuniting families and reintegrating soldiers to the installation. The Army’s Deployment Cycle Support Program includes preparing soldiers and their families for reunion. The standard for the reunion training is the Operation READY Homecoming and Reunion module.
 - Prior to the re-deployment date, Army Community Support intensifies its efforts with unit Family Readiness Groups to prepare waiting families by conducting homecoming and reunion briefings. Installation-wide reunion briefings and counseling services are often conducted in coordination with assigned chaplain staffs and social work services. Specific reunion programs are aimed at minimizing the turmoil families might experience as they transition together.
 - Commanders of deployed soldiers ensure soldiers receive re-deployment training prior to leaving the deployment location. Chaplains provide this in the form of reunion training for groups or individual support to soldiers to normalize the phases and process of reintegration to the family following re-deployment.
 - Within weeks after settling in, Army Community Support and unit chaplains provide follow up workshops on various aspects of reunification such as reestablishing relationships with spouses and children, changes that have occurred in each spouse and between the spouses and the children,



adjusting to household routines, disciplining and managing children, handling family finances and meeting the expectations of children (especially those born while the Soldier was deployed). Unit chaplains remain available for confidential counseling.

- Successes: Rear Detachment Commanders and Family Readiness Groups requesting Army Community Support personnel conduct reunion training.
- Challenges: Reaching those family members who do not live near an installation or Army Reserve center.

Family Advocacy - The Army Family Advocacy Program has committed itself to implementing a comprehensive family and service member program to reduce domestic violence. Three years ago the Congress required the Secretary of Defense to establish the Defense Task Force on Domestic Violence to assist the Department of Defense (DoD) in improving its response to domestic violence. The Task Force’s final report outlined several key points designed to impact the prevention of domestic violence in the military. The Task Force demanded a cultural shift that does not tolerate domestic violence, and punishes criminal behavior. The Task Force identified the critical need to increase the number of victim advocates in order to fully implement services to victims at all installations.

In order to assess its program, the Army convened a Domestic Violence Task Force to conduct a comprehensive study of the incidents of domestic violence among Soldiers and their families and to provide findings and recommendations essential to preventing domestic violence. The study found: (1) the Army has fewer male-female domestic homicides than civilian sector (R. Gelles, PHD); (2) Family Advocacy Program is recognized as a comprehensive strategy for dealing with domestic violence (Coordinated System Approach); (3) the Army has more community Memoranda of Agreement on domestic violence intervention than other Services. The Army’s Task Force efforts coupled with the DoD Task Force recommendations acknowledged: that marital discord is a pervasive factor impacting mission; that a study on the impact of personnel tempo should be conducted; that deployment transition programs should be reenergized; and delivery of behavioral health services should be better integrated.

The Army is totally dedicated to the safety and well being of Soldiers and their families. In its endeavor, it has improved its Family Advocacy Program. Changes include:

- Revising the Family Advocacy Program regulation to incorporate military protection orders, fatality reviews, and increased training requirements.
- Pilot-testing in conjunction with the other Services, a Spouse Abuse Risk Assessment tool for high-risk groups
- Expanding training for first responders in collaboration with the Department of Justice in development of training curricula for chaplains, military police and other personnel. The Army has expanded the mobile training teams for maximum effectiveness to meet identified need Army-wide.
- Family Advocacy Programs. The Army Family Advocacy Program has implemented a comprehensive family and service member program to reduce domestic violence.
- Emergency Placement (Foster Care): The program provides temporary substitute care in OCONUS to ensure a child’s welfare when the natural family cannot meet that responsibility or the child is in transition to an adoptive home.
 - Successes: The Army has fully implemented Emergency Placement overseas
 - Challenges: Host Nation laws, sometimes difficult to adhere to, cause unforeseen delays
- **Victim Advocacy Program.** The program promotes early identification and intervention in domestic violence, provides victims a safety net through safety planning, supports and informs about victim



rights and resources, and empowers victims to preserve their integrity and increase self-reliance. Currently, victim advocate positions have been established at forty-six installations Army-wide.

- Successes: (1) The Army implemented the Victim Advocacy Program at 46 installations. (2) There is a significant increase in the number of victim assistance beneficiaries.
- Challenges: (1) Victim advocates can provide only limited confidentiality to victims of domestic abuse. (2) We do not have victim advocates at all installations due to funding constraints.

■ **Transitional Compensation.** The Transitional Compensation program was initiated in the Fiscal Year 1994 National Defense Authorization Act to provide benefits to dependents of active duty military personnel who are separated pursuant to a court-martial or administrative action, or sentenced to forfeiture of all pay and allowances as a result of a dependent-abuse offense. The program supports victims of abuse during their transition from the military to civilian life. The growth of the Transitional Compensation Program for abused victims has paralleled that of the Victim Advocacy Program. Victim advocates, in coordination with installation Staff Judge Advocate victim-witness liaisons, assist victims of abuse to apply for and obtain benefits available through this program as well as state victims of crime funds.

- Successes: (1) The Army has implemented the Transitional Compensation program at all its installations. (2) There is a significant increase in number of victim assistance beneficiaries.
- Challenges: Getting the word out: not everybody is aware of the availability of the program.

■ **The Family Advocacy Law Enforcement Training.** The Army is the only Service with specialized training on domestic violence for law enforcement personnel. Designed for criminal investigators and military police, the training is offered at the U.S. Army Military Police School, Fort Leonard Wood, Missouri. It includes two courses, Child Abuse Prevention Intervention Training and Domestic Violence Intervention Training. The Child Abuse Prevention Intervention Training is an eight-day course that trains investigators and special agents on how to investigate child abuse. The Domestic Violence Intervention Training, a five-day course, teaches students how to intervene in domestic violence situations. In addition, domestic violence training is provided to the Military Police Basic and Advanced Officer Courses, Basic and Advanced Noncommissioned Officers Course, Military Police Investigation, Apprentice Special Agent Course, and Warrant Officer Basic and Advanced courses. There is also an Army-wide training for law enforcement, lawyers and social workers on the investigation and prosecution of child sexual abuse.

- Successes: (1) The Army is the only service with specialized training on domestic violence for law enforcement personnel. (2) There is a significant increase in demand for law enforcement training.
- Challenges: Needs and demands for the training are not met due to funding constraints and the US Army Military Police School is limited in its implementation.

■ **New Parent Support Program Plus.** The New Parent Support Program is a secondary prevention program mandated by Congress. The program is designed for the at-risk and high risk military population, providing early intervention to reduce crisis and change precipitating behaviors and conditions before abuse occurs. The program uses a home visitation model to promote positive parenting and role models healthy family interactions. Each site has a team, consisting of licensed social workers and nurses, who supplement and complement existing programs. The New Parent Support Program Plus targets first time parents and is currently operational at twenty-two installations Army-wide.

- Successes: (1) Home visits are making a difference. Education of parents about positive parenting skills, child development, life stage issues, separations, etc., enhances family and mission readiness.



(2) There is a significant increase in parent awareness of the well being of the child and fewer cases of child neglect.

- Challenges: Only 22 installations have the program due to funding constraints.

- **Treatment:** Assessment, intervention and treatment services after an incident has been reported. Treatment modalities are designed to prevent recurrence, re-establish safety, protect victims, and deter offenders. Medical Treatment Facility staff is responsible for treatment services.

- Successes: Treatment services are provided throughout the Army medical treatment facilities and Department of Social Work.
- Challenges: Funding the high cost of professionals to provide treatment services.

- **Army OneSource.** The Army OneSource is a component of the Chief of Staff of the Army’s-directed Deployment Cycle Support Contingency Plan for Operations Enduring Freedom and Iraqi Freedom. The Army OneSource is a command program that supplements existing family programs. The program is a 24-hour, seven day a week, toll free information and referral telephone line and Internet/Web-based service available to active duty soldiers, members of the Guard and Reserves, deployed civilians and their families worldwide. It provides information ranging from every day concerns to deployments/reintegration issues. Additionally, if there is a need for face-to-face counseling, the Army OneSource will provide referrals to professional civilian counselors for assistance.

- Successes: Awareness and utilization of the program are expanding.
- Challenges: (1) To extend the face-to-face counseling program as long as it is needed (e.g. as long as troops remain in Iraq, and Afghanistan). (2) Continue funding face-to-face counseling.

US Army Chaplain Post-Deployment Programs - Army Chaplains have always been involved with pre- and post-deployment activities because of their integration in at the unit level. Since the inception of the Deployment Cycle Support Program, chaplains have partnered with multiple agencies on key task development and execution. Following deployment, unit chaplains are available for follow-up counseling and referral for Soldiers and family members. The Army Chaplaincy also has a pilot initiative, Building Strong and Ready Families, which focuses on transition to the military culture and specifically targets relationship education. Program evaluation is strong and supports the effectiveness of the program.

Deployment Cycle Support Program Involvement. Active and reserve Unit Ministry Teams are key components of the intentional reintegration of soldiers to their lives at their home stations. Unit Ministry Teams are involved in every annex and critical task list of the Deployment Cycle Support Contingency Plan. The key tasks and phases are:

- Provide Reunion Training (redeployment and post-deployment)
- Provide suicide awareness and prevention training (redeployment; post-deployment)
- Provide debriefing opportunity for Soldiers to integrate deployment experience as a life experience (redeployment; post-deployment)
- Provide a marital assessment instrument (post-deployment; reconstitution).
- Provide training on changes in relationships and communication with spouse and children (post-deployment)
- Provide a marriage assessment tool and voluntary one day marriage education workshop (reconstitution)



Rest & Recuperation Leave Program Support. Chaplains are the primary briefing agents prior to and following the Rest & Recuperation Leave Program. These briefings include many of the elements of the normal redeployment and post deployment training including reunion training, safety, and adjustment issues.

The Building Strong and Ready Families Program. The program is also being utilized as a pre and post deployment activity on a limited basis. It is a program designed to strengthen young married couples so they can withstand the pressures of the Army. Building Strong and Ready Families Program is a three-level experience that includes both on-site and off-site events. During the first activity, couples learn the traits needed for an effective marriage and complete a health risk assessment instrument. The second activity occurs during the duty day at the installation. Couples build marital skills using the Prevention and Relationship Enhancement Program materials. Health promotion staff then interview participants and inform them of potential community helping agencies. Health personnel promote community wellness resources for families, gather data, and assess risk factors for health and family violence. The final activity is a chaplain-led overnight marriage enrichment retreat.

- Participants. Thirty-six brigades, active and Reserve components, executed at least one iteration of the Building Strong and Ready Families Program in Fiscal Year 2003. Operational tempo significantly impacted full execution and program evaluation.
- Legislative Support. Language approved in the House and Senate Armed Services Committees and included in the Fiscal Year 2003 National Defense Appropriation Act cleared a significant obstacle for expansion of the pilot program. This language provided approval for the expenditure of appropriated funds to pay for child care, lodging and meals for spouses participating in the program.
- Training. Five key leader-training events were conducted for US Army Pacific, US Army Europe, Training and Indoctrination Command, US Army Special Operations Command, and US Army Forces Command. These training events assisted the pilot brigades as they implemented the program. The training focused on a wide range of topics, including: administration, funding, logistics, program evaluation data collection, and effective partnership skills.

ARMY MEDICAL SERVICES

Behavioral Health Care Managers - The Behavioral Health system has expanded its support of deploying and redeploying Soldiers by embedding more social care managers into primary care facility. The Social Care Manager Program has a targeted goal of increasing its professional staff by 58 new applicants. To date, 38 applicants out of 58 have been selected. Of the 38 selected applicants, five are working on credentialing packets, 9 have submitted their packets to credentialing and 25 have been credentialed. This program affords the military health care system to render support to both deploying and returning troops in a timely and structured process that maintains the proper provider-to-patient ratio.

Major Depressive Disorder Clinical Practice Guidelines - The Clinical Practice Guideline was launched September 2002. It calls for all patients seen in primary care to be asked, “Over the past two weeks have you felt down, depressed, or hopeless?” and “Over the past two weeks have you had little interest or pleasure in doing things?” However, presently the Army is still in the process of capturing and assessing the outcomes of this program.

Deployment Health Clinical Center - The Deployment Health Clinical Center is a DoD Center of Excellence with the chartered mission of fostering tri-service innovation and improvement in post-deployment health care. It is comprised of three integrated components: 1) delivery of care, 2) dissemination of “best post-



deployment health care practices” through educational programs, and 3) completion of health services delivery research that uses science and epidemiology to study how new approaches to health care delivery does (or does not) improve key health outcome. Since the beginning of Global War on Terrorism, the center has seen over 1,000 Operation Iraqi and Operation Enduring Freedom Soldiers. The Deployment Health Clinical Center coordinates with Medical Command and tri-service agencies to harness the knowledge and resources to study, develop and integrate proven best practices to assess, monitor and manage redeploying service members who relate their medical concerns to recent deployments. The following paragraphs provide a short description and breakdown of each of these three mission elements.

- **Delivery of care** – The Deployment Health Clinical Center has been doing clinical evaluations and case-management of evacuated Operation Iraqi Freedom Soldiers, and has seen close to 1,000. These are primary care only and collaborative care patients (i.e., combined primary, specialty, and case-management care in people with more intensive needs). For eight years Walter Reed Army Medical Center has run the ‘specialized care program’, an intensive interdisciplinary rehabilitative care program for people who have more persistent needs, particularly those patients who present ‘risk management dilemmas.’ This was started for service members with idiopathic symptoms that they related to their Gulf War service. Since its inception, Walter Reed Medical Center has seen service members after deployments to Kosovo, Africa, Afghanistan, and after other unusual militarily relevant exposures (e.g., anthrax vaccinations).
- **Dissemination of best practices** – The Deployment Health Clinical Center has coordinated with the Army Executive Agency to develop Clinical Practice Guidelines at the Medical Command and with the Department of Veterans Affairs, Health Administration to advocate, promote, and implement key post-deployment guidelines. The most important of these is the Department of Defense and the Veterans Health Affairs Clinical Practice Guidelines on post-deployment health evaluation and management. It has several key elements that clinics can use to ‘reengineer’ and improve post-deployment care. For example, the guideline prescribes that all primary care activities use a ‘military unique vital signs’ for identifying deployment-related health concerns in people seeking care in our system. The Deployment Health Clinical Center also maintains a Web site, www.pdhealth.mil, which uses several methods to keep providers apprised of new military-related health concerns using science, the news media, fact sheets, and clinical assessment tools.
- **Post-deployment health services delivery research.** This extension of Deployment Health Clinical Center is essentially extramurally funded and self-sustaining. It has successfully completed and is currently completing a wide range of projects that put science behind improving post-deployment health care delivery. It has been competitively funded for projects by Centers for Disease Control, Veterans Affairs, Department of Defense, and the National Institute of Health. The research program goals are to change practice delivery by completing scientifically credible work and regularly publishing them in peer-reviewed medical journals. In Fiscal Year 2002, 29 articles were published on topics of relevance to post-deployment health care delivery. The Deployment Health Clinical Center is currently assembling publications for FY03. The Deployment Health Clinical Center piloted a primary care approach to bolstering guideline care using primary care-based ‘deployment care managers’ after the Pentagon attack and has presented that work at international meetings. The staff has consulted with the Army Medical Department on how to generalize this care-manager approach as an element of the Deployment Cycle Support Program.

Post Deployment Clinical Practice Guideline - The Post-Deployment Health Clinical Practice Guideline was launched in September 2001. A recent special study conducted by the TRICARE Management Activity under the National Quality Management Program indicated that 93% of the 135 Army, Air Force, and Navy medical treatment facilities surveyed have begun implementation of the guideline by screening patients seen in primary care with the question, “Is this visit deployment related?” according to the Clinical Practice Guideline. In



support of the redeployment of soldiers from the Central Command Area of Responsibility to United States and Europe, Walter Reed’s Deployment Health Clinical Center, in collaboration with the Medical Command’s Quality Management Division Clinical Practice Guideline Section, completed six command-wide video-teleconferences during the months of June and July 2003 to provide updated training, information and emphasis on the Veterans Affairs/Department of Defense Post-Deployment Health Clinical Practice Guideline. The teleconferences provided training to providers and health care administrators to enable and assist redeploying soldiers and their families with deployment-related health concerns. The teleconferences trained over 450 participants at 57 different sites.

FEDS-HEAL Program - The Federal Strategic Health Alliance is designed to enhance routine and pre-mobilization medical and dental readiness services. It is the primary means of accomplishing this mission for the Army Reserve, and is being used on a limited basis by the Army National Guard and Air Force Reserve. Services support post-deployment diagnostic testing (blood specimen collection, tuberculin skin testing, diagnostic radiography, leishmaniasis screening, and other services as requested). The Federal Strategic Health Alliance has been tasked to develop post-mobilization services that leverage its nearly universal geographic coverage and its reach across the Reserve Components, the Military Health System, the Veterans Affairs (to include expansion to the Seamless Transition Team), and the Public Health Service. Capabilities now exist to provide expanded post-mobilization screening, call center operations (resource and referral, similar to an Employee Assistance Program, enhanced and intensive care (case) management services, referral services to general and specialty care, and staff augmentation at specified locations. This service line has not been initiated pending policy decisions and associated resourcing.

MARINE CORPS

Return and Reunion Program - The Commandant of the Marine Corps outlined the steps in this important program for all Marines in All Marine Corps Message 032/03 and to commanders in White Letter #03-03. Return and reunion presentations for family members were made abundantly available and marketed to family members (spouses, children, and significant others) aboard receiving installations and at appropriate Reserve locations as early as 30 days prior to the return of units. The information used by command leaders, family readiness officers, and Marine Corps Family Team Building staff was organized into topics according to perspective: single Marines and their significant others, married Marines and their spouses, Marines with children, single parent Marines, and Reservists going back to civilian jobs. In addition to the travel-size copy of the guidebook provided to all Marines prior to their departure from the theater of operations, guidebooks were available on-line for installation staff and family members at home. Guidebooks cover issues like: return as a process requiring time and effort, managing expectations and staying flexible, reunion as a single parent, reunion and marriage, children, and work. Tips for a successful homecoming were also included.

The return of Marines from Operation Enduring Freedom and Operation Iraqi Freedom and their reunions with family members and reintegration with “normal” life was a challenge. The naval services have significant experience with extended operational deployments and reunions; however, both the size of the deployments and the significant combat operations experienced by service members added to the challenge. Building on existing programs and agencies, a standardized, comprehensive approach was developed. In-theater training and briefings were provided prior to return. At the same time, installations were training personnel and providing similar briefings to family members. These prevention efforts were designed to provide a common situational awareness to the service members and their families, identify potential risks, and highlight assistance resources that were available – all in an effort to reduce stress. Complementing this prevention effort was a similar intervention effort where leaders were trained to identify potential challenges and subject matter expertise was



made available to support command efforts to address problems as they arose. This on-going effort, in both the Reserve and active components, to take care of Marines and their families recognizes their valued service to date and aids in the reconstitution of the total force operational capabilities necessary to continue the support for the global war on terrorism. Some specifics of the Return and Reunion program include:

- A tailored in-theater training, focusing on Combat Stress Control programs (the symptoms and risks of untreated combat stress, how to recognize it, and both in-theater and home base resources to assist in its treatment), was provided to unit leaders which helped leaders discharge duties, and deal with their own issues, if any.
- A standardized “Warrior Transition” presentation was delivered to each unit and non-casualty individual prior to leaving the theater of operations by the unit chaplain or Chaplains Religious Enrichment Development Operation -trained chaplains. The brief covered three reunion components: “Where I’ve Been,” “Where I’m About to Be (Home),” and “Where I’d Like to Be,” to walk recipients through the process of reintegration with family and society. Other available chaplains and Medical Corps personnel were on hand to observe the command briefs, to help identify service members exhibiting signs of combat stress and offer supportive services as needed. Mental health professionals in the theater were used for the more serious cases.
- 54,000 copies of a “Return and Reunion Guide for Marines and Families” were prepared and distributed. This guide covered the different aspects of return and reunion dynamics, from different perspectives (single Marines and their significant Others, married Marines and their spouses, Marines with children, single parent Marines, and Reservists going back to civilian jobs).
- Upon arrival at the home location, unit commanders ensured that Marines were aware of the supportive services available through the chaplains, Marine Corps Community Service (MCCS), and Military Treatment Facilities. Commanders of treatment facilities provided mental health professionals who were readily available for Marines. Commanders allowed time for returning Marines to “decompress” from their battlefield experience. A standardized “Return and Reunion for Spouses” presentation was provided and posted on the Marine Corps Community Services website for use by installation staff. All installation commanders, and Commanding General Marine Forces Reserve provide briefs to family members (spouses, children, and significant others) aboard receiving installations and at appropriate reserve locations as early as 30 days prior to return of units.
- Another modified offering, “Caring for the Caregivers,” was established on-line for installation staff and command representatives to offer to Key Volunteers and spouses who have been particularly challenged in support of the units during the deployment. Additionally, the Web site and *One Source* (a 24-hour, seven day a week, toll free information and referral telephone line and Internet/Web-based support) services provide valuable information, resources and referrals service.

Additional post-deployment support programs working in coordination with the Return and Reunion program include the following:

Family Advocacy Program - Formally established in 1986, the program is a Commander’s program designed to prevent and treat domestic violence. The centerpiece of this program is a philosophy of Coordinated Community Response that involves the command and a host of supporting agencies (Provost Marshall’s Office, Staff Judge Advocate General Office), chaplain, civilian community, etc.) to effectively address domestic violence. Prevention of family violence is our primary focus with initiatives such as Mentors in Violence Prevention and the New Parent Support Program, as well as local training and education efforts. The New Parent Support Program educates and supports families with children up to 6 years of age. This program consists of home visitation, classes and outreach through Play Morning, Single Parent Support Groups, Mom’s Basic Training, Parenting Classes, and Daddy’s Baby Boot Camp. The program successfully reduces the number of child abuse/neglect cases.



Child Development Programs - Child care was provided for families needing emergency care, family nights, trips, doctor appointments and numerous activities planned by MCCS to support families during Operation Enduring Freedom and Operation Iraqi Freedom families. Child care was also available and provided for deployment briefs and reunion briefs, as well as “Reuniting Together Time.” A number of installations provided vouchers for child care service for families.

Information and Referral Program – Information was gathered to establish crisis centers and toll-free numbers for the Information and Referral Center. Information and Referral training has been provided to staff and volunteers. An Information and Referral Center has been receiving calls, referring, and providing information for calls from March 2003 to present. A “Smart Book” was created for staff and volunteers. Staff and volunteers operated information booths at the exchange, commissary, and the Naval Hospital.

Exceptional Family Member Program – This program provides assistance to active duty personnel with special needs family members, such as a deployed Marine whose newborn son needed a heart transplant.

Personal Financial Management Program – The program provides financial management assistance to families of deployed Marines and Sailors (i.e., My Pay, Marine on Line, reading Leave and Earning Statements and answering financial questions regarding allotments and direct deposits). The program includes assistance to parents or other family members that took care of the Service member’s pay while deployed. Installations have developed additional materials such as the “Community Support Program Service Guidebook, Leadership Resources” for all rear deployment groups and use in the Information and Referral Center at 29 Palms, CA. They participated in additional spouse appreciation activities and assisted with the significant number of calls. Financial issues have been a challenge because many families with the extra money did not spend wisely and are having difficulties with their finances. The challenges of financial management issues are being addressed by personal financial managers.

Marine Corps Family Team Building - As mentioned, Marine Corps Family Team Building staff play an active role in the Return and Reunion program. Key Volunteer Networks are critical in passing the word regarding the availability and scheduling of return and reunion briefings for spouses, identification of supportive information and resources, and helping in making referrals for families for follow-on support as needed. The brief for caregivers, “Caring for the Caregivers,” is available on-line for installation staff and command representatives to offer to key volunteers and spouses who have been particularly challenged in support of the units during the deployment. This is a three-hour facilitated discussion to decompress those who have remained strong to care for others in crisis. In addition, the Marine Corps Family Team Building program has an “Official Hugger” program to welcome home service members; conducts Key Volunteer Networks training for Marine squadrons stationed at other Service installations; conducts pre-deployment briefs for Service members and their families, including parents of single Marines/Sailors; and conducts reunion briefs for Service members and their families, including parents of single Marines/Sailors parents.

Prevention, Intervention and Treatment - In addition to providing normal treatment, prevention and intervention services, the clinician staff visits local schools to assist in the challenges the staff and students face after Operation Enduring Freedom and Operation Iraqi Freedom.

Single Marine Program - The Single Marine Program addresses the specific quality of life concerns and issues of single Marines and geographical bachelors. The program creates a forum in which Marines discuss issues and recommend solutions, plan recreational activities for their peer groups and assist Marine Corps Community Service in promoting existing events and activities for single Marines. The program creates a communication channel between single Marines and their chain of command, thus providing another avenue to identify post-deployment stress-related issues before they become a problem.



Suicide Prevention Program - Suicide prevention receives a vigorous community approach to reduce incidents or gestures. Headquarters Marine Corps Health Service and Navy Bureau of Medicine are working on a Corps-wide implementation of an Operational Stress Control and Readiness Program to reach troubled Marines during deployment. Under this program, clinical professionals experienced at dealing with suicide are assigned to battalion aid stations, where they can offer counseling and prescribe appropriate medications. This program keeps Service members with low-level problems at their assigned duties and allows those with more severe conditions to be immediately evaluated by a qualified mental health professional who can recommend appropriate treatment. Similar to the Navy’s deployment of mental health assets aboard aircraft carriers, this program enables very early intervention for problems in the field that previously required costly medical-evacuation out of theater for treatment. With units deploying to areas of potential conflict, each is being offered the Combat Stress Control Briefs developed for Operation Iraqi Freedom. As an example, the 2nd Marine Division Psychiatrist continues to see Marines and Sailors with the assistance of the senior enlisted liaison members. This has been accomplished with 3-7 weekly group therapy sessions. Individual psychotherapy sessions, in some cases, have been increased in length of time per patient due to an increase in combat-related mental health stress issues. In addition, several units have received a homecoming brief that focuses on post-combat stress. Suicide Prevention classes are offered with this brief to each unit. All incoming corpsmen are given a brief by a Division Psychiatrist office team member about the team and how to handle Marines and Sailors with suicidal ideation and other stress-related issues. The Division Psychiatrist continues to offer the Suicide Prevention Brief and Homecoming Brief to all commands that were deployed and have not yet met this training requirement. There have been no combat-related stress casualties in Task Force Tarawa necessitating medical evacuation to tertiary care centers in United States for further treatment.

In addition to this deployment-focused effort, the Marine Corps has a rigorous ongoing program to promote early identification and intervention. All Marines are required to take annual suicide awareness training. The purpose of this training is to provide Marines with information about suicide warning signs and with guidance on obtaining help for at-risk Marines. These periods of instruction vary from 1 to 2 hours in length. Suicide awareness training is also given at formal leadership schools such as The Basic School (Basic Officer Course), Staff Non-Commissioned Officer’s Academies, Non-Commissioned Officer’s Academies, and School of Infantry Leader’s Seminars. Counseling support and crisis intervention services are available to every Marine. Marine Corps Community Services provides counseling resources to support problem-solving and coping skills for individuals and families. Training courses—such as Stress and Anger Management, Financial Fitness, Mentors in Violence Prevention, and the Alcohol Deglamorization Campaign—target known risk factors and provide knowledge and skills to enhance protective factors throughout the entire Marine Corps community. Chaplains serve not only as counselors but also provide suicide awareness and life skills information to individuals and to groups of Marines. Substance abuse counseling centers provide services to help Marines overcome problems related to alcohol abuse. Navy mental health professionals provide crisis intervention and inpatient/outpatient treatment services. Leaders can access support through Marine Corps Community Services for awareness education, health promotion, life skills training, leadership training, crisis intervention, risk management and post-prevention services.

NAVY

Return and Reunion. Return and Reunion is a post-deployment program provided to commands while transiting home and is available to all deploying Navy commands. Teams of Fleet and Family Support Center staff join the returning command and provide workshops and briefs on topics such as reunion and intimacy, returning to children, money management, and car buying. The purpose is to assist service members with re-entry into the lives of their families back home. During the period of Operation Iraqi Freedom/Operation



Enduring Freedom, there was a significant surge in demand for Return and Reunion. All requests were met, which required additional training of staff not normally participating in Return and Reunion programs.

Life Skills Education. Navy Fleet and Family Support Centers provide a variety of Life Skills Education workshops and briefs for service and family members. Return from the deployments associated with Operation Iraqi Freedom and Operation Enduring Freedom has resulted in a surge of workshops on stress management, coping with extended deployments, and preparing for homecoming. Workshops on suicide prevention and post-traumatic stress are provided for service members and command leadership.

Information and Referral Services. Information and Referral Services are always available to assist service and family members in locating local military and civilian community resources. Requests may range from something as simple as information on the operating hours of the local commissary to something as complex as resources needed to serve a severely autistic child.

Navy Family Ombudsman Program Support. Navy Family Ombudsmen are volunteer spouses of a command service member selected by the Commanding Officer to serve as a member of the command support team. Ombudsmen are the primary link between commands and family members. Significant training is provided to Ombudsmen on planning homecoming events, as sources of referral for post-deployment counseling, on stress management workshops, and on family counseling services. In addition, Reserve Ombudsmen are working with their commands to sponsor post-deployment seminars with legal advisors, trained counselors and representatives of the employer support of the Guard and Reserve.

Professional Counseling Services. Unlike the other military services, Navy provides professional counseling services through the Fleet and Family Support Centers for service and family members both in individual and group counseling sessions. During the extended deployments associated with Operation Iraqi Freedom and Operation Enduring Freedom, priority is given to families of deployed service members requesting counseling services. During the height of the war, there was a significant increase in counseling services provided for family members. There was a decline in requests immediately after the return of deploying commands; however, centers are now seeing additional increases in requests for service member and couples counseling services.

Family Advocacy Program. Professional staff have been actively participating as members of Return and Reunion teams and providing support groups for spouses as well as workshops on stress management, war and extended deployments, and post traumatic stress syndrome.

Demobilization Services. As Reservists are demobilizing, Navy Fleet and Family Support Centers are providing staff for debriefs on services available to Reservists and family members with particular emphasis on re-employment rights and transition assistance.

Warrior Transition Program. Warrior Transition is a 75-minute interactive session designed and presented by Navy chaplains to assist Sailors and Marines returning from an operational environment to talk about their experiences as they transition to their home environment. The program facilitates discussion chronologically: “Where I Have Been” (operational environment) to “Where I Am” (what from the operational environment is troubling you) to “Where I Am Going” (preparing emotionally to return home). Chaplains Religious Enrichment Development Operation, a spiritual retreat program used by chaplains trained in facilitating group discussion, offers a program that uniquely aids personnel as they discuss combat and deployment issues.

Post-Deployment Successes. The Navy Fleet and Family Support Centers met all Fleet requests for Return and Reunion teams during the Operation Iraqi Freedom/Operation Enduring Freedom time period. Return and Reunion briefs peaked in May 2003 with delivery to 18,000 service members returning from extended deployments.



The Fleet and Family Support Centers set policy to insure that marital and family counseling services were a priority for returning service members and their families. Requests for those services have remained constant with peak requests for counseling in July 2003, corresponding with the significant returns of service members.

Post Deployment Challenges. The Fleet and Family Support Centers managed the surge in demand for all deployment-related services, especially Return and Reunion; briefs for school counselors and personnel; support to Navy Family Ombudsmen and professional counseling services. This was accomplished within existing staff and budget resources. Further, this was accomplished without decreased provision of on-going services. However, long-term operational support for the Global War on Terrorism will present resourcing challenges for the centers.

Navy Bureau of Medicine and Surgery. Operational medical support for post deployment programs involves post deployment health assessments and follow-up care for deployed sailors. Naval medical personnel assigned to operational forces have had no mandate to collect, record or report data on family services, Morale Welfare and Recreation, or chaplain programs for briefing families.

AIR FORCE

Some of the Air Force’s tailored post-deployment support services include: Return & Reunion CDs and videos, www.afcrossroads.com (Family Readiness/Post-deployment), Family Service Center sponsors newsletters, emails, briefings, workshops, support groups, key spouse/volunteer programs, picnics, morale outings, welcome home events, information booths, commercial products and booklets, town hall briefings, and “Hearts Apart” programs. Chaplains sponsor retreats for couples and youth ministry programs, as well as provide individual and family counseling; hosted meals for reunited families to celebrate, tell their stories, and build relationships; and help them develop more realistic expectations of what reunion will be like.

Family Advocacy. Family Advocacy focuses on preventing and responding to family maltreatment. Separation of the Service member from his/her family for any reason is a monitored risk factor and a major area covered in Family Advocacy interventions. Families with open family maltreatment cases are assessed before, during, and after deployments to assess severity and develop a treatment plan for any maltreatment issues. Family Advocacy partners with the member’s commander to collect the information needed to make intervention and deployment decisions. Factors considered include the severity of the maltreatment problem, active duty offender’s need for immediate treatment, needs of the mission, and reunification issues. Family Advocacy clinicians regularly manage safety and risk issues in the context of separation and reunification of family members.

Chaplains. Chaplains are embedded in units to build relationships with Service members before, during and after deployments. These relationships open doors into the lives of Service members and their families so that chaplains are able to offer their help in times of need.

New Parent Support Program. The New Parent Support Program provides home visitation support to young families expecting a child or with children 1-3 years of age. The goal is to prevent family maltreatment. The program requires a nurse or social worker to conduct home visits with couples to assess their communication and problem solving skills and provide referral or intervention as well as support to young military families. The nurse supports spouses during home visits while the active duty Service member is deployed and makes appropriate referrals for additional intervention.



Air Force Suicide Prevention Program. The Suicide Prevention Program heightens community awareness of suicide and its risk factors. It creates a safety net that provides protection and adds support for those in need, (AFPAM 40-160). Suicide prevention then is seen as building healthier more resilient communities. As part of the 11 initiatives that comprise the Air Force Suicide Prevention Program, annual briefings are required for all active duty and whenever possible, civilian personnel (AFI 44-153). These briefings are provided Air Force-wide and metrics are reported to Air Force Surgeon General annually.

Critical Incident Stress Management. Teams comprised of multiple helping agencies’ representatives respond to a variety of individual and community traumatic stressful events. Training equips teams to serve as key resources to bases during deployments and reunions.

NATIONAL GUARD BUREAU

Family Readiness Programs. During redeployment, the Army’s Deployment Cycle Support Program includes preparing Soldiers and their families for reunion. The standard for the reunion training is the Operation READY Homecoming and Reunion module. The State Family Program Coordinator tailors this module to meet the needs of our National Guard families.

- Prior to the redeployment date, the State Family Program Coordinators intensify their efforts with the family assistance centers and unit family readiness groups to prepare waiting families by conducting homecoming and reunion briefings. Reunion briefings are often conducted in coordination with assigned chaplain staffs. Specific reunion programs are aimed at minimizing the turmoil families might experience as they transition together. The State Family Program Coordinator coordinates with Vet Centers, the American Red Cross, TRICARE, employers’ support for the Guard and Reserve and community social workers and mental health counselors to assist with the briefings. Children and youth are included in these sessions with age-appropriate programs and activities. For those family members unable to attend, reunion information is mailed to the family members with follow up phone calls. When more serious adjustment problems are identified, appropriate referrals are made to military and community resources for further support.
- Commanders of deployed soldiers ensure soldiers receive re-deployment training prior to leaving the deployment location. Chaplains provide this in the form of reunion training for group or individual support to soldiers to normalize the phases and process of reintegration to the family following re-deployment.
- Homecoming briefings are conducted in many states on the day the unit arrives at home station. Topics include transitional health benefits, re-employment rights, veteran benefits and family reintegration. Several states have conducted or have plans to conduct post-deployment retreats and special programs for the youth. The National Guard recognizes that family violence and Post Traumatic Stress Disorder may be major issues for our redeploying service members. The State Family Program Coordinators and family readiness personnel work closely with Veterans’ Centers and many community resources that are available for service and family members.

Chaplain Programs. The Army National Guard chaplain community provides three programs in the Post Deployment Cycle:

- While the soldiers are still in theater, in coordination with the State family program coordinators and readiness coordinators, the chaplains support the family readiness groups by presenting reunion briefings for family members. This is the same briefing that the soldiers receive from the active duty chaplains.



- A marriage assessment tool is given to each soldier and spouse, to help soldiers identify problem areas that may require follow-up. This tool is given to soldiers both in theater and also after they return to state control after leaving active duty.
- One-day marriage enrichment workshops for Service members and spouses are available to help families deal with issues of communication and conflict resolution. The Army Chief of Chaplain’s Building Strong and Ready Families program developed this material. These workshops are designed to be presented within the first few weeks after soldiers leave active duty and are back under the state control. In addition, the Army National Guard chaplains provide suicide prevention and intervention training. Chaplains have an ongoing responsibility to present suicide awareness training and to receive suicide intervention skills training.

Strength Maintenance Programs. The Army National Guard Strength Maintenance Division has developed a national program to help train its next generation of leaders. Leadership Education And Development is used to re-engage military personnel with society following wartime missions. The Army National Guard has developed a Post-Deployment Retention Series of modules. These modules focus on post-deployment retention issues that face Army National Guard leaders and soldiers in the first five months of training for a unit returning from mobilization/deployment.

- The Post-Deployment Retention Series includes the following modules:
 - Post-Deployment Issues: Taking Care of Business. This module helps returning soldiers identify urgent readjustment issues, and identify options and resources to deal with them.
 - Post-Deployment Family Life: Readjusting To Being Back Home. This module helps returning soldiers identify, understand, and resolve family-readjustment issues related to post-deployment.
- Post-Deployment Health: Maintaining Your Well-Being. This module helps returned soldiers identify and resolve physical, mental, and attitude issues related to deployment.
 - Post-Deployment Work: Readjusting To The Civilian World. This module helps returned soldiers identify and resolve issues related to readjusting to civilian life, particularly at work and at school.
 - Post-Deployment Membership: Thinking About Your Guard Career. This module provides returned soldiers with information and incentives that will encourage soldiers to stay with the Guard after deployment.

Army One Source Program. The Army National Guard is very pleased to participate in the Army OneSource Program. As a component of the Chief of Staff of the Army directed Deployment Cycle Support Concept Plan for Operations Enduring Freedom and Iraqi Freedom, Army OneSource is a command program that supplements existing family programs. The program is a 24-hour, seven day a week toll free information and referral telephone line and Internet/Web-based service available to active duty soldiers and mobilized National Guard and Reserve soldiers, deployed civilians and their families worldwide. Army OneSource provides information ranging from everyday concerns to deployments/reintegration issues and will provide referrals to professional civilian counselors for assistance. The Air Force also provides the same services for the Air National Guard.

Army Career and Alumni Program. The Army National Guard has recently formed a close working relationship with the Army Career and Alumni Program. The program offers a variety of services and resources during post-deployment for the National Guard. The services are available for 180 days after release from active duty. Those Army National Guard soldiers who are located near an Army Career Alumni Program Center may use all the same services available to active duty soldiers. National Guard soldiers may also use the on-line access to employment assistance information and job opportunities. The Army Career and Alumni Program web site provides information on job fairs, links to state and federal job search sites, military related resources, and skill specific sites. Email communication and veterans information is also provided.



SERVICE POLICIES

ARMY

Army Community Services

Army Regulation 608-1, Army Community Service

Army Regulation 600-20, Army Command Policy

Department of the Army Pamphlet 600-8-101, Personnel Processing (In-, Out-, Soldier Readiness, Mobilization, and Deployment Processing)

DA PAM 608-47, Family Support Groups

FM 100-17, Mobilization, Deployment, Redeployment & Demobilization

Army Mobilization, Operations, Planning and Execution System (AMOPES), Annex E, Appendix 6 (Family Assistance)

Concept Plan (CONPLAN) (U) Department of the Army Global War on Terrorism (GWOT) Post Conflict / Mobilization Personnel Operations

HQDA Personnel Policy Guidance ISO Operations Noble Eagle, Enduring Freedom and Iraqi Freedom

Forces Command Mobilization and Deployment Execution System (FORMDEPS)

USARC Regulation 608-1, Reserve Family Programs

Army Family Advocacy

DoD Instruction 1030.2, Victim and Witness Assistance Procedures, December 23, 1994

DoD Directive 6400.1, Family Advocacy Program, June 1992

Army Policy Memorandum on Domestic Violence, May 8, 2003

AR 600-20, Army Command Policy, May 23 2003.

AR 608-1 Army Community Service, August 1, 2000

AR 608-18, Army Family Advocacy Program, September 1, 1995

Deployment Cycle Support (DCS) CONPLAN Department of the Army Support to CENTCOM's Post Conflict/Mobilization Personnel Operations, May 2, 2003



Rest and Recuperation (R&R) CONPLAN: Department of the Army Support to CENTCOM Rest and Recuperation (R&R) Leave Program, October 2, 2003

MARINE CORPS

Marine Corps Order P2400.24B, Personal Services

ALMAR 016/03

ALMAR 032/03

NAVY

DoD Instruction 1342.22, Family Centers

SECNAV Instruction 1754.1A, Department of the Navy Family Center Program

OPNAV Instruction 1750.1D, Navy Family Ombudsman Program

Navy Bureau of Medicine and Surgery

NAVADMIN 142/03/CNO WASH DC/YMD: 20030529, instituted the enhanced post deployment health assessment program, which requires the completion of a health assessment form and a face-to-face assessment with a health care provider. A briefing on post deployment issues is provided to each member to assure proper completion of the assessment process. Detailed guidance on how to complete the assessment process is provided on the web site of the Navy Environmental Health Center at <http://www-nehc.med.navy.mil/>.

AIR FORCE

AFI 36-3011 Family Support Centers; AFI 90-501 Community Action Information Board and Integrated Delivery System; AFI 44-153 Critical Incident Stress Management; AFI 44-154 Suicide and Violence Prevention Education & Training; AFI 40-301, Family Advocacy Program

NATIONAL GUARD BUREAU

DoD Directive 1342.17, Family Policy

DoD Directive 1342.22, Family Centers

DoD Directive 1342.23, Family Readiness in the National Guard and Reserve Components

Army Regulation 600-20, Army Command Policy

Army Regulation 608-1, Army Community Service



Department of the Army Pamphlet 600-8-101, Personnel Processing (In-, Out-, Soldier Readiness, Mobilization, and Deployment Processing)

DA PAM 608-47, Family Support Groups

FM 100-17, Mobilization, Deployment, Redeployment & Demobilization
Forces Command Mobilization and Deployment Execution System (FORMDEPS)

Army Mobilization, Operations, Planning and Execution System (AMOPES), Annex E, Appendix 6
(Family Assistance)

Concept Plan (CONPLAN) (U) Department of the Army Global War on Terrorism (GWOT) Post
Conflict / Mobilization Personnel Operations

HQDA Personnel Policy Guidance ISO Operations Noble Eagle, Enduring Freedom and Iraqi Freedom

National Guard Regulation 600-12, National Guard Family Programs



REPORT TO CONGRESS

**REPORT ON FINANCIAL
AND OTHER ASSISTANCE
TO MILITARY SPOUSES
FOR JOB TRAINING
AND EDUCATION**

MAY 2004



REPORT ON FINANCIAL AND OTHER ASSISTANCE TO MILITARY SPOUSES FOR JOB TRAINING AND EDUCATION

INTRODUCTION

Section 571 of the National Defense Authorization Act for Fiscal Year 2002, Public Law 107-107, “Improved Financial and Other Assistance to Military Spouses for Job Training and Education,” requires the Secretary of Defense to examine existing Department of Defense (DoD) and other Federal, State, and non-governmental spouse employment policies and programs. The objective of this assessment is to improve the retention of military personnel by increasing the employability of military spouses and assisting those spouses in gaining access to financial and other assistance for job training and education.

In accordance with subsections 571(a)(1) – (a)(3), this report (1) evaluates policies and programs that affect employment and education opportunities for military spouses and compares them to relevant governmental and non-governmental programs and (2) gives priority to facilitating and increasing access of military spouses to existing DoD, Federal, State, and nongovernmental sources of financial assistance. The report’s examination of policies and programs focuses on financial assistance for military spouses or the following purposes:

- Career-related education.
- Certification and license fees for employment-related purposes.
- Apprenticeships and internships.
- Technical training.
- Training to improve job skills.
- Career counseling.
- Skills assessment.
- Job-search skills.
- Job-related transportation.
- Child Care.
- Any additional employment-related purpose relevant to improving retention by increasing military spouse employability.

In accordance with Section 571 (a) (2), the report assesses whether the DoD should begin a program for direct financial assistance to military spouses to address their needs in some or all of the above areas and whether such a program of direct financial assistance would enhance retention. As required by Section 571 (b) (1), the evaluation reviews Department of Defense policies that “affect employment and education opportunities for military spouses” in DoD in order to further expand those opportunities. It also considers providing, to the extent authorized by law, separate spouse preferences for employment by appropriated and non-appropriated fund operations. In addition, the evaluation addresses issues related to incorporating hiring preferences for qualified military spouses into contracts between DoD and private sector companies.



In support of the military spouse employment objectives defined in this legislation, Congress directed in subsection 571(e) that the Secretary of Defense work with the Office of Personnel Management and the “heads of other Federal departments and agencies to expand and facilitate the use of existing federal programs and resources in support of military spouse employment.” Subsection 571(f) requires that the Secretary seek to develop partnerships with private sector entities to enhance employment opportunities for military spouses and authorizes the Secretaries of the Military Departments to make available to non-DoD entities space in non-excess facilities to provide employment-related training for military spouses. These provisions reinforced ongoing DoD initiatives and are addressed in the context of those initiatives.

The body of this report is comprised of assessment and analyses conducted by the Office of the Secretary of Defense and the Military Departments, followed by eight exhibits:

- References
- Current DoD Guidance for Spouse Employment Programs
- Scholarship Programs for Military Spouses
- DoD Spouse Employment-Related Web Sites
- Major Employers Posting Vacancies on Air Force Crossroads
- Educational Assistance Programs for Military Family Members
- Corporations and Federal Civilian Agencies Surveyed for this Report
- Spouse/Partner Career Assistance Providers Surveyed for this Report

EXECUTIVE SUMMARY

Approximately 52 percent of all military personnel are married. This means spouse concerns affect many aspects of military life and that spouse employment plays a key role in the financial well-being of military families. Research conducted by the Army Personnel Survey Office (2002) suggests that spouse support is the most important factor in a Service member’s decision to make a career of the military. Since spouse support is tied to spouse perception of quality of life issues — including financial well-being and the spouse’s ability to realize personal and professional goals — spouse employment emerges as a major determining factor in the retention of high quality military personnel. However, the frequent reassignment and relocation of military personnel make it difficult for military spouses to sustain employment and develop long-term careers.

The military departments administer their spouse employment programs through professional civil service and contract employment staff located in roughly 300 installation family centers worldwide. Employment assistance personnel provide relocating spouses of active duty military personnel information on employment, education and training opportunities; and educational and vocational counseling. The DoD Spouse Preference Program, designed to mitigate the effect of frequent relocations on a spouse’s civil service career, enhances the value of these services. In addition, the military relief organizations offer tuition assistance to military spouses at installations outside the continental United States.

DoD employment assistance personnel do not provide job placement services. They assist spouses to develop job skills and successful job search strategies, and connect spouses with employers, educational institutions, and other community resources. The amount spent on these services is small.

Usage of DoD programs appears to be relatively low, especially among the most junior spouses. *Effective Strategies to Assist Spouses of Junior Enlisted Members Find Employment* (Defense Manpower Data Center 1999) noted that 89 percent of the E-1 to E-4 spouses who responded to the survey did not use the spouse



employment assistance program on their installation. Fifty-six percent were unaware that such programs existed. Junior enlisted spouse satisfaction with DoD services is also low. When spouses who had used employment assistance program (EAP) services were asked how satisfied they were with the EAP program they had used most recently, only 37 percent were satisfied or very satisfied, and 31 percent were dissatisfied or very dissatisfied. However, an independent assessment conducted by the Department of the Navy suggests that usage and satisfaction rates may be higher overall.

The Department of State (DoS), Coast Guard, and large-scale national and international corporations offer relocating spouses a similar menu of career-related education, training to improve job skills, career counseling, skills assessment, and job search skills. The largest differences between those programs and DoD’s lie in the numbers of spouses served, the mode of delivery (internal staff or contract staff versus outside employment service provider), the cost per spouse served, and customer satisfaction levels.

DoS provides various support services for about 7,500 spouses located at embassies, consulates, and other U.S. international missions. Most are the spouses of foreign service personnel, but the number includes spouses of Immigration and Naturalization and Centers for Disease Control employees, as well as the spouses of military attaches and U.S. Marine Corps personnel assigned as embassy guards.

DoS and Coast Guard spouse employment assistance programs resemble DoD programs in most respects except size. However, there is insufficient data to assess their cost and spouse satisfaction with these services. The programs of other Federal agencies and their counterparts in the individual States are too small and too inconsistent to compare with DoD.

Overall, American corporations relocate at company expense about 38,000 employees and their families each year. An analysis of private sector firms who routinely provide spouse employment assistance showed that they each transferred from 100 to 5,000 families per year, with a median of 300 employees. Approximately two-thirds were domestic transfers, and about one-third were international transfers. All companies surveyed outsourced their services to Family/Spouse Employment Assistance service providers either directly or through their relocation management companies. None of these companies offered in-house services provided by company employees.

The services provided relocating private sector spouses closely resembled those provided by DoD spouse employment staff. However, the private sector services typically provided additional hands-on assistance and greater flexibility in targeting services to individual spouse needs. The companies reported spending approximately \$1,500 per transferred spouse per move. Some also offered the option of lump sum payments in lieu of assistance, which in general, did not exceed \$5,000 per spouse. However, experience has shown private sector firms that such lump sum payments must be tied to targeted spouse employment requirements or the funds will be spent on unrelated expenses.

Corporate utilization rates for spouse employment services run about 40 percent. That usage varies from a low of 10 percent to a high of 80 percent. Many reasons were cited for this variance. The companies that reported a higher usage rate also reported that they actively marketed the benefit to the families, and they permitted their service provider to initially contact the family member and discuss the family member’s needs. When the services were not used, it was often because a spouse/partner/family member had a transportable career or employment and did not need outside assistance. The customer satisfaction rate for corporate spouse employment assistance programs averaged 95 percent overall.

The cost of providing a \$1,500 package of services or lump sum payments to the approximately 200,000 military spouses who relocate each year is prohibitive. Moreover, given current statistical tools, there is no



guarantee such expenditures would result in measurable improvement in the retention and recruiting of high quality military personnel. However, given the similarity between corporate programs and the employment assistance programs currently provided military spouses, there should be a cost efficient means of achieving DoD spouse employment goals. The key lies in addressing the following possible causes of customer dissatisfaction with DoD spouse employment services:

- Confusion regarding the nature of DoD services and programs
- Confusion regarding the role of the DoD spouse employment program
- Confusion regarding civil service procedures
- Non-availability of DoD services
- Services that fail to meet continuing and emerging needs
- Qualifications of DoD service providers
- Restrictive employment markets
- Lack of national standards for education, licensing, and certification
- Resentment over other aspects of military life
- Inadequate measures of spouse employment, spouse needs, and satisfaction

Based on an analysis of these factors, DoD has determined that some improvements in military family quality of life and the means to measure those improvements—and their effects on retention—could be achieved for a fraction of corporate cost through:

1. Standardization of DoD spouse employment programs and management information tools.
2. Adjustment of exit surveys to improve measurement of the relationship between spouse employment and the decision to separate.
3. Additional appropriations of not less than \$11 million specifically linked to improving levels of spouse employment program staffing and training, and to guaranteeing availability of career assistance resources and tools.
4. Strategic evaluation and enhancement of the process for developing spouse employment assistance partnerships.
5. Implementation of a DoD spouse employment assistance career development program focused on training and credentialing DoD spouse employment assistance providers.
6. Authority and funding to initiate pilot programs regarding spouse employment assistance to assess the actual cost effectiveness of providing tuition assistance, subsidizing certification and licensing costs, developing apprenticeship and internship programs, providing child care, and furnishing job-related transportation while spouses seek employment.
7. A consistent, long-term source of funding for marketing and assessing DoD spouse employment services.

These approaches are consistent with private sector practice and reflect many of the concerns expressed by spouses and spouse employment assistance professionals at the 2000 Spouse Employment Summit. They also reflect the goals contained in *A New Social Compact*, the 2002 Military Community and Family Policy (MC&FP) report which sets the direction for Quality of Life support to Service members and their families for the next 20 years. In keeping with this assessment, DoD will begin development of standardized spouse employment assistance program guidance, and development of a strategic plan for spouse employment assistance comprising cost analysis, resource development, and timelines for achieving the seven recommendations listed above.



DOD SPOUSE EMPLOYMENT PROGRAMS

BACKGROUND

According to Defense Manpower Data Center (DMDC) statistics for 2002, approximately 51.7 percent of all active duty military personnel are married. That translates to about 700,000 military spouses, over 90 percent of them civilian.

In a military organization in which more than half of all military personnel are married, spouse concerns affect many aspects of military life. Spouse employment plays a key role in the financial well-being of military families. In addition, Army research suggests that spouse support is the number one factor in a soldier's decision to make a career of the Army. Since spouse support is tied to spouse perception of quality of life issues including financial well-being and the spouse's ability to realize personal and professional goals spouse employment emerges as a major determining factor in the retention of high quality military personnel.

However, the frequent reassignment and relocation of military personnel make it difficult for military spouses to sustain employment and develop long-term careers. Many military installations in the continental U.S. (CONUS) are located in depressed labor markets with relatively few job prospects, most of them low-paying. Status of Forces Agreements (SOFAs) impose additional difficulties on spouses seeking employment at overseas locations. Family stresses imposed by high levels of deployment multiply these challenges, especially with respect to child care and transportation.

Research on spousal employment began in the late 1970s, when DoD acknowledged the need to support a married military to ensure readiness and retention. The most current research, RAND's "Analysis of Issues in the Ninth Quadrennial Review of Military Compensation" (Hosek and Asch, 2002), found that military spouses' incomes contribute significantly to the family income and are below that of comparable civilian spouses.

By and large, existing differences in spouse labor supply and wages have persisted since at least the late 1980s. Additional data collected in March 2001 by the Bureau of Labor Statistics on work experience in 2000 show the labor force participation of military wives to be lower by about 10 percent (65 percent participation rate) than wives of civilians (75 percent participation rate) in age categories 20-49 for families. This is consistent with the RAND analysis by Hosek and Asch, cited above.

Through the efforts of spouse groups and other military family support groups, spouse employment was recognized as a legitimate readiness concern affecting national security in the mid-1980s. Beginning with the "Military Family Act" repealed and codified by section 568 of Public Law 104-106 (1996) in 1986, DoD sponsored legislation and internal guidance that addressed emerging spouse employment issues, such as job counseling and referral, and priority placement in DoD civil service jobs for spouses affected by their sponsors' permanent change of station (PCS) moves.

CURRENT POLICY AND PROGRAMS

Current legislation, DoD guidance and Service regulations on spouse employment comprise over 30 references (See Exhibit 2, Current Guidance for DoD Spouse Employment Programs). The Office of the Under Secretary of Defense for Personnel and Readiness, Military Community and Family Policy (OUSD/P&R/MC&FP) provides policy guidance and oversight for the majority of DoD spouse employment programs administered by the military departments. OUSD/P&R Civilian Personnel Policy (CPP) oversees the other major element of



DoD spouse employment efforts, the Military Spouse Preference Program (Program S), a component of the DoD Priority Placement Program.

The military departments administer their spouse employment programs through professional civil service and contract employment staff located in roughly 300 installation family centers worldwide. Employment assistance personnel provide relocating spouses of active duty military personnel information on employment, education and training opportunities; and educational and vocational counseling.

Employment assistance personnel do not provide job placement services. Instead, they assist spouses to develop job skills and successful job search strategies, and connect spouses with employers, educational institutions, and other community resources. Employment assistance personnel develop business and professional support networks (including formal and informal partnerships with local Chambers of Commerce, Department of Labor and Small Business Administration offices, and employment services), and encourage portable careers and entrepreneurship. Employment assistance personnel also serve as aggressive advocates to local businesses and frequently receive both routine and targeted distribution of vacancy announcements. At the same time, they remain sensitive to the needs of their customers, adjusting schedules and offerings to promote maximum attendance at training programs, job fairs, and other special events.

Services vary across installations, depending on local needs and resources. In general, however, they include many of the following:

- Individual job skills assessment and counseling, utilizing tools such as the Myers-Briggs and Strong Inventory.
- Development of individual development plans (IDPs), career and job search strategies.
- Assistance in resume preparation and career goal-setting.
- Direct resume referral (i.e., transmittal of resumes of qualified applicants to companies listing openings).
- Assistance in overcoming obstacles to career continuity imposed by frequent relocation through career guidance, educational programs, and by removing artificial barriers to employment.
- Positive support and encouragement to family members in their job search and career development efforts through career opportunities clubs, networking luncheons, and career seminars.
- Outreach services, support, and encouragement to active duty family members in their job search through use of e-mail and Internet communication and correspondence.
- Job hunting resources and information guides to assist employment service customers seeking employment opportunities, and education and training resources, on and off installations.
- Information on volunteer opportunities. (Some installations offer internships through installation employment readiness programs.)
- Access to free employment and training workshops and job fairs.
- Lending libraries of job search and educational resources, including books, videos, periodicals, Internet resources, and other reference material.
- Free pamphlets, publications, and other materials to assist customers with their employment search needs.
- Local job boards listing public and private job openings. (Provided in cooperation with local human resource offices and frequently utilizing Internet resources.)
- Access to computers, software tutorials, video training, fax machines, copiers, telephones, and other office essentials.
- Provision of state licensing/certification information.



The employment training, workshop, and seminar opportunities offered by installation spouse employment programs encompass a broad spectrum of career-related education and training. The menu of career-related education and training options varies from installation to installation, depending on resources, but most offer a broad selection of the following:

- Career workshops encompassing resume writing, federal resumes, cover letters, follow-up letters, job search strategies, developing a career plan
- Classes (sometimes offered as often as three to four times a month) which cover:
 - Career Choices
 - Career decision making
 - Setting career goals
 - Resume writing
 - Learning Resumix
 - Electronic resume development
 - Typing
 - English as a second language
 - Basic computer skills
 - Basic office skills
 - Job search techniques
 - Using the Internet for job searches
 - How to look for a job while still employed
 - Long distance job search
 - Job fair preparation
 - Interview techniques
 - Salary and benefits negotiation
 - Dress for success
 - Evaluating job offers
 - Where to find Federal jobs
 - Knowledge, Skills and Ability development (for those seeking Federal jobs)
 - Deciding on a second career: money vs. dreams
 - Marketing yourself for a better job
 - Work options for foreign-born spouses
 - Where to look for a second job
 - Networking
 - Small business seminars
 - Small Business Administration (SBA) workshops
- Courses for teens (which assist military children as well as DoD’s youngest spouses):
 - Uncovering scholarships, funding and internships
 - Career/college major decision making
 - Tips on college application preparation
 - Financial aid for college applications



- Money making options for teens
- Business development for teens
- Senior Level Career Change/Management Course
- Self-assessment training
- Guest speakers/Recruitment sessions — FBI, inventory counter positions, employment agencies, police departments, etc.
- Training Futures — career/office training enrollment information
- Career Opportunities Club (for job seekers)
- Family center internships
- Direct resume referral
- Networking luncheons with employers

To augment these offerings, many installations partner with area high schools and universities to identify appropriate educational opportunities, special programs, and scholarships. (A partial list of special programs and scholarships is contained in Exhibit 3, Scholarship Programs for Military Spouses.) DoD anticipates these programs will receive a significant boost from Section 571(d) of the National Defense Authorization Act for Fiscal Year 2002, which permits Military Departments, under regulations prescribed by the Secretary of Defense, to make DoD space available for non-DoD entities to provide employment-related training for military spouses. In addition, DoD and the military departments pursue joint and Service-specific initiatives, which take advantage of all available programs related to spouse employment.

DOD INITIATIVES

Secretary of Defense Donald Rumsfeld and Secretary of Labor Elaine L. Chao have expressed their commitment to a DoD/Department of Labor (DoL) partnership addressing three areas: recruitment, retention, and spouse employment. Representatives from each Department have begun working together in a number of spouse employment-related areas. These include the joint development of a spouse employment index and a recently activated Web site designed to connect military spouses with the resources offered by local DoL One-Stop employment sites www.milspouse.org.

DoL initiated a grant program for displaced military spouses in conjunction with the Fort Campbell's Military Career Advancement Center (MCAC). Originally developed to address the employment issues resulting from the base closings and force reductions of the early 1990s, MCAC joins the transition resources of the host installation with those of DoL's local One-Stop centers. One-Stop center services include employment services and funding for training under the Workforce Investment Act of 1998, as amended and codified in the scattered sections of Title 29 U.S.C. Since its inception in the early 1990s to the beginning of 2002, MCAC officials estimate the program has assisted 1,600 transitioning military personnel obtain jobs with an average wage of \$12 hour. The average cost of these services is approximately \$3,200 per person, all of which is provided through DoL funding and grant programs.

DoL Pell Grant and Workforce Investment Act training funds are particularly flexible. They can cover tuition for traditional education or for classes leading to licensing and certification. The funds, disbursed through an individual training account, can also be used to pay for the licensing and certification process, as well as study materials and incidental transportation costs.



Centers based on the MCAC concept have been established on or near DoD installations in San Diego, CA, and Hampton Roads, VA. Other centers are expected to be operational soon.

DoD also plays a key role in the Spouse Telework Employment Program (STEP), a multi-Agency partnership encompassing the Departments of State, Defense, Labor and Transportation, and the General Services Administration. STEP is designed to increase domestic and foreign sector telework career opportunities, serve as a basis for an expanded program of remote training and telework facilities, and to augment existing military and Federal programs to assist spouses in all stages of their professional development.

DoD is seeking to gain a better understanding of spouse employment issues and outcomes through intensive research conducted by the Military Family Research Institute, the Military Family Resource Center, and RAND Corporation. This research includes the survey, “Military Spouse Employment Research on Issues that Emerged from the Military Morale and Quality of Life Review of 2001,” currently being conducted by RAND.

Through the Office of Military Community and Family Policy, DoD also is pursuing complementary initiatives, as set forth below, in furtherance of the four spouse employment goals contained in *A New Social Compact: A Reciprocal Partnership Between the Department of Defense, Service Members and Families* (July 2002):

- Implement a robust, cohesive spouse employment program that provides a uniform level of standardized services.
- Link military spouses to local training and employment opportunities.
- Build partnerships within DoD and other Federal agencies, non-profit organizations and private corporations.
- Effectively market the program to potential customers and partners.

MC&FP initiatives addressing spouse employment issues include:

- In 1997, MC&FP funded two pilot programs to foster entrepreneurship and innovation in installation-level employment assistance programs, the Small Business Administration Partnership and Spouse Employment Demonstration Project, respectively. Among the results of these efforts was the discovery that there existed no single Web portal to the various Web sites where civil service vacancy announcements are posted by DoD personnel offices. In response, MC&FP activated its One-Stop Jobs portal <http://dticaw.dtic.mil/mapsite/onestop.html>.
- One-Stop Jobs is only one component of a varied, Web-based menu of DoD-sponsored employment and transition assistance Web sites. Exhibit 4, DoD Spouse Employment Related Web Sites, provides a listing of these sites. All MC&FP Web sites link to complementary resources maintained by the Army, Navy, and Air Force, as well other Federal, State, and private sector resources.
- In August 2000, MC&FP convened a Spouse Employment Summit as part of its 2000 Family Readiness Conference in Phoenix, AZ. The purpose of the summit was to help DoD and the Military Departments become more powerfully positioned to take action to enhance military spouse careers, family income, and retention of high quality of military personnel. The roughly 120 summit participants included Headquarters, command, and installation spouse employment staff; civilian personnel professionals; representatives of other Federal agencies and non-profit organizations; and senior and junior spouses of all ranks and military Services.

Summit participants identified four key issues facing departmental spouse employment programs: standardization of function and title, staffing and resources, career continuity for spouses, and marketing. Many of the Service and DoD initiatives discussed in this report sprang from ideas and recommendations developed at the summit, including the goals contained in *A New Social Compact*. One of the most immediate



and far-reaching outcomes of the summit, however, was the creation of the DoD Spouse Employment Working Group.

The Spouse Employment Working Group is composed of Headquarters-level DoD and military department spouse employment program managers who meet on a monthly basis. Meetings are open to all DoD researchers and staff with a professional interest in spouse employment and to spouse employment professionals from other Federal departments. The informal nature of the working group creates a continuing dialogue between the participants that allows them to address emerging issues, take full advantage of unique opportunities, and partner in programs and initiatives where appropriate.

The groundwork laid in Phoenix helped ensure the prominence of spouse employment issues at the 2000 DoD/U.S. Chamber of Commerce Military Quality of Life (QoL) Summit. The Spouse Employment Working Group played a critical role in marketing the CISCO/Communications Workers of America (CWA) network administrator scholarships offered as a result of the QoL Summit. Working group efforts led to multi-Service participation in the Navy's partnership with Adecco Employment Services to provide skills assessment, job placement, and career development for all military spouses within commuting distance of Navy installations. Working group efforts also were instrumental in the participation of Fort Carson, Peterson Air Force Base (AFB), and Cannon AFB in the Military Spouse Virtual Assistance (MSVA) training. MSVA training teaches spouses how to create and manage portable, Web-based businesses focused on writing, editing, bookkeeping, and other administrative services.

By distributing workload and expense, the Spouse Employment Working Group staged a much lauded follow-up to the Spouse Employment Summit in Orlando, FL, in April 2002. Impressed by the quality of the training and information provided at the follow-up conference, Service participants requested the Spouse Employment Conference be made an annual event. Since collaboration kept costs low, the military departments agreed. In addition, working group members are helping the Navy's community support Web site, Navy LIFELines www.lifelines2000.org pilot the online Virtual Business Ownership program, an on-line instruction program covering many of the same topics as MSVA training.

In response to Section 571 of the National Defense Authorization Act for FY 2002, the Spouse Employment Working Group began exploring ways to create a spouse preference in DoD contracts or provide other hiring incentives for military spouses. DoD lacks authority to implement a contractor spouse preference program or contractor spouse hiring incentives. Before deciding to pursue such authority, the working group will seek to identify other potential incentives and options.



ARMY INITIATIVES

Army Spouse Assistance At A Glance

<i>Features</i>	<i>Description</i>
Program Name	Army Employment Readiness Program (ERP)
Program Description	The Army’s Spouse Employment program, Employment Readiness Program (ERP), is designed to assist relocating spouses of active duty and retired military and DoD civilian families by providing information, employment, and education and training opportunities; assist spouses to develop successful job search strategies; connect spouses with employers, develop business and professional support networks; and encourage portable careers. Employment assistance includes the provision of employment resource information, career counseling, career planning, resume writing, interview techniques, federal employment information, conducting self assessments and job skills development, in addition to job search assistance. Available resources include resource libraries, computer tutorial programs, and available job listings, both on the installation and in the local community. Services vary across installations, depending on local needs and resources.
Year of Implementation	1985
Locations Available	87 installations worldwide
Cost to Implement	Not available
Ongoing Operational Costs	\$2,977,500 in FY 2001
Staffing	59 full-time staff 28 part-time staff (i.e., one spouse employment program manager per 4,101 spouses) Grade range GS-5 through GS-11 (GS-9 is the norm)
Expansion Plans	Partnerships with corporations
Number of Spouses Served	In FY 2001: 37,950 Clients (i.e., a customer who met one-on-one with an Employment Readiness program manager) received career assessment and Job Search counseling. 14,908 received Job Skill Training 56,062 received informational briefing on available services. 136,000 inquiries by spouses who were not clients
Performance Metrics to Date	In FY 2001: 45,503 job referrals 7,750 spouses secured paid employment through the program 37,950 clients obtained job search and career counseling: 6,623 soldiers 19,918 family members 5,657 DoD civilians 3,748 retirees 24,307 other 14,908 clients obtained job skills counseling



A number of Army installations maintain automated databases of all program clients that, with the clients' permission, record job interests and work and education history. As job announcements are distributed, employment assistance personnel review the database and send email notices to clients with matching interests and qualifications. Because many federal job announcements are open for only five days, and certain private sector job announcements are not widely disseminated, this extra effort creates a more certain link between available positions and military spouses seeking employment.

Some Army installations request information about family member employment interest at the time the military sponsor “signs in” at the installation. The soldier is asked to provide the name of the family member who plans to seek employment and phone number where he/she can be reached.

Several installation employment assistance offices coordinate with their staff Judge Advocate Legal Assistance Offices to provide qualified candidates for jobs at the installation tax center. The employment assistance office screens the candidates and coordinates interviews.

Some installations sponsor “Hire-A-Spouse” programs, which use a patriotic theme as an incentive to hiring spouses. Such programs primarily target installation contractors and local employers who benefit from the installation's presence. Many of these installations also sponsor employment councils with on-post employers, off-post placement agencies, and local businesses that use family center job referrals. Some installations also coordinate and provide space for no-fee employment agencies and local businesses to conduct job interviews.

Army employment assistance professionals in Korea manage Foreign Born Spouse Centers — a collection of resources that includes language learning software, information, and referral for local training programs, and citizenship classes. This program shows potential for expansion to Europe and other foreign areas with a high concentration of Army personnel.

Fort Belvoir offers a unique menu of skills-based training that provides intensive instruction in three areas:

- Medical Office Assistant: 12-week course covering medical terminology, medical billing, transcription, appointment setting, insurance coding/billing, etc.
- Administrative Assistant: eight-week course covering various administrative functions. Requires students to complete a 40-hour internship.
- Medical Billing: This course was offered for the first time in the fall of 2002. This course will give spouses the option to work from home.

To maximize spouse employment program resources in an area that is home to many military installations, employment assistance personnel assigned to Hampton Roads, VA, participate in the Regional Military Employment Program/Employer Advisory Board (RMEP/EAB). The RMEP/EAB, a committee of regional military employment professionals, meets quarterly at various employer sites in the Hampton Roads area. The board's purpose is to foster communication between employers and the local military communities.

The RMEP/EAB is comprised of employment resource representatives from Southside and Peninsula companies as well as military employment specialists from the Hampton Roads military installations. Working within a joint services environment they are able to provide professional and timely employment/transition information to clients and employers. The committee fosters communication and provides a no-cost opportunity for local and regional companies to gain access to some of the area's most highly trained and experienced professionals, as well as to network with other employment professionals.

The Army Child and Youth Services (CYS) inaugurated initiatives to help military spouses find employment opportunities and maintain a career within the Army's child care program. These initiatives have three major



components: recruiting and retention of child care providers, Family Child Care (FCC) provider subsidies, and Child Development Associate (CDA) credentialing.

Army CYS Recruiting and Retention

Approximately 65 percent of military child care employees are military family members, usually the spouses of junior enlisted personnel. However, in many cases entry-level child care salaries have not kept pace with those of other entry-level employees drawn from the same installation labor pool. This results in high turnover and staff shortages among child care providers.

To address compensation issues, CYS plans to enforce an approach to child care which will allow NAF employees to retain eligibility for positions at their current grades when they relocate. This will help stabilize the child care work environment by not forcing individuals to return to entry level with each move. CYS also seeks an incentive package to recruit and retain child care staff in a competitive environment.

Child Development Associate Credentialing

The Child Development Associate (CDA) certificate is a well-established national system that provides caregivers with a recognized credential of professional accomplishment. The acquisition of the CDA indicates the high competence and skills of caregivers and results in a more professional resume for military spouses who are child care employees and providers. However, the frequent moves associated with military service hinder spouses from obtaining this credential from private sector providers. Therefore, CYS has committed approximately \$150,000 per year to ensure the continuation of its current CDA program.

Army Chief of Staff Support for Spouse Employment Initiatives

Army Chief of Staff General Eric K. Shinseki made spouse employment one of the priority issues in his campaign for Army Well-Being. To augment current Army spouse employment initiatives, General Shinseki hosted a high-level summit aimed at developing collaborative partnerships and creating opportunities for careers, training, and career mentoring for military spouses in December 2002. The attendees included approximately 20 senior-level executives representing the Fortune 500 companies that have national and international offices and national non-profit organizations.



NAVY INITIATIVES

Navy Spouse Assistance At A Glance

<i>Features</i>	<i>Description</i>
Program Name	Spouse Employment Assistance Program (SEAP)
Program Description	SEAP addresses many challenges for the military spouse in basic workshops, such as launching a job search, career planning, resume writing, interview techniques, federal employment information, conducting self assessments using Myers/Briggs personality tests, goal setting, and vocational tests. Available resources include libraries, computer tutorial programs, and available job listings within, and in some instances, outside the local community.
Year of Implementation	1985
Locations Available	68 delivery sites worldwide
Cost to Implement	\$456,000 for support, training and travel in FY 2002 (the first year spouse employment received independent funding)
Ongoing Operational Costs	\$456,000 for support, training and travel in FY 2002 *Labor paid at field support level.
Staffing	13 full-time staff 55 part-time staff (includes 16 contractors) Grade range GS-5 through GS-11 (GS-9 is the norm)
Expansion Plans	Partnering initiatives modeled after the Adecco agreement
Number of Spouses Served	40,000 clients (i.e., a customer who met one-on-one with a SEAP counselor) in FY 1999 47,000 clients in FY 2000 54,386 clients in FY 2001 Also in FY 2001, 66,000 inquiries by spouses who were not clients)
Performance Metrics to Date	54,386 spouses seen as clients in FY 2001

The Department of the Navy has entered into a no-cost contract with Adecco, the world's largest staffing agency, to provide job assessment and placement services to Navy and Marine Corps spouses throughout the world. This partnership, the Navy/Adecco Career Accelerator Pilot Program (CAPP), increases spouse opportunities to obtain employment in the private sector, pursue skills training at no cost to them, continue employment with the same company, and amass retirement benefits. The partnership also covers the development of metrics to assess the success of the initiative.

The CAPP was launched at Naval Air Station (NAS) Jacksonville and the U.S. Marine Corps base at Quantico, VA, on January 29, 2002. Based on the initial success of the program, the Department of the Navy developed a phased plan to implement the Career Accelerator Program at all CONUS Navy locations by spring 2003. In addition, the Navy and Adecco launched an overseas Career Accelerator Program at London and St. Mawgans (in Cornwall) by the summer of 2003. These sites were chosen because the Status of Forces Agreement with England does not preclude U.S. spouses from working on the English economy.



To explore the remote work possibilities inherent in call centers (e.g., telephonic help desks, chain hotel and resort reservation functions, and customer service centers), the Department of the Navy hosted a Call Center Forum in January 2002. Among the results of that forum was an informal, nationwide partnership with Continental Airlines to refer spouses for local Continental job openings. Under this informal arrangement, the Navy and other Military Components provide Continental contact information for spouse employment program staff. In return, Continental forwards applicable vacancy announcements to all appropriate spouse employment programs. The Navy encourages other private sector employers to begin or expand similar nationwide programs to forward commercial vacancy announcements to installation spouse employment staff.

At the installation level, the Navy entered into an informal partnership with Discover Card Corporation at its Naval Training Center (NTC) Great Lakes family center to refer NTC spouses to Discover’s Business Organization & Occupation Service Training (BOOST) program. BOOST is a new, innovative private sector program to train and employ people with physical, emotional, and financial challenges. BOOST offers its participants opportunities for real jobs with competitive pay. BOOST includes a seven-week, four-hour per day administrative/secretarial training program funded 100 percent by the sponsoring company, with no charge to participants. The program currently operates in Utah, Arizona, Delaware, Ohio, and Illinois. Discover Card plans to expand the program to other states.

All Navy family centers have developed informal partnerships with local companies and businesses to obtain commercial vacancy announcements. Partnerships for overseas family centers are constrained by the laws of host countries, which sometimes limit the employment of American spouses and other non-citizens.

The family center at NAS Patuxent River, MD, has established a Foreign Spouse Club. The program seeks to address the needs of non-US citizen military spouses for employment, networking, companionship, improved English speaking skills, and knowledge about local and U.S. culture.

The Navy developed a Spouse Career/Life Course, a 14-module course designed to enable participating spouses to conduct a complete self-assessment of their skills and develop practical and rewarding career options. The course covers financial management, career exploration, marketing, resume writing, the interview process, federal employment, mobile careers, entrepreneurship, volunteerism, 21st century workplace, and creating balance in one’s life. Approximately 6,000 spouses have participated in either the entire course or have taken segments since June 2000. One installation, NAS Patuxent River, has seen a 50 percent increase in spouse hires on the installation since the course was implemented.

Job Employment Management System (JEMS) is used at Pearl Harbor, Hawaii. JEMS allows Spouse Employment Assistance Program (SEAP) managers to provide employment services before spouses arrive in the area. This long distance service affords the clients an opportunity to use the job bank to see what types of jobs are available in the highly competitive Oahu job market. It also allows them to contact employers in advance of their arrival.

The Naval Support Activity (NSA) located at Gaeta, Italy, created a three-part pre-departure class for individuals returning to the continental United States (CONUS). Each class offers participants the opportunity to learn general employment strategies and obtain site-specific employment information.



AIR FORCE INITIATIVES

Air Force Spouse Assistance At A Glance

<i>Features</i>	<i>Description</i>
Program Name	Career Focus Program (CFP)
Program Description	Assists individuals and family members with short- and long-term career goals. Provides employment skill training to prepare customers for local and long distance job search. Includes local labor market information, skills and interests identification, skills development workshops, job bank or job referrals, linkages to job alternatives, networks for employment contacts, networks for support, and marketing.
Year of Implementation	1982
Locations Available	82 installations worldwide (all Air Force installations with a population greater than 5,000)
Cost to Implement	\$3,633,000 (\$1,300,000 for support and \$2,333,000 for labor)
Ongoing Operational Costs	\$3,500-4,000 per installation per year (Does not include salaries*)
Staffing	*Air Force family center staffs are Work-Life Consultant Specialists who address all customer concerns regardless of subject area. As a result, a definitive cost for spouse employment services cannot be shown. Expansion Plans Expanded partnerships with corporations; explorations of entrepreneurial and overseas opportunities
Number of Spouses Served	188,000 annually
Performance Metrics to Date	Air Force family centers currently measure customer satisfaction and also attempt to measure effectiveness of the program by requesting feedback from spouses who have found employment as a result of CFP service/intervention. Newly developed Air Force Community Capacity Results Measurement will include the following for spouse employment: Community Result Expected=Personnel Preparedness (Family Adaptation)- →Result Indicator=Well-trained/prepared spouses- → Sub indicator=Spouse job referrals- → Measure=Number of spouse follow-ups with employer referrals- → Data Sources+CFP casework data placed in Family Integrated Results and Statistics Tracking System (FIRST)

Beale AFB developed a “Seeds for Growth” spouse employment course. Taking a holistic approach, Seeds for Growth encourages spouses to explore their personal values and life goals, as well as available options and resources at their base in the areas of employment, education and training, entrepreneurship, volunteerism, and homemaking. This program helps spouses to prepare for transferable occupations and portable businesses that will make future permanent change of station (PCS) moves more positive experiences.



Travis AFB and MacDill AFB offer the “Spouses Trained and Ready (STAR)” program that provides job skills training and direct job referral to employer-partners in the local area. The program also offers a clothes closet to assist spouses as they establish a professional wardrobe.

Andrews AFB’s Military Spouse Training Initiative (MISTI) stands as a showcase spouse employment effort with one and one-half hours of skill assessment, training in specific skills such as typing and computer software, listings of job opportunities, goal setting and career planning.

Air Force Space Command bases offer a spouse career program that includes a combination of career assessment, job search assistance, exploration of educational opportunities, community and corporate mentoring (similar to the Professional and Executive Employment Resource Services (PEERS) program piloted at Peterson AFB and Luke AFB in 1998), skill training, job coaching/job development and follow-up. Hill AFB and Peterson AFB offer the PEERS mentoring program.

The Air Force Aid Society funded computer and Microsoft Office training for 150 spouses at Dyess AFB, McChord AFB, Dyess AFB, and other bases partner with local community colleges to provide low cost education/training classes to spouses. The McChord AFB program is funded by AF Aid Society.

The Air Force is particularly concerned with the level of spouse participation in the contractor labor force. To enhance spouse employment opportunities with contractors as well as other employers, the Air Force community Web site, AF Crossroads <www.afcrossroads.com>, entered into partnerships with 86 major U.S. companies (Exhibit 5, Major Employers Posting Vacancies on Air Force Crossroads) in its Spouse Employment Job Bank. In addition, AF Crossroads publishes contact information on all federally awarded contracts in excess of \$25,000 to aid spouses in their career search. The Eglin AFB family center goes one step further, publishing contact information for all local contractors.

The Air Force encourages contract employers to maintain and transfer the spouse if his or her military sponsor is relocating to an area within the company, but no data exists to indicate that the companies are pursuing this strategy. However, over 450 current jobs and over 280 spouse resumes are posted on the AF Crossroads site.

Given the lack of job portability in brick and mortar companies nationwide, Cannon AFB looked to entrepreneurship as a “portable” option. The installation partnered with StaffCentrix to train 17 military spouses in virtual assistance career fields in the Clovis, NM, area. Virtual assistant training equips the spouses to create computer-based home businesses serving clients’ administrative needs. All 17 participants established their respective companies. One spouse successfully moved her business when her husband was reassigned. Peterson AFB and Fort Carson began offering joint service StaffCentrix training to 40 Air Force and Army spouses in September and October 2002.

The Air Force sees partnerships with professional staffing agencies as less desirable than partnerships with the human resource departments of nationwide companies. However, the Air Force supports partnerships with Adecco, Kelly Services, Manpower, and other professional staffing agencies when the staffing agencies offer long-term employment, retirement and benefit options, and tenure.



MARINE CORPS INITIATIVES

Marine Corps Spouse Assistance At A Glance

<i>Features</i>	<i>Description</i>
Program Name	Family Member Employment Assistance Program
Program Description	FMEAP USMC Spouse Employment initiatives focus on international, national, and local no-cost initiatives and partnerships that expand spouse employment opportunities through job skills development, employment counseling and placement services.
Year of Implementation	1985
Locations Available	8 delivery sites worldwide
Cost to Implement	(Not available)
Ongoing Operational Costs	\$412,000 in FY 2002
Staffing	Six full-time GS-9 positions Two full-time GS-7 positions One contract staff member
Expansion Plans	Partnering initiatives modeled after Navy’s Adecco agreement , i.e. Lifelines2000/VBO, GI Jobs and SBA
Number of Spouses Served	(Not available)
Performance Metrics to Date	3,588 spouses seen as clients in FY2001.

The Marine Corps is an active participant in many Navy spouse employment programs. The Corps provided Spouse Career/Life Course materials to all its family centers to enable family center personnel to teach and facilitate seminars on all aspects of employment. In addition, employment assistance personnel received a Train-the-Trainer course in order to be fully qualified to facilitate the course. The Marine Corps base at Quantico was one of the pilot sites for the Navy/Adecco partnership, and all 18 Marine Corps sites will be integrated into the program. Marine Corps family center personnel in Hawaii are also full participants in the Job Employment Management System (JEMS) program.

Marine Base 29 Palms has a formal agreement with the Prometric Corporation and the CertiPort Corp. which allows the family center to purchase A+ certification, Microsoft Certified Systems Engineer Certification Test, CISCO Test, and other Microsoft test vouchers that are used to qualify family members on a variety of computer related systems.

Camp Lejeune has a partnership with Coastal Carolina Community College (CCCC) to provide numerous workshops at the family center free of charge. The Human Resource Development Program of CCCC offers computer classes for family members. These classes are designed to help unemployed and underemployed family members gain or further their educational training and work skills in order to enhance employment opportunities. Upon completion of these classes, scholarships are offered to the family members to further their educational opportunities.

Camp Pendleton offers a skills building training certification program called Spouse University. The original program, opened in January 2000, graduated 39 spouses. Spouse University currently offers the following programs:



- Business Certificate Program (two locations, twice weekly).
- Computer Applications Class (two locations with morning and afternoon classes, four times weekly).
- English as a Second Language (four days per week).
- Seven self-paced, on-line computer classes encompassing basic keyboard and Internet operations, and the five most common office software applications.
- Red Cross Training (Dental) to enable spouses to become certified dental assistants.
- Shared information and referrals from other Marine Corps family-related activities, including the Key Volunteer Network (KVN) and officer and enlisted spouse clubs.

Staffing, Funding, and Other Issues

DoD spouse employment programs and initiatives rely on an inter-disciplinary approach and economies of scale to provide the best menu of services and opportunities at the least cost to the tax payer. Headquarters-level staff typically exercise program responsibilities in related areas, including relocation and transition assistance, and technology. These professionals work closely with colleagues in other Quality of Life programs to ensure the cohesive and coherent development and implementation of spouse employment policy.

All operational components rely on economies of scale and multiple service providers to deliver their services. However, economic pressures and staffing limitations made spouse employment a collateral duty at most installation family centers. In the Navy, for example, the number of full-time spouse employment positions dropped from 31 in FY 1999 to 13 in FY 2002 — a trend that is mirrored in all the Military Departments.

Over time, the necessity of meeting the requirements of multiple programs erodes the quality of services provided in each area. Key spouse employment operations, especially marketing and outreach to spouses and potential employers, are very time- and labor-intensive. The inability of most spouse employment personnel to devote the necessary time to such operations significantly reduces the number of spouses and potential employers aware of the program, the number of spouses using the program, and customer satisfaction with the services provided. Many spouse employment personnel do not have sufficient time to counsel existing clients, much less seek additional customers or job opportunities.

Spouse Preference Program

Section 806 of the Military Family Act of 1985 (Public Law 99-145 as amended, repealed, and codified at sections 1781, et seq. of Title 10, U.S.C.) directed DoD to increase employment opportunities for spouses of active duty Armed Forces personnel. The spouse preference program derived from this law applies to military spouses who accompany their sponsors on a PCS move to a new active duty location. By giving these spouses priority in the employment selection process, Congress hoped to reduce the impact of frequent relocations on spouse careers.

At DoD installations in the U.S., its territories, and possessions, military spouses can exercise their statutory employment preference through the DoD Military Spouse Preference Program (Program S), an automated registration and referral system which operates as a component of the DoD Priority Placement Program (PPP). Oversight for the DoD PPP belongs to the OUSD/P&R(CPP). In foreign areas, eligible spouses receive preference under procedures administered by local DoD civilian personnel offices (DoDI 1404.12, Employment of Spouses of Active Duty Military Members Stationed Worldwide, January 12, 1989).

External Application

When a military spouse applies for a position within DoD under an Office of Personnel Management (OPM) announcement or delegated examining or direct hire procedures, the hiring official must offer the job to the spouse first if the spouse:



- Is within reach for selection,
- Certifies in writing to the employing activity that he or she is entitled to spouse preference, and
- The selection is not blocked by an applicant with Veterans Preference.

Internal Placement Procedures

When a military spouse applies under internal placement procedures, the hiring official must offer the job to the spouse first if the spouse is rated as “best qualified” for the position. Employees within DoD (including military spouses falling under this category) who previously held positions on a permanent basis at or above the grade level of the vacancies being filled may be placed non-competitively into the higher level vacancy.

EUCOM Pilot Program

In June 2001, EUCOM Directive 30-19, “Military Spouse Preference for Employment,” authorized EUCOM to conduct an exclusive, two-year pilot program which would remove some of the OCONUS spouse employment restrictions and allow more options by adding flexibility to the employment process. Under current regulations, spouses can use spouse preference only once per PCS assignment. Whenever they accept any permanent position regardless of work schedule, or accept a time-limited position lasting one year or longer they lose their eligibility for spouse preference until the next relocation. There is no distinction made between appropriated fund (AF) and non-appropriated fund (NAF) positions. As a result, many military spouses are reluctant to accept temporary (not to exceed one year) or permanent intermittent jobs (such as service jobs in base exchanges, lodging and other NAF activities) because of loss of eligibility for better paying, permanent positions. Under the EUCOM pilot program, military spouses retain their preference unless they accept (or reject) the offer of a permanent full- or part-time position. The Office of Civilian Personnel Policy has been conducting ongoing assessments throughout the life of the pilot. Upon completion of the pilot, CPP will conduct a final review to determine how to best proceed to maximize spouse employment overseas.

Voluntary Education

Per DoDD 1322.8, “Voluntary Education Programs for Military Personnel,” and DoDI 1322.25, “Voluntary Education Programs,” all military departments provide an off-duty, voluntary education program for their active duty military personnel. Policy guidance for these programs is provided by the Educational Opportunities Directorate (Ed Op), MC&FP. The primary focus of military voluntary education programs is to provide opportunities for military personnel to earn a college degree by taking courses on or near their installation, or via distance learning, during non-duty hours. The educational opportunity afforded active duty military personnel through tuition assistance is consistently found to be a valuable recruitment and retention incentive. However, DoD lacks the legal authority to offer tuition assistance to spouses.

As a follow-up to the 2000 Military Quality of Life Summit, Ed Op conducted a cost analysis of a potential spouse employment tuition assistance benefit. The Ed Op analysis was based on two key assumptions: that the benefit would be limited to the spouses of active duty enlisted personnel and that only half as many spouses as enlisted members would participate in a voluntary education program supported by tuition assistance. These assumptions allowed Ed Ops to project 140,468 enrollments. Multiplying 140,468 enrollments times \$220 per course enrollment resulted in a tuition assistance cost of approximately \$30.9 million per year.

No estimates were produced for the manpower and administrative support costs such a program would entail. In addition, the \$30.9 million estimate was made when tuition assistance benefits for military personnel were capped at 75 percent of total course costs. Since that time, Congress has authorized DoD to fund tuition assistance for active duty military personnel at 100 percent.



Army Emergency Relief (AER), the Navy-Marine Corps Relief Society (NMCRS), and Air Force Aid Society (AFAS) offer OCONUS military spouses tuition aid in the form of scholarships, grants, and interest-free loans. In general, tuition assistance provided under these NAF-funded organizations is capped at \$1750/year for AER, \$1,500/year for NMCRS, and \$1,200/year for AFAS. (A more complete discussion of these programs can be found at Exhibit 6, Educational Assistance Programs for Family Members.)

Statistics provided by the Army Continuing Education System (the most current spouse tuition assistance statistics available) record that 3,615 OCONUS spouses (275 officer spouses, 143 warrant officer spouses, and 3,197 enlisted spouses) were awarded a total of \$950,217.58 in AER funding for the 2001-2002 academic year.

Extrapolating from these costs and from an AFAS CONUS tuition assistance test conducted in 1992-93, the Army Continuing Education System estimates that a spouse tuition assistance program funded at the same level as active duty tuition assistance would cost approximately \$36 million in tuition assistance, with an additional \$17 million needed for manpower and administrative support for Army spouses alone.

Both the DoD and Army reviews indicate that an active duty spouse tuition assistance initiative would raise issues of fairness. Since DoD funding is scarce, a funding requirement for spouse tuition would compete with funding for active duty tuition assistance program — a counterproductive strategy for recruiting and retention. Providing tuition assistance benefits to active duty spouses while not providing at least the same benefit to Reserve and National Guard personnel could create a significant morale problem and exacerbate recruitment problems already faced by the Reserves and, to a lesser extent, the National Guard. Any effort to limit the tuition assistance benefit by rank would not prove acceptable to excluded spouses.

The expansion of Montgomery G.I. Bill (MGIB) benefits authorized by Section 654(a) of the National Defense Authorization Act for FY 2002, which allowed transfer of MGIB benefits to family members in certain circumstances, ultimately may provide an additional source of tuition assistance for military spouses. However, it is too early to determine the full impact of this legislation on family member education benefits.

Section 654(a) added Section 3020 to Title 38, U.S. Code. Section 3020 authorizes the Secretaries of the Military Departments, and the Secretary of Defense with respect to matters concerning the Coast Guard, or the Secretary of Transportation, when it is not operating as a service in the Navy, at their sole discretion, to permit members of the Armed Forces with critical military skills to transfer a portion of their MGIB entitlement to certain dependents.

A Service member with critical skills who has completed at least six years of service on active duty and agrees to serve at least four more years, may be approved by the Secretary concerned to transfer up to one half (18 months) of their MGIB entitlement to specific family members. After approval by the Secretary concerned, the Service member is required to designate in writing which dependent will receive the benefit, and for how many months, up to the limit of 18 months, as specified in section 654(a). This designation may be later modified or revoked by the Service member.

Because the Department has no experience with a program like this, DoD will conduct two tests of MGIB transferability, one with the Navy and one with the Air Force. The Navy test population encompasses approximately 890 sailors in 35 different skills. This test group will be compared to a control group of approximately 3,000 sailors, possessing the same attributes except for MGIB eligibility. The Air Force test program will offer transferability to selected groups of officers and enlisted airmen. The initial test population (approximately 200 airmen) possess skills that are highly critical and hard to fill. Both tests began FY 2003.



Benchmarking Federal Spouse Employment Programs

The Federal civilian agencies have had the authority to provide contract relocation management services to their employees since the passage of Public Law 98-151 (section 5723 of Title 5, U.S. Code) in November 1983. This law gave agencies the ability to contract with third party relocation management companies to provide home sale and destination area services and support to those employees who move for the “good of the government.”

Initially, agencies contracted individually for such services, but in the early 1990s the General Services Administration (GSA) created the *Federal Supply Schedule (FSS) 653 for Government-wide Relocation Services*. This schedule included a reserved contract line item for spouse employment assistance service. GSA has not promulgated the regulations for this program, and no agency has formally requested GSA to do so. GSA reports that there have not been any requests from agencies to include spouse employment assistance service in their program.

Many civilian agencies follow another schedule, *FSS 738X Human Resources & Equal Employment Opportunity Services, SIN 595 21 General Support Services*, to manage their support for transitioning personnel. FSS 738X includes outplacement services, employee assistance, employee relations, pre-employment screening, etc. However, this is for traditional outplacement, not relocation needs of the agencies.

The spouse employment issues facing the U.S. Coast Guard most closely mirror those found at DoD. The Coast Guard began to provide support to relocating and transitioning Service members and their families as part of a work life program based on research that suggested spouses can have a positive or negative impact on retention decisions.

Mobility is problematic to Coast Guard families, because the Coast Guard is spread out and depends on DoD for a lot of its infrastructure. In response to this, the Coast Guard developed a nationwide network of 13 integrated support commands (including Alaska and Hawaii) with a large geographic area of responsibility. The Coast Guard has integrated its spouse employment assistance program with its relocation and transition assistance programs, because the agency believes they both should be part of a unified process. This philosophy is the same as that adopted by the corporations and spouse employment assistance provider companies interviewed for this report. They, too, believe that an employer must provide relocation and destination area support as part of the spouse employment program.

The spouse employment services provided by the Coast Guard include Internet access to employment databases, library-based research, and one-on-one assistance with resumes and interviews if a family member is close to one of the 13 centers. These services are in addition to the mandatory transition assistance seminars and optional relocation workshops provided to the Service member in preparation for the move. Another component of the Coast Guard program is Headquarters efforts to partner with corporations to keep up-to-date vacancy announcements and job fair information. The Coast Guard recently signed the MOA for the DoD STEP program. The organization views the agreement as the next step in expanding spouse employment assistance to Coast Guard families.

The Department of State (DoS) provides various support services for about 7,500 spouses located at embassies, consulates, and other U.S. international missions. Most are the spouses of foreign service personnel, but the number includes spouses of Immigration and Naturalization and Center for Disease Control employees, as well as the spouses of military attaches and U.S.M.C. personnel assigned as embassy guards.

The services provided by DoS Family Liaison Offices (FLOs) worldwide mirror those offered by DoD in many areas: skills assessment, career counseling, and career-related training. The level at which these services are



provided varies depending on the resources of the individual FLO and the size of the population it serves. Although DoS lacks a formal spouse preference policy, most embassies and consulates attempt to fill local hire and contract positions with spouses whenever possible. However, these opportunities are very limited.

In 2001, DoS obtained permission and appropriations from its leadership to develop a new spouse employment assistance program for U.S. Government family members and dependents who work overseas and are connected with the State Department. Central to the proposal was the State Department’s desire to expand the range of its Web-based services while addressing pertinent security concerns.

DoS Headquarters FLO generated a pilot program called the Spouse Networking Assistance Program (SNAP). SNAP focuses on matching DoS spouses with employment opportunities in the foreign communities to which DoS personnel are assigned. (DoS spouses enjoy more local employment options than DoD spouses because DoS spouses are exempt from many of the more restrictive components of the SOFAs governing DoD operations overseas.) The program includes funding for a Local Employment Advisor (LEA) position for each participating field office and a secure, Web-based resume repository and library of general information on job-hunting.

SNAP pilot programs were launched in Belgium, Egypt, England, Mexico, Canada, Korea, Singapore, Japan and Poland in spring 2002. One hundred thirteen spouses were introduced to potential employers, resulting in 28 job offers, of which 19 were accepted. No firm cost figures are available on the program, because funding for the LEA component is sent directly to the field office, which has complete discretion as to its distribution and use. Since part-time LEAs were hired for two offices, it is possible that field offices are using SNAP funds for other programs designed to mitigate relocation challenges.

Benchmarking State Employment Programs

State governments seldom relocate state employees. Employment services are offered to residents seeking employment through employment agencies funded by the DoL and by the states. Employment programs vary from state to state and, sometimes, from community to community. The different focus and scale of state employment programs, coupled with their variability, offer little ground for comparison with DoD, Federal, or large private sector spouse employment programs.

Benchmarking Private Sector Spouse Employment Programs

By the mid 1980s, corporate America had robust relocation assistance programs for the employees who were moved for the “good of the company.” Generally, these moves included logistical support, household goods shipment and storage, home sale assistance, temporary housing, travel pay and allowances, and destination area services for families.

Family issues, however, were not prominent corporate concerns until employees began to decline relocation offers due to family concerns. Paramount among the issues cited were spouses’ concerns over their careers and employment opportunities. The *SHRM Global Relocation Trends 2000 Survey Report* indicated that the primary factors leading to assignment failure or refusal of assignments are partner satisfaction (96 percent of those surveyed) and family concerns (93 percent of those surveyed). Further, the Employee Research Council (ERC) trend data published every two years shows the percentage of corporations with spouse employment assistance programs growing from 22 percent in 1990 to 48 percent in 2000. ERC also noted that an additional 21 percent of companies provide spouse employment assistance on a case-by-case basis. This means a total of 69 percent of companies provide spouse employment assistance and destination services to ease the stress on families during a company-directed relocation.



Corporations addressed these concerns through a variety of programs. It was quickly recognized that in-house relocation administrators and third party relocation management companies did not have the expertise to assist family members in finding new employment in the destination location, so corporations turned to outplacement companies who traditionally assisted retiring or redundant employees. These outplacement companies (which generally provided local transition assistance) learned that they did not have the required relocation and destination area expertise needed for relocation needs, and began to create new programs directed at assisting relocating spouses with employment assistance and destination area services worldwide.

These programs were first developed to support domestic transfers and included such features as resume writing, networking skills, marketing plans, interviewing techniques, identification of job leads and basic coaching on how to obtain employment. With the globalization of companies in the 1990s, programs were developed to meet the needs of international moves. ERC data from the *2000 International Survey* reported that 77 percent of respondents were reluctant to accept an international transfer due to spouse employment issues. Because many countries do not permit U.S. spouses to work in their local economies, spouse employment assistance providers developed many creative programs, including cultural/language orientations; city/regional overviews; business and social protocols; and information on community services/resources, telecommuting, becoming self-employed, making the most of internships, furthering one’s education, specialized training, and volunteering.

Today, companies that provide a spouse/family member employment assistance program as a benefit to relocating families do so in conjunction with destination area services and do so through outsourcing to expert companies in the field. Services vary from company to company, but corporate employers generally provide support in one or more of the following ways:

- 71 percent pay for career counseling and resume preparation for spouses.
- 49 percent provide services through a third-party firm.
- 28 percent locate employment for transferring spouses within the organization.
- 17 percent exchange resumes with other companies.
- 9 percent retain employment agency/executive search firms.
- 8 percent reimburse the employee for special employment search trip(s) to their new location, in addition to paid house-hunting trips. (*Relocation Journal, 2000*)

Spouse employment assistance programs provided by the private sector are all aimed at assisting the transferring spouse/partner in finding employment in a new location as a result of a company-directed relocation. No program can actually hand a family member a job. If the expectation is that a spouse employment assistance program can guarantee a job of equal or greater value after a move, then the program is doomed to failure.

However, in some cases, companies report that they try to offer employment preference to family members, especially on international assignments. In other cases, companies band together to offer employment to other spouses from other American corporations with large expatriate populations. These networks are called “expatriate spouse networks” and they serve many purposes such as providing a way to learn about cultural, recreational, and social activities, as well as providing a chance to meet other expatriate spouses and host national families.

Shell International and 3M have very good company-sponsored networks. The 3M network is a volunteer organization of repatriated spouses. Its goal is to provide pre-departure information and address reentry challenges. This is accomplished by mentor families. Founded in the mid-1990s and located in the Hague, Netherlands, Shell’s OUTPOST program features an independent network of information centers worldwide and offers practical information to Shell expatriates and their families. To further validate that companies, both



domestic and international, are willing to provide job preference for the accompanying spouse in the new location, 88 percent of the respondents to the *2001 Annual Survey of Corporate Relocation Policies* sponsored by Atlas Van Lines said that they were willing to hire spouses within the company—up from 79 percent in the year 2000.

To look closer at what private sector companies are offering today to their transferring family members, a sample of companies (see Exhibit 7: Corporations and Federal Civilian Agencies Surveyed for this Report) was chosen at random for phone interviews in support of this report. The research uncovered some surprising trends. When companies offered a spouse employment benefit, they did so equally to all eligible families (as defined by each corporation) except new hires. This is significant because, according to ERC trend data, 54 percent of other relocation benefits (such as home sale assistance programs for renters and homeowners) are tied to corporate rank and status, with executives receiving the greatest relocation benefits, often including bonuses. As a result, one could have expected employment assistance programs to be offered selectively; but this is not the case. Companies report that the spouse employment issue is very important to acceptance of transfers and thus important for the corporate bottom line. They report that the money spent per transferee on spouse employment, generally about \$1,500 per transferee per move, is worth the investment.

The companies sampled transferred from 100 to 5,000 families per year with a median of 300 employees. Approximately two-thirds were domestic transfers, and about one-third were international transfers. The annual number of relocations of all companies surveyed by the ERC is approximately 322 (*ERC 2002*). All companies surveyed outsourced their services to Family/Spouse Employment Assistance service providers either directly or through their relocation management companies. None of these companies offered in-house services provided by company employees. All companies sampled provided employment assistance as part of a larger program including destination area services, which helped acclimate families to the new location and community resources.

Corporate utilization rates for spouse employment services run about 40 percent. That usage varies from a low of 10 percent to a high of 80 percent. Many reasons were cited for this variance. The companies that reported a higher usage rate also reported that they actively marketed the benefit to the families, and they permitted their service provider to initially contact the family member and discuss the family member’s needs. Often the services were not used because a spouse/partner/family member had a transportable career or employment where they did not need outside assistance.

The customer satisfaction rate of those employees of companies surveyed was over 95 percent. Most companies did their own surveys in addition to their service provider’s quarterly and annual reports to verify the data being reported, and these high customer satisfaction numbers appear to be valid and consistent over time for the past five years or more. In contrast, DoD’s customer satisfaction rates are in the thirty percent range for individual and group counseling components of Family Center SEAP and Relocation Assistance Programs (*Effective Strategies to Assist Spouses of Junior Enlisted Members Find Employment: Analysis of the 1997 Survey of Spouses of Enlisted Personnel*, DMDC 1999). The automated information support systems used for PCS-related programs (e.g., Standard Installation Topic Exchange Service and others listed in Exhibit 4) received the highest satisfaction ratings (about 68 percent).

On international assignments, the primary support given was destination area acculturation for family members as work visas are not possible in many countries. However, several companies reported that they also include a lump sum payment to spouses when they transfer to compensate for lost income. Generally this payment is a one-time payment and does not exceed \$5,000. Some companies provide \$3,000, some as little as a \$1,000. When this compensation benefit is provided domestically by companies, it is generally expected that the money will be spent by the transferring family member on things to help them obtain a new job, such as resume preparation.



However, companies report that if they do not specifically tie the money to employment assistance expenses, family members will spend it on other items. As a result, most companies interviewed shied away from providing lump sum payments unless it was a pure dislocation benefit. Ninety percent of the companies interviewed said that they preferred to pay for a program on behalf of their employees. The companies also took on the responsibility of calculating the additional tax liability of the employee resulting from this benefit and covered this amount as well.

Benchmarking Spouse Employment Assistance Service Providers

Eleven spouse employment assistance service provider companies (see Exhibit 8, Spouse/Partner Career Assistance Service Providers Surveyed for this Report) were surveyed for this report. (Twenty-seven spouse employment assistance providers are listed in the Employee Relocation Council directory.) Overall, the services provided by the individual companies proved almost indistinguishable in terms of domestic and international programs and costs, as well as customer satisfaction levels, which were universally high (above 95 percent). The primary difference was in the size of the companies — from one office with 20 employees to 140 offices worldwide with several thousand employees. The number of transferees serviced also varied from a low of a few hundred to a high of 10,000.

Overall, ERC reports that about 38,000 employees and their families relocate each year. The surveyed companies also used different service delivery and business models. Three models of service delivery were used: centralized, decentralized and a combination of central support, and local presence. All service providers had plans for sophisticated personal Web-based support systems — some are in use and others are on the drawing board.

Web systems and capabilities include these general features:

- 24/7 access to interactive on-line career center and personalized Web site,
- On-line tools such as free e-mail, job search organizers, assessment tools, meta-search engine for identifying job leads,
- Customized resources to match a particular client’s culture and needs,
- Access to peer support and bulletin boards,
- Assistance with job search correspondence,
- Networking information,
- Resume distribution and research, and
- Web-conferencing and Web-casting for group instruction and networking.



The following charts describe the program features of domestic and international transferee programs:

Typical Domestic Spouse Employment Assistance Program

<i>Features</i>	<i>Description</i>
Career counseling	Can be face-to-face, Web-based, or telecounseling — the most popular and cost-effective method
Resume	Preparation and printing; standard, electronic, scanner-ready, CV and entrepreneurial brochure formats
Cover & reference letter guidance	Preparation and printing in several formats
Networking strategies	Can be from company resources and referral and spouse’s employment network
Internet Job search instruction	Can include links to job databases and customized job databases
Market research and job leads including actual job openings	Matching individual’s qualifications to job leads
Salary negotiations guidance	Generally for executives and top managers
Creation of personalized web site and access	Provides interactive on-line career assistance
Self employment assistance	Programs for small business and entrepreneurial options

Typical International Spouse Employment Assistance Program

<i>Features</i>	<i>Description</i>
Career counseling	Can be face-to-face, Web-based, or telecounseling
Assessing employment opportunities or restrictions	Investigates visa status, local regulations, and tax considerations
Identify alternative career opportunities	Internships, further education, volunteering opportunities
Employment Services for locations where possible	Includes resume/CV development, research on networking, referrals to recruiters or employment agencies, research on companies partner programs

The average cost of a spouse employment assistance program for domestic transfers is \$1,500 per transferee per move. For international moves the cost is higher, about \$2,500. Some companies offer menu approaches which can begin for as little as \$400 and can go up to \$4,600. Some companies provide assistance for a fixed amount of time, such as two months or 12 hours or unlimited assistance during a given period. All companies are flexible and will “design or customize” a program including the basic features described above for a client.

If DoD decides to outsource employment assistance or use automation support/training from a company, the above pricing can only be used as a very rough estimate. The number of DoD spouses who relocate each year means that even with lower pricing, the cost of outsourcing would be very high given the scope of current DoD operations.



Consolidated Assessment of DoD, Federal, and Corporate Spouse Employment Programs and Providers

The DoD, DoS, and large-scale national and international corporations offer relocating spouses career-related education, training to improve job skills, career counseling, skills assessment, and job search skills. The largest differences between them lie in the numbers of spouses served, the mode of delivery (internal staff or contract staff versus outside employment service provider), the cost per spouse served, and customer satisfaction levels.

DoD uses internal staff or contract staff to ensure that approximately 693,793 active duty military spouses enjoy access to a broad range of career development, education, and training services. DoD focuses on teaching spouses the skills needed to make their own career decisions, prepare resumes, pursue job searches, and build networks among potential employers. To augment these efforts, DoD has developed a menu of Web-based resources, including resume generators, job databases, links to government and private job sites, access to peer support, and bulletin boards. Many DoD employment assistance personnel also maintain close ties with local Small Business Administration offices and entrepreneurial programs to assist spouses who wish to develop their own businesses.

In addition, DoD offers spouse preference to assist military spouses competing for appropriated fund and NAF positions on DoD installations under section 1784, Title 10, U.S. Code, Employment Opportunities for Military Spouses; DoDI 1404.12, January 12, 1989; and DoD 1400.20-1-M, DoD Program for Stability of Civilian Employment Policies, Procedures and Programs, September 1, 1990. The military assistance organizations AER, NMCRS, and AFAS also provide tuition assistance up to \$1,750 per semester for military spouses stationed overseas.

Spouse scholarships offered through the programs listed in Exhibit 5 augment the efforts of the military assistance organizations to a limited degree. However, these scholarships are constrained by the location of the spouse or the limited course offerings of sponsoring institutions. In some cases, enrolled spouses also may experience difficulties in transferring credits.

DoD is not authorized to pay certification and licensing fees for employment-related purposes. DoD installations offer limited opportunities for apprenticeships and internships. Free or subsidized child care and job-related transportation are sometimes offered by charitable organizations.

Economic pressures have forced many installations to reduce their spouse employment programs to collateral duties. This reduces the effectiveness of the programs at many levels, including in the key areas of usage and customer satisfaction.

Effective Strategies to Assist Spouses of Junior Enlisted Members Find Employment (DMDC 1999) noted that 89 percent of the E-1 to E-4 spouses who responded to the survey did not use the spouse employment assistance program on their installation. Fifty-six percent were unaware that such programs existed. Junior enlisted spouse satisfaction with DoD services is also low. When spouses who had used EAP services were asked how satisfied they were with the EAP program they had used most recently, only 37 percent were satisfied or very satisfied and 31 percent were dissatisfied or very dissatisfied.

However, knowledge of DoD spouse employment assistance programs and satisfaction rates may increase the longer a spouse remains associated with the military. In 2001, the Army ERP recorded 45,503 job referrals and provided job counseling to an additional 37,950 customers. During the same period, Navy spouse employment assistance staff saw approximately 54,000 clients and received inquiries about services from another 66,000 spouses.



In 2000, Navy Personnel, Research Studies and Technology (NPRST) conducted a survey addressing quality of life, readiness and retention: The results showed:

- 93.6 percent of the 500 spouses surveyed indicated their chances of getting jobs improved after using Navy Spouse Employment Assistance Program (SEAP) services.
- 96 percent indicated that SEAP services exceeded their expectations.
- 90.3 percent saw an improvement in their job search skills.
- 90 percent agreed that SEAP services would have a positive impact on their family’s financial well-being.

Anecdotal evidence provided by spouse employment staff of all military departments suggests that the overall satisfaction rate is higher than that recorded in *Effective Strategies to Assist Spouses of Junior Enlisted Members Find Employment* (DMDC 1999), but there is no quantitative evidence to support or refute this.

The services provided by DoS to approximately 7,500 spouses of foreign service officers and other official U.S. personnel mirror DoD offerings in many respects. The new SNAP promises to provide additional functionality and flexibility. However, although approved cost figures are not available, indications are that the program required substantial funding to underwrite the database and local employment assistance positions. DoS does not offer an official spouse preference program, but does attempt to hire internally whenever possible. Similarly, DoS does not offer formal tuition assistance benefits, but attempts to match spouses with available scholarships and grants on a case-by-case basis.

Moreover, the actual number of SNAP participants who obtain jobs through the program may be quite low. SNAP presupposes that the foreign service spouse possesses the ability and desire to obtain employment in the host country’s economy — and will accept a lower salary than U.S. norms. The first pilot conducted in Mexico in 2001 enrolled only 17 participants. All 14 local job offers made as a result of the program were turned down, because the wages or working conditions were not deemed acceptable by the participating spouses. In 2002, out of 384 spouses contacted as part of the expanded SNAP pilot, only 28 were offered jobs and only 19 accepted.

In-house and third-party corporate spouse assistance programs usually offer skills assessment, counseling, training, and networking. Corporate programs also assist the spouse in the creation of resumes, cover and reference letters, and in the development of personalized Web sites to market the skills of individual spouses. For spouses moving within the CONUS, corporate spouse employment programs may conduct employment market research and attempt to match the spouse’s qualifications to specific job leads. Many firms also express an interest in hiring the relocated spouse internally.

U.S. corporations offer spouse employment services to approximately 38,000 spouses each year. Although corporate spouse employment programs do not feature child care or transportation, it is possible spouses are using the lump-sum payments offered by some private sector companies to address these needs. In general, companies prefer not to offer relocating spouses a “blank check.” Tying the funds to specific spouse employment requirements seems to be a prerequisite to effective use of the funds.

Usage of corporate spouse employment programs averages 40 percent. However, a company’s actual usage may vary from 10 to 80 percent. The difference appears to lie in the marketing of the program. Overall, the 40 percent average usage appears consistent with reported usage of Army and Navy spouse employment programs — although DoD usage seems to be tied to time in service. All DoD components recognize the key role marketing plays in usage, as reflected by the recommendations of the 2000 DoD Spouse Employment Summit.



The key distinctions between DoD and corporate programs appear to lie in resources and customer satisfaction. Corporate satisfaction levels consistently average 95 percent versus the variable rates recorded within DoD. Several possible explanations for this variance suggest themselves:

- Confusion regarding the nature of DoD services and programs
- Confusion regarding the role of the DoD spouse employment program
- Confusion regarding civil service procedures
- Availability of DoD services
- Failure to meet continuing and emerging needs
- Qualifications of DoD service providers
- Restrictive employment markets
- Lack of national standards for education, licensing, certification, and unemployment benefits
- Resentment over other aspects of military life
- Inadequate measures of spouse employment, spouse needs, and satisfaction

Confusion Regarding the Nature of DoD Services and Programs

The lack of standardization between the Military Department’s spouse employment programs was one of the principal concerns raised at the 2000 Spouse Employment Summit in Phoenix. All Military Departments use different names for spouse employment services. There is no overarching DoD directive or instruction outlining program parameters. Although when viewed globally all programs share certain similarities, those similarities may not be apparent to the customer who finds area community college courses available at one installation, a medical certification program at a second, and hard copy vacancy announcements at a third. Similarly, the skills assessment and career counseling tools, management information systems, job search training aids, the expertise of individual service providers — and the time they can allot to individual customers — varies widely from installation to installation, even within the same Military Department.

Confusion Regarding the Role of DoD Spouse Employment Programs

A spouse employment program, whether military or private sector, cannot be viewed as a job placement service. Even when extensive time, effort, and funding is poured into job matching efforts — as happened in the State Department’s SNAP pilot in Mexico — results may prove disappointing. However, based on *Effective Strategies to Assist Spouses of Junior Enlisted Members Find Employment* (1999) and anecdotal evidence, many spouses do not understand that although training and job preparation may not immediately result in a job, such skills may better prepare them for entry into the job market at a later date.

Confusion Regarding Civil Service Procedures

The DoD Military Spouse Preference Program was developed to provide continued employment opportunities to offset the career disadvantages created by the frequent career assignments and relocation of the military sponsor. However, standard DoD policy guidance designed to prevent military spouses from enjoying an unfair advantage vis-à-vis other federal employees may leave registered spouses at a career perceived disadvantage. For example, preference applies only when the grade level of the job for which the spouse is registered is no higher than that previously held by the spouse. It cannot be used to register for jobs at the next higher grade, even when the spouse qualifies by virtue of experience and time-in-grade.

It should be noted that other preference programs, most notably the Veterans’ Preference Program, do not allow for this. In both cases, the spouse and veteran must compete under merit or other competitive procedures for the higher graded job. Similarly, other placement programs (e.g., the DoD PPP and the OPM Interagency



Career Transition Assistance Plan (ICTAP)) designed to assist displaced employees also do not provide priority consideration for higher graded jobs. It would be difficult to justify providing military spouses employment preference for higher graded positions when such preference is not provided to the veteran and is likewise not provided as a placement consideration for a DoD employee who is losing or has lost his or her job as a result of reduction in force.

Complicating the issue further is the lack of clear, concise information regarding the program. The different, inconsistent provisions of the CONUS and OCONUS components of the program confuse most spouses. Numerous local exceptions and exemptions lead to erroneous assumptions about program eligibility. In addition, OCONUS commanders frequently find themselves pressured by host nations to increase the number of foreign nationals employed by their installations, which invariably reduces the number of positions available to be filled by military spouses.

Many military spouses also nourish the perception that installation personnel offices deliberately “work the system” to exclude spouses in favor of local candidates. While this perception cannot be considered proof, the volume of anecdotal evidence in support of this hypothesis suggests that there are major inconsistencies in the application of civilian personnel guidance across DoD and the military departments.

Availability of DoD Services

One constant of DoD spouse employment assistance programs is the small number of program personnel. There are very few full-time spouse employment specialists. The principle of building skills through cross-training in related areas such as relocation and transition assistance works well in theory. However, staffing shortages frequently force family centers to assign a single person the task of providing two or more types of family support services.

Spouse employment assistance operations such as skills assessment, career counseling, job referral, and outreach are labor-intensive. At this point, such operations cannot be performed in a satisfactory manner by automated systems, and current levels of staffing severely limit the number of clients that can be served by installation programs. At most installations, serving more spouses is simply not an option. The staff of one — or less than one — cannot handle the extra workload, much less seek out the community resources needed to connect spouses with the programs and opportunities for which they may be eligible.

To fail to serve a single spouse is to fail to serve the spouse’s military sponsor. If a military spouse feels ignored, in the way, or unassisted, that spouse’s military sponsor receives the impression that DoD is not interested in the sponsor’s quality of life. Lowered quality of military life leads to disappointment and, ultimately, reduced retention and recruitment rates.

To the extent that automated services can be used to provide assistance, they too present problems. Computer security issues affect the availability of Internet access for military family members and, by extension, the job search process. At many installations, spouses may not use official computers for Internet access without a security clearance. At these installations spouse employment offices have been advised by command staff that they will be required to use a commercial Internet Service Provider (ISP) and, in some cases, commercial telecommunications access.

Tools to assist the spouse entrepreneur are also lacking, despite an upsurge of interest in this area. The DoD pamphlet, “Operating Home-Based Businesses in Military Housing” was published in 1988. It does not address portability issues related to State law or issues related to operating a business in a foreign country. As a result, military spouses often find that the home-based business they operated legally and successfully at one installation is not allowed at another.



Failure to Meet Continuing and Emerging Needs

DoD spouse employment programs are not funded to provide child care, transportation to employment sites, free or subsidized education, licensing, or certification. Private sector spouse employment programs do not routinely provide these services either. However, private sector programs enjoy the flexibility of filling such needs on a case-by-case basis.

In addition, DoD programs lack continuity over successive relocations. Military spouses — even those seeking to transfer between DoD civil service positions — are not authorized travel for job searches or interviews. Education programs available to them at one installation may not be available at their sponsor’s next assignment. Educational credits and degrees may not be accepted by the educational institutions in their new community. To compound the problem, the educational counseling they received at the time of enrollment may not have addressed the issue of transferability.

Qualifications of DoD Service Providers

The overwhelming majority of private sector spouse employment assistance providers are trained or credentialed in their field. The overwhelming majority of DoD spouse employment assistance staff are not. Although many talented family center personnel have gained considerable expertise in this field, many more are part-time staff who lack experience and training. This affects the performance of their duties and reinforces the impression that spouse employment assistance is a low priority issue.

Restrictive Employment Markets

Two recent studies (Hosek 2002 and Wardynski 2001) postulate the existence of micro-economies around certain military installations. Their findings support the view long held by spouses that the presence of a large military installation artificially depresses the labor market, leading to fewer job opportunities and lower wages.

The impact of such micro-economies is compounded each time the spouse relocates. For a military spouse seeking to develop a career, even a single low-paying job places the spouse at a disadvantage with employers (and Federal civilian personnel offices) who place a great emphasis on salary progression when assessing a potential employee. This point is underscored by the refusal of the spouses participating in the DoS SNAP pilot to accept any of the proffered job opportunities. The cumulative impact of a succession of low salaries undercuts the military family’s financial position, reduces their ability to save for the education of their children, and substantially decreases their retirement income potential.

The restrictions imposed by SOFAs on home-based businesses, and the number of appropriated fund and NAF positions available to spouses at overseas installations further reduce the spouse’s current and future earning potential. Due to the additional restrictions imposed by language, visa, and tax considerations, private sector employment is usually out of the question. DoD contractors present a possible alternative for career-minded spouses overseas, but until very recently, contractors had not shown any particular interest in military spouses as a potential source of employees.

The spouses of relocating private sector employees seldom face multiple obstacles to employment, and they almost never face those challenges more than once. Military spouses and spouse employment assistance staff routinely face multiple adverse employment conditions. Dissatisfaction with the overall employment situation may drive some of the expressed dissatisfaction with DoD spouse employment assistance programs.



Lack of National Standards for Education, Licensing, and Certification

Reciprocal licensing and certification agreements among the states are limited and inconsistent. Licensing and re-certification fees are expensive. Training or educational requirements specific to each state may further reduce a military spouse’s opportunity to practice his or her profession.

Spouses pursuing degree programs at local educational institutions may find that some or all of their credits cannot be transferred to a comparable institution near their new home. Online or multi-location training and education programs can be expensive or limited in their offerings.

DoD guidance and spouse employment programs lack the flexibility enjoyed by private industry to address these issues. The DoD/DoL partnership promises to address issues of reciprocity among the states with respect to licensing and certification and to address unemployment compensation issues faced by military spouses, but progress will, of necessity, be on a state by state basis. DoD’s Voluntary Education Program currently ensures a level of transferability of credits and degree credentials among Servicemember Opportunity Colleges, but additional work regarding transferability is needed.

Resentment Over Other Aspects of Military Life

Military family life incorporates many stresses not faced in the private sector: dangerous deployments, tempo of operations, and frequent relocations. Research suggests temporary aggravation over one or more of these challenges colors perceptions of military life in general and, by extension, military spouse employment assistance. Survey instruments could be developed to address this variable, but it would be difficult to show a clear connection with recruiting or retention.

Inadequate measures of spouse employment, spouse needs, and satisfaction

DoD lacks standard instruments for measuring levels of spouse employment, spouse needs, and satisfaction. DoD is working with DoL to create a spouse employment index to provide a reliable measure of spouse employment and related demographic information. However, the military departments have no consistent means of tracking the number of spouses seeking spouse employment assistance, the nature of the assistance they seek, their career goals, or their satisfaction with the services provided. There are no longitudinal studies focused on the long-term value of current military spouse employment assistance strategies. In addition, the surveys currently administered to transitioning military personnel do not measure the impact of spouse employment, or total family income and prospective earnings on separation decisions.

CONCLUSIONS AND RECOMMENDATIONS

DoD, other Federal agencies, and non-governmental sources offer similar types of services to their relocating spouses. These services typically include career-related education, technical training, training to improve job skills, career counseling, training to improve job-search skills, and skills assessment. These services typically exclude certification and licensing fees for employment-related purposes, apprenticeships and internships, job-related transportation, and child care.

The total number of private sector spouses relocated for the benefit of their sponsors’ firms each year is less than 20 percent of the total number of relocating DoD spouses. This allows private sector firms to spend an average of \$1,500 per relocating spouse. The comparative lack of regulation permits greater flexibility in the application of spouse employment assistance resources. However, experience has taught private sector firms that funding needs to be targeted towards programs that promote spouse employment or education. The literature suggests that providing lump sums that are not tied to specific programs can result in:



- Funds spent on immediate needs rather than employment assistance needs,
- An inability to separate legitimate sources of professional job assistance from scam artists who could take advantage of the spouse (particularly prevalent on the Internet),
- Funds used before a spouse truly understands his or her needs, leading to limited employment success,
- Different levels of spouse employment support for the money based on different locations, and
- Spouses in overseas areas unable to access professional assistance if there is no career assistance provider available via the Internet or telephone.

DoD relocates approximately 200,000 spouses each year. The cost of applying \$1,500 per spouse per relocation, regardless of the services provided, could result in program costs in excess of \$300 million each year, although corporate and DoD experience has shown that funding to a 30 percent usage level may be adequate. However, at this time, the Department will seek to make improvements in military family quality of life and retention through:

- Standardization of DoD spouse employment programs and management information tools.
- Adjustment of exit surveys to better measure the relationship between spouse employment and the decision to separate.
- Additional family support funding specifically directed to improving levels of spouse employment program staffing and guaranteeing availability of career assistance resources and tools.
- Strategic evaluation and enhancement of the partnership process for spouse employment.
- Implementation of a DoD spouse employment assistance career development program focused on training and credentialing DoD spouse employment assistance providers.
- Authority and funding to initiate pilot programs to assess the actual cost effectiveness of providing tuition assistance, subsidizing certification and licensing costs, developing apprenticeship and internship programs, providing child care for spouses seeking employment, and job-related transportation.
- A consistent, long-term source of funding for marketing and assessing DoD spouse employment services.

These approaches are consistent with private sector practice and reflect many of the concerns expressed by spouses and spouse employment assistance professionals at the 2000 Spouse Employment Summit. They also reflect the goals contained in *A New Social Compact* (2002).

STANDARDIZATION OF DOD SPOUSE EMPLOYMENT PROGRAMS AND MANAGEMENT INFORMATION TOOLS

The standardization of DoD and spouse employment programs and related management information tools can be achieved through promulgation of overarching DoD program guidance. This will provide the uniform program identity currently lacking (and frequently confusing to new military spouses). It will allow DoD to institute reporting requirements designed to measure spouse usage of employment assistance programs, spouse needs, emerging requirements, program effectiveness, and customer satisfaction.

The promulgation of DoD guidance will entail little cost beyond the staff time devoted to drafting and coordinating the necessary documentation. Managing the reporting requirements, however, would require some additional staffing at all levels from installation to headquarters. This could be managed economically and efficiently if the implementation of the guidance coincides with increased funding for spouse employment programs.



ADJUSTMENT OF EXIT SURVEYS TO BETTER MEASURE THE RELATIONSHIP BETWEEN SPOUSE EMPLOYMENT AND THE DECISION TO SEPARATE

Better measures for the relationship between separation decisions and spouse employment/family income is crucial to all spouse employment initiatives. One way to measure this relationship is to include spouse employment-related questions to the survey administered to all separating military personnel. Since senior DoD Transition Assistance Program managers recently agreed to move to an electronic survey, the cost of incorporating spouse employment questions into the separation survey will be minimal. The cost of any future adjustments needed to respond to emerging issues will also be minimal.

INCREASED FAMILY SUPPORT FUNDING SPECIFICALLY DIRECTED TO IMPROVING LEVELS OF SPOUSE EMPLOYMENT PROGRAM STAFFING AND GUARANTEEING AVAILABILITY OF CAREER ASSISTANCE RESOURCES AND TOOLS

Existing DoD spouse employment assistance resources barely meet the needs of the small percentage of military spouses currently using their services. There is no time to research community resources that could be used to assist military spouses or to connect those resources to the spouses. Skills assessment and career counseling tools are expensive, as is the equipment necessary to support them. Effective job search techniques — not to mention cost-effective management information programs — depend on Internet access and a variety of computer-based programs and applications. The expense of these necessary tools is multiplied when security concerns require access to commercial Internet Service Providers (ISPs).

Increased funding dedicated to spouse employment assistance would allow military programs to meet current customer needs, develop community resources, outreach to additional customers, and measure program effectiveness. It would also be used to ensure spouse employment professionals receive training comparable to that available in the private sector.

STRATEGIC EVALUATION AND ENHANCEMENT OF THE PARTNERSHIP PROCESS FOR SPOUSE EMPLOYMENT

Spouse employment partnership initiatives at the installation and Departmental level already have yielded many benefits. However, to date, the partnership process lacks focus. DoD lacks a standardized process for formalizing partnerships to enhance private sector participation. DoD will develop a strategy to streamline the process and reduce artificial barriers to productive partnerships.

FUNDING TO INITIATE PILOT PROGRAMS TO ASSESS THE ACTUAL COST EFFECTIVENESS OF PROVIDING TUITION ASSISTANCE, SUBSIDIZING CERTIFICATION AND LICENSING COSTS, DEVELOPING APPRENTICESHIP AND INTERNSHIP PROGRAMS, PROVIDING CHILD CARE, AND JOB-RELATED TRANSPORTATION

Every evaluation and pilot program DoD has conducted to date in the areas of tuition assistance, subsidizing certification and licensing costs, developing internship opportunities, and providing job-related child care and transportation has produced data about the cost of such undertakings. However, there is little reliable data to determine whether such programs would measurably enhance military spouse employment levels and career



development. Obtaining such data would require a long-term commitment to pilot programs that would measure program effectiveness in terms of retention. DoD will conduct a cost-benefit analysis in conjunction with ongoing spouse employment initiatives.

A CONSISTENT, LONG-TERM SOURCE OF FUNDING FOR MARKETING AND ASSESSING DOD SPOUSE EMPLOYMENT ASSISTANCE SERVICES

Funding will be needed to market those programs that DoD implements. It will also be needed in order to conduct research to determine the utility of spouse employment assistance.

PROGRAM FOR ACTION

Based on this analysis DoD has initiated development of standardized spouse employment assistance program guidance. The Office of Family Policy will develop a strategic plan for spouse employment assistance comprising cost analysis, resource development, and timelines for achieving the seven recommendations listed above.



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Exhibit 2: Current DoD Guidance for Spouse Employment Programs

Section 1056 of Title 10, United States Code, Relocation Assistance Programs

Section 1144 of Title 10, United States Code, Employment Assistance, Job Training Assistance, and Other Transitional Services

Section 1781 of Title 10, United States Code, Office of Family Policy

Section 1784 of Title 10, United States Code, Employment Opportunities for Military Spouses

Section 16131 of Title 10, United States Code, Educational Assistance Program; Establishment, Amount

Section 16132 of Title 10, United States Code, Eligibility for Educational Assistance

Section 3020 of Title 38, United States Code, Transfer of Entitlement to Basic Educational Assistance

Section 571 of Public Law 107-107, National Defense Authorization Act for Fiscal Year 2002, Improved Financial and Other Assistance to Military Spouses for Job Training and Education

Executive Order 12568, Employment Opportunities for Military Spouses at Non-appropriated Fund Activities, October 2, 1986

Executive Order 12721, Eligibility of Overseas Employees for Noncompetitive Appointments, July 30, 1990

Executive Order 13054, Eligibility of Certain Overseas Employees for Non-competitive Appointments, July 7, 1997 (as amended September 30, 1997)

DoD Directive (DoDD) 1332.35, Transition Assistance for Military Personnel, December 9, 1993.

DoDD 1342.17, Family Policy, December 30, 1988

DoDD 1400.13, Salaries and Personnel Practices Applicable to Teachers and Other Employees of the DoD Overseas Dependents' Schools System, July 8, 1976

DoDD 1400.20, DoD Program for Stability of Civilian Employment, June 16, 1981

DoDD 1400.33, Employment and Volunteer Work of Spouses of Military Personnel, February 10, 1988

DoDI 1338.19, Relocation Assistance Programs, June 15, 1990



DoDI 1342.22, Family Centers, December 30, 1992

DoDI 1400.23, Employment of Family Members of Active Duty Military Members and Civilian Employees Stationed in Foreign Areas, May 12, 1989

DoDI 1404.12, Employment of Spouses of Active Duty Military Members Stationed Worldwide, January 12, 1989

DoD 1400.20-1-M, DoD Program for Stability of Civilian Employment Policies, Procedures and Programs, September 1, 1990

DoD Family Center Interim Program Guidance, March 23, 1999

DoD Priority Placement Program Manual Operations Manual, August 13, 2002

EUCOM Directive 30-19, Military Spouse Preference for Employment, June 1, 2001

Army Regulation (AR) 608-1, paragraphs 4-29, 4-33, ACS Program and Accreditation Standards, August 31, 2000

OPNAVINST 1754.1A, Family Service Center Program, August 8, 1985

SECNAVINST 1754.1A, Family Service Center Program, February 23, 1999

SECNAVINST 12310.7A, Military Spouse Employment Preference, March 13, 1990

Air Force Instruction (AFI) 36-3009, Air Force Family Support Center Program, February 1, 1997

U.S. Marine Corps Personal Services Order 1700.24B, paragraph 4303, Family Member Employment Assistance Program

In addition, there is express regulatory language in AR 608-10, paragraph 1-4f that charges the Child Development Services (CDS) program to provide employment and career advancement opportunities for military and Department of Defense (DoD) civilian family members. Within the Army Child and Youth Services (CYS) program, a military spouse can progress from a position of entry-level work in the child and youth arena to one with managerial responsibilities through a process of formal training and job experience.

Exhibit 3: Scholarship Programs for Military Spouses

Airmen Memorial Fund — The Airmen Memorial Foundation (AMF) and The Air Force Sergeants Association (AFSA) conduct a joint scholarship program to financially assist the undergraduate studies of eligible single dependent children of enlisted Air Force members on active duty, serving in the ANG/AFRES, or retired from any of these components. The AMF (including the CMSAF Scholarship Program) and AFSA award scholarships valued from \$500 to \$3000 to students attending an accredited academic institution. The grant amount and total number of scholarships awarded is dependent upon funds available. <http://www.amf.org>

American Military University Spouse Schoolmates Scholarships — Open to the spouses of members of all branches of the US Military who are registered students at American Military University, the Spouse Schoolmates Scholarship program covers the cost of tuition for Associate and Bachelor level courses, up to \$750.00 per course and provides Book Grants for all required books and the \$75.00 transfer credit evaluation fee if applicable. <http://www.apus.edu/amu/Spouses/default.asp>

Association of Graduates of the U.S. Air Force Academy — Offers merit-based annual scholarship grants to the children of academy graduates who are association members. (The child need not be financial dependent upon the graduate or his or her surviving spouse, which means current military spouses who meet the other criteria are eligible.) Applications and instructions can be found at the association’s Web site www.aog-usafa.org.

Columbia Southern University — Offers a tuition-free course to the spouses of the winners of the Air Force Wing-Level Senior Non-Commissioned Officer (NCO) of the Quarter and Year Awards at several locations, including Eglin Air Force Base. Additional information can be obtained by calling Mr. Rich Cooper, the university’s corporate admissions director, at (800) 977-8449, X117.

Columbus Technical College — The HOPE Grant pays 100 percent of the tuition and fees and up to \$100 per quarter for textbooks for a number of different diploma and certificate programs at Columbus Technical College. All active duty military and family members over 16 years of age living in Georgia are eligible to apply. Additional information can be obtained by calling or emailing Mr. Clovie Quick at Fort Benning, GA: tel. (706) 545-9848/9864, email clovie.c.quick@us.army.mil.

Grantham College of Engineering Military Family Scholarship Program — Pays up to 40 percent of the tuition costs of family members of personnel in the Army, Navy, Air Force, Marine Corps, and other Uniformed Services. <http://www.grantham.edu/milfamily.htm>

Park University Military Family Scholarship — Each of Park University’s sites may award up to 15 hours in tuition remission to active duty family members enrolled in their first year at Park. Additional information can be found at the Park University Web site www.park.edu.

University of Maryland Undergraduate College Vietnam Veterans Memorial Scholarship — Provides tuition to the child of a Vietnam Veteran or the spouse of such a child currently on active duty in the Armed Forces. The recipient must maintain a minimum 3.0 grade point average. http://www.umuc.edu/studserv/financial/financial_aid/2002-2003/scholarships/02_programs_c.shtml



Vance Air Force Base Scholarship Program — Active duty Vance military personnel who do not receive AF tuition assistance, any spouse or dependent, or any DoD civilian may receive an amount of scholarship assistance sufficient to pay 50 percent of the cost of such applicant’s tuition at participating educational entities so long as classes are taken within the city limits of Enid, OK.

https://www.vance.af.mil/index.cfm?grp=71mss&page=education/vance_scholarship_program.htm



Exhibit 4: DoD Spouse Employment-Related Web Sites

Standard Installation Topic Exchange Service <http://www.dmdc.osd.mil/sites/> provides a wealth of installation-specific information important to relocating military personnel and their families, including employment information.

Department of Labor U.S. Department of Labor sponsored web site <http://www.milspouse.org> is designed to assist the spouses of U.S. total force military personnel. The site provides easy access to information, resources, and opportunities related to education, training, and employment within the United States. This site contains a page <http://www.milspouse.org/MilSpousePartners/> are links to many other spouse employment web sites.

DoD Job Search <http://dod.jobsearch.org> features want ads, resume writing, and referral systems.

Transition Bulletin Board <http://www.dmdc.osd.mil/ot> lists job want ads and other useful information.

DoD Transportal <http://www.dodtransportal.org> although primarily for separating military personnel, contains valuable resources for any military family member seeking a job.

Military Assistance Program Central <http://dod.mil/mapcentral> is an on-line desk guide rich in policy and information resources for spouse employment professionals.

Army Community Service Employment Readiness <http://www.armycommunityservice.org> information and assistance with job search, resume development and helpful employment resource links.

Navy LIFELines Employment <http://www.lifelines2000.org/services/employment/index.asp> offers employment information for the Service member or their family on career planning and counseling.

Air Force Crossroads Employment <http://www.afcrossroads.com/employment/index.cfm> provides information and assistance with job search, skills posting, telecommuting opportunities, resume development and helpful employment resource links.



Exhibit 5: Major Employers Posting Vacancies on Air Force Crossroads

7-Eleven Foodstores	Johns Hopkins University
Army and Air Force Exchange Service (AAFES)	Kelly Services
Accountemps	Lockheed Martin Tactical Systems
Arizona Department of Corrections	Loomis Fargo & Co
Arizona Department of Human Services	Louisiana Department of Transportation
Arizona Department of Transportation	Louisiana Troops to Teachers
AT&T Broadband	Manpower at Ford Credit
Autozone, Inc	MetLife Financial Services
Bexar County (TX) Civil Service Commission	Michigan Department of Career Development
Boneville Power Administration	Michigan State Police Motor Carrier Division
Booz-Allen-Hamilton	Microsoft Corporation
Bradley-Morris, Inc	Montana Conservation Corps
CareerLink, Inc	Montana Highway Patrol
Cendant	Mrs. Fields' Original Cookies, Inc
Colorado Department of Transportation	National Military Family Association
Dallas-Ft Worth International Airport	Nationwide Insurance
Dallas-Ft Worth Airport Engineering	Nextel Communications
Delaware State Police	Northrop Grumman Company
Destiny Group Recruitment Network	Northwestern Mutual Financial Network
Discover Financial Services, Inc	Oklahoma Department of Human Services
DynCorp	Oracle Corporation
Eagan Logicon	Orion International Consulting
FedEx Home Delivery	Outback Steakhouse
Fire Department of Seattle, WA	Perot Systems
Ford Audio-Video Systems, Inc	Pinkerton Government Services
Goodyear Tire and Rubber Company	Police Department of Akron, OH
GTE Airfone, Inc	Police Department of Chicago, IL
Harvard Vanguard Medical Associates	Police Department of Dallas, TX
Hertz Equipment Rental	Police Department of San Diego, CA
Ingersoll-Rand	Police Department of Scottsdale, AZ

Presbyterian Healthcare	University of Dayton (OH)
Primerica Financial Services	UPS
Ryder Rentals	U.S. Border Patrol
SBC Pacific Bell	U.S. Bureau of Indian Affairs
Science Applications International Corp (SAIC)	U.S. Fish & Wildlife Service
Seattle, WA, Public School System	USAA
Texas Department of Transportation	Verizon
Trane Company	Waffle House Corporation
JTime Warner Cable	Washington Department of Financial Institutions
TRW	Wyoming Department of Corrections



Exhibit 6: Educational Assistance Programs for Military Family Members

Educational and tuition assistance programs for spouses and children are provided through private, non-profit organizations. Funds are raised by donations from military members and families. Listed below is an overview of the programs provided by each of the Service relief societies to military spouses and children.

- The **Army Emergency Relief (AER)** offers OCONUS military spouses tuition aid in the form of scholarships, grants, and interest-free loans. This is a need-based program supporting spouse undergraduate, vocational/technical, high school completion, and English as-a-Second Language study. Education assistance covers up to 50 percent of tuition, with a maximum of \$350 per academic term, up to a yearly maximum grant of \$1,750.
- The **Navy-Marine Corps Relief Society** offers several programs for spouses and children of active duty Navy members. All the programs are funded by the Navy-Marine Corps Relief Society. An overview of the programs are as follows:

Spouse Tuition Aid Program. This provides assistance in the form of a grant or interest free loan for post-secondary undergraduate education or vocational training for dependent children of active duty Sailors and Marines, children of deceased members and spouses who reside OCONUS. The program provides up to 50 percent tuition assistance for on base education programs based on need. Awards are up to \$300 for undergraduate and \$350 for graduate work per academic term. There is a \$1500 limit and the spouse must undergo budget counseling.

- **Admiral E.P. Travers Scholarship and Loan.** This educational assistance program provides up to \$2,000 per academic year as a grant or up to \$3,000 as an interest free loan to the parent whose unmarried legal dependent is pursuing post secondary education.
- **Battleship IOWA Memorial Fund.** Limited to children and widows of deceased crew members of USS IOWA who perished as a result of the 19 April 1989 turret explosion.
- **USS STARK Memorial Scholarship Fund.** Limited to children and widows of deceased crew members of USS STARK who perished as a result of the Persian Gulf missile attack on 17 May 1987.
- **USS TENNESSEE Scholarship Fund.** Limited to dependent children of active duty personnel assigned to or previously assigned to duty aboard USS Tennessee.
- The Air Force Aid Society offers four educational assistance programs for spouses and children of active duty Air Force members. All the programs are funded by the Air Force Aid Society. An overview of the four programs follows:
 - **General Henry H. Arnold Educational Grant Program.** This program awards \$1,000 grants to children of active duty, retired and deceased Air Force members for undergraduate studies. There have been 29,225 grants disbursed since 1988-89. The success of the program led the Society to expand to spouses of active duty stateside members. The grant program is competitive and uses need-based selection criteria.



- **General George S. Brown Tuition Assistance Program.** This program is a grant which provides partial tuition assistance for spouses attending high school or college OCONUS. The focus of the program is on completion of degree or certificate programs that provide increased occupational opportunities for spouses. Tuition assistance is provided at a rate of 50 percent per course, with a maximum of \$1,200 per academic year. The program has a 75 percent selection rate based on financial need.
- **Spouse Loan Test Program.** The Spouse Loan program provides educational incentive loans to spouses of Active Duty members attending high school or college. The program focuses on degree completion. The program provides loans at a rate of 50 percent of unmet tuition cost, up to a maximum of \$500 per academic year. Funds are loaned directly to the active duty Air Force member, to be repaid over a 10 month period without interest. This program is located at 24 stateside bases.
- **Vocational Technical Program.** The Vo-Tech program provides educational incentive loans to spouses and children of active duty members enrolled in vocational-technical programs. The intent of the loan is on the completion of certificate programs that increase student employment opportunities. Loans are provided at 50 percent of unmet costs, up to a maximum of \$1,000. Repayment is by allotment, over a period of two times the length of the school program not to exceed two years. No interest is charged. Upon verification of the student’s program completion, Air Force Aid converts 25 percent of the remaining loan balance to a grant.



Exhibit 7: Corporations and Federal Civilian Agencies Surveyed for this Report

CORPORATIONS

- Johnson & Johnson
- Abbott Laboratories
- Tricon Global Restaurants
- Ralston Purina Company
- MasterCard International
- Caterpillar
- McCarthy Brothers Company
- Guidant Corporation
- The Boeing Company
- IBM
- UPS
- Nike

FEDERAL CIVILIAN AGENCIES

- Department of State
- General Services Administration
- Social Security Administration
- Federal Bureau of Investigation
- Drug Enforcement Administration
- Bureau of Customs



Exhibit 8: Spouse/Partner Career Assistance Service Providers Surveyed for this Report

- Ricklin-Echikson Associates
- The Impact Group
- Lee Hecht Harrison
- Vandover
- Sally White Associates
- Resource Careers
- Options Resources and Career International
- Right Management Consultants
- Drake Beam & Morin
- Cendant Corporation
- Prudential Relocation and Real Estate Solutions



MODERNIZED SOCIAL COMPACT



MAY 2004



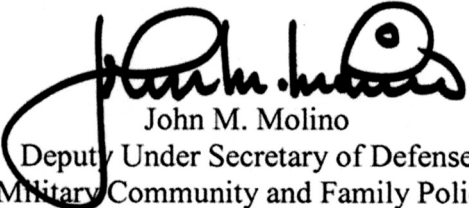


“Families Also Serve”

The Social Compact, published in 2002, reiterated the compact between the Department of Defense, its warfighters, and those who support them – one that honors their service, understands their needs, and encourages them to make national defense a lifelong career. The Social Compact affirmed the Department of Defense commitment to underwrite family support in recognition that “families also serve.”

The Social Compact is a living document. As the military transforms for the 21st century, so must the Social Compact transform to meet the changing aspirations and needs of military families.

The Modernized Social Compact is the first effort by the Department to measure and publish outcomes for troop and family support programs. From more than two dozen functional areas, we began by developing measurement criteria in ten key programs. These measures are in support of the President’s Management Agenda. The Department will continue to identify and address emerging American social changes where support to Service members and their families must be redefined.



John M. Molino
Deputy Under Secretary of Defense
(Military Community and Family Policy)



Table of Contents

Modernized Social Compact	i
Child Care	2
Commissaries.....	4
Military Exchanges	6
DoDEA.....	8
Financial Readiness	10
Fitness	12
Health Care	14
Housing	16
Off-Duty Voluntary Education	18
Spouse Employment	20
Military OneSource	22
Future Considerations	25



Modernized Social Compact

The changes facing the U.S. Armed Forces today are greater than at any time since World War II. The Global War on Terrorism is placing new demands on virtually every aspect of military life. From the anxieties of nation building in hostile environments to the significant increases in family separations, the stresses currently impacting the Military Services have not been of this magnitude since the inception of the all-volunteer force. We are relying more heavily on the Reserve and Guard components with open-ended commitments, and stressing relationships with employers, families, and perhaps even service members in an unprecedented fashion.

Institutionally, we are in the midst of a transformation to position our Armed Forces to face 21st Century challenges that are already upon us. New and transforming organizational structures, tactics, technologies, basing strategies, and personnel systems are altering the formerly familiar institutional environment. Rebasing plans may bring more than 55,000 service members and their families home from Europe and another 25,000 home from South Korea. At the same time, the growing Joint Military Service culture and expanded expeditionary nature of our forces may result in the establishment of rapid deployment joint bases overseas where service members would be expected to spend 6-12 months on unaccompanied tours with only the leanest of base support services available. The FY 2005 Base Realignment and Closure may close 25 percent of the remaining bases in the United States. While this will not dramatically impact service members and their families, the political battle among the states to retain bases targeted for closure may detract from quality of life programs at bases not under consideration for closure. During this realignment of the Department's base structure and overseas posture, the Military Services will work to realign quality of life support to coincide with the movement of troops and families. Special

consideration will be given as to how to best maintain or improve working and living conditions during these stressful periods by formulating a quality of life rebasing strategy for each gaining and closing installation. The strategy will include collaboration with civilian communities on housing and schools, and ensure that adequate morale, welfare and recreation and family support funding is reprogrammed to gaining installations.

In February 2001, President Bush directed the Secretary of Defense to "undertake a review of measures for improving the quality of life for our military personnel." The 2001 Quadrennial Defense Review stated, "**...the Department must forge a new compact with its warfighters and those who support them.**" To articulate the full dimensions of this new compact, the Department undertook a comprehensive and systemic review of the Quality of Life (QoL) programs. While the Social Compact issued in 2002 addressed areas of great individual importance in the lives of service members and their families—housing, health care, family support, child care, children's education, physical fitness facilities and others—its most important accomplishment was articulating the linkage that exists between QoL programs as a human capital management tool and the strategic goal of the Department—military readiness.

The new generation of military recruits has aspirations and expectations for quality of life services and access to health care, education, and living conditions that are consistent with the American standard of living. Like their civilian counterparts, most of today's military families rely on two incomes. The Social Compact lays out a 20-year strategic plan for ensuring that the Department's performance goals for quality of life keep pace with the changing expectations of the American workforce and address the needs of the two-thirds of military families living off the installation as well as the Reserve Components. It describes the intricate fabric of support that

must exist to support the military community while giving even greater focus to the most pressing quality of life issues. In the end, the Department's ability to satisfy the perceived needs and aspirations of service members and their families is manifested in individual service members' satisfaction with their job, their lifestyle, and their work-life balance. Ultimately, these are the factors that influence the Military Services' continued readiness to fight and win the Nation's wars through recruiting, developing and retaining talented people.

Child Care. Quality, affordable child care remains a top military family concern. Even though the Department's child development system serves the largest number of children and youth on a daily basis of any employer in the United States and has been designated by the President as the "model for the nation," another 40,000 child care spaces are needed to meet the demand. The system must also meet challenges not found in other work environments such as parents with shifting work schedules that are often longer than a typical 8-hour workday and parents who must be ready to deploy anywhere in the world on a moment's notice. Continued construction of centers and the establishment of innovative programs both on- and off-base will help to address these needs.

Commissaries and Exchanges. Commissaries and exchanges foster and maintain a sense of military community and provide substantial non-pay compensation for military personnel. The Defense Commissary Agency operates a worldwide chain of 275 stores in 14 countries where U.S. military personnel, retirees and their families may purchase groceries. The commissaries offer savings of 30 percent over commercial supermarket competition. The exchange systems offer quality, American lifestyle food, products and services in modern stores in locations with substantial concentrations of military personnel, at designated remote and isolated locations, through a catalogue and online. They deliver a savings of 11 percent over private sector stores. The exchanges also contribute over \$300 million annually to support

installation Morale, Welfare and Recreation (MWR) programs.

Dependents Schools. Good schools lead to the retention of military parents who steadfastly want their children to be among the nation's best educated. The DoD schools are a model for the nation with our students achieving high marks in academic achievement, including our minority students. The Department of Defense Education Activity (DoDEA) operates 223 schools in seven states, 14 foreign countries, Puerto Rico and Guam to serve the children of active duty military members. An additional 600,000 children of military members attend civilian community schools. All the schools are fully accredited by U.S. accreditation agencies. Of the nearly 106,000 students enrolled in DoDEA schools, 85 percent are children of enlisted military personnel, 50 percent are minorities, and about 80 percent have parents who do not have college degrees. DoDEA maintains a high school graduation rate of approximately 97 percent. Because military assignments result in frequent moves, the transience rate for DoDEA students is 35 percent. DoDEA also serves as an academic and extracurricular resource for military students who are home-schooled.

Financial Readiness. The financial well being of members of the U.S. Armed Forces is a significant readiness issue. Today's complex financial environment demands wise choices about savings, credit, mortgages and a host of other financial issues. Frequent relocations and deployments further complicate the financial readiness plans of service members and their families. Surveys indicate that the majority of high school seniors, who are the main source of military recruits, are not prepared to deal with personal finance issues. Surveys also show that most enlisted families are dual-income earners because they need the money for basic living expenses. To highlight the importance of personal finance to readiness, to stimulate a culture that values savings and financial health and to improve the quality of financial assistance available to service members and their families, the Department implemented a



Financial Readiness Campaign. Partnerships have been established with 26 Federal agencies and prestigious non-profit organizations to support financial training. In FY 2002, 47 percent of E1-E4s reported problems paying bills and 26 percent characterized themselves as having financial difficulties. In FY 2003, the percent reporting problems paying bills dropped to 41.5 percent and the percent reported to be having financial difficulties dropped to 16.5 percent.

Fitness. Military fitness programs offer a vehicle through which service members can achieve and retain a high level of physical fitness to meet the rigorous demands of military duty. Regular physical conditioning aids in weight management, typically results in less lost duty time due to health related problems and provides an avenue for stress relief. Military fitness programs also include healthy lifestyle promotions that encourage service members and their families to incorporate regular exercise into their daily routines. Military installations maintain fitness facilities where hands-on instruction and education are available. However, because the fitness field is ever evolving and equipment, training programs and facilities must be constantly upgraded, DoD is evaluating private sector options to help maintain a modern approach to fitness for military communities.

Health Care. The Department's goal is to build and sustain a world-class health care system that fosters, protects, sustains and restores health for Active Duty personnel, Reservists, retirees and their families. The Military Health System serves 8.9 million beneficiaries through many programs and delivers health care worldwide in 75 hospitals and more than 460 clinics. TRICARE, the military's health care plan, combines military and civilian resources in a regional, integrated health care delivery system. New TRICARE contracts awarded in August 2003 are a major piece of a wholesale redesign for organizing, managing and creating incentives to drive the military health delivery system. Two overriding elements of the new system are enhanced health care delivery and beneficiary satisfaction.

Housing. The Department operates a large inventory of family housing units and barracks rooms for single personnel. Service members and families living off-base receive a basic allowance for housing to reduce their out-of-pocket housing expenses. The Department is progressing towards the long-term goal of eliminating out-of-pocket housing expenses, with the average out-of-pocket expense having dropped from 18.8 percent in FY 2000 to 7.5 percent in FY 2003. In addition, we are moving towards having more junior enlisted families live on-base to be closer to support services, more senior personnel live off-base and invest in home ownership, and more single personnel live off-base in accordance with their stated preferences.

Lifelong Learning. The Department fosters and supports a commitment to lifelong learning. Many people enlist because of the superb educational opportunities in the military; many highly qualified service members choose to remain in the military because of the extraordinary educational opportunities available to them. The Department's off-duty, voluntary education programs constitute one of the world's largest continuing education programs, with thousands of service members enrolled in postsecondary courses that lead to associate, bachelor, master and doctorate degrees. The continuing education programs contribute significantly to the Department's priorities in the areas of recruitment, job performance, readiness and retention.

Spouse Employment. Military spouses are a significant, young, diverse and well-educated component of the American labor force. Of the 700,000 spouses of active duty military personnel, 65 percent are in the workforce and almost half are married to enlisted personnel in the rank of E5 and below. In 1999, the unemployment rate among military spouses compared to an equivalent civilian population cohort was twice the national rate for men and three times the national rate for women. Forty-one percent of employed military spouses report that their pay represents a major contribution to their families' income. Frequent relocations

are the most significant problem in maintaining consistent employment. Each move causes a lengthy interruption, the loss of job tenure and often the need to meet location-specific licensing and certification requirements. Many bases in the U.S. are in remote areas best characterized by poor employment opportunities and low wages. Overseas, employment opportunities are hampered by language differences and the U.S. Status of Forces agreements that restrict U.S. citizen employment in host nation economies. In June 2003, DoD and the U.S. Department of Labor jointly signed a memorandum of understanding that created a framework for providing military spouses with training and placement assistance in three important areas: connections to job markets in America's communities, involvement with labor laws that affect reemployment (i.e., training, unemployment compensation), and interest in states' reciprocal licensing and certification requirements (i.e., the health care and education professions). In addition, DoD began an active partnership with the business community to increase the number of jobs for spouses.

Underwriting Family Support. The American lifestyle revolves on an axis of communication and information that is nowhere more critical than in military families. Because 60 percent of service members have parental responsibilities of some type, the Department must build and sustain an environment that encourages families and communities to care for themselves and provide mutual support. Traditionally, the primary source of information and referral services for military families has been on-base family support centers. However, more than two-thirds of military families live off-base, more than 50 percent of military spouses are in the work force, and increased security precautions make access to military installations more time-consuming. The Department is refocusing the family support programs to address the dynamic needs of our

young families, particularly the large population—two-thirds of active duty families and all Reservists—who live off-base. The Department will continue to enhance readiness and well being through state-of-the-art technology, and provide members and families with a variety of opportunities to connect with each other and with the wide array of Quality of Life support programs and organizations through technology.

Military service is not just a job—it is a voluntary way of life that carries a high price for service members and their families. The Social Compact recognizes the fundamental three-way exchange that exists between the service member, the family and the Department. Since the publication of the Social Compact in 2002, the Department has worked to establish goals and measurable performance targets in quality of life functional areas. At the same time, an overall strategy for measuring quality of life improvements has been developed that identifies where improvements have been made, where shortfalls exist, and where interventions, to include the distribution of scarce resources, can be made most effectively. One of the most exciting new developments is Military OneSource, a toll-free telephonic, Internet and e-mail information and referral service that is available 24 hours a day, every day of the year, from anywhere in the world. This service offers service members and their family members access to experienced professional work-life consultants who help them deal with a variety of everyday issues and balance the competing demands of work and family/personal life. It represents a major change in the delivery of quality of life services, offers direct support to the two-thirds of military families who live off-base and establishes a new paradigm for quality of life programs and services. This new family and troop assistance delivery system is the touchstone for moving quality of life programs forward to meet the needs of the transformed force.



Child Care

Vision ►

DoD families have affordable, high-quality child development programs available that support their dual roles as military members and parents.

Goals ►

1. Reduce the child care space shortfall
2. 100 percent accreditation of child development centers



The Story Behind the Numbers

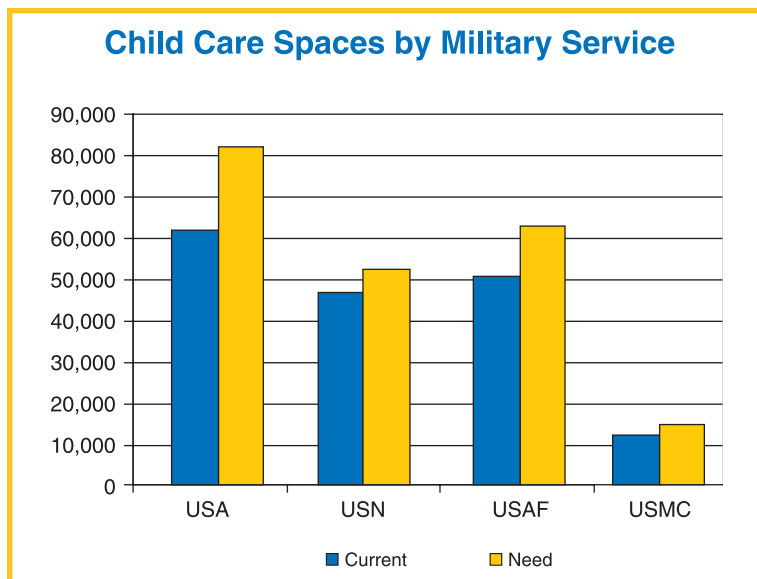
The Department of Defense (DoD) child development system serves the largest number of children on a daily basis of any employer in the United States and has been designated as the child care “model for the Nation.” On any given day, DoD provides care for over 200,000 children in 900 centers and 9,000 family child care/child development homes at over 300 geographic locations, both within and outside the continental United States. DoD child care programs follow the standards of the National Association for the Education of Young Children (NAEYC), the National Association for Family Child Care (NAFCC), and the National School-Age Care Alliance (NSACA).

Military child development programs remain a top priority for the Department. Child care presents a major challenge for the families of deployed troops. In 2002-2003, to support families during deployment, \$8.5 million of emergency supplemental funding was set aside to provide over 523,000 hours of additional child care programs to meet specific mission requirements for extended hours on nights and weekends, added drop-in services, respite, and mildly ill care services. However, extending the current program to support families during deployment and expand the availability of care to Guard and Reserve families impacted the capacity to significantly increase the actual number of spaces. The Department is making progress in expanding the number of child care spaces. In 2003, the program increased by almost 2,000 spaces, primarily through growth in in-home care program. The Department is developing a strategy to reduce the child care shortfall of approximately 40,000 spaces. The strategy will focus on increasing child care spaces at the installation through subsidies and partnerships with civilian child care and youth organizations. It is anticipated that sustaining on-base programs while maximizing resources in the civilian community will provide a quicker approach to closing the child care gap than a pure construction strategy. Military child development centers continue to lead the Nation in achieving accreditation. The Services have concrete plans to sustain the level of accredited programs to meet the goal in 2004.



Child Care Performance Metrics

- ★ Number of Child Care Spaces
- ★ Percentage of Accredited Child Development Centers



★ Metric:	Number of Child Care Spaces
FY02 Baseline:	172,669 Spaces
FY03 Goal:	+5,093 Spaces
FY04 Goal:	+4,884 Spaces
Long-term Goal:	Reduce child care spaces shortfall
Data Source: Annual Summary of Operations	

★ Metric:	Percentage of Accredited Child Development Centers
FY02 Baseline:	94%
FY03 Goal:	95%
FY04 Goal:	95%
Long-term Goal:	100% Accreditation of DoD Child Development Centers
Data Source: Annual Summary of Operations	



Number of Child Care Spaces

	FY03 Growth	Annual Target	
		FY03 Target	FY04 Target
DoD Total	1,741	5,093	4,884
Army	-1,094	2,336	2,467
Navy	2,509	890	588
Marine Corps	514	448	386
Air Force	-188	1,420	1,442

Commissaries

Vision ►

Deliver a top-notch commissary benefit to service members, retirees, and their family members all over the world.

Goals ►

1. Deliver patron savings of 30 percent over private sector stores
2. Maintain customer satisfaction
3. Reduce unit cost and overhead
4. Increase facility investment while keeping the surcharge low



The Story Behind the Numbers

The Defense Commissary Agency (DeCA) operates a worldwide chain of 275 stores in 14 countries where US military personnel, retirees and their families may purchase groceries. The commissary is a core quality of life element and provides substantial non-pay compensation for military personnel. Commissary patrons purchase items at cost plus a five percent surcharge, which is used for capital improvements.

Patron savings are measured by a semiannual price comparison study that calculates savings by comparing commissary prices to commercial supermarket competition worldwide. On average, a family of four will achieve an annual savings of about \$2,700.

The commissary sustains an average 30 percent savings on all products purchased by commissary patrons. Recent industry research and best practices suggest that the Department could more consistently deliver the desired 30 percent savings to more commissary customers by using variable pricing. The annual customer satisfaction survey shows gains in all areas, confirming the delivery of both low prices and superior service, two of the prime variables in providing a high quality of life for military members and their families.

In the last two years, DeCA has transformed itself into a more business-based organization as evidenced by cost and overhead reductions of \$120M on average per year. The investment in facilities has been doubled with 10 major projects in FY 2002. DeCA still goes where the troops are, not just where it is profitable. While half of its sales are generated by its 39 largest stores, a solid 20 percent comes from its 154 small stores and remote locations.



Commissary Performance Metrics

- ★ Customer Savings
- ★ Commissary Sales
- ★ Customer Satisfaction
- ★ Unit Cost



★ Metric:	Customer Savings
FY00 Baseline* :	27%
FY03 Goal:	30%
FY04 Goal:	30%
Long-term Goal:	30%
Data Source: <i>Defense Commissary Agency</i>	

★ Metric:	Commissary Sales
FY00 Baseline*:	\$5.04B
FY03 Goal:	\$5.03B
FY04 Goal:	\$5.10B
Long-term Goal:	Maintain Sales Volume that Supports Capital Investment in Stores
Data Source: <i>Defense Finance & Accounting System</i>	

★ Metric:	Unit Cost
FY01 Baseline:	.2174 per Unit
FY03 Goal:	.2161 per Unit
FY04 Goal:	.2198 per Unit
Long-term Goal:	Reduce Unit Cost
Data Source: <i>Defense Finance & Accounting System</i>	

* DeCA has been under a performance contract since FY 2000.

Military Exchanges

Vision ▶

Provide authorized customers with quality goods and services necessary for health, comfort and convenience at reasonable prices, while supporting military quality of life programs.

Goals ▶

1. Deliver patron savings of 11 percent over private sector stores
2. Generate revenue to meet MWR dividend and capital investment needs
3. Customer satisfaction meets industry averages
4. Increase facility investment while keeping surcharge low.

The Story Behind the Numbers

Three separate military exchange systems (Army and Air Force Exchange Service - AAFES, Navy Exchange Service Command - NEXCOM, and Marine Corps Exchange - MCE) provide a non-pay compensation benefit by offering quality, American lifestyle food, products and services at significant savings to service members and their families. These products are provided in modern stores at locations, both in the United States and abroad, with substantial concentrations of military personnel, at designated remote and isolated locations, as well as through a catalogue and online. Exchange earnings provide dividends to DoD components for funding morale, welfare and recreation (MWR) programs.

The exchanges support forward deployments, ships at sea, emergency and disaster relief efforts, international exercises and contingency operations. In the United States, DoD sponsors customer service surveys to compare military exchanges with commercial counterparts by utilizing the American Customer Satisfaction Index (ACSI). Partnerships with name brand national food chains enable the exchanges to provide quality fast food service in non-traditional settings. For example, in Iraq, the exchanges are offering Pizza Hut and Burger King to military personnel. The AAFES Burger King restaurant, which opened in Baghdad, Iraq in June 2003, exceeded \$1M in sales to military personnel by September 2003. Since overseas exchanges generate 28 percent of sales and 53 percent of profits, the rebasing of troops from overseas bases may negatively impact the ability of the exchanges to generate funds for MWR dividends.



Military Exchange Performance Metrics

- ★ Customer savings
- ★ Satisfaction
- ★ Capital Expenditures/
Percent of Sales



★ Metric:	Customer Savings
FY02 Baseline:	11%
FY03 Goal:	Not less than 11% Customer Savings
FY04 Goal:	Not less than 11% Customer Savings
Long-term Goal:	Not less than 11% Customer Savings
Data Source: <i>Market-based Cooperative Agreement Effort</i>	

★ Metric:	Capital Expenditures/Percent of Sales
FY02 Baseline:	AAFES \$255M/3.63%, MCX \$19.9M/2.89%, NEXCOM \$102.6M / 5.2%
FY03 Goal:	Meet Industry Average for Capital Investment and Sustain MWR Dividend
FY04 Goal:	Meet Industry Average for Capital Investment and Sustain MWR Dividend
Long-term Goal:	Meet Industry Average for Capital Investment and Sustain MWR Dividend
Data Source: <i>Capital Investment Program Summary</i>	

Vision ►

Exemplary education programs that inspire and prepare each student for success in a global environment, preschool through grade 12.

Goals ►

1. Curriculum that is competitive with that of any school system in the United States
2. Highest student achievement
3. Pupil-teacher ratio not less than 18:1 nor greater than 24:1



The Story Behind the Numbers

The Department of Defense has a school system to be proud of, and we continue to address quality issues in the areas of curriculum, staffing, facilities, safety, security and technology. Our dependents schools comprise two educational systems that provide quality pre-kindergarten through 12th grade programs: the DoD Domestic Dependent

Elementary and Secondary Schools (DDESS) for dependents in locations within the United States and its territories, possessions, and commonwealths, and the DoD Dependents Schools (DoDDS) for dependents residing overseas. All of the schools are fully accredited by U.S. accreditation agencies. Today approximately 8,800 teachers and other instructional personnel serve more than 105,670 students in 223 schools. They are located in 14 foreign countries, seven states, Guam, and Puerto Rico. Students include both military and civilian federal employee dependents.

The quality of DoD schools is measured in many ways, but most importantly, as in other school systems, by student performance. DoD students regularly score substantially above the national average in every subject area at every grade level on a nationally standardized test.

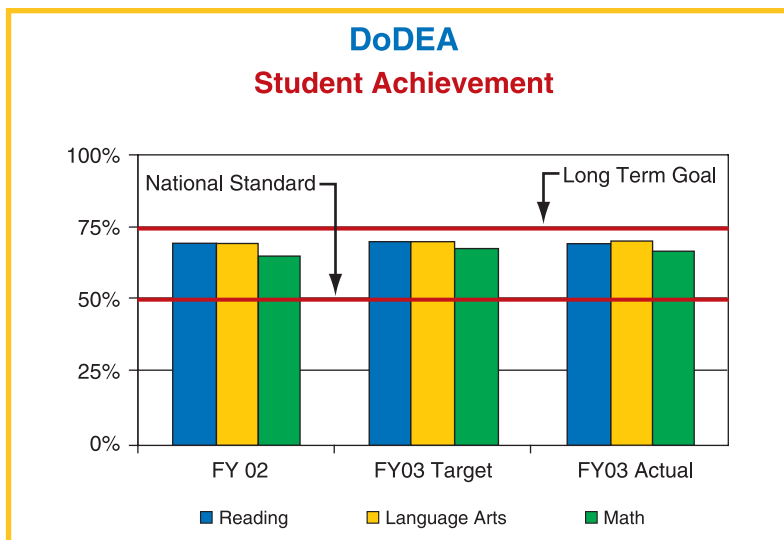
In addition, students participate in the National Assessment of Educational Progress (NAEP) tests. NAEP is known as “the Nation’s Report Card” because it is the only instrument that permits a direct comparison of student performance between states and jurisdictions across the country. DoDEA students, and in particular its African-American and Hispanic students, score exceptionally well on this test, often achieving a first or second place national rank when compared with their peers. DoDEA maintains a high school graduation rate of approximately 97 percent. DoDEA’s 2003 graduates were awarded nearly \$33.5 million in scholarship and grant monies. Graduates in 2003 reported plans to attend over 800 different colleges and universities worldwide.

All schools within DoDEA have Crisis Management Teams to assist students and teachers during stressful times. Working in collaboration with military and civilian communities, they provide support before, during and after each deployment. For example, DoDEA programs assist students and parents with reintegration upon the service member’s return from deployments. They also collaborate with civilian schools to ensure that seniors graduate.

To meet the challenge of the increasing competition for teachers, DoD has an aggressive U.S. recruitment program. The program emphasizes diversity and quality, and focuses on placing eligible military family members as teachers in its schools.

DoDEA Performance Metrics

- ★ Student Achievement, TerraNova, Percentage of Students at or Above the National Standard
- ★ SAT Scores, Math
- ★ SAT Scores, Verbal
- ★ Pupil-Teacher Ratio



★ Metric:	SAT Scores, Verbal
FY02 Baseline:	DoDEA – 504, Nation – 504
FY03 Goal:	Meet or Surpass the National Score
FY04 Goal:	Meet or Surpass the National Score
Long-term Goal:	Meet or Surpass the National Score
Data Source: DoDEA	



★ Metric:	SAT Scores, Math
FY02 Baseline:	DoDEA – 497, Nation – 516
FY03 Goal:	Meet or Surpass the National Score
FY04 Goal:	Meet or Surpass the National Score
Long-term Goal:	Meet or Surpass the National Score
Data Source: DoDEA	

★ Metric:	Pupil-Teacher Ratio
FY02 Baseline:	DDESS 19.5:1, DoDDS 20.4:1
FY03 Goal:	No less than 18.0:1 nor greater than 24.0:1
FY04 Goal:	No less than 18.0:1 nor greater than 24.0:1
Long-term Goal:	No less than 18.0:1 nor greater than 24.0:1
Data Source: Performance Plan	

Financial Readiness

Vision ▶

A military culture that values financial competency and responsible financial behavior.

Goals ▶

1. Reduce stressors related to financial problems
2. Increase in savings
3. Decrease dependence on unsecured debt
4. Decrease in predatory practices



The Story Behind the Numbers

The financial well-being of the Armed Forces is a significant readiness issue. Today's complex financial environment demands wise choices about savings, credit, mortgages and a host of other financial issues. Frequent relocations and deployments further complicate the financial readiness plans of service members and their families. Yet, military service must not inhibit a service member's ability to build savings and embark on the American dream of owning a home.

Surveys show that the majority of high school seniors, who are the main source of military recruits, are not adequately prepared to deal with issues of personal finance. Active duty surveys reveal that the majority of enlisted families are dual-income earners because they need the extra money for basic living expenses.

In an effort to draw attention to the importance of personal finance in sustaining personal and family readiness, the Department implemented a Financial Readiness campaign to improve the financial assistance that is available to service members and their families and to stimulate a culture that values saving and financial health. DoD has established partnerships with several Federal agencies and prestigious non-profit organizations to support financial training. DoD is committed to providing reliable financial information and assistance to service members and their families to support their efforts to achieve financial goals, as well as to maintain the readiness of the Armed Forces.

In FY 2002, 47 percent of E1-E4s reported problems paying bills. The FY 2003 target of 44.5 percent was exceeded with the FY 2003 actual of 41.5 percent. In FY 2002, 26 percent of E1-E4s assessed themselves as having financial difficulties. The FY 2003 target of 25 percent was more than achieved with the FY 2003 actual of 16.5 percent.

Financial Readiness Performance Metrics

- ★ Number of E1-E4s Reporting Problems Paying Bills
- ★ Number of E1-E4s Self-assessing as Having Difficulty Making Ends Meet

★ Metric:	Number of E1-E4s Reporting Problems Paying Bills
FY02 Baseline:	47%
FY03 Goal:	5% decrease per year
FY04 Goal:	5% decrease per year
Long-term Goal:	Fewer than 30% of E1-E4s with Problems Paying Bills
Data Source: <i>DMDC Annual Survey</i>	

★ Metric:	Number of E1-E4s Self-assessing as Having Financial Difficulties
FY02 Baseline:	26%
FY03 Goal:	5% decrease per year
FY04 Goal:	5% decrease per year
Long-term Goal:	Fewer than 10% of E1-E4s Assess Themselves as Having Financial Difficulties
Data Source: <i>DMDC Annual Survey</i>	



Fitness

Vision ►

Improve force readiness and quality of life for service members and their families

Goals ►

1. A fit and ready military force
2. Quality fitness programs are available to the entire military community
3. Military members utilize fitness programs to maintain fitness for duty and reduce stress



The Story Behind the Numbers

Military fitness programs offer a structure within which service members, regardless of occupational specialty, unit assignment, age or gender, should acquire a base level of general physical fitness. Physical fitness promotes a standard of physical readiness commensurate with the active life style and deployability of the military profession. Service members can become and remain physically fit for the rigorous demands of military duty, meet demanding military physical fitness standards and maintain physical readiness. Regular physical conditioning aids in weight management, typically results in less lost duty time due to health related problems and provides an avenue for stress relief.

Military fitness programs also include healthy lifestyle promotions that encourage service members and their families to

incorporate regular exercise into their daily routine. Military installations maintain year-round fitness facilities where instruction and education are available. However, the fitness field is ever-evolving so equipment, training programs and facilities must be upgraded on a regular basis.

Increasingly, DoD is looking to the private sector for partners that will support a modern approach to fitness that meets DoD standards.



Fitness Performance Metrics

- ★ Percent meeting DoD standards



“Military Physical Training should wake soldiers up mentally, fill soldiers with enthusiasm, build soldiers up physically, and discipline them.”

—Koehler’s West Point Manual (1919)



★ Metric:	Percent Meeting DoD Standards
FY03 Baseline:	64%
FY04 Goal:	69%
FY05 Goal:	74%
Long-term Goal:	Increase # of Fitness Programs Meeting DoD Standards
Data Source: Annual Report	

Health Care

Vision ▶

Goals ▶

Build and sustain a world-class health care system that fosters, protects, sustains and restores health for Active Duty personnel, Reservists, retirees and their families

1. Increase satisfaction with the Military Health Plan
2. Increase overall satisfaction with appointment



The Story Behind the Numbers

The Department of Defense's goal is to build and sustain a world-class health care system that fosters, protects, sustains and restores health for Active Duty personnel, Reservists, retirees and their families. The Military Health System serves 8.9 million beneficiaries through many programs and delivers health care worldwide in 75 hospitals and more than 460 clinics. TRICARE, the military's health care plan, combines military and civilian resources in a regional, integrated health care delivery system. New TRICARE contracts awarded in August 2003 are a major piece of a wholesale redesign for organizing, managing and creating incentives to drive the health care delivery system. Two overriding elements of the new contracts focus on enhanced health care delivery and beneficiary satisfaction.

Beginning December 28, 2003, patients electing TRICARE Standard coverage will no longer need a non-availability statement before they can obtain inpatient care from civilian institutions. TRICARE standard patients, for the most part, may choose where they obtain their medical care. Military hospitals must now compete with local civilian hospitals to serve our military beneficiaries.

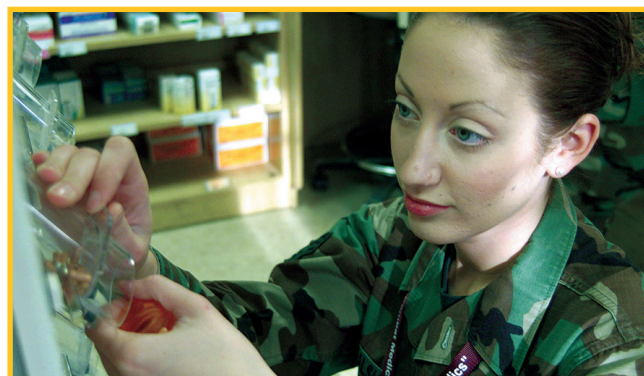
Members of the Reserves and National Guard called to active duty are eligible for the same health care and dental benefits under TRICARE as other active duty service members. Eligible family members of Reserve Component members called to active duty in support of Operations Enduring Freedom and Iraqi Freedom are also eligible for TRICARE's enhanced health benefits under the TRICARE Reserve Family Demonstration Project. This demonstration project was to expire on November 1, 2003, but was extended for an additional year. Benefits under this demonstration project provide a comprehensive and uniform health care benefit to these Reserve Component families, preserve continuity of care with their existing health care providers, and limit their out-of-pocket expenses. Under the demonstration, TRICARE waives deductibles; pays above the TRICARE allowable rates of care provided by non-participating providers; and waives the requirement for a non-availability statement for inpatient care.

Health Care Performance Metrics

- ★ Satisfaction with Military Health Plan
- ★ Overall Satisfaction with Appointment



★ Metric:	Satisfaction with Military Health Plan
FY02 Baseline:	47%
FY03 Goal:	52%
FY04 Goal:	56%
Long-term Goal:	Increase Satisfaction with Military Health Plan
Data Source: Health Care Survey of DoD Beneficiaries	



★ Metric:	Overall Satisfaction with Appointment
FY02 Baseline:	87.1%
FY03 Goal:	87.6%
FY04 Goal:	90%
Long-term Goal:	Increase Overall Satisfaction with Appointment
Data Source: Health Care Survey of DoD Beneficiaries	

Housing

Vision ►

Provide military members and their families with quality housing facilities and services that are affordable; reflect realistic standards for acceptable commute times, out-of-pocket expenses, square footage needs, housing conditions and amenities; and reflect the housing desires of military members and their families

Goals ►

1. Reduce the out-of-pocket housing expenses for service members
2. Increase the number of E1-E4 families living on-base
3. Increase the number of E4-E5 living off-base



The Story Behind the Numbers

DoD operates a large inventory of family housing units and barracks rooms for single personnel. Service members and families living off the military installation are provided with a basic allowance for housing (BAH) to reduce out-of-pocket expense associated with rental housing. Military families relocate, on the average, every 24-36 months. As the Department

has moved toward housing privatization and barracks construction and improvement, the housing assignment policy is also transitioning to one that is designed to benefit the most junior service members.

Junior enlisted families, specifically E1s-E4s, are the most financially vulnerable military population. These young families need to be assigned to on-base government housing on a higher priority basis. This policy gives them shorter commutes, lessens the strain on already tight budgets, and puts them closer to military subsidized child care, the commissary, the post exchange, and other installation community and family support services. In contrast, senior military families are being encouraged to live off the installation and to invest in home ownership as a part of their long-term financial planning.

Single junior personnel have indicated on surveys as far back as 1992 that they prefer to live off the installation. Paying allowances rather than building barracks reduces the overall cost to the Department while better meeting the preferences of single service members to have significantly more living space and greater privacy.

We are making progress toward the long-term goal of eliminating out-of-pocket housing expenses by FY 2005. In FY 2000, the average out-of-pocket cost was 18.8 percent. This dropped to 15 percent in FY 2001, 11.5 percent in FY 2002, and 7.5 percent in FY 2003. The FY 2004 goal is 3.5 percent. We are also increasing the number of junior enlisted families living on-base and single service members living off base.

Housing Performance Metrics

- ★ Percentage of Out-of-pocket Housing Expenses
- ★ Number of Junior Enlisted Families Living On-base
- ★ Number of Single Service Members Living Off-base



★ Metric:	Percentage of Out-of-Pocket Expenses
FY02 Baseline:	11.5%
FY03 Goal:	7.5%
FY04 Goal:	3.5%
Long-term Goal:	Eliminate Out-of-pocket Housing Expenses
Data Source: <i>Military Personnel Policy Annual Report</i>	

★ Metric:	Number of Single Service Members Living Off-base
FY03 Baseline:	36.1%
FY04 Goal:	5% increase per year
FY05 Goal:	5% increase per year
Long-term Goal:	Increase the percentage of E4s and E5s living off-base
Data Source: <i>DMDC Database</i>	

★ Metric:	Number of Junior Enlisted Families Living On-base
FY03 Baseline:	43.4%
FY04 Goal:	5% increase per year
FY05 Goal:	5% increase per year
Long-term Goal:	Increase the percentage of E1-E4 junior enlisted families living on base
Data Source: <i>DMDC Database</i>	



Off-duty Voluntary Education

Vision ►

Lifelong learning opportunities for the DoD community and enhanced readiness for the Nation.

Goals ►

1. Advocate the growth of a well-educated, diverse workforce
2. Expand access to lifelong learning opportunities
3. Strengthen agency collaborations that support lifelong learning
4. Provide opportunities to complete testing and tuition assistance-supported courses via distance and electronic capabilities



The Story Behind the Numbers

The Department of Defense's off-duty, voluntary education programs constitute one of the largest continuing education programs in the world. Educational opportunities motivate service members, increase their self-confidence, and positively affect their quality of life.

Each year hundreds of thousands of service members enroll in post-secondary courses leading to associate, bachelor, master and doctorate degrees. Service members also earn college credits through programs such as college-level equivalency testing, assessment of prior learning, assessment of military training, and independent study. To facilitate education in today's high operations tempo environment, the Department of Defense has endorsed and expanded Distance Learning programs. Colleges and universities deliver classroom instruction via the Internet and on military installations around the world. In many instances, service members can join college classes being conducted right on the military base to which they are assigned. Those serving on board ships or submarines can take courses while at sea. In some cases, service members can even continue their studies while deployed.

Each year, the National Defense Appropriations Act provides each of the Military Services with funds designated for service members' "off-duty and voluntary education." In 2000, the Congress began authorization of 100 percent tuition assistance. Recruits identify educational opportunities as one of the top reasons that they join the military. Many highly qualified service members also choose to remain in the military because of these educational opportunities. The continuing education programs contribute significantly to the priorities that the Department has established for recruitment, job performance, readiness, and retention.

In FY 2003, tuition assistance is paid on the basis of \$250 per credit, with a maximum payment of \$4,500 per year. There were more than 800,000 enrollments in off-duty, voluntary education programs and nearly 30,000 degrees or diplomas earned during FY 2003.

Off-duty Voluntary Education Performance Metrics

- ★ Out-of-pocket Education Costs
- ★ Number of Enrollments
- ★ Number of Degrees/ Diplomas Earned



★ Metric:	Out-of-Pocket Education Costs
FY02 Baseline:	\$187.50 per semester credit & annual cap of \$3,500 per service member
FY03 Goal:	\$250 per credit & annual cap of \$4,500 per service member
FY04 Goal:	\$250 per credit & annual cap of \$4,500 per service member
Long-term Goal:	Compliance with DoD tuition assistance policy
Data Source: <i>Tuition Assistance Report</i>	

★ Metric:	Number of Degrees/Diplomas Earned
FY02 Baseline:	28,963
FY03 Goal:	29,687
FY04 Goal:	34,676
Long-term Goal:	2.5% annual increase in the number of degrees/diplomas earned
Data Source: <i>Annual Voluntary Education Report</i>	

★ Metric:	Number of Enrollments
FY03 Baseline:	848,303
FY04 Goal:	865,269
FY05 Goal:	2% growth
Long-term Goal:	Sustain enrollments
Data Source: <i>FY03 Quarterly Service Metric Input</i>	



Spouse Employment

Vision ►

Every military spouse has the opportunity to develop a career and obtain desirable employment

Goals ►

1. Increase the employment rate of military spouses
2. Improve the financial stability of dual-income military families
3. Partner with corporate America to employ military spouses



The Story Behind the Numbers

Military spouses represent a significant, young, diverse and well-educated component of the American labor force. Of the 700,000 spouses of active duty military personnel, 70% are 35 years old or younger, 67% are in the workforce, 44% have children, and almost half are married to enlisted personnel in the rank of E5 or below. In 1999, the unemployment rate among military spouses compared to an equivalent civilian population cohort was twice the national rate for men and three times the national rate for women. Forty-one percent of employed military spouses report that they provide a major contribution to their families' income.

Frequent relocations are the most significant problem in maintaining consistent employment. Each move causes a lengthy interruption, the loss of job tenure and often the need to meet location-specific licensing and certification requirements. Many bases in the US are in remote areas best characterized by poor employment opportunities and low wages. Overseas, employment opportunities are hampered by language differences and the US Status of Forces agreements that restrict US citizen employment in host nation economies. Few state laws governing unemployment compensation recognize military spouses' loss of employment upon transfer as involuntary. Because of their ineligibility for unemployment compensation, military spouses often take the first available job rather than executing a proper job search to secure more appropriate employment and higher earnings over the long-term.

In June 2003, DoD and the US Department of Labor jointly signed a memorandum of understanding that created a framework for providing military spouses with training and placement assistance in three important areas: connections to job markets in America's communities, involvement with labor laws that affect reemployment (i.e., training, unemployment compensation), and interest in states' reciprocal licensing and certification requirements (i.e., health care and education). DoL's military spouse employment web page, <http://www.milspouse.org>, was established to provide easy access to employment and education opportunities

DoD's "Spouse Employment Summit" of 2000 recommended that DoD partner with the business community to increase the number of jobs for spouses. The Army's Spouse Employment Partnership, established to expand employment opportunities for Army spouses while fulfilling corporate America's demand for skilled workers, now has 13 corporate partners. The Navy's partnership with the Adecco Group, one of the largest worldwide employment and staffing agencies, to provide job skills assessments, and temporary and permanent placements for Navy spouses nationwide, was extremely successful from the start and quickly expanded to include the spouses of the other Military Services. Now, the Navy and Ajilon, an Adecco subsidiary, are recruiting top-level executives, middle management degreed professionals, and certified specialists. The Navy and Air Force also have two entrepreneur-development programs to assist military spouses in becoming self-employed.

Spouse Employment Performance Metrics

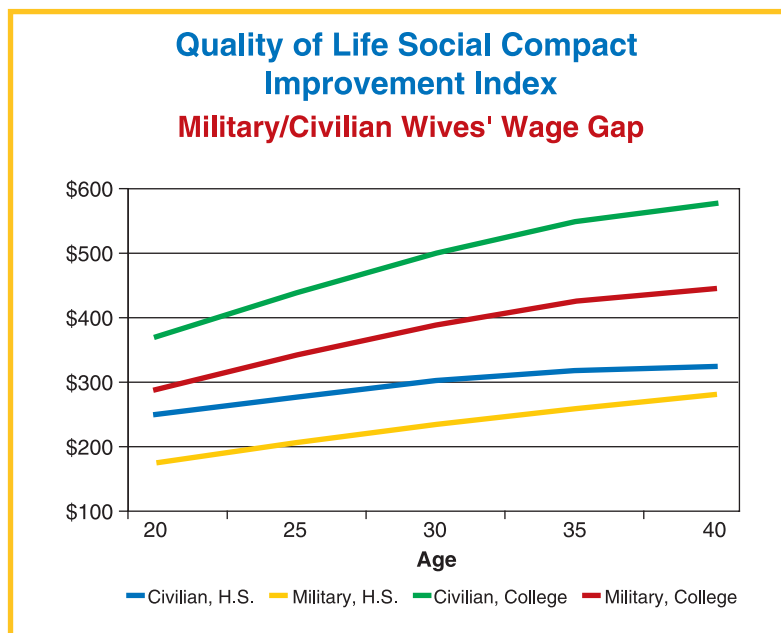
- ★ Percentage of Spouses Working
- ★ Amount of Time Needed for Spouses to Find Employment



“The [Department of Labor] is dedicated to helping the spouses of active duty military personnel. We want to open up our training programs and placement services to these worthy partners in our military preparedness. Sometimes the availability of training and a good job for a spouse is the difference between a service member staying or leaving the military.”

—Elaine L. Chao, Secretary of Labor, August 2003

Military spouses earn less than civilian spouses, on average.



Military OneSource

Vision ►

Service members and their families have round-the-clock access to support services throughout the world wherever they are stationed

Goals ►

1. Provide 24/7 information and referral services
2. Leverage technology to deliver support to military members and families
3. Support the two-thirds of military personnel and families living off-base
4. Augment on-base family support services



The Story Behind the Numbers

Traditionally the primary sources of information and referral services for military families are the on-base family support centers or the unit volunteer family support groups. Installation facilities are generally staffed around the traditional duty hours of 8 to 5. However, more than two-thirds of military families live off base, more than 50 percent of military spouses are in the work force and about 60 percent of military members have family responsibilities. Increased security precautions have also added to the time required to enter a military installation, even with a military identification card. Additionally, each year about one-third of military families receive orders to permanently relocate, usually a state-to-state or overseas move. The American lifestyle revolves on an axis of communication and information that is nowhere more critical than in military families. In an effort to relieve the competing demands of military life and family responsibilities, the Department of the Defense has leveraged technology to establish Military OneSource.

Military OneSource provides information and referral support 24 hours a day, every day of the year to anywhere in the world. The toll-free telephonic, Internet and e-mail service provides access to experienced professional work-life consultants. Included in the confidential service is a comprehensive array of pre-paid educational materials (books, CDs, videos, etc.), simultaneous translation into 140 languages and assistive technologies for low vision users. By leveraging technology to deliver these services, installation family support professionals can devote more time to supporting unit volunteers and assisting families with more complicated problems that require face-to-face contact.

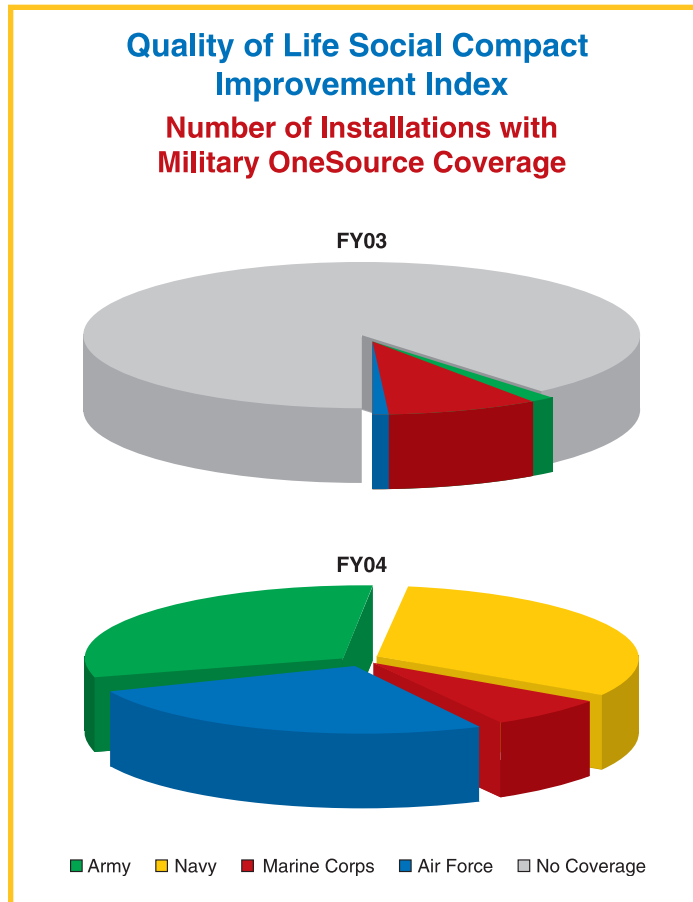
The USMC conducted a highly successful demonstration program of this service for all Active Duty and Reserve members of the U.S. Marine Corps beginning in December 2002. In FY 2004, Military OneSource services were phased in at DoD installations worldwide. In 3rd quarter FY 04, access to family assistance counseling was made available to service members and their families, via Military OneSource.

Military OneSource Performance Metrics

- ★ Number of Installations with Coverage



★ Metric:	Number of Installations with Coverage
FY03 Baseline:	30
FY04 Goal:	300
Long-term Goal:	100% of Active Duty, National Guard and Reserve Component service members and their families have 24/7 toll-free telephonic access to Military OneSource
Data Source: ODUSD (MC&FP)	





Future Considerations

The Modernized Social Compact lays out a 20-year strategic plan for ensuring that the Department's performance goals for quality of life keep pace with the changing expectations of the American workforce and address the needs of the new generations of military recruits that will support and defend our nation in the years to come.

The areas addressed in this document -- child care, commissaries, military exchanges, DoDEA, financial readiness, fitness, health care, housing, off-duty voluntary education, spouse employment and Military OneSource -- are of the greatest importance to military members and their families at the present time. Work to achieve improvements in each of these areas will be ongoing as the Department of Defense moves through transformation.

However, as times change and military members' and their families' needs and desires alter, other needs will emerge. Some of these future areas may include: mobilization, deployment and reunion support; youth development services; collaboration with local education agencies; technology and connectivity; recreational opportunities; transition issues; new parent support; domestic violence; family advocacy; equal opportunity; employer and family support for Reserve Forces; libraries; and volunteer opportunities.

There may be other areas that cannot even be articulated at this time. Recognizing the constantly changing nature of human expectation and aspiration, it is incumbent upon the Department of Defense to continue its efforts to assess military members' satisfaction, both with their jobs and with their families' quality of life, and to renew and redefine programs to meet new and emerging needs.

SOCIAL COMPACT FUNCTIONAL AREAS

1. Assistance with Work Life Stress
2. Underwriting Family Support
3. Child Development Services
4. Collaborations with Local Education Agencies
5. Commissary Benefits
6. DoDEA Education Activity
7. Employer and Family Support for Reserve Forces
8. Equal Opportunity – Minority Representation in the DoD Workforce
9. Exceptional Family Member Program
10. Exchange Benefits
11. Financial Literacy
12. Fitness
13. Housing
14. Jr. Enlisted Housing Assignment Alternatives
15. Libraries
16. Mobilization, Deployment and Reunions
17. New Parent Support and Family Advocacy
18. Recreational Opportunities
19. Spouse Employment
21. Technology and Connectivity
22. Transition
23. Voluntary Higher Education Opportunities
24. Volunteers
25. Health Care
26. Youth Development Program
27. Partnerships with States



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