

## **INFORMATION PAPER**

### **SUBJECT: DoD Yellow Ribbon Reintegration Program Progress Report**

#### **BACKGROUND**

- January 28, 2008, Section 582 of NDAA for 2008 which required the Yellow Ribbon Reintegration Program be established became law
- No appropriations were provided to support the requirement
- February 21, 2008, ASD/RA is designated the lead for implementation
- February 25, 2008, initiated action to identify office space, IT and other requirements to stand up the new office.
- March 17, 2008, the Office for Yellow Ribbon Reintegration Programs was established to include the new Center of Excellence for Reintegration
- July 17, 2008, the Secretary of Defense appoints the Under Secretary for Personnel and Readiness as the Executive Agent for the Yellow Ribbon Reintegration Program.
- July 22, 2008, implementing guidance for the Yellow Ribbon Reintegration Program and associated events is published
- September 23, 2008, membership for the Yellow Ribbon Reintegration Program Advisory Board was published
- Initial meeting of Advisory Board and scheduled for March 2009

#### **DEPLOYMENT CYCLE SUPPORT ACTIVITIES**

- All Services' Reserve Components (RCs) are conducting events to support military members and their families in all 54 states and territories; automated decision support and reporting tool to document date, time, location, and number/type personnel supported was beta tested January 28, 2009 with national roll out planned for April 1, 2009
- Reintegration Events in FY08
  - The number of Yellow Ribbon Reintegration activities for fiscal year 2008 by state and by component is provided in attachment 1.
  - Of the total 660 events, OSD Military Community and Family Policy resources supported more than 450 events.
- Reintegration Events in FY09
  - The number of events scheduled to date for fiscal year 2009 is provided in attachment 2.
  - To ensure the full range of deployment support and reintegration activities is reported, the program office is in the process of fine tuning the reporting process (this may result in additional events being documented for fiscal year 2008)

#### **STAFFING**

- The staff for the Office for Reintegration Programs is comprised of:
  - An Executive Director and Deputy Director who are members of the OASD/RA staff performing dual responsibilities until permanent positions are established
  - The Director for the Center of Excellence for Reintegration Programs (a retired Army National Guard colonel recalled to active duty)
  - One liaison officer each from the National Guard Bureau, the Army Reserve, Navy Reserve, Marine Corps Reserve, Air Force Reserve and the Department of Veterans Affairs

- Contract personnel have been in place since December 15, 2008, assisting with standing up the Program Management Office, Communications and Marketing Plans, technical writing, and other tasks required to fully implement the program
- The process for establishing permanent full-time dedicated civilian positions for these and other staff positions is underway

## **FUNDING**

- 2008 required implementation of -30, -60, and -90 day reintegration activities in all components
  - Only the ARNG requested and received funding (fiscal year 2008 GWOT Supplemental) for their Yellow Ribbon Program, now in its second year of operation
  - No other funds were appropriated to support the legislated requirement initially; military pay and allowances for military member participants were absorbed by the components from existing appropriations; \$65.4 million was signed into law in late June in the emergency supplemental, but lacked the necessary time to provide efficient management for the execution of funds as they were required to be spent in FY 2008
  - \$141.0M MilPers funding is being requested for 2009 for pay and allowances for military members participation in deployment support events and activities
  - \$118.5M O&M funding is being requested from the 2009 GWOT Supplemental (\$19.8M in start up expenses for the DoD YRRP and \$98.7M for expenses incurred in planning and executing deployment support activities in all Reserve Components)
  - Permanent funding is being pursued in POM 10-15
  - Limited “Bridge” funding has been provided for DoD YRRP Program Management Office expenses (travel; automation; contract services support)

## **CENTER FOR EXCELLENCE (CfE) IN REINTEGRATION PROGRAMS**

- CfE in Reintegration is the analytical element of the program office
  - CfE will maintain a repository of programs and services that provide consistently excellent care across DoD and leverage expertise from across DoD, DVA, other federal agencies, and non-governmental organizations (NGOs)
  - It will also perform an operational function by assisting, as required, in the development of training aids, briefing materials, required reports, and training field representatives
  - The CfE staff is determining the most effective and efficient organizational structure for the Center
  - CfE personnel participated in a strategic planning seminar with Odum Institute of the University of North Carolina, Chapel Hill in August 2008 and two subsequent planning sessions
  - The results of that planning seminar are now being incorporated into the Center’s implementation plan and the long-term partnership plan with the Odum Institute is being reviewed by OSD General Counsel
  - A key component within the CfE will be the reintegration information clearinghouse that will collect findings, lessons learned, and best practices and push that information and other resource information to the field; its focus will be matching reintegration needs identified in the field with existing programs and resources

## **PROGRAM ELEMENTS**

- Deployment support programs, as a minimum, include sufficient information, services, referrals, and proactive outreach opportunities throughout the deployment cycle for members

and families to minimize to the extent practicable the stresses of military service, particularly the stress of deployment and family separation

- Events included in the Deployment Support and Reintegration Programs involve participation in an official capacity at official functions related to those programs for the purposes of providing family members with invitational travel orders
- Deployment support and reintegration programs are provided in all phases of deployment, including but not limited to pre-deployment, deployment, demobilization, and post-deployment and reconstitution phases
- Service-specific implementation instructions supplement the DoD instructions and allow the Services to tailor their programs to meet unique cultural and geographical requirements
- Events and activities may include:
  - Family care plans (preparing, updating, and validating)
  - Family counseling
  - Single Service member concerns
  - Department of Veterans Affairs (VA) benefits and support
  - Military OneSource
  - TRICARE
  - Veterans counseling centers
  - Personal financial management
  - Financial counseling
  - Child and Youth Services
  - Day care
  - Child custody arrangements
  - Legal readiness
  - Review of legal documents
  - Maintenance of current licensure or certification which may be conditions of members' civilian employment
  - Defense Enrollment Eligibility Reporting System (DEERS)
  - Civilian employer information update
  - Explanation of the process of transitioning to civilian employment and community and family life and the resources available to assist them in this process; AKA Employment Assistance
  - Employer Support of the Guard and Reserve (ESGR)/Department of Labor (DOL) brief
  - Sexual assault awareness and prevention
  - Domestic Violence Awareness and Prevention
  - Substance Abuse Awareness and Treatment
  - Mental Health Awareness and Treatment
  - Anger Management Counseling
  - Suicide Prevention
  - Marriage enrichment
  - Marriage Counseling
  - Youth programs and counseling
  - Sensitivity training
  - Community outreach
  - Hotline information
  - Available Web sites and other resources
  - Family communication requirements and resources
  - Spouse and family member employment and employer support
  - Combat and operational stress prevention and control training for the family

- Understanding special needs of wounded, ill, and injured
- Involvement of local school districts
- Support available through faith-based communities
- Outreach to employers
- Job Fair
- State National Guard and Reserve commands shall hold reintegration activities at approximately 30-, 60-, and 90-day intervals following demobilization or deployment
  - These activities focus on reconnecting members and their families with the service providers from the initial reintegration activity to ensure that members and their families understand benefits and entitlements as well as the resources available to help them overcome the challenges of reintegration
  - Reintegration activities also provide a forum for members and their families to address negative behaviors related to combat stress, post-traumatic stress, and the challenges of transition and return to family, civilian life, civilian employment, school, and other non-military activities

### **JOINT FAMILY SUPPORT ASSISTANCE PROGRAM (JFSAP)**

- Purpose is to provide high quality, mobile support and services to geographically dispersed military members and families to enhance their ability to cope effectively with the challenges of military lifestyle
  - Congress mandated (FY 2007 NDAA) that DoD implement a JFSAP
  - DoD partnered with the National Guard Bureau (NGB) to establish a JFSAP team in 15 pilot States (a Child & Youth Consultant, a Military Family Life Consultant (MFLC), and a Military OneSource consultant) to build communication strategies to enhance both awareness and availability of resource networks available to National Guard and Reserve families
  - Teams also provide financial and material assistance, mobile support services, sponsorship of volunteers and family support professionals, coordination of family programs, and facilitated discussion on military family programs between and among military and civilian stakeholders
  - In 15 pilot states, the JFSAP provided services to 249,000 members/families in more than 5,978 contacts between November 2007 and August 2008
  - JFSAP staff also conducted 10,067 outreach visits to state, local, and non-profit organizations to collaborate & integrate resources on behalf of members/families
  - The program is considered a success and the governors of the remaining states requested that DoD implement a JFSAP in their States; JFSAP expanded in September 2008 to all 50 States and four territories and is a primary resource to YRRP events in the states and territories for all Services' RCs
  - As an extension of the Yellow Ribbon Reintegration Program mandated in the Fiscal Year 2008 NDAA, the Joint Family Resource Center (JFRC) was established
  - The JFRC is the central hub for providing a range of deployment cycle support resources to members and families at events sponsored by National Guard and Reserve units
  - The resources are provided during phases of the deployment cycle, including pre-deployment and -30, -60, and -90 days after deployment
  - Resources include financial and personal life counseling; and briefings, trainings, and information on MilitaryOne Source and Transition Assistance
  - Units request resources via a web-based form. From August 1 to September 30, 2008, the JFRC provided resources and support at more than 450 events

## **ARMY NATIONAL GUARD (ARNG)**

- ARNG aggressively implemented the YRRP, having already conducted 135 YRRP events with an estimated 4,785 Soldiers, and an estimated 5,296 family members participating
  - In July 2008, the ARNG held a YRRP workshop, bringing together personnel from all 54 States, Territories and the District of Columbia to identify program requirements and discuss actions undertaken to meet the YRRP requirements
  - In September 2008, the Army National Guard established a national personnel services contract for \$10,485,171 to place 165 full-time contract personnel within the Headquarters of each State, territory, and the District of Columbia; these contracted personnel will assist in the management and implementation of the Yellow Ribbon Reintegration Program

## **US ARMY RESERVE (USAR)**

- USAR conducted 68 YRRP events for an estimated 1,746 Soldiers and 1,104 family members through July 2008; thirty-two additional events occurred in the fourth quarter of fiscal year 2008
  - To comply with the YRRP requirements, the U.S. Army Reserve Command (USARC) issued a Reintegration Operations Order to its subordinate commands
  - USARC staff members also began the process of hiring contract personnel to implement the YRRP at all subordinate commands, operational and functional commands and at USARC Headquarters
  - Program managers are coordinating with the NGB Family Programs Office to plan and execute joint reintegration events in fiscal year 2009
  - USAR plans to host 96 events for approximately 27,000 Soldiers as part of the fiscal year 2009 reintegration plan, which includes coordinated events with National Guard, and other Reserve component commands

## **US NAVY RESERVE (USNR)**

- In addition to the Family Day events conducted in all fifty states, Washington, D.C., Guam and Puerto Rico, Commander, Navy Reserve Forces Command (CNRFC) developed a reintegration program for returning Navy Reserve Sailors
  - The Returning Warrior Workshop (RWW) is a weekend seminar and retreat that provides Sailors and their spouses a forum to address the issues they experienced during deployment, and recognizes their sacrifices at a Banquet of Honor
  - CNRFC conducted five RWWs in the first half of 2008 attended by 377 sailors and 208 family members, and the two events in September supported 320 Sailors and family members
  - United States Fleet Forces has assumed Executive Agent responsibilities for Navy Reintegration Programs and hosted a strategic seminar addressing these and other issues in August 2008
  - The Office of the Chief of Navy Reserve, through CNRFC and its subordinate field activities, is responsible for the implementation and execution of the YRRP requirements
  - CNRFC is drafting a directive establishing the policies, procedures, and responsibilities to implement the YRRP, and developing the budget estimates and funding strategies
  - CNRFC significantly expanded the RWW program and plans to host 20 RWW events as part of the fiscal year 2009 reintegration plan
  - As part of the initiative, and to increase the effectiveness of its reintegration programs, CNRFC is providing a reintegration specialist (contractor) to each of its five Reserve Component Commands; reintegration specialists along with the regional Family

Readiness Coordinator and the Psychological Health Outreach Team make up the triad of support to address the needs of Sailors and their families

### **US MARINE CORPS RESERVE (USMCR)**

- Commander, Marine Forces Reserve (MARFORRES) conducted 82 pre/post deployment YRRP events during the second and third quarter of fiscal year 2008 for an estimated 3,328 Marines and 4,372 family members of Selected Marine Corps Reserve units
  - Additionally, Marine Forces Reserve units executed 32 YRRP activities in the fourth quarter of fiscal year 2008 and have already planned 87 initially for fiscal year 2009; those events will support an estimated 6,450 Marines and an estimated 7,229 family members
  - USMCR continues to validate total requirements to ensure sustainable funding for this important initiative
  - Mobilization Command (MOBCOM), a major subordinate command of MARFORRES, has the responsibility for executing YRRP activities for Individual Ready Reserves (IRR) and Individual Mobilization Augments (IMA)
    - Eligible population generally falls within one of three major categories: (1) those recently released from active duty shortly following deployment; (2) those who volunteered for deployment while a member of the IRR; and (3) those involuntarily recalled to active duty while members of the IRR
    - During fiscal year 2008, MOBCOM established and executed the following measures to its eligible population: (1) contacting recently returning Marines to ensure their well-being, to provide post deployment information on available programs and to provide referrals as needed, (2) incorporated the newly established Navy Returning Warrior Workshop as a 60-day event for Marines and their family members, (3) conducted a focus group with recently deactivated Marines and their family members to determine how to provide better support and ensure these lessons learned are incorporated into the deployment process; (4) contracted for the development of a return and reunion video for dispersed family members; and (5) initiated the creation of a Marine Corps Virtual Family Readiness Program
  - For FY 2009, MOBCOM plans to utilize the YRRP to provide convenient, joint local services in concert with Marine Corps programs for those Marines that deploy and their family members
  - As an expansion of currently existing programs, six Family Days and six Returning Warrior Weekends are in the planning stages and have been built into the fiscal year 2009 budget request for funding
  - MOBCOM is also expanding the scope of its services to employ its reserve Marines at local Marine Corps sites to provide contact and assistance, and has hired additional Marine and civilian personnel to support the more than 1,000 Marines that will return from deployment during fiscal year 2009 and fiscal year 2010

### **AIR NATIONAL GUARD (ANG)**

- July 2008, the ANG leadership brought together personnel from all over the Nation to discuss how best to implement the YRRP requirements
  - ANG developed a draft implementation plan during this implementation conference
  - ANG has conducted 60 events, with an estimated 2,030 Airmen, and an estimated 1,350 family members served in the first three quarters of fiscal year 2008
  - Additionally, ANG conducted 12 events in the final quarter of fiscal year 2008

- ANG has also established a national contract requirement that will place 88 full time contract personnel throughout their Wings
- ANG is establishing a national contract requirement that will place 54 full-time contract personnel within the Joint Force Headquarters-State, to assist in the management of their YRRP

### **US AIR FORCE RESERVE (USAFR)**

- Before this legislation was in effect, USAFR Wings dedicated time and a notable level of effort to support their deploying Airmen and families as evidenced by the number of deployment support and reintegration activities
  - USAFR hosted 47 YRRP events that served 1,082 Airmen and 243 family members in the first three quarters of fiscal year 2008, and held 11 events in the fourth quarter
  - Approximately 172 Airmen and 252 dependents attended the fourth quarter events
  - USAFR Command has formed a Yellow Ribbon Reintegration Office that reports to the Assistant Vice Commander; this multi-functional team has begun identifying challenges, assessing strategic, operational and fiscal gaps, and evaluating effective and implementable options
  - In the future, the USAFR Command will publish an overarching YRRP strategy that optimizes benefits to service members and families, and can be effectively implemented
  - A key component of this strategy will be supporting and unifying the current independent efforts, and identifying the successes in those efforts

### **54 STATES AND TERRITORIES**

- Each of the states and territories, through their National Guard Joint Force Headquarters, has been augmented with additional full-time professional staff to ensure high quality, robust programs are offered to all National Guard and Reserve members and their families throughout the deployment cycle
  - Events are supported by JFSAP, described above
  - Since October 2008 the National Guard Yellow Ribbon (YR) program has supported 15,929 military members and 25,254 family members at YR events
  - The National Guard YR program has distributed \$11.5 M in support of 198 YR programs

### **PROGRAM RESULTS**

Two independent evaluations in 2007 revealed:

- 56% of MN's Beyond the Yellow Ribbon and 58% from other states' and commands' programs indicated that timing (30/60/90) was adequate, i.e., that information and support for reintegration was about right
- Strong evidence that program was effective
- Marketing & educational materials for MN program were more effective than other states
- Participants consistently reported better outcomes than those who did not participate
- Participants (other states) reported similar outcomes to those that participated in MN's Beyond the Yellow Ribbon program
- Some participants desired more tailored content
- Soldiers & families preferred interactive formats

### **CURRENT / FUTURE RESOURCE REQUIREMENTS**

- DoD is committed to deployment support and reintegration programs as enduring requirements for the all-volunteer force, and is working aggressively to fully integrate those programs into the Department's annual budget process and future-years defense plan
- April 2008, the YRRP staff determined initial YRRP cost estimates for fiscal year 2008 and fiscal year 2009
- DoD requested funding for 2008 via the fiscal year 2008 GWOT Supplemental and funding for fiscal year 2009 will be a part of the fiscal year 2009 GWOT Supplemental request
- DoD requested permanent program funding for 2010 - 2015 via the POM 10-15 request

## **CONCLUSION**

- As the Services and their Reserve components expand their reintegration programs, the YRRP is taking full advantage of, and partnering and collaborating with other federal, state, and local agencies, and volunteer organizations to provide a robust set of services and support at locations, to the extent possible, where the military member resides
- DoD is increasing its promotion of the Military OneSource program and partnerships with Department of Veterans Affairs as well as state and local community mental health programs; collectively these efforts will better serve the needs of National Guard and Reserve members and their families



Events by state or territory & RC conducted in FY 2008							
State	ARNG	USAR	USNR	USMCR	ANG	USAFR	Total
Alabama		2	2				4
Alaska	2	2	1				5
Arizona		3	2	7			12
Arkansas			1		1		2
California		7	15	12	11	2	47
Colorado		5	2	2			9
Connecticut			2			1	3
Delaware			1	1		1	3
Florida		5	7	1		13	26
Georgia			3	6			9
Guam		1	1				2
Hawaii		6	4				10
Idaho			1		5		6
Illinois	8	1	18	3			30
Indiana		1	3	2			6
Iowa		2	4		10		16
Kansas		3	2				5
Kentucky		8	1	1			10
Louisiana			2				2
Maine			2		2		4
Maryland	13	1	2				16
Massachusetts		4	3	1		1	9
Michigan		3	6	8			17
Minnesota	27		2	3	7	7	46
Mississippi			2				2
Missouri			6	3		4	13
Montana			1				1
Nebraska	8	1	1				10
Nevada	4	5	2				11
New Hampshire			1		2		3
New Jersey			2			20	22
New Mexico			1				1
New York	9	4	6	5	1	1	26
North Carolina	2	2	6	5	3		18
North Dakota	15		5				20
Ohio		4	5	7	13		29
Oklahoma			3				3
Oregon	15		3	4	5		27
Pennsylvania	1	6	8	18	6	1	40
Puerto Rico		3	1	3			7
Rhode Island			1				1
South Carolina		5	3	1		2	11
South Dakota	1		1		1		3
Tennessee		1	4	3			8
Texas		6	12	5		1	24
Utah	1	2	1				4
Vermont			1				1
Virginia	7	3	5	4			19
Virgin Islands			0	1			1
Washington	19	3	5	4		4	35
Washington DC		1	1	2			4
West Virginia			1		5		6
Wisconsin	3		5	2			10
Wyoming			1				1

Attachment 1

Events by state or territory and RC scheduled for Fiscal Year 2009							
State	ARNG	USAR	USNR	USMCR	ANG	USAFR	Total
Alabama			1			2	3
Alaska	2		1				1
Arizona			2		1	4	7
Arkansas	15		1				1
California		6	3	9	1	4	17
Colorado			2			2	4
Connecticut			2	2			4
Delaware			1			3	4
Florida	6	6	2			9	11
Georgia		6	1	6		2	9
Guam			1				1
Hawaii			1				1
Idaho			1				1
Illinois	1	11	10	1	1	1	13
Indiana			3	1	2	2	8
Iowa	2		4				4
Kansas	2		2	3	3	2	10
Kentucky			1	3			4
Louisiana	3		1			2	3
Maine			1		2		3
Maryland	3		1			3	4
Massachusetts	1	6	5	3		3	11
Michigan	1		6		2		8
Minnesota	5		2			2	4
Mississippi			3			2	5
Missouri		11	5	12		3	20
Montana			1		3		4
Nebraska			1	2			3
Nevada		10	2	2			4
New Hampshire			1		6		7
New Jersey			4				4
New Mexico			1			3	4
New York	2	6	10	8		2	20
North Carolina	11	6	6	2	3	2	13
North Dakota			4				4
Ohio	7		6	2		3	11
Oklahoma			3		1	2	6
Oregon			1				1
Pennsylvania		6	8	10		2	20
Puerto Rico			1				1
Rhode Island			1				1
South Carolina			1	2		3	6
South Dakota	4		1				1
Tennessee		6	14	4	2		20
Texas		10	12	6	2	4	24
Utah			1			2	3
Vermont			1				1
Virginia	3	6	7	7			14
Virgin Islands							0
Washington	12		2				2
Washington DC	1		2	2	1		5
West Virginia			1				1
Wisconsin	10		5				5
Wyoming			1				1