

Department of Defense

**Annual Report to the Congressional
Defense Committees on
Plans for the Department of Defense for
the Support of Military Family Readiness**



Fiscal Year 2013

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Department of Defense

**Plans for the Department of Defense for the Support of Military
Family Readiness**

**Annual Report to the Congressional Defense Committees
Pursuant to Section 1781b of Title 10, United States Code**

Fiscal Year 2013

TABLE OF CONTENTS

	<u>Page</u>
TABLE OF CONTENTS	i
LIST OF TABLES	ii
LIST OF ACRONYMS AND ABBREVIATIONS	iii
EXECUTIVE SUMMARY	1
1. INTRODUCTION	3
2. STRATEGIC PLANS ON MILITARY FAMILY READINESS	4
3. DoD-WIDE GOALS, METRICS, AND PLANS FOR MILITARY READINESS PROGRAMS	7
3-1. Children and Youth	7
3-1-1. Child Care	7
3-1-2. Youth Programs	10
3-1-3. DoD Schools	11
3-1-4. Minimizing Disruption for School Age Children of Military Families	16
3-2. Spouse Education and Career Opportunities	17
3-2-1. Military Spouse Education and Career Opportunities	17
3-2-2. Expansion of Unemployment Compensation Eligibility for Trailing Military Spouses	20
3-3. Financial Readiness	22
3-3-1. Personal Finance	22
3-3-2. Promoting Enforcement of the Predatory Lending Regulation	23
3-3-3. Military Commissary Benefits	25
3-3-4. Military Exchange Benefits	28
3-4. Personal and Family Life	34
3-4-1. Non-Medical Counseling	34
3-4-2. Support for the Wounded, Ill, and Injured and Their Families	36

TABLE OF CONTENTS

	<u>Page</u>
3-4-3. Family Advocacy Program	39
3-4-4. Morale, Welfare, and Recreation (MWR) Programs	42
3-4-5. Exceptional Family Member Program	45
4. CONCLUSIONS	47

LIST OF TABLES

	<u>Page</u>
Table 1. Goals and Metrics for Child Care Service for Military Families	8
Table 2. Goals and Metrics for DoD Schools	13
Table 3. Goals and Metrics for Minimizing Disruption for School Age Military Children	16
Table 4. Goals and Metrics for Expanding Unemployment Compensation Eligibility for Trailing Military Spouses	21
Table 5. Goals and Metrics for Promoting State Enforcement of the Predatory Lending Regulation	24
Table 6. Goals and Metrics for Military Commissaries	26
Table 7. Goals and Metrics for Military Exchanges	31
Table 8. Top Five Reasons for Receiving MOS In-Person Counseling	34
Table 9. Top Five Reasons for Receiving MFLC In-Person Consultations	34
Table 10. Goals and Metrics for Family Advocacy Programs	40
Table 11. Goals and Metrics for MWR Programs	43

List of Acronyms and Abbreviations

AAFES	Army and Air Force Exchange Services
ACSI	American Customer Satisfaction Index
AP	Advanced Placement
CCSS	Common Core State Standards
CFPB	Consumer Financial Protection Bureau
CONUS	Continental United States
CRP	Comprehensive Recovery Plan
CSI	Customer Satisfaction Index
CY	Calendar Year
D.C.	District of Columbia
DeCA	Defense Commissary Agency
DMDC	Defense Manpower Data Center
DDESS	Domestic Dependent Elementary and Secondary Schools
DoD	Department of Defense
DoDEA	Department of Defense Education Activity
DoDI	Department of Defense Instruction
DoDDS	Department of Defense Dependents Schools
DSLO	Defense State Liaison Office
EFMP	Exceptional Family Member Program
FAP	Family Advocacy Program
FTC	Federal Trade Commission
FY	Fiscal Year
GAO	Government Accountability Office
HBI	Healthy Base Initiative
MASP	Military Adaptive Sports Program
MCX	Marine Corps Exchange
MFLC	Military and Family Life Counselor
MOS	Military OneSource
MSEP	Military Spouse Employment Partnership
MyCAA	Military Spouse Career Advancement Account
MWR	Morale, Welfare, and Recreation
NDAA	National Defense Authorization Act
NEXCOM	Navy Exchange Services Command
NPSP	New Parent Support Program
ODASD (MC&FP)	Office of the Deputy Assistant Secretary of Defense for Military Community and Family Policy
ODASD (WCP)	Office of the Deputy Assistant Secretary of Defense for Warrior Care Policy
OUSD (P&R)	Office of Under Secretary of Defense for Personnel and Readiness
OSD	Office of Secretary of Defense
OSN	Office of Community Support for Military Families with Special Needs
PCS	Permanent Change of Station
P.L.	Public Law
PTR	Pupil-to-Teacher Ratio

QA	Quality Assurance
RCC	Recovery Care Coordinators
RCP	Recovery Coordination Program
RCPSS	Recovery Care Program Support Solution
RFC	Request for Care
ROI	Return on Investment
SAT	Scholastic Aptitude Test
SECO	Spouse Education and Career Opportunities
SCAADL	Special Compensation for Assistance with Activities of Daily Living
SY	School Year
U.S.C.	United States Code
USDA	United States Department of Agriculture
USD (P&R)	Under Secretary of Defense for Personnel and Readiness
WARP	Warrior Athletic Reconditioning Program

EXECUTIVE SUMMARY

Pursuant to section 1781b of title 10, United States Code (U.S.C.), the Department of Defense (DoD) is submitting this annual report on the plans for the support of military family readiness. This annual report provides a summary of strategic plans for the next five fiscal years pertaining to military family readiness and the fiscal year (FY) 2013 assessment results of 16 major family readiness program areas.

FY 2013 was one of the most challenging years in recent Department history to sustain family readiness. The across-the-board budget cuts imposed by sequestration significantly affected day-to-day operation of family support programs. The Military Services either temporarily or permanently scoped down hours and operations of some family support programs on installations which was exacerbated by administrative furloughs of approximately 650,000 civilian employees for six days in the fourth quarter of this fiscal year. DoD will continue its efforts to reassess family needs and find further efficiencies while ensuring critical family support programs are provided to Service members and their families.

Facing ongoing budgetary challenges, DoD understands the need to evaluate the effectiveness of existing family support programs. The majority of family readiness programs are community-based, prevention-oriented, and voluntarily-participated programs for which outcomes are often difficult to be quantified with short-term measures. Below are the highlights of the FY2013 DoD-wide assessment activities and results of family readiness programs:

- Assessment data indicated that many program areas met annual goals set for the FY 2013. DoD will continue its efforts to develop standardized and bench-marked goals and metrics to measure program effectiveness and outcomes in the next five fiscal years.
- The Family Advocacy Program (FAP) measures the effectiveness of treatment programs for alleged domestic abusers using the percentage of the prevention of recidivism: the percentage of abusers who successfully completed a FAP treatment program and are not reported in domestic abuse incidents within one year after treatment completion. For FY 2012, FAP treatment programs prevented recidivism in 96 percent of domestic abusers who had completed treatment.
- To shift the portfolio of family support programs from performance measures toward outcome measures, the Office of Deputy Assistant Secretary of Defense for Military Community and Family Policy (ODASD (MC&FP)) launched a five-year program evaluation study to assess the effectiveness of major family support programs, including confidential, non-medical counseling and the Spouse Education and Career Opportunities (SECO) program.
- In collaboration with The Pennsylvania State University Clearinghouse for Military Family Readiness, OASD (MC&FP) completed a study to develop evaluation plans for select family readiness programs provide guidance in preparing for full-scope program evaluation. This is the first step of the program evaluation process; the

Services can then replicate the program evaluation for other programs. The logic models and program evaluation plans developed in this project are aligned with the objectives of the newly launched large-scale 5-year program evaluation study.

- One of DoD's noteworthy recent efforts was the Task Force on Common Services for Service Members and Family Support Programs which reviewed the total cost and methods of providing common services for military member and family support programs across the Department. The review focused on actions required to improve effectiveness, efficiency, increase the economy of program delivery, and reduce related overhead functions.
- Obesity and tobacco use among U.S. military healthcare beneficiaries add over \$3 billion per year to the DoD budget in health care costs and lost duty days.¹ Aligned with the President's National Prevention Strategy, DoD launched the Healthy Base Initiative (HBI) to promote the health and well-being of military families and lower the health care costs. HBI is a demonstration project that will examine 14 select military installations' efforts to support improved nutritional choices, increased physical activity, obesity reduction, and decreased tobacco use.

¹ Department of Defense. (2008). *Survey of Health Related Behaviors among U.S. Military Personnel*.

1. INTRODUCTION

FY 2013 was a particularly challenging year for the Department to sustain the foundation of our All-Volunteer Force, supporting Service members and their families. The Budget Control Act of 2011 (P.L. 112-25), amended by the American Taxpayer Relief Act of 2012, made across-the-board reductions to budgetary resources for the federal government due to sequestration which took effect on March 01, 2013. Despite these extraordinary budgetary challenges, DoD still had to protect war time operations funding for the U.S. Forces in combat zones. As a result, to avoid a deficit of FY2013 funding, DoD implemented an administrative furlough for approximately 650,000 civilian employees for six days during the fourth quarter of FY2013. In addition, DoD instituted a Department-wide hiring freeze. As the furlough period began in July 2013, the Services responded by adjusting the operations of family support programs and other installation support services. Although this DoD-wide administrative furlough was carefully implemented, it significantly affected day-to-day operations of family support programs on military installations across the country and overseas. In addition to the adverse impact on program delivery and implementation, sequestration increased uncertainty, anxiety, and frustration throughout the military community. This was followed by a government shutdown period in October 2013 due to the absence of either a FY2014 appropriations bill or a continuing resolution for DoD. Although the shutdown and associated furloughs were mitigated after four days by implementation of the Pay Our Military Act, staff shortages, reduction of programs and services, and reduced service hours and locations negatively impacted our overall activity to provide services to our Service members and their families. We are anticipating that ongoing budget challenges will continue to significantly affect our ability to provide these critical services to Service members and their families in the coming years.

DoD defines family readiness as a family's preparedness "...to effectively navigate the challenges of daily living experienced in the unique context of military service."² Family readiness contributes to the overarching readiness of the U.S. military forces - the ability to "fight and meet the demands of the National Military Strategy."³ The family's support for military service has a direct impact on personal and mission readiness, performance, retention and recruitment.⁴ In recent years, the significance of family readiness in national security was highlighted and supported at the highest levels of federal government. President Obama made the care and support of Service members and their families a top national security policy priority. However, DoD has long recognized the significance of family readiness and its impact on military readiness, performance, retention and recruitment, and has identified family readiness as a critical component in personnel readiness constructs and frameworks.⁵

² See DoD Instruction 1342.22 Military Family Readiness (published on July 03, 2012).

³ Chairman of Joint Chiefs of Staff (CJCS) Guide 3401 D. CJCS Guide to Chairman's Readiness System (published on November 10, 2010; Directive current as of November 25, 2013).

⁴ Defense Manpower Data Center. (2010). SURVEY NOTE: Spouse/significant other support to stay as a predictor of actual retention behavior: A logistic regression analysis (Note No. 2010-008; March 17, 2010).

⁵ The Total Force Fitness Framework, which is a key component of readiness to the DoD's Force Health Protection Program and the Chairman of the Joint Chiefs of Staff's Health of Force priorities, has identified family cohesion as a core element in the Social fitness domain.

In accordance with section 1781b of title 10, United States Code (U.S.C.), DoD is required to submit an annual report on the plans for the support of military family readiness for the next five fiscal years, including:

1. DoD plans for the support of military family readiness for the five-fiscal year period beginning with the fiscal year in which the report is submitted.
2. An assessment of the discharge by DoD of the previous plans submitted.

This report will present an overview of the DoD-wide plans on military family readiness programs, followed by a summary of the goals and metrics with the FY 2013 assessment data in 15 major program areas. Each program section concludes with plans on program implementation and assessment for the next five fiscal years.

2. STRATEGIC PLANS ON MILITARY FAMILY READINESS

DoD has been implementing and deepening program alignment to the Defense Strategic Guidance, “Sustaining U.S. Global Leadership: Priorities for 21st Century Defense,” released in January 2012. As outlined in the guidance, U.S. Forces are drawing down and restructuring to a smaller, leaner Joint force that is agile, flexible, technologically advanced, and highly deployable, while still engaged in combat in Afghanistan. Simultaneously, DoD is trying to maintain a ready force with emphasis on our most important military advantage, the health and quality of the All-Volunteer Force, to support the Defense Strategic Guidance. DoD is working diligently to seek further efficiencies in overhead and headquarters, business practices, and other support activities. However, significant budget reductions imposed by sequestration make it extremely challenging to achieve both of these goals.

With the drawdown from Afghanistan and the restructuring of the forces, the focus of military family support has entered into a new phase in which reintegration after deployment, transitioning from the military to civilian life, and long-term care for wounded warriors and their families are taking center stage. DoD continues to place family support as a high priority issue, recognizing that a high quality All-Volunteer Force is the underpinning of our military. The Department will continue its efforts to provide effective and sustainable family support programs by implementing rigorous program evaluation and by building networks of support resources for military families available in civilian communities.

In recent years, the Office of Under Secretary of Defense for Personnel and Readiness (OUSD (P&R)) and the Military Services have been conducting multiple reviews of family support programs to identify and eliminate duplication of effort and find further efficiencies. To achieve the strategic goals in military family readiness, DoD has established initiatives and working groups, some of which have been collaborating with other Federal agencies, state and local government, academic researchers, industry experts and national and local non-profit organizations to leverage their expertise in the subject areas. Facing ongoing budgetary challenges, the Department has been accelerating its efforts to seek further efficiencies and improve program effectiveness by prioritizing objectives, eliminating duplication, and adopting innovative program deliveries using existing networks and resources in civilian communities.

Below are some of the most recent and ongoing DoD-wide efforts that are aligned with the strategic goals outlined in the Defense Strategic Guidance.

Task Force on Common Services for Service Member and Family Support Programs

In November 2012, the Acting Principal Deputy Under Secretary of Defense for Personnel and Readiness established the Task Force on Common Services for Service Member and Family Support Programs. ODASD (MC&FP), which plays a pivotal role in military family readiness by providing DoD-wide military family readiness policies and program and resource oversight, is leading this effort. The task force is comprised of General Officers and Senior Executive Service civilians from the Military Services and appropriate offices within the Office of the Secretary of Defense.

This task force was charged with reviewing the total cost and methods of providing common services for military member and family support programs across the Department. The task force conducted in-depth reviews of 15 separate program areas. The focus of the review was to identify actions to improve effectiveness, efficiency, increase the economy of program delivery, and reduce related overhead functions, while delivering the same or better levels of family support programs and services. Through shared services or similar models for common support, the task force sought greater economies of scale than the individual military departments could achieve independently. The task force found significant room for improvement in cooperation and collaboration. Many of the task force recommendations could be implemented by functional community today without any higher-level involvement. The task force review has already made tangible results in nonappropriated fund (NAF) programs. For example, the Services have agreed to create a common standard chart of accounts for NAF accounting, and DoD has obtained the necessary support to assist them with making that happen.

The Healthy Base Initiative

According to the Centers for Disease Control and Prevention, more than one-third of American adults and almost 17 percent of American youth were obese.⁶ Men and women in uniform are not immune to this growing problem in the nation. Approximately 13 percent of Active duty members age 20 or older were classified as obese in 2009-2010.⁷ U.S. Military personnel are required to be physically and psychologically prepared to deploy on a moment's notice anywhere in the globe to extremely austere and demanding conditions. Obesity and tobacco use among U.S. military healthcare beneficiaries add over \$3 billion per year to the DoD budget in health care costs and lost duty days,⁸ and failure to meet weight standards is a leading cause of involuntary separation from the military. Obesity in the American youth population may pose a significant problem in recruiting qualified individuals in the future.⁹

⁶ The data is based on 2009-2010. <http://www.cdc.gov/nchs/data/databriefs/db82.pdf>

⁷ Department of Defense. (2013). *The 2011 Health Related Behaviors Survey of Active Duty Military Personnel*. Please note that obesity is based on the Body Mass Index (BMI)BMI, which is calculated from self-reported height and weight and is defined as BMI of 30.0 or higher for adults 20 years old or older.

⁸ Department of Defense. (2008). *Survey of Health Related Behaviors Among U.S. Military Personnel*.

⁹ See Ogden, C.L. , Carroll, M.D., Kit B.K., and Flegal, K.M. (2012). Prevalence of obesity and trends in body mass index among US children and adolescents, 1999-2010. *The Journal of the American Medical Association*, E1-E8.

In response to health concerns regarding military Service members and their families, the Department of Defense (DoD) has initiated the Healthy Base Initiative (HBI), a demonstration project that will examine select military installations' efforts to support improved nutritional choices, increased physical activity, obesity reduction, and decreased tobacco use. HBI is charged with developing practical solutions that create an environment which encourages sustainable healthy lifestyles for Service members and their families. A total of 14 installations are participating in this initiative. Through this initiative, DoD will gather successful nutrition, physical activity, tobacco cessation, and community planning initiatives from both military and civilian communities. HBI is part of Operation Live Well, the DoD program that supports the National Prevention Strategy for improving Americans' health and well-being through a prevention-oriented approach.

So far, HBI has conducted assessments at all 14 installations and currently is in the process of implementing the selected HBI initiatives. These initiatives will be assessed for effectiveness and implementation costs, and HBI will report out findings and recommendations.

Five-Year Program Evaluation Study for DoD-Wide Family Support Programs

The Director of the OSD Cost Assessment and Program Evaluation Office requested ODASD (MC&FP) to conduct a five-year study to assess the effectiveness of military family support programs to encourage the use of evidence-based programs beginning in FY 2013. The objective of this effort is to develop logic models for program evaluation and develop outcome measures to assess the impact of family support programs across DoD and to move the portfolio of family support programs from performance measures toward outcome measures. Two DoD-wide family support programs, confidential non-medical counseling and Spouse Education and Career Opportunities, have been identified based on the critical need for outcome data to inform resource and programmatic decisions. This effort will also include developing data infrastructure for evaluation of family support programs, taking advantage of existing databases within DoD and other federal agencies.

The Family Readiness Program Review Plan Development Project

ODASD (MC&FP) commissioned The Pennsylvania State University Clearinghouse for Military Family Readiness to develop evaluation plans for family readiness programs that may need assistance in preparing for full-scope program evaluation. This project was part of an interagency partnership between DoD and the U.S. Department of Agriculture (USDA) that allows DoD to take advantage of the Land-Grant University researchers' expertise in program evaluation and other subject areas.¹⁰ DoD closely worked with the Services in this project. The

¹⁰ In May 2010, an interagency partnership between the Under Secretary of Defense for Personnel and Readiness and USDA was formally launched. This partnership sustains the interagency momentum developed through collaborations with USDA, including its affiliated 111 land-grant universities, and the Cooperative Extension Service in providing joint programs in support of military children, youth, and families. It is also responsive to the Government Accountability Office (GAO) recommendations by creating the partnership for military families to

Services nominated a total of nine programs to be reviewed from the following program areas: life skills education, mobilization and deployment, financial readiness, and the New Parent Support Program. All of the evaluation plans were finalized in December 2013. This is the first step of the program evaluation process in which the Services can replicate the program evaluation for other programs. The logic models and program evaluation plans developed in this project are aligned with the objectives of the newly launched, large-scale 5-year program evaluation study discussed in the previous section.

3. DoD-WIDE GOALS, METRICS, AND PLANS FOR FAMILY READINESS PROGRAMS

DoD military family readiness programs are designed to address a broad range of family life needs unique to military family life style. This report highlights 15 major DoD family readiness program areas, including child and youth programs, spouse education and career opportunities, financial readiness, and personal and family life readiness.

Each program area presents a summary of the current DoD-wide goals and metrics with FY 2013 program assessment data, followed by short-term plans. Each program area is assessed by one or more DoD-wide measures that represent the objectives of each program. Measures of effectiveness are used when they are available or when a program is mature enough to assess its effectiveness; measures of performance are used when they are not. DoD continues to develop better measures and methods to assess program effectiveness that can be uniquely attributed to individual programs. Program evaluation and research efforts are underway in some areas to collect outcome data using evaluation methods tailored to the particular program circumstances. The assessment results presented in this report are based on FY 2013 data unless noted in each section.¹¹ Each section concludes with short-term plans that are aligned with DoD strategic goals pertaining to military family readiness and set to be actionable within five years or less, depending on the maturity of a program or the urgency of family needs to which the program pertains.

3-1. Children and Youth

3-1-1. Child Care

In today's American military community, approximately 44 percent of Active Duty Service members are parents, supporting a total of over 1.2 million children age 0 to 22. Of those military children, 43 percent are 0-5 years old, and 35 percent are 6-12 years old. Almost over half (52 percent) of spouses of Active Duty members are employed in the civilian labor

address future cross-cutting issues and challenges in supporting military families, particularly those who are geographically-dispersed.

¹¹ The Military Exchanges present calendar year (CY) 2012 data, as their data collection cycle follows the civilian retailers for benchmarking. The section on DoD schools present the 2012-2013 school year data in this report. From this fiscal year on, the FAP and Child Care sections will present the data from the previous fiscal year to better synchronize with the reporting cycle.

force or in the Armed Forces. Child care is considered essential to the military mission, promoting overall mission readiness, force retention, and recruitment. The DoD Child Development Programs provide quality, accessible, and affordable child care to Service members and their spouses by helping them balance the competing demands of work and family life. DoD serves approximately 200,000 children daily from 0 to 12 years old, operating over 750 Child Development Centers and School Age Care facilities at over 300 locations worldwide and approximately 4,400 Family Child Care homes.

Goals and Metrics

The metrics for DoD Child Development Programs consist of service availability and its quality (see Table 1). Child care availability is measured by demand accommodation rate, the percentage of child care needs met through military child care programs, such as Child Development Centers, School-Age Care, and Family Child Care, and through partnerships with local care providers. DoD set a long-term goal of 80 percent for demand accommodation rate. For FY 2012, the demand accommodation rate was 78 percent.¹²

Table 1. Goals and Metrics for DoD Child Development Programs.

Outcome	Metric	FY12 Data*	FY13 Goal*
Meet child care needs of military families	Demand Accommodation Rate ¹	Goal: 80%	80%
		Actual: 78%	
Outcome	Metric	FY12 Data*	FY13 Goal*
Provide high quality child care	Accreditation Rate	Goal: 100%	98%
		Actual: 97%	
	Certification Rate	Goal: 100%	100%
		Actual: 100%	

Note: Due to the reporting cycle, this report provides the demand accommodation rate from the previous fiscal year (FY 2012).

In addition to availability, meeting quality standards of child care is another important indicator to assess DoD child care services. DoD uses accreditation rate and certification rate to assess quality standards of DoD Child Development Centers. Accreditation rate is measured by the percentage of Child Development Centers on military installations that meet standards of quality established by a nationally recognized, independent accreditation body. Certification rate is measured by the percentage of Child Development Centers meeting DoD requirements validated by inspections conducted by Military Service Headquarters staff. As shown in Table 1, 97 percent of eligible programs were nationally accredited and 100 percent of programs were DoD certified in FY 2012. The goals for child care availability and quality will remain constant for the next five years.

Five-Year Plans

DoD Child Development Centers are currently meeting the goals for quality standards assessed by accreditation and certification rates. All programs are under strict oversight and

¹² To synchronize with the data reporting and validation cycle, DoD reports the demand accommodation rate from the previous fiscal year from this year on. This change will ensure the data accuracy.

achieve high quality standards through a systematic inspection process that includes comprehensive unannounced inspections for all facilities and programs with a mandatory correction of deficiencies within 90 days. Programs are inspected on an unannounced basis four times throughout the year to include three inspections conducted by installation personnel and one inspection conducted by Military Service Headquarters staff. This comprehensive, systematic approach to meeting the child care needs of military families enables DoD to deliver quality child care for infants through school-age children.

DoD is addressing the need to increase awareness and availability of child care options through the Request for Care (RFC) system as identified in a recent U.S. Government Accountability Office Report.¹³ This initiative provides a singular website that enables all DoD eligible customers world-wide to request military child and youth programs and services that meet individual child and family needs both on and off installations. The goals of the Request for Care system include: a) assessment of child placement performance to better respond and prepare for needed changes in child care program inventory by location and b) increased family independence and proactive child care planning by allowing them to manage and track their requests regardless of location, Service or when care is needed. The provision of real-time child care placement times also contributes to better management of customer expectations. The Department completed a pilot testing and is implementing a gradual design/build roll-out at select locations. The complex system has required numerous software modifications and updates as new programs are brought on board.

Funding construction of on-installation facilities represents one solution of a multi-faceted approach to increase the capacity to provide child care. In addition to building for new facilities, there is a continued need for construction to repair and replace aging facilities.

Recent DoD survey data show that nearly three-quarters of military families live off the installation.¹⁴ To meet military families' child care needs, the Department must reach into the civilian community. Efforts to expand the availability of quality child care programs have been implemented at targeted locations initially located in 13 states. These states were identified through an analysis of multiple factors such as residential/demographic information and locations where a state's efforts to improve the quality of child care are in tandem with DoD's. In addition, an analysis of state licensing standards and lack of oversight congruity with DoD fee assistance programs in pilot states guide efforts to provide training and technical assistance. In 2012, four states were added to the quality initiative.

Central to the success of the strategy is the child care liaison who serves as a single point of contact for both the state and the Headquarters working group in each of the pilot states. This individual is tasked with developing communication strategies among various state partners to ensure duplication of effort is reduced and resources are effectively utilized. A comprehensive strategic plan developed in coordination with state stakeholders aligned state child care standards

¹³ The United States Government Accountability Office. (2012). Military Child Care: DOD Is Taking Actions to Address Awareness and Availability Barriers: Report to Congressional Committees (Publication No. GAO-12-21). Retrieved from GAO website: <http://www.gao.gov/products/GAO-12-21>.

¹⁴ According to the DMDC January 2012 Status of Force Survey of Active Duty members, 68 percent of Active Duty Service members live off installation; 77 percent of married Service members live off installation.

with DoD child care standards and identified ways to effect change through regulatory and non-regulatory processes and to leverage training resources. Assistance from the Defense State Liaison Offices (DSLO) supported legislative efforts to increase the quality and availability of child care.

In 2012, a total of 17 state-level legislative actions intended to increase the quality of child care had been signed in several of the 13 initial child care expansion pilot states. States outside of the pilots have begun to identify regulatory and legislative issues as possible avenues to increase the quality of child care for DoD and Coast Guard families. In addition to support through the child care liaison, the DoD-USDA Partnership has leveraged the expertise of multiple university researchers in providing training and technical assistance for this initiative. A number of training resources have been deployed in phases in select counties within the states. These training resources are formatted into three delivery areas: train-the-trainer, face-to-face training, and on-line training delivery methods. Most training resources align with the state's requirements for professional development further increasing the viability of the initiative. The initiative includes a qualitative analysis of several trainings held in multiple states to determine if the strategies learned are helpful, if participants plan to incorporate strategies learned into their work with children, and if they gained new ideas that help them to be more self-aware, informed, and communicative care providers for their children and families. A cross-state process evaluation report developed by the University of Minnesota Extension was recently released. This report has important implications for states interested in learning how best to maximize local-state-and federal partnerships and collaboration efforts to support and sustain early childhood educational initiatives.

3-1-2. Youth Programs

Today, there are over 300 DoD youth and teen centers, serving approximately 450,000 military children and youth worldwide. DoD offers dynamic, innovative and successful youth programs to more than 1.1 million children ages 6-18 of Active duty and Reserve Component members in the United States and overseas. DoD has a long history of, and has earned the reputation for, providing positive youth programs that focus on alternative activities for youth during out-of-school hours.

Military children make tremendous sacrifices and deserve quality choices of youth development activities. DoD promotes positive youth development by designing programs to recognize the achievements of youth and by fostering partnerships with other nationally recognized youth-serving organizations that augment and support military families. DoD promotes core programming areas to support character and leadership development, sound education choices, healthy life skills, the arts, sports and recreation, mentoring, as well as programs to recognize the achievements of youth. Many programs offer summer day camps and youth employment.

Based on geographic demand, military youth center capacity is usually increased either through community partnerships, construction of new youth centers, or both. Partnering with other federal and non-federal youth-serving organizations enables the Department to offer a wealth of resources in a variety of domains. Military youth are able to participate in programs

such as: Boys & Girls Clubs of America, Big Brothers Big Sisters, National 4-H Council, YMCA, Department of Labor summer employment program and other local and national youth organizations. DoD continues to be committed to military children and youth by providing consistent guidance, dynamic and predictable, quality programs that include command and community support, on and off military installations and in communities where they live.

Goals and Metrics

Each Military Service determines demand for and capacity of its youth programs based on its youth population, including facility-based operations, based on geographic youth population data obtained from the Defense Manpower Data Center (DMDC). Service components set participation goals at a minimum of 35 percent of eligible youth. The 35 percent goal is a macro calculation defined through projected and historical usage and availability of other community partnership programs utilized by military youth. The goal may vary slightly from installation to installation (e.g., metro vs. rural), depending on demand and capacity.

Five-Year Plans

Military youth represent families who are making great personal sacrifices – to protect and defend our nation and keep America’s values strong. DoD has made it a priority to ensure that our military youth are given the gift of a great future. In the next five years, DoD will continue to provide consistent, predictable and dynamic youth programs that include command and community support, on installations and in communities where military families live. Opportunities that strengthen youth resiliency skills and promote life-skill development with an emphasis on communication, problem solving, responsibility, and the formation of positive relationships will be provided by:

- Recognizing the achievements of youth;
- Continuing to strengthen our partnerships with national youth-serving organizations that augment and offer valued resource; and
- Preparing youth to meet the challenges of military life, adolescence, and adulthood with programs in the five core areas including: character development and leadership development; education support and career development; health and life skills; the arts; and sports, fitness and recreation.¹⁵

3-1-3. DoD Schools

There are over 1.2 million school-age children who have a parent serving in the military. The Department of Defense Education Activity (DoDEA) is an education agency, operating a unique school system serving students world-wide, crossing far more than school district and state boundaries, with schools on three continents. DoDEA maintains three areas of operation: Domestic Dependent Elementary and Secondary Schools (DDESS) in the United States and

¹⁵ These areas are identified in DoDI 6060.4: Department of Defense (DoD) Youth Programs (YPs) (published on August 23, 2004).

Department of Defense Dependents Schools (DoDDS) in Europe and the Pacific. A total of 191 schools in 14 school districts are operated in 12 foreign countries, seven states, Guam, and Puerto Rico. Over 82,000 students are attending DoDEA schools worldwide. Currently, all DoDEA schools are accredited through a clear and comprehensive program of evaluation and external review, supported by research-based standards, and dedicated to helping schools and districts continuously improve.

Of the 1.2 million school-age military children, approximately 80 percent attend public schools in the United States. Through collaboration and outreach efforts, DoDEA shares its experience and resources to support educational opportunities for children from military families through a grant program.

Through the Non-DoD Schools Program, DoDEA may provide an educational allowance to assist in defraying the costs of educating school age dependents in an overseas area where a school operated by the Department is not reasonably available. The allowance for tuition, transportation, and fees funded by DoDEA for enrollment in a Non-DoD school is guided by the Department of State Standardized Regulations education allowance for their assigned location. This program serves nearly 2,800 children in 132 foreign locations.

Goals and Metrics

DoDEA has an established and rigorous system-wide assessment program to measure educational effectiveness and student academic performance. This report presents goals and metrics for the following two areas: student academic performance and pupil-to-teacher ratio (PTR) as identified in the balanced score card. The assessment data from School Year 2012–13 (hereafter referred to as the 2013 data) are presented in Table 2.

DoDEA uses performance measures of student progress on standardized tests, namely TerraNova and the SAT®, which provide nationally comparable data. TerraNova is a standardized achievement test in which student scores are compared to the scores from a national representative sample of students. The goals are set to ensure military children are receiving an education comparable to their peers in stateside schools and to minimize the number of students performing at or near the margin of academic failure.

- TerraNova 3: As shown in Table 2, the target percentages of students who scored at or above the national average for 2013 were missed by one percentage point for reading, three points in language arts, six points in mathematics, and was met in science and in social studies. Although DoDEA set the goal to have no more than seven percent of all students scoring below the 25th percentile in all tested subjects, the goal was missed by one percentage point in language arts and by three points in mathematics. The goal was met in reading, science, and social studies.
- SAT®: In 2013, DoDEA students' average score in critical reading was 507, eleven points above the national average score of 496. The DoDEA SAT® writing score of 491 was three points above the national average score of 488. The DoDEA average score in math was 499, 15 points below the national average score of 514.

Table 2. Goals and Metrics for DoD Schools.

Outcome	Metric	2013 Data		2014 Goals
By the end of Academic Year 2012–2013, at least 75% of all students will score at or above the 51st percentile (the top two quarters above the national average).	Percent of students who scored at or above the national average in each subject area of TerraNova Test	Goal¹	Actual	
		R 75	R 74	R 75
		LA 75	LA 72	LA 75
		M 75	M 69	M 75
		S 75	S 75	S 75
SS 75	SS 75	SS 75		
By the end of Academic Year 2012–2013, no more than 7% of all students will score below the 25th percentile (the bottom quarter).	Percent of the students below the 25th percentile in each subject area of TerraNova Test	Goal¹	Actual	
		R 7	R 7	R 5
		LA 7	LA 8	LA 5
		M 7	M 10	M 5
		S 7	S 7	S 5
SS 7	SS 6	SS 5		
Meet or surpass the National average	SAT® Math Average Scores	DoDEA 499 Nation 514		Meet or exceed National average
	SAT® Critical Reading Average Scores	DoDEA 507 Nation 496		Meet or exceed National average
	SAT® Writing Average Scores	DoDEA 491 Nation 488		Meet or exceed National average
Maintain K–3 Pupil-to-Teacher Ratio (PTR) of not greater than 18; Maintain 4–12 PTR of not greater than 24	DDESS ² Pupil-to-Teacher Ratio	20.6:1 (K–12 PTR Average)		No less than 18.0:1 nor greater than 24.0:1
	DoDDS ³ Pupil-to-Teacher Ratio	20.6:1 (K–12 PTR Average)		No less than 18.0:1 nor greater than 24.0:1

¹ Abbreviations: R = Reading; LA = Language Arts; M = Math; S = Science; SS = Social Studies.

² DDESS: Domestic Dependent Elementary and Secondary Schools (DoD schools in the continental United States)

³ DoDDS: Department of Defense Dependents Schools (DoD schools overseas)

Five-Year Plans

Common Core State Standards: The Common Core State Standards (CCSS) Initiative originated as a state-led effort coordinated by the National Governors Association Center for Best Practices and the Council of Chief State School Officers. The standards were developed in collaboration with teachers, school administrators, and experts, to provide a clear and consistent framework to prepare our children for college and the workforce. The CCSS were developed to create a rigorous common core of academic standards in English Language Arts and Mathematics for grades kindergarten through 12 (K–12). The CCSS are research and evidence-based, internationally benchmarked, and aligned with college and workforce expectations. The standards are reflective of important cross-disciplinary skills such as critical thinking, problem solving, logical reasoning, communication, and team work. They are clearly written and user-friendly to educators and parents. The CCSS will replace, in part, the current DoDEA curriculum standards in Mathematics and English Language Arts. Science and Social Studies

standards will follow. Since the CCSS have been adopted in 46 states, DoDEA's implementation will help mitigate some of the issues military children face when transitioning between states and DoDEA schools.

DoDEA senior leaders and subject matter experts have begun a multi-year implementation of this education reform. An informal crosswalk demonstrating the alignment of CCSS with the DoDEA curriculum standards in Mathematics and English Language Arts has been completed and the formal analysis is underway. Implementation of CCSS includes a focus on Continuous School Improvement and teaching, learning, and leading for 21st Century competencies and skills in order to create student-centered learning opportunities and environments in DoDEA schools.

Instructional Enhancements: DoDEA is an educational agency which maintains instructional quality while responding to the diverse needs of individual students. Additional strategies include, but are not limited to:

- Increasing rigor in classroom instruction based on the inclusion of critical thinking skills, depth of knowledge levels, and standards-based instruction;
- Administering a K–3 Reading Diagnostic Assessment that measures the reading progress of students throughout the school year and across years with the goal of differentiating instruction and increasing reading proficiency;
- Adding Advanced Placement (AP) courses and monitoring student success in coursework and AP exams;
- Using student data to identify Advancement Via Individual Determination students and provide additional instructional support in critical reading/writing skills that will lead to improved performance on AP, Preliminary SAT, and SAT assessments;
- Using data to tell the story of student and school performance so that goals can be set to guide instruction;
- Preparing students for college and career readiness through a focus on Science Technology, Engineering, and Mathematics;
- Placing new mathematics, social studies, and English Language Arts curricular materials in schools to provide a focus on college and career readiness; and
- Increasing the mathematics requirements for students to increase rigor in our middle and high schools.

DoDEA 21st Century Teaching, Learning, and Leading: DoDEA has adopted a new 21st century teaching, learning and leading framework to assist students in the mastery of specific skills, content knowledge, expertise and literacies required for success in college and career in the 21st century. The framework is comprised of the following elements:

- Mastery of core subjects (e.g., math, economics); competencies (e.g., global awareness, financial literacy); and innovation skills (e.g., creativity and collaboration)
- Adoption of 21st century educational standards and assessments (i.e., Common Core State Standards)

- Adoption of 21st century curriculum and instructional practices (e.g., digital materials, project-based learning, real-world applications)
- Implementation of 21st century educator professional development (e.g., technology-enhanced instruction)
- Creation of 21st century learning environments (e.g., new school facility designs)

DoDEA initiated the creation of new school facility designs in April 2011, when DoDEA hosted three symposia to define the requirements of a 21st century education, and to determine how educational requirements subsequently affect school design. The first symposium, which included thought-leaders in education, contributed to definition of a 21st century education and identified skill sets needed for DoDEA students either to enter the work force or to continue on to higher education. The second symposium collected input from concerned DoDEA stakeholders to include students, teachers, administrators, military leaders and the community. The final symposium brought together architects and engineers from design firms already engaged in the design and construction of 21st century schools that provided the framework for subsequent specifications development for education facilities.

The consolidated results of these symposia led to the production of draft design specification for education facilities. Comments concerning the draft facilities specifications were again solicited from the educational community through web outreach. Final review and incorporation of comments resulted in publication of new DoDEA education facilities specifications supporting a 21st century education. The DoDEA Education Directorate is collaborating with all stakeholders to develop and implement a comprehensive action plan that addresses the professional development, communication, and transition required to transform DoDEA classrooms as models for 21st century education.

Key elements of the 21st Century Teaching, Learning, and Leading are:

- A student-centered education;
- Differentiated instruction for students at different performance levels;
- Multi-modal instruction to account for the varying ways in which students learn;
- Blended instruction to integrate the use of technology;
- Project based learning for relevance to real-world situations; and
- Multi-disciplinary instruction to illustrate synergistic gains versus discipline instruction in isolation.

The school facility will complement these elements by providing:

- Student-centered spaces for collaborative work;
- Variably sized spaces to support differentiated and multi-modal instruction;
- An infrastructure allowing access to current and envisioned technology;
- Greater use of the facility as a teaching tool to reinforce instruction;
- A facility allowing greater appreciation for sustainability and energy conservation;
- Flexible and adaptable construction allowing easier and more cost-effective changes to support evolving educational requirements; and

- “Green” features to highlight sustainability, energy conservation, and energy production to focus student attention on these areas of increasing national concern. DoD schools continue to serve as a standard of educational excellence for the nation.

3-1-4. Minimizing Disruption for School Age Children of Military Families

Military children move across state lines and overseas much more often than most of their civilian peers. On average, military children attend six to nine different school systems from kindergarten to twelfth grade. Frequent relocations across state lines can hamper educational opportunities for military children because of different policies applied to transferring students between the “sending” state and the “receiving” state. Removing these educational barriers will help provide stability in the lives of military children during military moves. Some of the provisions of the Interstate Compact on Educational Opportunity for Military Children (hereafter called “the Compact”) also help support military school-aged children during parental deployments.

In cooperation with the Council of State Governments, DoD developed the Compact in collaboration with an array of Federal, state and local officials as well as national stakeholder organizations. DoD has identified the adoption of the Compact by states as one of the 10 state-level key issues that have a strong impact on military families. The DSLO has been working to educate state lawmakers about the Compact since 2008. The goal of the Compact is to institute a comprehensive mechanism to assist transitioning military children by providing uniform policy in every school district in every participating state across four key areas of transition issues: eligibility, enrollment, placement and graduation.

Goals and Metrics

Effectiveness of this effort is assessed by the percentage of military school-aged children (5-18 years old) covered by the provisions of the Compact (see Table 3). The percentage is based on the population of military school-aged children of each state, not the number of states covered. With the addition of Arkansas, Idaho, Montana and the District of Columbia (D.C.) in FY 2013, a total of 46 states (and D.C.) adopted the Compact covering 97 percent of military children with its provisions.

Table 3. Goals and Metrics for Minimizing Disruption for School Age Military Children.

Outcome	Metric	FY13 Data	FY14 Goal
Increase the coverage of Military Children by Interstate Compact Provisions	% of Military Children Covered by Interstate Compact Provisions	Goal: 99% ¹	100% ²
		Actual: 97%	

¹ Percentage is number of children, not number of states.

² DoD has met its intended goal, to cover 75% of the military population in the U.S. by FY 2013. However, as there are additional states that wish to join the Interstate Compact, DoD has established additional targets for FY 2011 – FY 2014.

Five-Year Plans

In FY 2014, DSLO plans to continue educating and actively consulting with legislators and executive branch officials in the remaining four states on this issue as part of the 10 key issues. Of the four states not yet in the Compact, only one has a significant military child population. New York has 14,782 school age military children who are currently not covered by the Compact and is considering legislation in 2014 that had been previously introduced in 2013. Three other states (Minnesota, New Hampshire, and Oregon), covering 4,076 school age military children, may also be covered through legislation in 2014.

3-2. Spouse Education and Career Opportunities

3-2-1. Military Spouse Education and Career Opportunities

As a result of the demands of deployments and the mobile military life, military spouses find themselves with a unique set of challenges in regard to the pursuit of education and workforce participation. These challenges include frequent relocations, long family separations, extended periods of single-parenting due to long and repeated deployments, and requirements to seek professional licenses and credentials in each new state in which they live and work. Military families move 14 percent more often than their civilian counterparts and move more frequently across state lines.¹⁶ These relocations have undesirable impacts on spouses' careers and employment status as they prevent or interrupt workforce participation, employment continuity, upward career mobility, and efforts to pursue and complete job-related education and training. One in four (25 percent) of military spouses in the labor force is unemployed, which accounts for approximately 90,000 spouses.¹⁷ Furthermore, when they are employed, the income levels of military spouses lag behind their civilian counterparts.¹⁸ A recent study showed that military wives with full-time jobs earned 25 percent less than their civilian counterparts.¹⁹

For military spouses, continuing educational goals are also difficult to pursue. Results from the 2012 Active Duty Spouse Survey indicated that 43 percent of military spouses expressed their interest in attending school, yet identified the cost of education and family responsibilities as major reasons that hold them back.²⁰ DoD recognizes the importance of spouse well-being and work-life balance since Service members' resilience, readiness, and retention decisions are affected by career satisfaction levels and subsequent financial health and well-being of military families as a whole.

In response to the mobile military lifestyle challenges that military spouses face, DoD established a comprehensive, holistic, spouse-centered Spouse Education and Career Opportunities (SECO) Program which has two overarching goals:

¹⁶ Data Source: The U.S. Census Bureau's Current Population Survey 2007-2009.

¹⁷ Defense Manpower Data Center. (2013). The 2012 Active Duty Spouse Survey Tabulation Volume.

¹⁸ Results from the 2010 Military Family Life Project Survey show that 84 percent of military spouses have some college, 25 percent have a bachelor's degree, and 10 percent have an advanced degree.

¹⁹ Kniskern, M. K., & Segal, D. R. (2010). Mean Wage Differences between Civilian and Military Wives. College Park, MD: Center for Research on Military Organization, University of Maryland, College Park.

²⁰ Defense Manpower Data Center. (2013). The 2012 Active Duty Spouse Survey Tabulation Volume.

- Reduce the 25 percent military spouse unemployment rate.
- Close the 25 percent wage gap experience by military wives.

DOD Spouse Education and Career Opportunities (SECO) Program: DoD is committed to strengthening the SECO initiatives to continue the positive effects that spouse education and employment continuity have on overall satisfaction with military life, family financial stability, the health and wellness of the military community, and the overall readiness and retention of the Armed Forces. The SECO Program has four distinct lifecycle stages: Career Exploration, Education and Training, Career Readiness, and Career Connections. DoD is committed to strengthening and evaluating each pillar in its continuing effort to produce better spouse employment outcomes.

Young military spouses need opportunities and financial assistance to seek the education, training, licenses and certifications required to launch portable careers and to find entry level employment. To address these needs, Master's level SECO education and career counselors provide specialty consultations via the Military OneSource SECO Spouse Career Center (1-800-342-9647). These counselors help spouses explore careers, choose a portable career field and occupation, choose a school, and get enrolled. Counselors also help spouses make connections to military friendly employers who have pledged to recruit, hire, promote and retain military spouses throughout their Service member's career. For spouses who are further along in their careers and educational pursuits, SECO counselors provide information and additional referrals to financial aid for those who need licenses or credentials in new states as a result of relocations, career mentors, and connections to military friendly employers who offer all levels of employment, including mid-career and senior level positions. SECO counselors help guide spouses to virtual employment, part-time and seasonal employment, community volunteer and self-development opportunities, and prior learning assessments that may lead to college credits. Help in documenting these work and educational experiences is also available through the MySECO website (<http://www.myseco.militaryonesource.mil>), where military spouses can access tools and resources to assist them at any point in their career. During FY 2013, the Career Center received an average of 12,000 phone inquiries about SECO programs per month for a total of more than 144,000 requests for SECO assistance.

My Career Advancement Account (MyCAA) Program: DOD offers the MyCAA program to the spouses of junior Service members who are serving on Title 10 orders and in the pay grades of E-1 to E-5, W-1 to W-2, and O-1 to O-2. MyCAA offers up to \$4,000 of financial assistance for education, training or occupational licenses/credentials needed for a portable career. In FY 2013, 35,003 spouses established MyCAA accounts, and 28,898 applied for and received financial assistance for their education. The majority of military spouses used their financial assistance to obtain a career in the health care services. Other frequently sought career fields include business management, education, animal services and skilled trades.

Military Spouse Employment Partnership (MSEP): MSEP is a targeted recruitment and employment solution for spouses and employers that connects military spouses with employers seeking the essential 21st century workforce skills and attributes they possess. MSEP employers sign a Statement of Support pledging to increase employment opportunities for military spouses,

maintain employment status for military spouses as they relocate, provide career promotion opportunities for military spouses, and ensure pay equity for military spouses commensurate with their level of training, work experience, accomplishments, and credentials. Spouses are referred to meaningful employment opportunities and other resources that help them find employment in local communities across the nation and give them the stability they need to make physical relocations and financial and career transitions easier. To this end, DoD continues to expand and recognize the number of MSEP Partner Employers who reach spouse employment goals to reduce military spouse high unemployment rates and wage gaps and improve employment continuity and career advancement opportunities.

MSEP's partnership with the U.S. Chamber of Commerce Foundation's "Hiring Our Heroes" military spouse program has maximized military spouse participation at over 400 "Hiring Our Heroes" Job Fairs across the country and over 40 special events designed to meet the specific needs of military spouse job seekers. This partnership has allowed the DoD to promote opportunities for military spouses through a model that is consistent and provides spouses with a place to meet vetted employers with guaranteed career opportunities. MSEP also provides an online career portal which connects military spouses with available opportunities posted by MSEP partner employers online.²¹ Since the MSEP program launch on June 29, 2011:

- 229 Partner Employers have joined the MSEP Partnership
- More than 1.3 million jobs have been posted on the MSEP Career Portal
- More than 57,000 military spouses have been hired by MSEP Partners
- MSEP has Military Services Installation Employment Readiness Service Providers with MSEP Partners, Account Managers and Liaisons to facilitate job connections and participation in hiring events.

During FY 2013, SECO also launched a Spouse Ambassador Network, bringing together MSEP partners with existing community networks to connect military spouses with employment resources in the communities where they live and work.

Goals and Metrics

To ensure steady progress towards accomplishing SECO's overarching goals, DoD will measure the degree to which it accomplishes the following objectives in FY2014:

Reduce the 25 percent military spouse unemployment rate by:

- Increasing opportunities for private-sector careers by expanding the number of MSEP Partner Employers, referring small businesses to Military Installation Employment Readiness Service Providers, and linking military spouses who have completed SECO/MyCAA Scholarship programs of study with MSEP Partner Employers who have job openings and want to hire them in their chosen career fields.
- Continuing dialogue with the Office of Personnel Management to remove barriers to Federal careers and improving communications to energize spouse employment

²¹ URL: <http://www.MSEPJobs.militaryonesource.mil>.

within the Federal workforce through expanded MSEP Partnerships with all federal cabinet level departments and administrations.

- Identifying and promoting state best practices for portability of occupational licenses and credentials within all fifty states and U.S. territories.
- Supporting expansion of states' unemployment compensation eligibility for trailing military spouses to help sustain them during their job searches following relocation to new communities.
- Improving communications with military spouses by continuing to execute a comprehensive strategic communication plan including social media.

Reduce the 25 percent wage gap experienced by military spouses by:

- Increasing access to educational opportunities including the SECO/MyCAA Scholarship
- Establishing a database of military spouse-specific scholarships provided by MSEP Partner organizations and their industry partners, community colleges and Service member Opportunity Colleges who are committed to the Military Student Bill of Rights.
- Linking spouses to mentors and increasing networking opportunities through career fairs and online platforms.
- Assisting MSEP employers in identifying, sharing and adopting best practices for hiring, relocating and retaining military spouse talent.

Five-Year Plans

To ensure SECO's continued success, ODASD (MC&FP) has formed a team of subject matter experts to manage the SECO program and developed a streamlined infrastructure to guide and oversee long-term SECO program and policy development and implementation. A DoD SECO advisory group, with representatives from the Military Services and Military Department Secretariats, and four MSEP working groups have been established to address needs for strategic organization, partner development and stewardship, mentoring, information and portal technology, strategic communications, and reporting.

The five-year program evaluation study for DoD-wide family support programs identified the SECO program as a core program area for evaluation. This multi-year evaluation project is currently studying whether military spouses who used SECO services (MyCAA, MSEP, or both) have obtained employment. The project will further examine whether that employment is sufficient to meet earnings and professional mobility needs of military spouses.

3-2-2. Expansion of Unemployment Compensation Eligibility for Trailing Military Spouses

One of the factors that indiscriminately and negatively impact the military spouse's employment is frequent relocation due to a Permanent Change of Station (PCS) of the Service member. Frequent relocation often hinders the development of a spouse's career and can cause

financial instability in the family due to the difficulty of maintaining seniority and finding a job with a comparable salary at the new duty location. As a result, military spouses are more likely to earn less and experience higher rates of unemployment than their civilian counterparts.²² Although military spouses have no alternative choices in the matter, statutes and policies in many states view a spouse leaving a job due to a military move as voluntary. Granting unemployment compensation eligibility to working spouses in transition (those “trailing” the military member) provides a much-needed financial bridge for military families during mandatory moves, and supports spouses while they seek suitable employment.

Goals and Metrics

Expansion of unemployment compensation eligibility for military spouses who move with their Service members across the states is one of the 10 state-level key issues identified by the DoD as having a strong impact on military families. DSLO has been working with state lawmakers to resolve these issues since 2004. In the first year, 11 states provided unemployment compensation eligibility for military spouses who move with their Service members, representing 37 percent of military spouses. Progress is measured by the percentage of spouses covered by state legislation affording unemployment compensation (see Table 4). To date, 44 states and the District of Columbia provide unemployment compensation to trailing military spouses, bringing the percentage of spouses covered under legislation to 86 percent in FY 2013.

Table 4. Goals and Metrics for Expanding Unemployment Compensation Eligibility for Trailing Military Spouses

Outcome	Metric	FY13 Data	FY14 Goal
Increase coverage of Trailing Military Spouses by State Unemployment Compensation	% of Military Spouses Eligible for Unemployment Compensation During Mandatory Relocation	Goal: 97%	98%
		Actual: 86%	

¹ Percentage is number of spouses, not number of states; some states have a proportionally larger number of military spouses over others.

² DoD has met its goal to have sufficient number of states comport with DoD guidance to cover 75 percent of target military population living in the United States by FY 2013. Since DoD has already reached the intended goal in 2009, and there are additional states that may be willing to grant access to unemployment compensation to military spouses, DoD has established additional targets for FY 2011 – FY 2014.

Five-Year Plans

DSLO will continue to engage legislators from key states and provide research data showing the very small percentage cost associated with adding **eligibility** for spouses. There remain six states that have not granted access to unemployment compensation to military spouses, including Virginia, which is host to 11.4 percent of Active Duty military spouses in the nation. Virginia has introduced legislation for 2014, and we anticipate there may be one or two other states that may consider legislation this year.

²² Kniskern, M. K., & Segal, D. R. (2010). Mean Wage Differences between Civilian and Military Wives. College Park, MD: Center for Research on Military Organization, University of Maryland, College Park.

3-3. Financial Well-Being

Research has consistently shown that financial stress has negative impacts on workers' health, family relations, and productivity. In the military, personal financial health is a readiness issue. Emergencies or financial mismanagement stemming from poor financial literacy can quickly escalate into major financial problems and negatively impact personal readiness and mission readiness. Personal financial security also helps Service members maintain the security clearances they need to perform their assigned duties.

3-3-1. Personal Finance

To ensure basic financial skills and access to helpful financial tools, each Service provides a wide variety of financial education programs and resources both online and in person through personal financial managers at military and family support centers on military installations or within the community. In 2003, DoD launched the Financial Readiness Campaign to alleviate financial stressors and enhance personal financial readiness. The Campaign augments the financial readiness efforts of the Military Services and their commanders to support overall mission readiness. The Campaign fulfills its mission through financial educational programs, partnerships, counseling, legal protections, and other resources designed to help Service members and their families reach their financial goals.

Goals and Metrics

Of the Active Duty force, approximately 43 percent are 25 years old or younger.²³ Generally speaking, junior enlisted members and their families are financially more vulnerable, compared with officers and senior enlisted members. Junior enlisted members earn less, but necessary expenses to support their families can be high; many of them are still learning how to manage their finances. To assess the overall financial readiness of Service members, DoD has been monitoring the annual trend of the junior enlisted members' (1) perceived financial conditions and (2) problematic financial behaviors, using data from the Defense Manpower Data Center (DMDC) Status of Force Survey of Active Duty Members (SOFS-A). Due to the change in the data collection cycle of SOFS-A in 2013, we were unable to include updated data in this report. As the annual survey data become available, DoD will continue monitoring the trend of the junior enlisted members' perceived financial conditions and problematic financial behaviors.

As with the Active Component, effective management of financial affairs is critical to the readiness of RC members and families. Being financially prepared and anticipating the impact of mobilization/activation on household income is critical to financial stability and military readiness. Financial readiness is essential for all military members, whether married or single. To assist in financial readiness, Reserve component members and families have access to information, referral resources, and counseling through Military OneSource and through the Joint Family Support Assistance Program (JFSAP) located in each state. The financial readiness of RC members is also supported by law through the Uniformed Services Employment and

²³ The Office of the Deputy Under Secretary of Defense for Military Community and Family Policy. 2013. The 2012 Demographics Report: Profile of the Military Community, Washington, D.C. (p.36)

Reemployment Rights Act which protects re-employment rights. And all military members are protected by the Servicemembers Civil Relief Act which guards them from a range of adverse actions that can occur during deployment.

Aspects of Guard and Reserve financial well-being are assessed annually through DMDC's Status of Forces Survey-Reserve that is fielded annually and the Reserve Component Spouse Survey that is fielded every other year.

Five-Year Plans

DoD and the Services will continue executing the Financial Readiness Campaign to improve the personal financial readiness of the Total Force for the next five years. The Department continues its efforts to develop quantifiable metrics to link the changes in personal finance behaviors to military-sponsored financial education programs. Developing meaningful metrics is particularly challenging because there are few longitudinal evaluation studies looking at the impact of preventative, financial literacy programs on individual financial behaviors over time.

To address this issue, the Services submitted some of their financial education programs to a DoD-sponsored project to develop evaluation plans for family support programs. ODASD (MC&FP) commissioned the Pennsylvania State University Clearinghouse for Military Family Readiness (hereafter called "Penn State Clearinghouse") to develop comprehensive evaluation plans for select family support programs nominated by the Services. The following financial education programs were included in the project: Navy Command Financial Specialist Training; Army GPS Core Personal Financial Planning for Transition; and Airman & Family Readiness Center Community Readiness Consultant Model Personal Financial Readiness. The Navy program submitted is a training program for service providers. The Army and Air Force programs are designed to provide Service members with education and training on financial literacy topics and necessary financial skills to face financial challenges from entry into military service through the transition to civilian life. The objectives of these two programs are to increase financial literacy, enhance financial self-efficacy, improve preparedness for unforeseen financial costs, maintain financial stability, and develop awareness of available financial resources.

The Penn State University Clearinghouse team conducted a program information review and site visits to develop evaluation plans, including a logic model, measures of expected outcomes, data collection timeline, and research design. The project was recently completed and final reports were provided to the DoD and the Services. The Air Force and Army are planning to share their evaluation plans with other Service branches that offer similar programs to Service members. Using the evaluation plans developed in this project as a sounding board, DoD will continue developing quantifiable and meaningful outcome measures for personal finance programs in the next five years.

3-3-2. Promoting Enforcement of the Predatory Lending Regulation

Predatory short-term loans are one of the financial practices that can cause financial problems for Service members and their families very quickly, which can negatively impact their quality of life and personal readiness. Financial problems may lead Service members to lose

security clearances, which will impede their deployability while serving, as well as job opportunities after leaving the military. The significance of this issue prompted Congress to enact section 987 title 10, U.S.C., which authorized DoD to regulate certain predatory products and practices. The implementing regulation, Part 232 of Title 32 Code of Federal Regulations, “Limitations on Terms of Consumer Credit Extended to Service Members and Dependents,” which went into effect October 1, 2007, covers all financial institutions and sets limits on three forms of short-term credit: payday loans, vehicle title loans, and tax refund anticipation loans. All states follow the Federal Financial Institutions Examination Council Interagency Guidelines for the regulation when examining financial institutions; however, depending on the way their state statutes are written, not all states have the authority to enforce the regulation.

Goals and Metrics

Effectiveness of this initiative is measured by the percentage of Service members residing in states that provide their financial regulators authority to enforce the predatory lending regulation or prohibit the short-term credit covered by the regulation. This percentage is calculated based on the military demographics of each state, not just the number of states covered. To date, 37 states enforce the regulation, providing protection for 77 percent of Service members and their families. Although enforcement legislation was considered in five states in 2013, it was only approved in Wyoming.

Table 5. Goals and Metrics for Promoting State Enforcement of the Predatory Lending Regulation.

Outcome	Metric	FY13 Data	FY14 Goals
Protect Service members and their families from predatory lending practices	Percentage of military members "protected" ¹	Goal: 80%	79%
		Actual: 77%	

¹“Protected” = protected from these regulated lending practices either because the states do not allow those practices or have the ability to enforce 32 Code of Federal Regulations Part 232.

Five-Year Plans

NDAAs FY 2013 includes provisions in Section 662 that allow the Consumer Financial Protection Bureau (CFPB) and the Federal Trade Commission (FTC) to enforce the DoD regulation. This is particularly significant with respect to the CFPB, since this agency has authority to examine payday and vehicle title lenders and will now have authority to enforce corrective actions. DoD, through DSLO, continues to work with the remaining states to modify their statutes to provide regulators with enforcement authority. In conjunction with this effort, the Services have been providing Service members with education programs to raise their awareness of predatory lending practices and improve their overall financial health.

NDAAs FY 2013 also includes changes to the law which will be reflected through changes in the DoD regulation. Additionally, the Conference Report to accompany NDAAs FY2013 requested DoD to conduct surveys to determine if changes to rules implementing section 987 are necessary to protect covered borrowers from continuing and enduring predatory lending practices. These surveys have been conducted and DoD is preparing the report. Concurrently, DoD has been working with Federal financial regulators outlined in the law (Federal Reserve Board, Federal Deposit Insurance Corporation, FTC, U.S. Treasury, Office of

the Comptroller of the Currency, and the National Credit Union Administration) and with the CFPB, to revise the regulation to accommodate changes that have occurred in the credit marketplace since the regulation was initially released in 2007. The report will be submitted to the Congress in early 2014, and the proposed rule should be posted shortly afterward in the Federal Register for public comment.

3-3-3. Military Commissary Benefits

The commissary benefit is a major component of the non-pay compensation package and is critical to the financial readiness of military families. During FY 2013, the Defense Commissary Agency (DeCA) operated a worldwide network of 247 stores, providing groceries and household items to the military community. Authorized patrons include approximately five million sponsor households comprised of Active, Reserve, and Guard members; retirees; family members; and DoD civilian employees overseas.²⁴ Patrons save an average of more than 30 percent on their purchases compared to commercial supermarkets. Patrons purchase grocery and household items from the commissary at cost plus a five percent surcharge. The surcharge is used for commissary replacement and restoration construction projects and recapitalizing stores. Commissary operations are funded with an annual appropriation to the DeCA Working Capital Fund.

Goals and Metrics

FY 2013 was DeCA's eighth year using the Balanced Scorecard concept. This management tool assesses performance and helps achieve long-term strategic goals that optimize customer satisfaction and business productivity. The DeCA Balanced Scorecard provides excellent data for program evaluation by specifying expected performance during FY 2013-2017. Table 6 presents the data extracted from the DeCA Balanced Scorecard and Annual Financial Report. The key metrics for the commissary benefit consist of the following measures: value of the benefit, cost control, surcharge obligations, customer savings, and customer satisfaction.

In FY 2013, actual annual commissary sales reached \$5,876 million (3.88 percent less) against the projected sales of \$6,113 million. Customer savings are measured annually by comparing commissary prices to commercial supermarket competitors worldwide. By pricing commissary goods at cost plus a five percent surcharge, the customer savings in FY 2013 reached 30.5 percent, exceeding this year's goal of 30 percent. When considering the return on investment, the value of the benefit consisted of \$2.08 savings to the customer for each appropriated dollar of taxpayer cost. DeCA continues to maintain costs within the annual operating budget received from the Department which establishes limitations annually for cost authority and capital expenditures. Commissary operating costs, when adjusted to FY 2000 base-year costs in constant dollars, were \$743.4 million in FY 2013, exceeding the projected goal (less than \$1,019 million) through stringent management of costs. Surcharge obligations, which reflect capitalization programs for the stores, obligated at \$295.7 million, 94.7 percent of the annual goal of \$312.4 million.

²⁴ Defense Commissary Agency FY 2012 Annual Financial Report, available at <https://www.commissaries.com/documents/whatsnew/afr.pdf>.

Each year, levels of customer satisfaction are measured externally by the American Customer Satisfaction Index (ACSI)²⁵ and internally by the Commissary Customer Service Survey (CCSS). For FY 2013, DeCA achieved an ACSI score of 82, exceeding the ACSI grocery industry average index of 77. The score for the CCSS in FY 2013 was B: 4.35, which did not meet the annual goal of A: 4.6-5.0.²⁶ Sequestration impacted the stores and customer

Table 6. Goals and Metrics for Military Commissaries

Outcome	Metric	FY 13 Data	FY 14 Goal	Remarks
Achieve a return on investment (ROI) consisting of 2:1 savings to the customer divided by the cost of operations of the commissary	Value of the Benefit	Goal ROI > \$2.00 Customer Savings to \$1.00 Appropriated Costs	ROI > \$2.00 Customer Savings to \$1.00 Appropriated Costs	ROI exceeded target
		Actual \$2.08		
Achieve results less than or equal to FY 2000 base year costs, when adjusted to FY 2000 dollars	Cost Control (\$M) in FY 2000 dollars	Goal ≤\$1,019	≤\$1,019	Exceeded goal for cost control management
		Actual \$743.4		
Achieve results less than or equal to Surcharge obligation authority provided by OUSD(C)	Surcharge Obligations (\$M)	Goal \$312.4	\$290.4	Surcharge obligations are 94.7% of target
		Actual \$295.7		
Maintain 30% of customer savings	Sustain Customer Savings	Goal 30%	30.0%	Customer savings above target
		Actual 30.5%		
Meet or exceed annual grocery industry average ACSI score	American Customer Satisfaction Index (ACSI)	Goal 77	Meet or exceed industry average	Customer satisfaction above target
		Actual 82		
Meet or exceed annual goal for the Commissary Customer Service Survey score	Commissary Customer Service Survey	Goal A: 4.6-5.0	A: 4.6-5.0	Customer satisfaction below target
		Actual B: 4.35		

service. Factors that contributed to the lower CCSS score included: 1) the hiring freeze, causing manning levels to fall below levels required to effectively operate; 2) the closure of most stores for one day a week for six weeks because of the furloughs necessary to meet the 2013 sequestration requirements; and 3) DeCA’s high turnover rate of lower graded employees in the stores, which took time to overcome, once relief was obtained to staff critical store vacancies.

Five Year Plans

During FY 2013, DeCA began implementing its new Agency vision, established during FY 2012. The vision, “Understand our customers and deliver a 21st century commissary benefit,” ensures a relevant benefit for military patrons while balancing the Agency’s fiscal

²⁵ The ACSI is used by major retailers and grocery stores nationwide to measure customer satisfaction. Meeting or exceeding the ACSI provides a good indication of how exchanges and commissaries compare with their private sector counterparts.

²⁶ On a scale of 1.0 – 5.0 (or letter grade of F, D, C, B, A), with 1 (or F) being the lowest and 5 (or A) being highest.

responsibility to stakeholders. DeCA continues to evaluate its environment based on input from patrons and stakeholders, and is focused on key Agency strategic priorities that support military family readiness and align with DoD's strategic goals and direction. DeCA is committed to a more modern business approach that is responsive and accountable to those being served, by pursuing concepts and testing initiatives to identify and evaluate the needs of an evolving customer base.

To achieve the vision, DeCA is continuing to reengineer its business processes and structure for efficiencies; exploring shopper insights; employing social media; testing and evaluating e-commerce initiatives; and providing technology enhancements to improve store operations and customer service. This will ensure resources are focused in the areas that provide the greatest value and service to military members and their families. Key functions and processes improved and implemented during FY 2013, and continuing into FY 2014, are as follows:

- **Leveraging Technology:** To meet the many challenges on the horizon (budget issues, workforce recruitment challenges, changing retail trends, declining force structure, patron needs and desires), DeCA has launched a number of long range transformational and change initiatives that include: the Enterprise Business Solution to replace legacy business systems, e-commerce piloting, category management restructuring, branding revitalization study, and researching business model changes. These changes are essential to meeting current and future challenges and maintaining the relevance of the commissary benefit in the 21st century.
- **Category Management:** In July 2013, the Agency reorganized its Sales Directorate, mirroring state of the art retail processes using modern retail analytical techniques and merchandising methods. Category Management Units will interact more efficiently with industry under the new sales alignment and will be held accountable for their performance. This will improve the synergy of DeCA's product buying, promotional, marketing, and product placement activities based on real-time business analytics and an annual buying plan. Today's grocery industry is being shaped by consumers who, through the Internet and smart phone technology, have more information to make their shopping decisions. By realigning the category management system, DeCA is positioning itself to ensure the commissary benefit and its savings remain relevant to the patrons.
- **Store Support:** During FY 2013, DeCA refined and automated store operations and customer service improvements through the following initiatives: 1) reengineered store-level functions and administrative tasks not directly contributing to selling groceries, that are best performed at headquarters, similar to functions performed in the commercial market; 2) continued deployment of electronic shelf labels at designated U.S. stores to replace paper labels and reduce pricing errors; 3) refined and upgraded the Commissary Advanced Resale Transaction System (CARTS) front-end system to improve system response times, the patron's shopping experience, and checkout waiting time; and 4) updated and initiated deployment of meat and produce department automated systems to standardize the systems and

pricing across stores and improve customer service.

- **Healthy Base Initiative (HBI):** DeCA is directly supporting DoD's HBI effort, a year-long demonstration project under the Department's Operation Live Well program to improve the health and wellness of Service members, their family members, and DoD civilians and family members. With commissaries at 9 of the 14 pilot sites, DeCA is a key HBI partner in the effort to create sustainable healthy lifestyles. The commissary is uniquely positioned to be the community classroom for nutrition, food selection, and food preparation education and demonstrations to help guide patrons to healthier food options and eating habits. The goal is for families to learn food skills that are essential to preparing healthy meals, which all starts with what goes into the shopping cart. The Agency is also working with its industry partners to continue to support and expand special activities and promotions such as the summertime farmer's market events at the Fort Belvoir and Quantico commissaries in Virginia and Fort Sill Commissary, Oklahoma. Teaching skills that families can use when shopping (i.e., how to identify the best produce, what is a whole grain, and how to read a nutrition label) can help them choose healthier items lower in sugar, salt, and saturated fat.
- **Commissary Rewards Card:** DeCA completed the rollout of the Commissary Rewards Card that represents another benefit for patrons. The card gives customers access to digital coupons redeemable at any commissary. In the first year, more than one million cards have been registered by shoppers, who have downloaded more than 12 million coupons so far. That means increased savings for them on top of the commissary's usual savings of more than 30 percent. DeCA continues to emphasize the registration process and benefits of the card to patrons and to partner with its industry and military resale partners to increase participation in the program. DeCA plans to identify additional cardholder features and shopping information as the program evolves.
- **Workforce:** Workforce special emphasis programs have been implemented to target and increase recruitment of wounded warriors, individuals with targeted disabilities, and minorities, as well as focusing on leadership development and succession planning in the workforce. DeCA continues to be a key provider of military-related employment, with nearly 63 percent of the commissary U.S. civilian workforce being composed of military spouses and other family members, Guard and Reserve members, military retirees, and service compensable veterans. Additionally, military family members comprise a significant percentage of employees of our industry partners, who provide store support.

3-3-4. Military Exchange Benefits

The Military Services Exchange programs are an integral part of non-pay compensation for Active Duty personnel. The mission of the Military Services Exchange programs is two-fold: to provide authorized military patrons with merchandise and services at a savings, and to

generate nonappropriated earnings as a source of funding for military morale, welfare and recreation (MWR) programs. The Military Services Exchange Programs are provided through three separate Exchange systems: (1) the Army and Air Force Exchange Service (AAFES); (2) the Navy Exchange Service Command (NEXCOM); and (3) Marine Corps Exchange (MCX). The Exchanges operate major retail stores on 432 military installations worldwide, on board 158 ships at sea, in 59 deployed locations and contingency operations, and at the site of emergency and disaster relief efforts. The Exchanges also offer online shopping options for patrons.

Goals and Metrics

The Military Departments assess the effectiveness of their Exchange systems through measures of customer savings, sales, profits, and customer satisfaction. Table 7 summarizes metrics and goals for calendar years (CY) 2012 and 2013.²⁷ The Military Departments set savings and sales volume goals that will produce profits to support recapitalization of Exchange facilities and a steady stream of dividends for MWR programs. Those goals are consistent with DoD guidance to achieve a minimum average of 15 percent savings on a market basket (excluding alcohol and tobacco products) that is compared to commercial shelf prices (excluding sales tax). In CY 2012, all three exchanges exceeded their respective savings goals of 15 percent for AAFES and NEXCOM and 20 percent for MCX, by a range of 1 to 9 percent.

Exchange customer satisfaction is measured annually in two ways: ACSI, which is an independent, nationally recognized benchmarking tool to compare commercial counterparts, and the Customer Satisfaction Index (CSI), which is an indicator based on customized customer surveys to measure and understand what drives customer satisfaction in their stores. ACSI scores in CY 2012 are reaching the industry average score for department and discount stores. CSI scores exceeded the annual goals in CY 2012 and continue to improve for all three Exchange systems.

Five-Year Plans

AAFES

- Workforce Initiatives: AAFES saves taxpayer dollars by ensuring less than 3 percent of all operating expenses are supported by appropriated funds. Beyond a self-sufficient structure, AAFES saves the federal government \$688 million annually through dividends, providing at-cost DoD school meals, and operating overseas bakery plants as well as funding capital improvement expenditures and contingency operations. In addition to saving federal resources, AAFES generates monies that benefit military families the world over. In the past ten years, AAFES has contributed more than \$2.4 billion to youth services, arts and crafts, aquatic centers, bowling centers and other MWR programs. AAFES takes a proactive approach to reducing costs. In an environment of tightening budgets, the Exchange remains

²⁷ The Military Services Exchange programs adopt the retail calendar year data cycle to benchmark program performance in comparison with the commercial retail industry. Therefore, the timing of publishing this report relative to the availability of metrics and goal establishment precludes inclusion of data from CY 2013 for this report.

focused on continuing the trend of reduced costs and maximized returns for Airmen, Soldiers, retirees and their families.

- AAFES is helping to combat rising unemployment rates affecting veterans returning from war by participating with Joining Forces: Veteran Military Spouse and Family Employment Programs. Veterans account for 10.06 percent of the total workforce, and the AAFES goal for 2013 was to increase veteran hires by 10 percent. Since 2008, AAFES veteran hires have increased by 30 percent; 3,980 were hired since 2010. AAFES partners with several organizations that offer career assistance and create opportunities for those who have selflessly served.
 - Approximately 24.5 percent of AAFES associates are military family members.
 - In 2013, 3,692 or 32 percent of all new hires were military spouses and more than 965 received promotions.
 - The Spouse Continuity and Employment Preference programs allow spouses to build a career alongside their sponsors with each relocation.
- Patron Outreach: AAFES is taking actions to include right-sizing inventory, offering an expanded assortment both online and in-store, and listening to customers through a robust customer comment program and a variety of social media channels. The Exchange Online Store improved by accepting gift cards online, as well as offering customer reviews and ratings of products. The Click-to-Brick program allows customers to purchase more than 9,000 products online and have them shipped to the exchange store of their choice. Customer outreach events include partnering with Army Wives Talk Radio, Military OneSource and similar programs to communicate the benefit and value of the Exchange. The Exchange buying staff and Customer Marketing Relationship team conducted seven Patriot Family customer sensing sessions via video teleconference with customers around the world to gain insight on their needs. Additionally, in support of the National Guard and Reserve, Active Duty and Retiree outreach initiatives, the general managers in the continental United States (CONUS) supported multiple events to help communicate the benefit and value of the Exchange to our diverse customer demographic.

NEXCOM

- Strategy: NEXCOM's business strategy continues to evolve, focusing on an Omni-channel strategy that ties its brick and mortar Navy Exchange stores with its E-Commerce platform, call centers, social and mobile platforms with an objective of a seamless customer experience across all channels to remain relevant and competitive in the retail space. A new state of the art E-Commerce platform will be deployed in 2014 as part of this effort.

Table 7. Goals and Metrics for Military Exchanges.

Outcome	Metric	CY 2012 data		CY 2013 goal
Achieve customer savings of 15% in all Exchange systems	Customer savings			
	AAFES	Goal	15%	15%
		Actual	24%	
	NEXCOM	Goal	15%	15%
		Actual	21%	
	MCX	Goal	20%	20%
Actual		24%		
Maintain sales volume and profitability that supports a steady stream of capital investment and MWR dividends	Sales and earnings			
	Sales (\$M)			
	AAFES	Goal	\$ 9,015.0	\$ 8,540.7
		Actual	\$ 8,605.7	
	NEXCOM	Goal	\$ 2,819.0	\$ 2,842.0
		Actual	\$ 2,807.1	
	MCX	Goal	\$ 1,025.0	\$ 1,048.4
		Actual	\$ 1,038.3	
	Earnings (\$M)			
	AAFES	Goal	\$ 309.3	\$ 312.4
		Actual	\$ 205.9	
	NEXCOM	Goal	\$ 66.2	\$ 56.2
		Actual	\$ 64.8	
	MCX	Goal	\$ 67.7	\$ 71.6
		Actual	\$ 75.0	
	Meet or exceed ACSI department and discount store industry average	ACSI Customer Satisfaction		
AAFES		Goal	76	Goal 76
		Actual	75	
NEXCOM		Goal	76	Goal 77
		Actual	76	
MCX		Goal	76	Goal 77
	Actual	79		
Meet or exceed past 3 year average customer satisfaction index (CSI)	Exchange Customer Satisfaction Index			
	AAFES	Goal	77	Goal 78
		Actual	78	
	NEXCOM	Goal	82	Goal 85
		Actual	85	
	MCX	Goal	78	Goal 79
Actual		80		

- **Efficiencies:** NEXCOM continues to seek efficiencies within its six business lines. The Navy Exchange and Ships Store Program partnered to utilize the Navy Exchange’s supply chain and distribution services to support forward deployed ships in the Pacific with resale merchandise; thus, generating distribution economies while improving Ships Store in stocks. Additional geographic areas will be analyzed to build upon the supply chain efficiencies identified. In addition, Navy Exchanges continue to partner with the Navy Morale, Welfare and Recreation program to provide services such as loss prevention, auditing and Equal Employment Opportunity support through agreements that leverage Navy Exchange infrastructure while mitigating the need for separate infrastructure within the Morale, Welfare and Recreation program.
- **Navy Connection:** The NEXCOM Enterprise is executing a re-branding effort as part of its core business strategy to cement its value proposition and relevance to Sailors and the Navy family. With a goal of ensuring NEXCOM is the Sailor’s first choice for retail, services and hospitality needs, every touch point of the Enterprise – headquarters, NEX stores, Navy Lodges, Ships Stores, Uniform Project Management Office, Telephone Program Office, and Navy Clothing Textile and Research Facility – is being revisited to distinguish our brand experience through a culture of PREMIER Customer Service, a focus on value and facilities, and signing and communications that embody a distinct personality reflecting the Navy culture and values. These enhancements have not only built a strong connection with the mission of the installations and the Navy, but also are connecting with our Sailors and families on a personal level.
- **Navy Integration:** Navy Exchanges continue to be an important instrument within the Navy for shaping and implementing Navy policy. In support of the Secretary’s 21st Century Sailor and Marine Initiative, Navy Exchanges implemented a tobacco pricing parity initiative as part of an overall Navy tobacco cessation strategy. Similarly, in support of the Chief of Naval Operations’ desire to ensure responsible use of alcohol within the Navy, Navy Exchanges limited the hours and locations where alcohol products are sold. In support of a fit and physically ready Navy, the Navy Exchange is implementing “A Better You” business strategy which increases the range of products and pulls together product categories with in store messaging and signing that support a healthy lifestyle.
- **Military Employment:** NEXCOM remains committed to providing employment opportunities to Navy family members and veterans, and supports First Lady Michelle Obama’s “Joining Forces Initiative.” Approximately 34 percent of NEXCOM’s 12,500 U.S. citizen associates are military dependents, veterans or Active Duty members. Navy family members alone account for 26 percent of the U.S. workforce. NEXCOM also maintains a Continuity of Employment Program to support Navy family members when they transfer to new duty stations with their Service member spouses and is a partner in the Department of Defense’s Military Spouse Employment Program

- **Installation Partnership:** NEXCOM participates in a wide variety of family events, such as health and wellness fairs, holiday celebration events, family appreciation events, fitness fairs, safety fairs and military recognition events on installations. Of particular note are two annual overseas customer appreciation events held in partnership with vendors, Navy Morale Welfare and Recreation, Defense Commissary Agency, and other installation partners. These unique weekend-long events feature visits by celebrity personalities, entertainment, skills and products demonstration by national artists, special sales promotions and giveaways including a new car. These events are intended to recognize and offer a small token of appreciation to forward-deployed service members for their contributions to the nation.
- **Customer-centric initiatives:** NEXCOM analyzes store demographics by segmentation, allowing tailoring of merchandise to an individual store's customer base. By utilizing customer input through annual satisfaction surveys and focus groups, NEXCOM provides key merchandise and services the military customer desires. Examples include providing name-brand merchandise, including Macy's exclusive labels, offering food concepts that satisfy installation customers, and enhancing customer service training to improve the customer shopping experience.

MCX

- **Keeping faith:** One of the Commandant's highest priorities is keeping faith with Marines, Sailors, and their families. For MCX, "keeping faith" means ensuring relevancy to their environment and lifestyle. The MCX program continues to provide a valued non-pay benefit of products, food, and services sold below market price while contributing to overall community health and investments in community programming and infrastructure. The savings families receive on life necessities also contribute to the financial health of military families; for example, the "Xtreme Value" program provides everyday staples like bread, milk, and baby formula at MCX cost and selected named brand items at an unmistakable value. Additionally, MCX is committed to collaborative efforts with First Lady Michelle Obama's initiative "Joining Forces," Sister Services, and industry organizations to promote veteran and family member employment; 29 percent of the MCX workforce are family members. MyMCX.com utilizes YouTube and Facebook as tools in connecting with Marines and families in a current, relevant way.
- **Healthy Living:** MCX supports the Secretary of the Navy's 21st Century Sailor and Marine initiative with price parity on tobacco products. In addition, tobacco cessation products are available at MCX cost to Marines and families. The Marine Corps Exchange has an incentive program, "Geared Up," which provides motorcycle safety equipment at MCX cost to authorized patrons who have completed the requisite safety training. Additionally, MCX increased the number of healthy grab and go offerings at Marine Marts. The Marine Corps resale system is also pleased to support the Department of Defense's new Healthy Base Initiative (HBI). The two Marine Corps pilot sites for HBI are Quantico and Twentynine Palms. HBI is aimed at

keeping Service members and their families healthy, or making them healthier, and to increase readiness. MCX is focused on keeping faith with Marines, Sailors, and their families by ensuring there are healthy options available to suit their needs, and we look forward to more HBI-related programming in the coming months.

- Transformation and resource optimization: In this resource-constrained fiscal environment, MCX seeks to avoid unnecessary costs by executing programs in the most efficient way, and our MCX-generated dividend has become even more important. As expected, trends in merchandise categories, both outside the gate and at MCX, and end strength reductions contributed to challenges in FY2013 topline sales. We are working to mitigate the loss in challenged categories through new business opportunities. We’ve seen the benefits of the strategies over the past several years (i.e. developing an organizational brand strategy, maturing our centralized buying, and executing an aggressive capitalization strategy for our Marine Marts). Our focus over the next few years is on transforming our supply chain, implementing back room improvements and efficiencies, and advancing technological solutions to support best in class processes to reduce redundancies and become more efficient.
- Our Marine Corps Exchange is focused on taking care of Marines, Sailors and their families. From providing high quality goods at a great value to reinvesting dollars in the Marine Corps community, we strive to “keep faith.” At home and deployed, MCX provides lifestyle relevant products and services Marines and families need and desire, below market price, to support household and financial health. We will continue our aggressive pursuit of efficiency measures and a robust transformation strategy to protect this valued benefit.

3-4. Personal and Family Life

3-4-1. Confidential Non-Medical Counseling

DoD offers confidential non-medical counseling services both on and off military installations in the United States and overseas to help Service members and their families with the normal range of reactions to life challenges

associated with deployments, frequent relocation, reintegration, and other aspects of military life. This non-medical counseling support is aimed at preventing the development or exacerbation of mental health conditions that may detract from military and family readiness. Active Duty and National Guard and Reserve members and their families have access to confidential, non-medical, short-term counseling services at no cost through two delivery systems: Military OneSource and the

Table 8. FY2013: Top 5 Reasons for Receiving Military OneSource In-Person Counseling

Rank	MOS	%
1	Partner Relational Problems	59%
2	Phase of Life Problem; Religious/Spiritual Problems	24%
3	Relational Problem Not Otherwise Specified	7%
4	Parent Child Relational Problem	6%
5	Acculturation	4%

Table 9. FY2013: Top 5 Reasons for Receiving MFLC In-Person Consultations

Rank	MFLC (Adult Clients) ¹	%
1	Communications	26%
2	Marital/Relationship Counseling	21%
3	Job Stress	19%
4	Stress	13%
5	Family Dynamics	11%

¹ Data were extracted from adult MFLC monthly utilization reports.

Military and Family Life Counselor (MFLC) program.

Military OneSource non-medical counseling is available 24/7 worldwide via telephone, on-line or face-to-face sessions. Military OneSource provides seamless support to National Guard and Reserve members regardless of activation status as well as Active Duty personnel and their families. Military OneSource non-medical counselors are masters or PhD level, licensed, and credentialed providers who have undergone a criminal history background check as well as focused training on military culture and military life. Military OneSource counselors provide sessions in a traditional 50-minute session. Face-to-face non-medical counseling sessions (CONUS only) are provided within 15 miles or 30 minutes of the Service member/family member at the Military OneSource counselor's office within the local community. During FY 2013, the average distance Service members/family members traveled to the Military OneSource counselor's office was 3 miles. During FY 2013, Military OneSource counselors provided more than 200,000 fifty-minute face-to-face non-medical counseling sessions (this includes individual, couple and family sessions).

Military and Family Life Counselors (MFLCs) provide in-person non-medical counseling sessions and briefings, both on and off the installation. MFLCs are implemented using the following four flexible service delivery options: rotational assignments of qualified and well-trained counselors for up to 180 days on military installations; on-demand for the Reserve components; full-time counselors, and surge support.²⁸ MFLC interactions may vary in duration from a few minutes to 2 hours on an as needed basis. Surge support maximizes the flexibility of the MFLC program by allowing Commanders to request up to 20 MFLCs and six personal financial counselors for 45 days to support unit members returning from a combat zone. During surge support, MFLCs spend time with each Service member discussing reintegration-related issues. After the initial surge support, Commanders may request an extension if they determine a need for additional support. During FY 2013, MFLCs provided 43 surge supports. This surge capacity effectively addresses short term non-medical counseling needs arising from emergency incidents such as the Ft. Hood shooting and the Japan earthquake/tsunami. During FY 2013, MFLCs provided nearly 2.6 million in-person contacts, to include briefings and presentations.

Goals and Metrics

Non-medical counseling is aimed at preventing the development or exacerbation of psychological challenges that may undermine military and family readiness. The confidential nature of the counseling program addresses the concern that Service members and their families have: seeking help could reflect poorly on a military career. Although confidentiality of the counseling may reduce the stigma associated with seeking help, this very nature of the service makes it significantly more difficult to assess program outcomes. DoD has been developing outcome measures to assess the effectiveness of non-medical counseling services. In the meantime, we rely on usage and satisfaction data to assess program performance.

²⁸ For National Guard and Reserve members and families who live too far from military installations, the Joint Family Support Assistance Program is available. MFLCs offer non-medical counseling and on-demand support for pre-deployment, deployment, and reintegration events, in addition to its work with the DoD Yellow Ribbon Reintegration Program.

The top five reasons for receiving Military OneSource in-person counseling and for receiving MFLC in-person consultations are presented in Tables 8 and 9, respectively. In FY 2013, more than a half of the Military OneSource counseling sessions were focused on relationship issues with partners, while 48 percent of MFLC in-person consultations addressed communications and relationships. The top reasons reflect the difference in program delivery between the two programs. About one-fourth of MFLC counseling sessions for adult clients dealt with deployment and reintegration issues because some installation commanders have made contact with an MFLC mandatory for all Service members returning from a combat deployment.

Five-Year Plans

In FY 2013, per direction from the Director of the OSD Cost Assessment and Program Evaluation, OASD (MC&FP) began a five-year study to assess the effectiveness of military family support programs. Non-medical counseling was identified as one of the critical programs that needed outcome data to inform resource and programmatic decisions. The objective of this effort is to measure the impact of family support programs across DoD and to move the portfolio of family support programs from performance measures toward outcome measures. This evaluation will assess whether individuals who access face-to-face non-medical counseling from Military OneSource and MFLC counseling services obtain the care that they need and experience improvements.

3-4-2. Support for the Wounded, Ill, and Injured and Their Families

Continuous support for our recovering Service members and their families and caregivers is one of the Department's top priorities. In response to concerns raised by families of the wounded, the Department has been making concerted efforts to build a streamlined care management system from the beginning of treatment to the transition stage: either returned to military duty, or reintegrated back into the civilian community as an honored veteran.

NDA FY 2008 required the establishment of Recovery Care Coordinators (RCCs), Comprehensive Recovery Plans (CRPs), and standardized training for RCCs in order to provide improved care, management and transition for all Active Duty wounded, ill and injured recovering Service members. Under this direction, the USD (P&R) published DoD Instruction (DoDI) 1300.24, "Recovery Coordination Program," in December 2009 and assigned the execution and program oversight to the Office of Deputy Assistant Secretary of Defense for Warrior Care Policy (ODASD (WCP)). The instruction defines the roles and responsibilities of RCCs and provides the parameters for the CRP. The CRP is a roadmap for recovering Service members and their families which outlines their goals for transitioning and guides them through the phases of recovery, rehabilitation, and return to duty or reintegration into the community. The RCC develops and oversees the CRP in collaboration with the recovering Service member, family, medical, and non-medical multi-disciplinary teams. The CRP is designed to be a fluid document allowing for changes that may occur during the continuum of care. The RCC reviews the CRP with the Recovering Service member and family or designated caregiver as frequently as necessary based on the Recovering Service members' needs and during transition phases such

as changes in location, familial, marital, financial, Disability Evaluation System progress, employment, medical, or retirement status.

The Department is committed to assisting recovering Service members wounded, ill, and injured Service members through the Education and Employment Initiative (E2I), which engages those Service members early in the recovery process to identify skills they have, career opportunities that match those skills, and any additional skills they will need to be successful. This process operates on a regional basis and involves an innovative collaboration with the Department of Veterans Affairs (VA) to provide vocational rehabilitation services earlier in the recovery process than ever before. Regional coordinators overseen by ODASD (WCP) identify and coordinate existing resources to ensure a continuity of E2I services nationwide consistent experience for recovering and transitioning Service members who are assigned to a Service Wounded Warrior Program or referred to the Disability Evaluation System.

The Department is also committed to ensuring Service members are afforded the opportunity to participate in Federal internships through the Operation Warfighter Program. Operation Warfighter is a wellness program designed to help Service members better prepare for a smooth transition into the workforce. This Federal internship program is open to all wounded, ill and injured Service members assigned to a Service Wounded Warrior Program or referred to the Disability Evaluation System. Each Service member must be medically cleared to participate, must have their Commander's approval to participate, and the internship assignment must will not interfere with a participant's medical profile or adversely affect his or her well-being and recuperation.

The Military Adaptive Sports Program (MASP) provides recovering Service members with an opportunity to engage in physical and cognitive activities outside traditional therapy settings thereby enhancing the recovery process. Benefits of participation in MASP include reduced emotional stress, improved quality of life, lower blood pressure, weight management, enhancement of the recovery process, sense of camaraderie, reduced engagement in negative behaviors. The recovery process can be a very isolated experience. Participation in MASP activities promotes camaraderie, a sense of belonging and contribution in a team environment. Athletic reconditioning provides Service members with access to competitive and recreational physical activities both nationally and internationally.

Planning is currently underway for the 2014 Warrior Games. The Games are an annual event that will be held in Colorado Springs, CO and will be hosted by the United States Olympic Committee (USOC) this year.

The NDAA for FY 2010 granted the Secretary of Defense discretionary authority to compensate Service members with a permanent catastrophic injury or illness, incurred or aggravated in the line of duty who cannot live independently in their homes without caregiver support to perform the activities of daily living. DoD determined all eligible catastrophically injured or ill Service members requiring caregiver support to live independently in their homes after hospitalization would be eligible to receive special compensation.

In August 2011, USD (P&R) published DoDI 1341.12, “Special Compensation for Assistance with Activities of Daily Living (SCAADL),” authorizing special compensation to assist all qualifying catastrophically injured or ill Service members who require caregiver support after hospitalization. The instruction stipulates eligible Service members must have a permanent catastrophic injury or illness incurred or aggravated in the line of duty; be an outpatient; and be certified by a licensed physician to need caregiver support to perform the personal functions of everyday living or require supervision to prevent harm to self or others. Without caregiver support with activities of daily living, the Service member would require residential institutional care. ODASD (WCP) is responsible for SCAADL policy and program oversight and the Military Departments are responsible for administering the SCAADL program.

The SCAADL program compensates Service members for the time and assistance provided at home by designated caregivers in lieu of the government providing residential institutional care. The amount paid to catastrophically wounded, ill or injured Service members is based on the member’s level of dependency and caregiver assistance required. The Services’ Wounded Warrior Program offices are the points of contact for administering this program. As of the end of December 2013, there were 827 recovering Service members receiving a monthly stipend across all Military Departments, with a total of 1,163 participants since the benefit’s inception.

Goals and Metrics

To date, ODASD (WCP) and the Services have recruited and trained over 452 RCCs, Advocates, and non-medical care managers for Wounded Warrior Programs in all Service branches. These RCCs, Advocates, and non-medical care managers are assigned to 206 locations throughout the United States and overseas. The training is being conducted using standardized curriculum developed by ODASD (WCP). At the conclusion of each training event, RCCs are provided the opportunity to offer feedback and rate their satisfaction with the training experience. For the FY 2013, the overall RCC training satisfaction rating was 94 percent.

Operation Warfighter has ensured the placement of 608 Service members in Federal internships for FY 2013. In that same period, ODASD (WCP) hosted 41 OWF outreach events on installations where RSMs can meet and discuss internship opportunities. As of December 2013, 689 Federal agencies, subcomponents, and offices are actively participating in the program.

Five-Year Plans

ODASD (WCP) established a Recovery Coordination Program (RCP) evaluation process and quality assurance (QA) team to provide a coordinated review of the policies, procedures and implementation of the program. The QA team will be conducting site visits to assess the uniformity and effectiveness of care coordination provided by Recovery Care Coordinators (RCCs) to RSMs and their families. This includes continuing evaluation and oversight using a multiple source approach, specifically site visits, interviews, and documentation.

Results will be used to evaluate the impact of care coordination on RSMs and their families and analyzed for program improvement as ODASD (WCP) takes further steps to ensure that Wounded Warrior Programs are in compliance with DoDI 1300.24. The site visits will include:

- Assess the uniformity of services provided to recovering Service members and their families.
- Interviews with RCCs, RSMs, family members, if possible.
- Review of case records.
- Provide staff assistance per DoDI 1300.24.

As part of NDAA FY2013, DoD is required to develop and collect outcome measures from any major DoD support program for Service members with severe wounds, illnesses, or injuries that is intended to provide nonmedical case management service and care coordination services. Once established, OASD (WCP) will utilize these new metrics for enhanced oversight of the Service Wounded Warrior Programs.

As part of joint DoD-VA care management efforts, the Interagency Care and Coordination Committee (IC3) is conducting an inventory of all Wounded Warrior programs to identify duplication and areas for gaining efficiencies. Progress in these areas is reported via the Joint Executive Council Annual Report to Congress.

3-4-3. Family Advocacy Program

FAP is the DoD program to address child abuse and neglect and domestic abuse²⁹ in military families. A FAP office is located at every U.S. military installation worldwide where the command sponsors families. In cooperation with civilian social service agencies and military and civilian law enforcement agencies, the Services' FAPs provide comprehensive prevention, early identification, advocacy, and treatment in response to child and domestic abuse incidents. The goal of FAP is to strengthen family functioning and resiliency in order to increase the competency and self-efficacy of military families.

Goals and Metrics

FAP has developed a set of metrics to measure program outcomes for leadership FAP awareness, child abuse prevention, domestic abuse victim advocacy, and domestic abuser treatments. For some metrics, however, reporting standards still require further refinement to ensure data consistency across the Services. This report presents the metrics for the following two key FAP programs: the New Parent Support Program (NPSP) and treatment programs for

²⁹ DoD defines domestic abuse as both domestic violence, including violation of a military or civilian protective order, and a pattern of behavior resulting in emotional/psychological abuse, economic control, and/or interference with personal liberty that is directed toward a person who is a current or former spouse, a person with whom the abuser shares a child in common, or a current or former intimate partner with whom the abuser shares or has shared a common domicile.³⁰ Please note that FAP reports annual program data from FY 2011 due to the timing of data aggregation.

substantiated spouse abusers. Due to the timing of data aggregation, FAP data presented here are from FY 2012. Table 10 shows the data from FY 2012 and the goals for FY 2013.³⁰

NPSP: In an effort to strengthen the protective factors associated with decreasing the risk for child abuse and neglect, DoD adopted an intensive, voluntary home visitation program, NPSP. This model was developed specifically for vulnerable parents in the Active Duty component who live on or off the installation. The service is offered to expectant parents and to parents of children ages 0-3 years through self-referrals and referrals from health care providers and other service providers in the community.

Table 10. Goals and Metrics for Family Advocacy Programs.

Outcome	Metric	FY12 Data ²	FY13 Goals ²
No child abuse or neglect in high-risk families who received intensive NPSP services (at least 2 visits/month)	% of families who received 6-month intensive NPSP services who are not reported in incidents that met criteria for child abuse or neglect within 1 year after the program completion.	Goal: 85%	85%
		Actual: 96%	
Allegedly abusive spouses who do not recidivate after completing FAP treatment	% of allegedly abusive spouses who successfully completed FAP treatment and are not reported in incidents that met criteria for spouse abuse within 1 year after treatment completion.	Goal: 75%	75%
		Actual: 96%	

The outcome of NPSP is measured by the percentage of Active Duty families who received a minimum of 6-month intensive NPSP service and are not reported in incidents that met FAP criteria for child abuse or neglect within one year following the completion of the program (see Table 10). Since the assessment began in 2005, DoD continues to meet its goal that 85 percent of participating Active duty families will not be reported in incidents that met FAP criteria in the year following NPSP case closure. In FY 2012, the percentage of NPSP participants who were not reported for child abuse or neglect for 12 months after the program completion remained the same level as that of FY2011, 96 percent.

Treatment to Reduce Spouse Abuse Recidivism: At military installations, FAPs provide treatment and/or coordinate treatment with local agencies to help alleged domestic abusers end their abusive behavior. Progress in prevention of repeat domestic abuse is difficult to measure because civilian treatment programs vary by the local agencies that provide them. Research has suggested that alleged abusers who have completed a treatment program are less likely to recidivate than those who did not finish.³¹ Since FY 2009, FAP has collected data on the effectiveness of treatment programs for alleged spouse abusers to reduce spouse abuse recidivism. A metric adopted here is the percentage of alleged spouse abusers who completed a FAP treatment program and are not reported in incidents that met FAP criteria for spouse abuse within one year after completion of treatment. In FY 2012, FAP treatment programs prevented

³⁰ Please note that FAP reports annual program data from FY 2011 due to the timing of data aggregation.

³¹ See pp. 429-432 in Sartin, Robert M., David J. Hansen, and Matthew T. Huss. 2006. "Domestic Violence Treatment Response and Recidivism: A Review and Implications for the Study of Family Violence." *Aggression and Violent Behavior* 11(5): 425-440.

recidivism in 96 percent of domestic abusers who had completed treatment. Despite these very positive figures, the goals for both programs remain constant for the next five years as DoD further refines the metrics to measure the effectiveness of these programs.

Five-Year Plans

The individuals substantiated for domestic abuse do not represent a homogenous group. Abuse differs in degree, intensity, etiology and function. Such differences serve to reaffirm FAP's goal to prevent and reduce abuse through innovative and evidence supported services. In incidents that meet the FAP criteria for domestic abuse, the abuser may be an Active Duty Service member or a civilian. The FY 2012 FAP report indicates that 51 percent of alleged spouse abusers were Active Duty Service members and 49 percent were civilian spouses. Of the total number of alleged abusers, 67 percent were male and 33 percent were female. FAP makes treatment available to both Active Duty and civilian alleged abusers. Command support of treatment recommendations for the Active Duty alleged offender is a key component to the success of treatment. Lack of military jurisdiction over civilian alleged abusers may impact the civilian abuser's willingness to participate in recommended services.

Acts of domestic abuse also vary, to include emotional abuse without violence, physical violence, and sexual violence. The DoD FAP office has changed the criteria for these types of acts to ensure a high level of consistency across installations and across all four Services. As a result of the heterogeneous nature of domestic abuse, treatment varies. Men who have committed repeated acts of physical or sexual violence against their spouses are more likely to be treated as "batterers" within group psycho-educational approaches mandated by state standards, even if such approaches have significant recidivism. Women who commit only a few acts of emotional abuse are more likely to be treated with cognitive behavioral therapy and may have lower rates of recidivism.

FAP is placing increased focus on providing effective interventions at all levels of service. As a result, pending FAP standards require the Services to adopt approaches for prevention and intervention that are evidence-based, culture and gender sensitive, and applicable to a military population. The Office of Secretary of Defense is working closely with the Military Family Readiness Clearinghouse to identify potentially promising approaches for the military family population.

The Military Services have made changes in their data collection systems to provide more accurate information on recidivism of spouse abuse. To improve identification of variables that contribute to poor outcomes and recidivism, FAP launched a 2-year joint service project with university researchers in FY 2010 to standardize the severity rating scales used in categorizing substantiated incidents of family maltreatment. Maltreatment severity has traditionally been rated as "mild," "moderate," or "severe." To be useful, ratings must be reliable, which means consistency across clinicians in the field. Conversely, *an unreliable measure likely does more harm than good* by leading policy makers to interpret and act on error-laden data. Through process improvement efforts, the Service FAPs continue to explore what programming changes would be required to match data on the type(s) of spouse abuse allegedly

committed by a Service member with the type of treatment provided and the reason for case closure.

3-4-4. Morale, Welfare and Recreation (MWR) Programs

Morale, Welfare and Recreation (MWR) programs directly contribute to the readiness, resiliency and retention of Service members and their families. MWR provides a wide range of recreational programs both on and off installations such as fitness centers and sports, libraries, recreation centers, skills development programs, outdoor recreation, leisure travel, recreation lodging, and single Service member programs. For Guard and Reserve members and their families, MWR programs are provided through MWR Outreach. MWR Outreach is also available to Active Duty members who are not stationed at or near a military installation so they may maintain necessary fitness levels. MWR Outreach includes opportunities such as YMCA and private fitness center memberships for eligible personnel, online library services 24/7 worldwide, and military recreation one-stop shopping on the Military OneSource webpage.

In FY 2013, 5,000 eligible military members and 6,200 family members took advantage of free YMCA memberships. Respite child care is also offered at participating YMCAs and provides up to 16 hours of free child care per month per child for families of deployed Active Duty, Guard and Reserve personnel, along with children whose Active Duty parent(s) are assigned to an approved command which is not near a military installation. In FY 2013, over 14,000 children participated in the respite care program. Feedback from participants indicates access to YMCA programs and services provides not only great stress relief, but also a sense of community and belonging; this significantly helps ease the loneliness and isolation felt by spouses and family members during their Service member's deployment.

The Internet has been a useful means of delivering MWR programs to Reserve Component families that are more likely to be geographically isolated than Active Duty families. DoD has purchased over 30 online library databases and services and made them available to Service members and their families 24/7. Continuing the successful deployment of these online databases and services, usage again increased from 86 million user activities in FY 2012 to 90.7 million user activities in FY 2013. Customers of all ages took advantage of the resources, learning how to repair cars, write college papers, explore new hobbies, take practice tests, find out about other cultures, download eBooks/audio books, prepare for deployment, and further their professional goals. Additionally, over 249,000 students used the DoD MWR Library Tutor.com, providing over 418,000 tutoring sessions with 24/7 online access to live tutors for grades K-12. The DoD MWR 2013 summer reading program had over 60,000 participants who read 14.6 million minutes, 1.4 million minutes more than FY12. The summer reading initiative enriched the lives of the youth in military families, boosting reading achievement and improving literacy skills. The military recreation link on the Military OneSource website provides instant access to a myriad of information on each Service's MWR programs along with videos of the Armed Forces Recreation Centers, affordable vacation opportunities, and recreation facilities. Tickets and tours offerings, lodging links, and other MWR program highlights are also featured on the website.

The MWR program includes inclusive and adaptive recreation to support wounded warriors returning from combat deployments. The capability for injured Service members to participate in recreation is an important component of rehabilitation and reintegration. "Inclusive Recreation for Wounded Warriors" is a joint Service training course that trains installation MWR recreation staff to integrate wounded warriors into existing MWR recreation programs and activities. Taught by Penn State University faculty members, the four-day course includes discussion on post-traumatic stress disorder, limb amputations, traumatic brain injury, and spinal cord injuries, adaptive/specialized equipment, accessible design, age appropriate inclusive recreation programming, and societal and cultural issues. Students develop a plan of action to add inclusive recreation programs at their installation, which is evaluated six months after course completion. More than 525 recreation programmers from all military Services have completed the training. As a result of the training, dedicated professionals with enhanced programming skills are engaging wounded warriors and families with special needs in recreation.

Military spouses have indicated that communication is the singular most important factor in coping with deployments. To keep families connected during deployment, MWR funds approximately 426 free MWR Internet Cafes in the Middle East. The results of the MWR Internet Café Program Customer Satisfaction Survey for 2013 indicated that overall satisfaction held steady year-over-year at 93.4 percent. The vast majority of respondents (81 percent) said they were satisfied with the major network quality. Wireless technology continued to increase in Afghanistan and reached 93 percent satisfaction rating with WiFi services. Additionally, MWR provides portable Morale Satellite Units known as Cheetahs. These Cheetahs contain 4-6 web camera enabled computers that support personnel located in remote areas in theater. There are currently 130 Cheetahs in operation.

Goals and Metrics

MWR began conducting the comprehensive DoD MWR Customer Satisfaction Index (CSI) Survey in 2009. The MWR CSI Survey is modeled after the American Customer

Table 11. Goals and Metrics for MWR Programs

Outcome	Metric	FY09 data	FY10 data	FY11 data	FY12 data	Remarks
Identify high impact program areas and level of customer satisfaction	MWR Customer Satisfaction Index (CSI) ¹ - Overall for DoD	69	N/A	69	N/A	MWR established a self-benchmark for CSI score in FY09. The survey is biennial. The FY11 score for DoD Overall did not change.
	Army CSI Score	68	N/A	70	N/A	Increased 2 points
	Navy CSI Score	72	N/A	71	N/A	Decreased 1 point; highest satisfaction for military Services
	Air Force CSI Score	70	N/A	67	N/A	Decreased 3 points
	Marine Corps CSI Score	65	N/A	67	N/A	Increased 2 points

Note: ¹Within the context of this study, scores in the 60s are interpreted as "fine but could use work," the 70s as "good job but keep working on it," and the 80s as "excellent - keep it up." It is unlikely that any program will or should achieve a score higher than 85.

Satisfaction Index (ACSI), a customer satisfaction survey widely used by civilian industries for benchmarking. The survey is an exemplar of a program assessment tool that was developed collaboratively by representatives from the Office of Secretary of Defense and the Services. The second DoD MWR CSI Survey was conducted in summer 2011. The sample was drawn from Active Duty Service members worldwide; approximately 17,500 Active Duty Service members from all four Services completed the survey online. Table 11 summarizes the CSI scores at DoD and each Service. In the 2011 survey, the overall CSI score of 69 remained the same as that of the 2009 survey.

The DoD MWR CSI Survey provides scores for the MWR program overall and for each of eight program areas. The survey also measures the impact of the overall MWR satisfaction on three key organizational outcomes: readiness, retention, and unit cohesion. Impacts on these organizational outcomes were measured within the MWR programs, independent of other military family readiness programs. Consistent with the results from the 2009 survey, the 2011 results suggest that outdoor recreation and fitness programs continue to be top priority areas and would have the highest impact on the overall satisfaction with MWR and consequently, on mission readiness.

As a result of the 2011 survey findings, the Military Services initiated actions to improve fitness and outdoor recreation programs. The Military Services have modernized fitness facilities, increased equipment availability, improved equipment quality, and introduced comprehensive strength and conditioning programs to reduce the likelihood of injuries. The Services made improvements in outdoor recreation by increasing staff training, improving equipment, and offering Service members, who are reintegrating from repeated, high adrenaline/stress deployments, uniquely-designed programs that involve high adventure activities like white water rafting and rock climbing. These types of activities maintain combat readiness, reinforce unit cohesion and facilitate unit/family reintegration upon return from deployments. The Military Services are using MWR CSI Survey data to ensure a balanced portfolio of MWR programs.

Five-Year Plans

Results of the MWR CSI Surveys have been used for developing MWR strategic plans and as future funding justification for improvements to the MWR programs at the Services and DoD levels. Although CSI surveys can provide comparable customer satisfaction data found in civilian industries, there is no single civilian industry offering the same level and scope of services that MWR programs do. As an alternative measure, DoD is developing its own benchmark using the data from this first survey and subsequent surveys. Short- and long-term goals will be set after evaluating subsequent surveys against this benchmark. DoD is planning to conduct another MWR CSI Survey in 2014 and will use the data gathered to facilitate ongoing MWR innovation efforts focused on leveraging partnerships, technology and improved service delivery techniques.

3-4-6. Exceptional Family Member Program

DoD and the Services provide a wide variety of services to Service members who have family members with special medical or educational needs. These family members include spouses, children, or dependent parents who require special medical or educational services for a diagnosed physical, intellectual, or emotional condition. Each Service has an established Exceptional Family Member Program (EFMP) to assist their families with special needs. Currently, over 128,500 military families have been enrolled in EFMP; an increase in 8,500 enrollees over the past year.

Until 2010, EFMP focused on the identification and enrollment of family members with special needs as related to the personnel assignment coordination process. While there were no prior DoD requirements for the Services to provide community and family support for military families with special needs, the Army and Marine Corps had already launched their own programs. Section 563 of NDAA FY 2010 added section 1781c to title 10, U.S.C., which established the Office of Community Support for Military Families with Special Needs (OSN), to enhance and improve DoD support around the world for military families with special needs. The law also required the expansion of the coordination of assignments to and within the United States for Service members who have family members with special needs and of community support to military families with special needs. The EFMP Family Support assists families with special needs by helping them identify and access programs and services, providing information about and referral to military and community services and other family center providers, non-clinical case management, including individualized services plans, and warm handoffs to the EFMP at the sponsor's next duty station.

The Department submits an annual report to Congress on the activities of the OSN in identifying any gaps in DoD-sponsored services to families with special needs, actions taken or planned to address the gaps, and recommendations for future legislation considered appropriate to provide for continuous improvement in support for military families with special needs.

Section 1781c of title 10 includes a requirement for OSN to develop a system for record keeping, reporting, and continuous monitoring of resources for families with special needs. To fulfill this requirement, it is necessary to standardize policies and procedures across the Military Services. Currently the Services operate separate EFMPs, the component areas of which (identification/enrollment, assignment coordination, and family support) may also operate somewhat independently of each other. There is no system to link information about families with special needs to all component areas of the EFMP and all Services. Thus, communication and collaboration among medical, educational, personnel and family support components and among the Services are limited.

Standardization of the EFMP will enable families with special needs to have the same level of access to services in the three component areas of EFMP regardless of Service affiliation and location (for example, joint base assignment or being assigned to a sister Service location). To date, OSN has:

1. Been in the process of revising DoD Instruction (DoDI) 1315.19 to include family support, tour stabilization, and expanded assignment coordination to locations within the U.S. as well as overseas.
2. Conducted an in-depth analysis of the current status of services that each Military Service provides to families with special needs. This included a review of their policies, procedures, business processes and forms, and site visits to headquarters, regional offices, and installations.
3. Initiated a detailed analysis of EFMP-specific database and case management systems currently utilized by the Services to determine the feasibility for standardization of an EFMP database that would network all the Services to include practicability of using current data systems or recommendations for developing new systems (partially or in full).

Five-Year Plans

OSN continues working to achieve the following six key targets over the next three to four years:

- Publish a DoD policy on the EFMP, to include assignment coordination to all locations as well as the provision of family support services.
- Establish joint Service curriculum and training.
- Establish an oversight process including standards.
 - Oversee Service implementation of the EFMP, including community support and assignment coordination.
 - Oversee the provision of early intervention services by the military medical departments and special education services by the DoD schools.
- Establish a web-based database that will interface with Service community support, personnel systems, and the military healthcare system.
- Develop and maintain a system for identifying the availability and accessibility of services for military families with special needs.
- Measure the effectiveness of community support and assignment coordination programs.

To achieve these targets, OSN has established collaborative efforts with entities both within the Department and with outside entities. Leveraging the DoD-USDA interagency agreement, OSN has recently completed three major studies in collaboration with Land-Grant University faculty members whose expertise lay in the subject. The studies included the following:

- *Benchmark Study*: In collaboration with Cornell University and the University of Kansas, OSN conducted a review of literature and analyzed existing military and civilian programs informing on best practices and determined expansion of existing programs through a family needs assessment in the first phase of the study. The Family Support Process and Outcome Metrics project, a continuation of the Benchmark Study, supports the Department in its efforts to standardize outcome data for families using the EFMP family support program. Cornell University, in coordination with OSN, is developing

standardized metrics across the DoD on program activities and family outcomes for the EFMP family support services. The set of reporting requirements based on research findings will provide actionable data so that the OSN and military Services can assess services being provided and how well Service member and family member needs are being met.

- *Autism Study Phase III:* The Ohio State University conducted a review to identify special education services for children age 3 to 21 in public schools near installations with a large military population that serve military children. A product of the review has been the development of an online “Education Directory for Children with Special Needs.” The directory provides families with information they need to make informed decisions about the availability of early intervention and special education services and to assist them with making a smooth transition from one public agency or school district to another within the United States.
- *Medicaid Study:* OSN commissioned West Virginia University (WVU) to examine Medicaid and its relationship to military families with special needs. Specifically, the WVU research team focused on Active Duty military families with special needs and their relationship with Home and Community Based Services waivers. Due to the mobile nature of military life, military families with special needs have a history of experiencing difficulty in obtaining Medicaid coverage for home and community-based services for family members. Major findings of this research were that military families with special needs use Medicaid as a resource to obtain specific supplementary services and coverage, such as respite care, transportation, supplies like diapers for older children, durable medical equipment and nutritional products like formula, that are either not provided or not fully covered by TRICARE, and that the Medicaid system is structurally incompatible with the needs of Active Duty military families. Additionally, variation between state Medicaid systems often complicates access to special needs services for Active Duty families moving from one state to another.

4. CONCLUSIONS

The plans described in this report will guide the Departmental efforts in the next five years to ensure that DoD will continue to provide quality family support programs, addressing changing needs of the diverse military family population. In response to the current and future budget cuts imposed by sequestration, DoD is reassessing family needs and aggressively seeking further efficiencies, while preserving the quality and availability of critical family support programs. As a result, DoD is rapidly adopting the culture of program evaluation to provide effective and sustainable family support programs and building networks of support resources available in civilian communities for military families. Driven by effectiveness tracking and efficiency efforts, there have been a number of existing and newly established initiatives, working groups, and studies that are creating the momentum to promote program evaluation practices across the Department. Results from these ongoing evaluation efforts started seeing actions taken and will help strengthen the portfolio of DoD family support programs in the coming years.