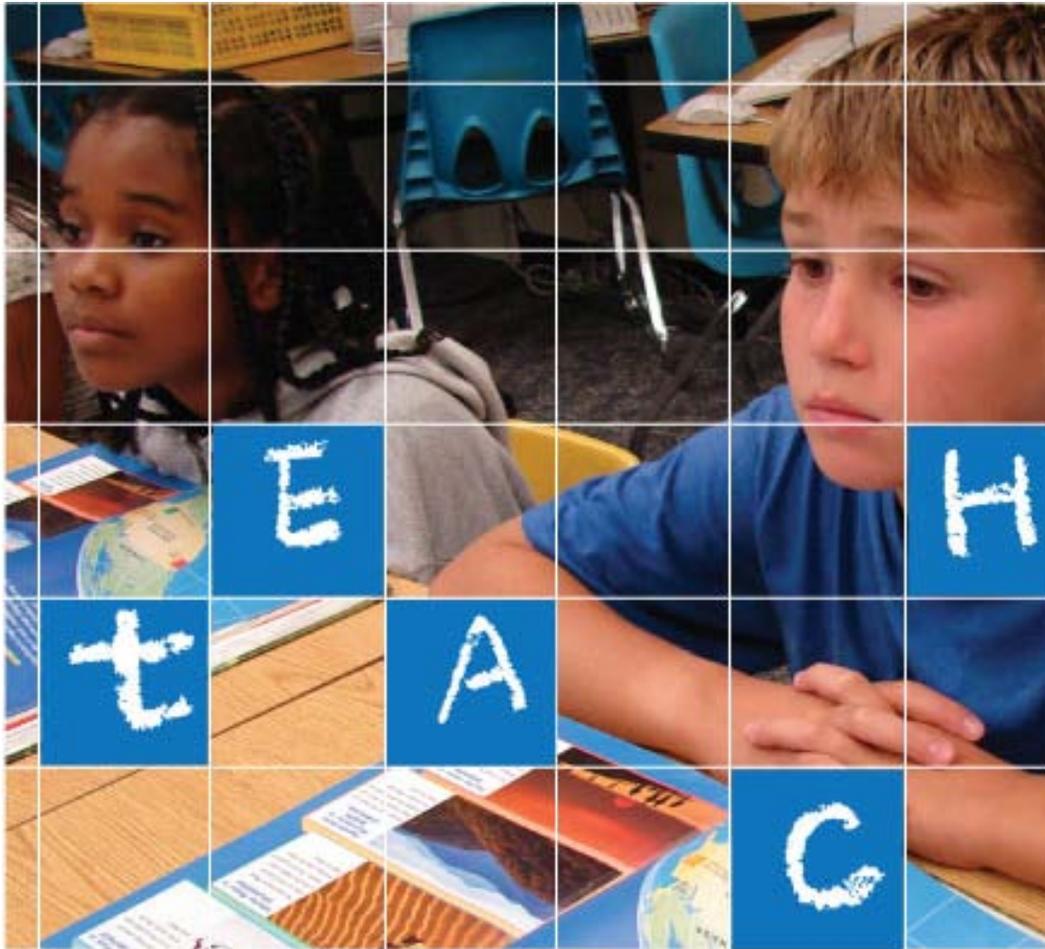


Update to the Report on
Assistance to Local Educational Agencies for Defense Dependents' Education



June 2010



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I. INTRODUCTION

Pursuant to Section 574 (c) of P.L. 109-364, as amended (20 U.S.C. § 7703b note), the Secretary of Defense is required to provide an update to the plan to provide assistance to local educational agencies (LEAs) that experience projected growth or loss in the enrollment of military dependent students. The projected growth or loss must be a result of force structure changes, relocation of military units, or the closure or realignment of military installations under base closure laws.

The Department of Defense (DoD) submitted an interim response to the congressional defense committees on May 4, 2010. This submission supplements the interim response and constitutes the updated report. The report addresses the following:

- An identification – current as of the date of the report – of the total projected number of military students who are anticipated to be arriving at and departing from military installations as a result of force structure changes, relocation of military units, or realignment of military units, including:
 - An identification of military installations affected by such arrivals and departures;
 - An estimate of the number of such students arriving at and departing from each such installation; and
 - The anticipated schedule of such arrivals and departures by school year.
- A plan for outreach to be conducted for affected LEAs, commanders of military installations, members of the Armed Forces, and civilian personnel of DoD regarding information on the assistance to be provided to LEAs that experience growth in the enrollment of military students as a result of any of the aforementioned events, and;
- Such recommendations as the Office of Economic Adjustment (OEA) of DoD considers appropriate for means of assisting impacted LEAs in accommodating increases in enrollment of military students as a result of such an event.

While DoD understands elementary and secondary education provided by LEAs, is under the jurisdiction of the state and local governments, quality education is a high-priority issue for military families. The quality of K-12 education is an important criterion for military families and is linked to retention and readiness in the Military Services.

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The Department is committed to supporting the education continuum of military students. A significant element of family readiness is an educational system that provides not only a quality education but also one that recognizes and responds to the unique needs of children of military families. The relocation of thousands of military students through Base Realignment and Closure (BRAC), global rebasing, and other force structure changes has created an opportunity to enrich and expand partnerships with military-connected communities to ensure the best possible educational opportunities are available for military dependent students.

The Department considers the education of military dependent students an important aspect of operational readiness.

II. EXECUTIVE SUMMARY

The Department recognizes the importance of addressing the education and transition/deployment issues facing military children due to BRAC, global rebasing, and other force structure changes. The Department continues to take a comprehensive approach in addressing these challenges by increasing the level of collaboration among all stakeholders and extending its reach to the federal, state, and local levels.

The Department is providing the number of students of military and/or DoD civilian/contractor personnel projected to be gained and lost by state and by the Services from school years (SY) 2010 to 2012 in Appendices 1 and 2. Many factors influence a military family's decision to relocate and the timeline for their relocation. Therefore, these numbers need to be understood in the context of those factors.

The most accurate accounting of the number of students occurs between the installation and the local community. Housing locations and availability, housing construction timelines, specific demographics of the military members moving to a location, impact of deployment, and the evolving mission of the Armed Services are factors in determining accurate numbers of arriving students.

The Department and the Military Services have begun many initiatives directed at meeting the challenges of families, commands and educators.

The Interstate Compact on Educational Opportunity for Military Children, through the Council of State Governments, was developed to address issues associated with class placement, records transfer, immunization requirements, course placement, graduation requirements, exit testing and extracurricular opportunities. As of June, 2010, 32 states have enacted the compact and legislation is being actively considered in seven other states and the District of Columbia.

The Department expanded the Military Family Life Consultant (MFLC) program to support and augment 238 military-connected LEAs. The consultants provide short term, situational, problem solving counseling services to faculty, staff, parents, and children for issues amenable to short-term problem resolution such as school adjustment issues, deployment and reunion adjustments, and parent-child communications.

The Department provided military families free, unlimited access to online tutoring, homework, and career services. The Department also extended this offer to activated Guardsmen and Reservists, and DoD civilian families who are experiencing deployment.

The Department of Defense Education Activity's (DoDEA) Educational Partnership Program continued to provide information and support to increase understanding of the

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unique needs of military children and academic support to improve educational opportunities and outcomes for military children.

Through competitive and invitational grant programs, DoDEA awarded \$58M to 44 school districts serving approximately 77,000 military-connected students in over 284 schools in FY 2009.

The Educational Partnership Program developed special education professional development modules and is making them available to military-connected LEAs. The Partnership Program also developed an interactive educational resource for military families, military leaders and school leaders. The resource, *Students at the Center*, provides information on important policies, procedures, and best practices that are critical to supporting the needs of military families' education.

The Educational Partnership Program is conducting a congressionally mandated study that analyzes military-connected LEAs compared to non-military-connected LEAs; the educational options available to military children who attend schools in need of improvement within the military-connected LEAs; the challenges military parents face in securing quality schooling options for their children: and; the educational attainment and impact of children from military families on LEAs.

Through the Memorandum of Understanding (MOU) signed by the Secretaries of Defense and Education in June 2008, the two agencies are collaborating and leveraging their combined strengths to improve the educational opportunities of military-connected students. This increased coordination has provided the opportunity for several new initiatives (see page 15).

Ensuring that Army children and youth have quality education experiences helps fulfill the Army Family Covenant, the commitment the Army has made to provide Army families a quality of life commensurate with their service and sacrifice. Some of the initiatives underway include: execution of the Five Year Army School Support Services Strategic Plan; continuing development of the School Liaison Officer (SLO) program; the Commander's 101 Guide; certified parent educators focused on utilizing Parent-to-Parent programs; and homework centers at Army Child Youth and School Services (CYSS) programs, to name a few.

The Marine Corps established and staffed 23 new School Liaison positions to help parents, commanders and schools work more closely together. School Liaisons advocate for military-connected school aged children and form partnerships with schools and other agencies, assist school districts in applying for available competitive and non-competitive grants, and disseminate information on supportive programs like Tutor.com and Student Online Achievement Resources (SOAR).

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One of the initiatives the Navy has undertaken is the creation of the Child and Youth Education Services (CYES) program to provide a Navy-wide programmatic focus on K-12 issues. The Navy has chartered a Process Enhancement Team to focus efforts on a School-Based Program Model with the objective of replicating it Navy-wide. The Navy has 40 school-based MFLCs in schools serving Navy families and projects up to 140 by school year 2010/2011. Other areas addressed by the initiative include school transition support; deployment support; Special Education system navigation; Home School support; and post secondary preparation.

Every Air Force base has a designated senior military officer or senior Air Force civilian who participates in local school boards to advocate for the interests of students of Air Force members with community and school leaders. Beginning in October 2011, all Air Force installations will also have a full-time civilian School Liaison position. The Liaisons will work with parents, school staff, other installation helping agencies, and base leadership to ease the school transition of military-connected students and work individual and systemic issues related to insuring military children have the best educational options available.

DoD is cognizant and vigilant in the distribution of the numbers that communities will use to plan and develop infrastructure and implement systems to support the projected growth. The Department understands that elementary and secondary education provided by LEAs, is under the jurisdiction of the state and local governments and that communities need timely information to plan and develop infrastructure to support the projected military dependent student growth. The affected military services have the responsibility to assist in the development of systems and networks within the state and local governments to support the projected growth.

The Office of Economic Adjustment is assisting regions experiencing mission growth as a result of the 2005 round of BRAC, Global Defense Posture Realignment, Army Modularity, and Grow the Force initiatives. Education is the second most mentioned challenge for these regions and is closely linked with housing and transportation needs.

The following are the summarized recommendations, as OEA considers appropriate, for assisting affected LEAs in accommodating increases in enrollment of military dependent students because of mission growth.

Recommendations: The following recommendations can assist affected states, communities, and local educational agencies to accommodate increases in military-dependent students as a result of mission growth (see section V, page 22 for more detail):

Data: Better coordination is necessary between federal and local levels to estimate the timing and profile of arriving student populations. State and local governments need advance information on mission growth to plan and implement

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necessary adjustments in local facilities and public service systems. The affected Service needs to establish a partnership with the state to address school issues.

Clearinghouse: A clearinghouse needs to be available to support the numerous stakeholders working to assist local responses.

A Flexible Federal Response: Current Federal programs of assistance need maximum flexibility to support local education responses for the variability that exists across mission growth areas. Additionally, the affected Service needs to establish an intergovernmental education response team needs to be designated, under the direction of an authorized federal entity, to be an on-call resource for growth locations where education is an issue.

Construction/Renovation: Though there are many effective and responsive resources to support construction/renovation, federal initiatives/programs need to address circumstances where funding gaps exist among state, local, and private entities.

Operational: Funding and payment schedules for the U.S. Department of Education Impact Aid Program and DoD Supplemental Impact Aid and Impact Aid for Large Scale Rebasing programs should be evaluated and coordinated to better support the local education operating budgets responding to mission growth.

Teachers, Students, and Administration: Federal and state education statutes, regulations, and program guidance need to be coordinated to ease the transition of military-dependent students and their families.

The information provided in this report regarding student populations is as accurate as possible at this time, but many factors affect the Service Members' decisions about moving families. In addition to the perception of school quality near an installation, upcoming deployments for Service Members may affect projected timelines and student numbers because some families choose to stay in their current location rather than move to the new assignment location.

Experience demonstrates that when communities and their state(s), installation commanders and business leaders work together to look at all factors and variables related to military families decisions to move, they are better able to develop and successfully execute viable, sustainable educational growth plans.

Progress has been made on many fronts and many initiatives are ongoing to provide assistance to LEAs that experience growth in the enrollment of military dependent students and to aid students during times of transition and deployment. The Department will continue its concerted efforts to build relationships among local communities,

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military installations, LEAs, and our state and federal partners to address issues that impact the education and well-being of military dependents and their families.

III. NUMBER OF STUDENTS TRANSITIONING

The Department is cognizant and vigilant in the distribution of the numbers that communities will use to plan and develop infrastructure and implement systems to support the projected growth. The Department understands the need to provide communities with timely projections. Local military commands have established relationships with LEAs to provide information and updates -- on a continuous basis -- on the impact and most up-to-date transitioning student numbers. Communities working with local military commands are able to address the unique characteristics of the mission and the corresponding demographics of the anticipated population.

The military student growth and loss data are taken from the projections that the Services provided in the preparation of this report. The data is delineated by states (Appendix 1) and by Military Service (Appendix 2).

The projections in Appendices 1 and 2 reflect the *projected military student growth and losses by school year*. The data provides a picture of how the student population is projected to change over time.

The following guidance was provided to each of the Military Services for use in determining the numbers of students transitioning:

- *Military Student*: Defined as (a) an elementary or secondary school student who is a dependent of a member of the Armed Forces; or (b) an elementary or secondary school student who is a dependent of a civilian employee of the DoD; (c) or elementary or secondary school students who are dependents of personnel who are not members of the Armed Forces or civilian employees of the DoD, but who are employed on federal property.
- *Installation*: Those installations located in the 50 states and the District of Columbia. If the installation has joint forces, the military department responsible for the installation shall report the total gain and or loss of military students.
- *School Year (SY)*: Refers to the school years that begin in the fall of 2009-2011 and end in the summer of 2010-2012.

The following formula was provided to calculate the number of military students per military member and DoD civilian:

- 48 % of military members or DoD civilians have a child;
- 1.6 children per military member or DoD civilian (average); and

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- 63 % of children are school-age children.

The Military Services were provided the opportunity to adjust the formula to reflect their individual demographics. The Marine Corps adjusted the formula for the number of students per military member. As of March 2010, 29.3 % of Marines have children, and 49% are school age (6-19 years old). The Marine Corps used 29 % to calculate the number of Marines who have a child and 48 % for civilians and contractors.

When using Military Service member data to evaluate the number of school-age children of military, DoD civilian, and contractor employees who will potentially be moving to a particular military installation, the numbers need to be evaluated in the proper context. The number of Military Service members moving to a particular installation may not be a true indicator of what is actually happening in a particular community with regard to the number of military students. Military students are absorbed into a community in several ways. Students may attend traditional public schools, public charter schools, private and/or religious schools, DoD Domestic Dependent Elementary and Secondary Schools where they are available, or may be homeschooled. Additionally, there may be several LEAs that serve one installation.

The projected number of students assumes that every student will accompany the military member. However, many factors affect military decisions to move and/or when to move to new locations. The following factors may influence whether the military family moves and if so when:

- Scheduled deployment of a military member soon after relocation: Families may choose to stay at a current location and/or return to a location closer to extended family if the military member is scheduled to deploy soon after arrival at a new location;
- Permanent Change of Duty Station date occurring after the school year begins: Family members may choose to stay at a location until the completion of the current school year to alleviate transition challenges; and
- The quality of education available at the new location.

The projected number of civilian/contractor students assumes that DoD civilians and contractors will leave their current duty location and transfer to the new location and that no positions will be filled by hiring civilians already living in/around the gaining installation.

IV. PLAN FOR OUTREACH

The Department plan involves collaboration at all levels with the overarching goal of helping all military students receive a quality education. In addition to the issues facing transitioning students, many military students have been affected by their parent's repeated and often extended deployments. Military children 6-18 years of age constitute 58% of children impacted by deployment; 33% are 6-11 years old and 25% are 12-18 years old.

Approximately two million military children have experienced a parental deployment since 2001. Significant research surrounding the psychosocial effects of deployment on military children concludes that multiple deployments have effects on school performance and behavior. All these issues result in a need for collaboration and coordination among the DoD, the Military Services, installations and LEAs, communities and families. Outreach efforts are varied and cross many organizations. Collaboration among all stakeholders is underway in many areas. Examples of efforts include the following:

1. Department of Defense Initiatives:

Interstate Compact on Educational Opportunity for Military Children

In 2006, DoD, in coordination with the Council of State Governments, developed the Interstate Compact on Educational Opportunity for Military Children to alleviate the significant school challenges encountered by military families due to frequent relocations in the course of their service. In this regard, most military children will matriculate through approximately eight different school systems from kindergarten to 12th grade. The Compact was developed to address issues associated with class placement, records transfer, immunization requirements, course placement, graduation requirements, exit testing and extracurricular opportunities.

The Compact reflects input from policy experts and stakeholders from 18 different organizations, including representatives of parents, teachers, school administrators, military families, and federal, state, and local officials. The Compact establishes guidelines that will allow for the uniform treatment, at the state and local district levels of military children transferring between school districts and states. As further validation of these guidelines, as of May 2010, the Compact has been reviewed and approved by the legislatures and signed into law by the Governors of 31 states.

The Compact became active upon approval by the 10th state on July 08, 2009. The Interstate Commission, comprised of representatives of member states along with ex-officio members, met in October 2008 and again in November 2009 to establish

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necessary rules and guidance to implement the Compact. The Interstate Commission has designated its officers and established standing committees.

While the Department of Defense Education Activity (DoDEA) cannot participate as a member of the Compact, DoDEA has agreed to abide by the Compact provisions covering class placement, records transfer, immunization requirements, course placement, graduation requirements, exit testing and extracurricular opportunities. The Department of Defense Education Activity also represents the DoD in the Interstate Commission as an ex-officio member.

As part of the Compact, member states are establishing State Councils to oversee implementation and to assist in resolving disputes that may arise. Membership of a State Council must include a representative from the State Department of Education, superintendent of a school district with a high concentration of military children, a state legislator and a representative from the military community who acts as a liaison to the Council.

In addition to the 31 states that have already adopted the Compact, legislation is still being actively considered in seven states and the District of Columbia, while in Illinois it has passed both chambers and is with the Governor for signature.

Military and Family Life Consultant Program

In response to the increasing number of children with a deployed parent, DoD extended the MFLC program to support and augment military-connected LEAs. MFLCs provide non-medical support to faculty, staff, parents, and children for issues amenable to short-term problem resolution such as school adjustment issues, deployment and reunion adjustments, and parent-child communications. There are currently 200 MFLCs serving in 238 military-connected public schools serving over 77,000 military dependent students.

On-Line Tutoring

To assist families who are experiencing deployment, whether they are active duty service members, Guard and reservists in a deployed status or DoD civilians in a deployed status, the Department provides military and eligible military-connected families free, unlimited access to online tutoring, homework assistance and career services. It is an online homework help and learning service that connects students to a certified tutor for one-to-one help. Sessions are anonymous and conducted by certified teachers, professors, graduate school students, students at accredited universities and professionals who are experts in their field. Students and adults visit the website; enter their question and then are connected to a certified tutor or career specialist in the interactive online classroom. A certified tutor or career specialist works one-to-one with each student until the student's problem is solved. Tutor.com is available worldwide.

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The Department of Defense Education Activity Educational Partnership Program

The quality of K-12 education is an important criterion for military families and is linked to retention in the Military Services. Consequently, Section 574(d)(2)(B) of P.L. 109-364, as amended (20 USC § 7703b note), authorizes the Secretary of Defense to utilize funds of DoDEA to provide programs for LEAs that educate military dependent students undergoing transitions, including those due to base closures, global rebasing, and force restructuring. Recognizing the need for a catalyst to integrate existing educational efforts, DoDEA has the opportunity to champion a quality educational continuum for all military children. It is estimated that 80% of school age, military children in United States attend public schools.

A competitive grant program was established to satisfy the congressional mandate to provide programs to LEAs with military-connected students undergoing transition from force structure changes. School districts serving military installations experiencing projected military student growth of 400 or more military-connected students during a timeframe of two school years are eligible to compete. The grant application process emphasizes two priorities to ensure that only quality projects are funded. First, all projects must be research-based and second; all projects must have a thorough evaluation plan. The evaluation must include fidelity of implementation and results.

To build capacity with school districts that may not be experiencing growth due to military force structure changes, an invitational grant program was established. District performance and demographic data are used to identify needs and ensure that decisions to extend invitations to districts to submit a grant proposal are based on sound data.

In total, DoDEA awarded \$58M to 44 school districts in FY 2009. The grants were given to 284 schools serving approximately 77,000 military-connected students.

The DoDEA Educational Partnership Program provides information and support to increase understanding of the unique needs of military children and academic support to improve educational opportunities and outcomes for military children. A significant element of family readiness is an educational system that provides not only a quality education, but also one that recognizes and responds to the unique needs of children of military families.

Recognizing that supporting military children takes a school-wide effort, DoDEA offers professional development programs to help inform school staff of the academic challenges that these children face. Some of the initiatives are listed below:

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The Educational Partnership Program provided special education professional development modules available to military-connected LEAs. Facilitator guides that provide additional resources for each module, including implementation and evaluation content are included in the professional development modules. The nature of the modules makes them valuable to individual teachers seeking to gain knowledge and skills, or to schools and LEAs seeking to implement the specified practices collectively. In addition to the modules being made as stand-alone products for military-connected LEAs, in the summer of 2010, the Educational Partnership Program is also offering three face-to-face professional development seminars using the modules.

The Educational Partnership Program developed an interactive educational resource for military families, military leaders and school leaders. The resource, *Students at the Center*, provides information on important policies, procedures, and best practices that are critical to supporting the needs of military families' education. Available online at www.militaryk12partners.dodea.edu, the guide offers information focused on the specific needs of the different stakeholders. The guide can be ordered in print format and on CD through Military OneSource at www.militaryonesource.com.

Section 537 of the FY 2010 National Defense Authorization Act (NDAA), P.L. 111-84, requires DoD to conduct a study on the options for educational opportunities that are or may be available to dependent children of members of the Armed Forces who do not attend DoDEA schools when the public schools attended by such children are determined to be in need of improvement. To satisfy the NDAA mandate and to better understand the educational achievement and options of children from military families, DoDEA is conducting a study that analyzes:

- Military-connected LEAs compared to non-military-connected LEAs;
- The educational options available to military children that attend schools in need of improvement within the military-connected LEAs;
- The challenges military parents face in securing quality schooling options for their children, and;
- The educational attainment and impact of children from military families on LEAs.

The report will be delivered to the congressional defense committees in January 2011.

The Departments of Defense and Education are working collaboratively to collect and analyze data and to provide services and resources focused on education issues for children of military families.

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Department of Defense and Department of Education Memorandum of Understanding

In 2008, the Deputy Secretaries of Defense and Education signed an MOU to create a formal partnership between the two departments to support the education of military students. Through the MOU, the agencies can now leverage their coordinated strengths to improve the educational opportunities of military-connected students. This increased coordination has provided the opportunity for several new initiatives.

The U.S. Department of Education reached out to stakeholders dedicated to the support of military-connected children in preparation for the reauthorization of the Elementary and Secondary Education Act (ESEA). The discussion focused on the current ESEA and its impact on military children and ways the programs and policy in the law could better support military-connected students. Capitalizing on this opportunity, DoD presented three specific adjustments to ESEA which include changing the classification of military children born abroad; providing flexibility around school attendance rates to military-connected school districts; and including a reportable military child subgroup in the ESEA.

One ongoing challenge for the Department of Education, DoD, and other advocates identified through the collaborative discussions of the MOU working group is the lack of data on military children, including which schools they attend and how they are performing. After exploring ways to improve the knowledge base on these issues, DoDEA is conducting a study that will examine the performance and influence of military children in eight military-connected school districts throughout the country. This analysis is part of a larger study mandated by Section 537 of the 2010 NDAA, P.L. 111-84, to examine the educational options available to military children who are attending schools that are identified as "in need of improvement" by the ESEA.

2. Military Service Initiatives:

Army: The Army is committed to providing Army children and youth with educational experiences that support learning, academic growth and success in life. Ensuring that Army children and youth have quality education experiences helps fulfill the Army Family Covenant, the commitment the Army has made to provide Army families a quality of life commensurate with their service and sacrifice.

Army operations have changed significantly. Conflict is persistent rather than episodic. The new security environment and corresponding changes in strategy have profound implications for the Army. To deal with a state of persistent but uncertain conflict, the future Army force must be versatile and led by agile, adaptive leaders. The Army is building that force, keeping two goals in mind. The two goals are: first, creating a

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campaign-quality and expeditionary Army capable of supporting the needs of combatant commanders in a joint, multi-national, or coalition force; and second, preserving the all-volunteer force so they and their families are ready when and where we need them.

Army School Support Services has a unique and important role to play in supporting Soldier and family readiness and preserving the all-volunteer force. Recognizing that the strength of Army Soldiers comes from the strength of their families, Army School Support Services is dedicated to supporting Soldiers and families and fulfilling the Army promise to provide excellent school support services to Army families. The Army has developed specific and targeted school support actions such as:

- The current five-year Army School Support Services Strategic Plan builds a support system to address learning environments, academic skills and personal management skills to ensure positive outcomes in the 21st Century for our Nation's Army children and youth. The plan was developed using evidence-based practices and represents the collaborative efforts of school systems; national, state, and LEAs; public and private sector youth service organizations; community groups and Army personnel. The strategic plan goals are: (1) Standardize Army School Support Services for all Army families; (2) Advocate for quality education for Army children and youth; (3) Promote programs and services to support Army families and stakeholders during all transitions, deployments and Army transformations; and (4) Develop a strategic marketing plan for Army School Support Services;
- A comprehensive Evaluation Plan developed by the Army to measure the extent to which goals of the five-year Army School Support Services Strategic Plan are met. The framework utilizes a comprehensive, triad approach to measure progress and ensure achievement of the Army School Support Services Strategic Plan goals. The three components of the Evaluation Plan are process outcomes, student outcomes and quality assurance reviews. Together, these three components ensure the accountability and fidelity of program implementation activities and the value of the programs for students;
- The Army hosted an Army School Support Services Forum in April 2010. The participants were informed on the progress of relevant Army initiatives from the Strategic Plan and discussed important issues, ensuring effective and responsive educational support services for Army children and families. Attendees included a broad spectrum of representatives from federal, educational, and non-governmental agencies, as well as representatives from other Services; and
- A Strategic Communication Plan developed by the Army School Support Services that provides a structured and planned approach for communicating with all stakeholders. The communication plan manages expectations and brings awareness to the programs and resources that Army School Support Services

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provides in support of military-connected children and youth. The communication plan establishes a dialogue around education issues to continue to identify needs and create opportunities for collaboration;

As a way to support Garrison Commanders, Army families and LEAs, Army School Support Services continues to provide SLOs with strong educational backgrounds and experience to each Army installation. The Army is committed to enhancing the expertise of SLOs and other military professionals and has developed leadership development opportunities and an online training course of study for SLOs.

Army School Support Services provides a Commanders 101 Guide to Garrison Commanders with information designed to increase involvement with school boards and LEAs and improve availability of student and soldier data and demographics for better decision making.

The Army is committed to enhancing the expertise of school and military professionals by expanding professional development opportunities;

- Certified parent educators continue to provide direct family training instruction by utilizing Parent-to-Parent programs. These programs are designed to provide support and encouragement to military parents to help their children learn, grow, develop and realize their full potential;
- Army Child, Youth and School Services offers the Army's *Strong Beginnings* PreK program and home school support services available in CYS Services facilities;
- CYS Services include academic support with live, online tutoring in math, science, English, and social studies for students; and
- Army CYS School-Age Centers (grades K-5) and Youth (grades 6-12) at each garrison provide a Homework Center to serve as an anchor for military children and create a safe and familiar academic support environment before and after school.

Marine Corps: With the end strength of 202,000 accomplished, the Marine Corps has over 52,000 school-aged children. Recognizing that these children, who are as mobile as their military parents, face additional challenges associated with frequent moves between schools and educational systems of differing quality and standards, the Marine Corps established and staffed 23 School Liaison positions to help parents and commanders interact with local schools and districts. Two Regional School Liaisons and a headquarters Senior School Liaison Specialist ensure consistent, effective program implementation and provide for appropriate representation to state and federal education authorities.

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The roles of the Marine Corps School Liaison include:

- The School Liaisons advocate for military-connected school aged children and form partnerships with schools and other agencies in an effort to improve access and availability to quality education as well as to mitigate education transition issues;
- School Liaisons are actively involved in efforts to assist school districts in applying for available competitive and non-competitive grants, and focusing on issues arising with military-connected school aged children such as the impact of deployment on the student. School Liaisons assist the local school agencies with applying for Military Family Life Consultants to assist those students, teachers, administrators and parents with deployment related issues and training through an Office of the Secretary of Defense sponsored program; and
- School Liaisons are involved in actively promoting and disseminating information to USMC families about free, online programs available to military students and their parents to enhance and improve academic performance such as: Tutor.com, SOAR, and Curriculum Pathways.

Complementing these efforts, the Marine Corps supports the adoption of the Interstate Compact on Educational Opportunity for Military Children with states to ensure reciprocal acceptance of enrollment, graduation requirements, eligibility, and placement requirements.

Navy: Navy leadership continues the initiative begun in 2007 to make access to K-12 quality education a priority for Sailors and their more than 150,000 school-age children. Navy successes impacting quality education options date back to 1987 when some Navy installations responded to concerns by hiring School Liaisons. In 2007, the Navy determined an institutional response was required to ensure every Sailor and their family had the same level of support. As a result, the Commander Navy Installation Command (CNIC) created the CYES program to provide a Navy-wide programmatic focus on K-12 issues. Specific core areas addressed by CYES include:

- School Transition Support during Permanent Change of Station Cycle;
- Deployment Support;
- Special Education System Navigation;
- Command, Educator, Community, Parent communications;
- Home School Support;
- Partnerships In Education; and
- Post Secondary Preparation

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Child and Youth Education Services is a Navy Child and Youth Program (CYP) initiative that works with commanders, educators, and Navy parents to address K-12 quality education needs employing Navy SLOs. In 2008, the Navy directed that all CYES programming reflect a philosophy to develop policy, procedure and products with focus on “school-based” youth sponsorship and deployment support activities linked to installation CYPs and delivered by installation Family Readiness programs. This includes a strong component of “parent education” with the goal of making the Navy parent the best advocate for their child’s education. Additionally, emphasis will be placed on providing transition and deployment support professional development to educators serving Navy Families.

Specific initiatives and outcomes since the 2009 Report to Congress include:

- Adding Special Education System Navigation as a core program requirement. This change was in response to leadership direction to address Navy Family needs in support of the Exceptional Family Member Program (EFMP). Data reflected 26 % of families working with SLOs had children with Special Education Needs and up to 82% of the SLO’s time was dedicated to working with these families;
- Chartering three Process Enhancement Teams to address the following specific K-12 needs:
 - School-Based Program Model to be replicated worldwide
 - Special Needs System Navigation, and
 - CYES delivered Curriculum (parent, educator, command focused);
- Providing advanced Special Education Boot Camp classes by “WrightsLaw” to SLOs to provide better support to Navy Families having children with special education needs that includes using the DoD EFMP tools;
- Integrating Child and Youth Behavior, MFLCs in school-based programming. In school year 2009/2010, Navy has 40 school-based CYB-MFLCs in schools serving Navy Families and is projecting up to 140 in school year 2010/2011;
- Adding CYES training to the course used to train Installation Commanding Officers and Command Master Chiefs. Foundational training now helps Commanders hit the ground running to address their specific K-12 educational needs;
- Publishing the Navy *School Liaison Officer Guide* to provide consistent enterprise-wide guidance to SLOs;

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- Partnering success at Key West between local school district, state department of education, military parents, and commanders to convert an on-base elementary school slated for closure into a public charter school. This initiative created a model of success for other military communities to follow; and
- Integrating SLOs on the Operation Military Kids state teams to provide support to “all” Navy families including geo-dispersed families living more than fifty miles from any military installation and activated Navy Reserve Families. This initiative guarantees between the Services that we will provide Family Readiness support to “any” military member or their family.

Air Force: Air Force families across the world include 175,000 children ages 5-18 and these children generally move six to nine times during their K-12 schools years, often making multiple moves in high school years alone. Academic standards, promotion/graduation requirements, services for children with special needs, eligibility for sports, extracurricular activities, and transfer and acceptance for records vary greatly from state to state and even district to district. While these are not new issues, and are not limited to Air Force, national emphasis on quality education and higher standards for admission to many post high school education and training institutions increase the stakes like never before.

In addition, the added stress of family separation due to deployments has combined with school transition issues to increase the need for providing information and support to military families dealing with military child education issues. Air Force leadership has stated that ensuring Air Force children are successfully integrated into local educational systems is a major influence on morale and the propensity to remain in the Air Force.

Since military child education responsibilities were moved under the Airman and Family Services (AISA) umbrella at Headquarters Air Force, significant progress has been made in institutionalizing support at the installation level. Each Air Force base has designated a senior military officer or senior Air Force civilian to advocate with community and school leaders for the interests of military families.

Beginning on October 2011, all Air Force installations will also have a full-time Civilian School Liaison position. Primary responsibilities are to work with parents, school staff, other installation helping agencies, and base leadership to ease the school transition of military-connected students and work individual and systemic issues related to insuring military children have the best educational options available.

Benchmarks of Air Force involvement in military child education so far includes an October 2007 Integrated Progress Team (IPT) that reviewed the status of existing services and recommended a “way ahead” for corporately supporting and resourcing military child education services to Airman and their families. A comprehensive Desk Guide for service providers was fielded in July 2008 and updated in 2010. A follow-up

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IPT was held in January 2010 and outcomes included standardized resources for SLOs, other helping agencies, and leadership at all levels.

Air Force continues to work closely with organizations such as DoDEA, the U.S. Department of Education, Military Impacted Schools Association (MISA), Military Child Education Coalition (MCEC), and National Military Family Association as we strive to meet the need to provide support to our children who face the tough challenges of our mobile military lifestyle and the anxiety of parental separation.

V. OFFICE OF ECONOMIC ADJUSTMENT RECOMMENDATIONS

The following presents recommendations, as OEA considers appropriate, for assisting affected LEAs in accommodating increases in enrollment of military dependent students because of mission growth.

The Office of Economic Adjustment is assisting 26 regions experiencing mission growth as a result of BRAC 2005, Global Defense Posture Realignment, Army Modularity, and Grow the Force initiatives. These regions support the following installations: Aberdeen Proving Ground; National Navy Medical Center Bethesda; Marine Corps Base Camp Lejeune; Cannon Air Force Base; Eglin Air Force Base; Fort Belvoir; Fort Benning; Fort Bliss; Fort Bragg; Fort Carson; Fort Drum; Fort Hood; Fort Knox; Fort Lee; Joint Base Andrews–Naval Air Facility Washington; Joint Base Lewis-McChord; Fort Meade; Fort Polk; Fort Riley; Joint Base San Antonio; Fort Sill; Marine Corp Air Ground Combat Center Twenty-nine Palms; Marine Corps Base Quantico; and Redstone Arsenal.

These regions have undertaken considerable planning and outreach to include the preparation of strategies to improve local facilities and enhance public services. Over 40 school districts and several states are represented in this portfolio. Although education-related issues vary from location to location, it is the second most mentioned challenge for these regions and is linked to housing and transportation needs.

The following underpin these recommendations:

- Senior leaders and/or staff from OEA, the Office of the Deputy Under Secretary of Defense for Military Community & Family Policy, the Army, and the U.S. Department of Education completed eight site visits to a representative sample of mission-growth locations (Fort Benning, Fort Bliss, Fort Bragg, Fort Carson, Fort Drum, Fort Riley, and Joint Base Lewis McChord). The goals of the site visits are to better understand the specific education issues arising from mission growth, improve communication across cognizant federal sources of assistance, and identify gaps and/or lags in capacities to respond. Findings are shared with the cognizant federal agencies, affected state and local governments, and Local Educational Agencies and posted at www.OEA.gov;
- The 26 affected regions were asked to provide an estimate of their needs for federal assistance to supplement existing state, local, and private capacities to respond to the mission growth, including education-related activities. As of September 2009, 87 education projects were identified by mission growth locations electing to share their needs. In a follow-up to validate these requirements, 17 projects representing an estimated need of \$276 million were validated as necessary and in need of additional assistance. OEA will continue to evaluate the need for updates to reflect the current economy on non-federal

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resources, cost estimates, and additional areas willing to share their project needs. To read the full report, please visit www.OEA.gov;

- Through a cooperative agreement with the National Governors Association Center for Best Practices, a “Mission Growth Working Group,” co-chaired by Maryland Lieutenant Governor Anthony Brown and Georgia State Senator Seth Harp, recognized education to be one of the primary challenges facing growth areas and developed federal recommendations to assist state and local responses; and
- The Office of Economic Adjustment continues to partner with the National Association of Federally Impacted Schools, the MISA, MCEC, the U.S. Conference of Mayors, and the Association of Defense Communities to refine and better understand mission growth education impacts on states, communities, and Local Educational Agencies.

On the basis of these efforts, the following recommendations are presented:

Data: *Better coordination is necessary between federal and local levels to estimate the timing and profile of arriving student populations.*

State and local governments need information on expected military student growth as early as possible to plan and implement the necessary adjustments in local facilities and public services. Nearly every region is looking at a dynamic where military headquarters personnel projections (on which student growth projections are premised) are refined, on the basis of on-the-ground realities, by the affected region working with the local installation.

Federal budgeting and appropriation activity is often premised on projections presented from a headquarters’ perspective, while state and local investment tend to be based on collaboration between the affected school districts and local installations. This situation can perplex the local response and erode confidence in these projections, raising concerns that the local investments may be too little or too much, depending on subsequent fluctuations in the projections, and ultimately adversely affecting the students. There needs to be an effort to reconcile student growth projections derived at the federal level with the local projections.

Clearinghouse: *A clearinghouse needs to be available to support the numerous stakeholders working to assist the local response.*

It is imperative that all stakeholders, including the locally-affected parents and children, communities (government, businesses, workers, etc), LEAs, installations, Governors and their state agencies, entities under DoD and the U.S. Department of Education, non-profit organizations, and Congress work from the same set of facts when assisting the local response. The unavailability of some personnel migration projections for a school year

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until the school year is two-thirds complete underscores the need for this resource. Additionally, these projections must be reconciled between the local and federal projections as recommended above. An optimal clearinghouse must present:

- The number of projected “military-dependent students” for incoming military, defense civilians, and installation contractor employees;
- Timelines for their arrivals;
- A statement of actual military-dependent students, across military, defense civilians, and installation contractor employees, who have arrived for current and preceding school years (local education officials and installations have indicated they track this information);
- A statement of the off-base education facilities and services that are needed;
- A statement of the on-base education facilities and services that are needed;
- The anticipated federal share in the consumption of these facilities and services;
- Progress in providing these off-base facilities and services;
- Progress in providing on-base facilities and services;
- Federal programs of assistance; and
- Best practices from other state, local, and public-private experiences.

This effort needs to recognize the dynamics experienced to date. For instance, nearly every locale has seen their projected timelines and student numbers impacted by the deployment status of the incoming war fighter. Some dependents choose to postpone their move to a new installation if their war fighter is deployed--this has impacted up to 30% of the anticipated military-dependent students in some regions. Further, change of station orders in the middle of the school year, or with a household where the military-dependent student is close to graduation, have also impacted migration. Although installation contractor data has not been made readily available, many stakeholders have speculated whether contractor-related dependents will actually reflect the in-migration of military-dependent students or simply the hiring of local labor from the existing local labor force.

Lastly, these education challenges often occur within the context of other impacts such as housing, roads, health care, childcare, spousal employment, and other. The clearinghouse

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will seek to optimally present additional information to ensure stakeholders have a comprehensive picture of the impacted community.

A Flexible Federal Response: *Current federal programs of assistance need maximum flexibility to support local education responses for the variability that exists across mission growth areas. Additionally, an intergovernmental education response team needs to be designated, under the direction of an authorized federal entity, to be an on-call resource for growth locations where education is an issue.*

There presently is not a responsive program of assistance for the education needs of mission growth regions. Support for construction (addressed in the next recommendation), teacher recruitment and training, social services, operations and maintenance would be helpful in augmenting locally strained resources.

Additionally, a team comprised of cognizant state (governor and cabinet-level agencies), federal (DoD and Department of Education components), and certain nonprofit organizations should be established as a one-stop resource for the myriad of education/military-related issues to be responsive to:

- Economic adjustment planning;
- School construction (financing, planning, architecture and engineering, bricks, and mortar);
- Teacher certification and student achievement (while longstanding, current growth is making the issue more widespread);
- Student counseling;
- Curriculum;
- Impact Aid; and
- The effect of some federal and state attendance requirements on school systems.

This team must continue until the mission growth moves are complete.

Construction/Renovation: *Though there are many effective and responsive resources to support construction/renovation, federal initiatives/programs need to address circumstances where funding gaps exist between state, local, and private entities.*

Federal funds have not been available on a large scale for the construction of new schools since mid-1970s. The modest school construction programs within the U.S. Department of Education's Impact Aid Program are narrowly focused and have limited resources. Additionally, there is tremendous variability across mission growth locations with respect

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to successful state, local, and public-private construction/renovation programs. This variability suggests a solution for one area may not necessarily work for another.

Some regions, with the support of their respective states, indicate a need for federal construction/renovation assistance due to a lack of resources. The reasons vary, such as tapped-out resources, uncertain revenue forecasts arising from the current economic climate, and local hesitation to vote for and assume additional indebtedness. Recognizing it takes an average of two to four years for a school to be built (from inception to completion) and construction needs vary by location, some LEAs are at a critical point where local students (military and civilian) are being placed in less-than-ideal facilities as the military migration occurs.

Additionally, the presence of LEA schools on active military installations presents more of a challenge as local civilian authorities often lack financial resources to effectively recapitalize these civilian facilities on federal land. In such instances, opportunities to secure a bond through local receipts or apply other types of funding that would usually be available to fund construction and renovation activities elsewhere in the community are not available.

The following parameters should be considered in the provision of current federal initiatives/programs to address construction gaps:

- Effective cost sharing where the assistance is related to the proportion of education facility actually occupied by the military growth-related student (this number varies considerably by school site);
- Assistance could be applied through any of the following options:
 1. Federal borrowing instrument, following due diligence and underwriting by a cognizant federal agency, with terms tailored to the local situation;
 2. Federal grant and aid program, with match requirements approximating the proportion of projected long-term, non-military student enrollment; and/or,
 3. Federal tax credit as was provided under the American Recovery & Reinvestment Act.
- Federal participation must be considered a resource of last resort, necessitating affected LEAs and governors to assert that “but for” the Federal assistance, the necessary education construction is unable to occur; and
- Resources need to be flexibly applied for hard and soft construction activities, to respond effectively to the significant variability found from location to location.

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As noted in the “Clearinghouse” recommendation, best practices from across the country detailing state, local, and public-private school construction projects need to be developed and shared across this portfolio.

Operational: *Funding and payment schedules for the U.S. Department of Education’s Impact Aid Program and DoD’s Supplemental Impact Aid and Impact Aid for Large Scale Rebasing programs, should be evaluated and coordinated to better support the local education operating budgets responding to mission growth.*

The U.S. Department of Education’s Impact Aid Program has been an enduring source of revenue to compensate for the presence of federal-dependent children at each growth location and is typically used by LEAs to offset operating expenses. For many LEAs with smaller numbers or proportions of eligible students, the value of this assistance has diminished with changes in the legislated formulas. Additionally, it tends to lag the arrival of the federal student by up to two years.

The Department of Defense Impact Aid programs are initiated annually by Congress to supplement LEAs that are "heavily-impacted" by military or DoD civilian dependents (20% of the total average daily attendance) and to assist communities making adjustments resulting from changes in the size or location of the Armed Forces (respectively). Both Defense programs are based on student counts from the U.S. Department of Education’s Impact Aid Program.

In conversations with school administrators, many brought up the need to close the gap between existing impact aid funding levels and the actual cost of educating military-dependent students.

Teachers, Students, and Administration: *Federal and state education statutes, regulations, and program guidance need to be coordinated to ease the transition of military dependent students and their families.*

These issues are well known to local education administrators, parents, and many stakeholders. In fact, many of these challenges are longstanding and the present influx of military dependents is aggravating several already frustrating quality of life issues. In site visits undertaken by OEA, focus sessions were held with military families, teachers, and school administrators to gain insight into how the systems are working in relation to mission growth. Although school capacity was raised as an issue by some, other concerns were expressed that might be labeled as “dinner table” problems for military and civilian interests alike, including:

- Learning standards and graduation requirements vary from state to state. Students and their families find dramatically different standards among former, current, and future locations, resulting in the possibility of repeating a grade, taking a

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different achievement test, delayed graduation, and general anxiety with each move;

- Rarely do two states have the same certification standards for teachers. Military spouses who are good teachers and certified in some states may find themselves unable to teach in other states due to different requirements. By the time a spouse is able to complete the additional requirements to be certified in a new state, the family may need to move again when the military member is transferred;
- Attendance requirements under state and federal standards may conflict with the “block leave” military families take when their members return from deployment to spend time with their immediate family and visit their extended families. School administrators must account for these instances to fully support the time needed for family post-deployment activity; and
- The administrators we spoke with also indicated further effort is necessary to adequately resource and train teachers and other staff to work with students whose parents are preparing to deploy, are currently deployed, or are returning from deployment. Additionally, support is needed for students trying to cope with multiple deployments, extended deployments, or the serious injury to or loss of a parent or a fellow student’s parent.

It is imperative that federal and state policy makers strive to provide regulations, statutes, policies, and practices that are more responsive to these issues.

VI. CONCLUSION

The projected student population figures given in this report represent a snapshot in time and will increase or decrease depending on: 1) mission requirements; 2) timely completion of infrastructure, such as housing and utilities; and 3) the military members' decisions about the best time to relocate their school-age children. The most accurate and up-to-date information comes from communities working closely with military installation commanders. Experience demonstrates that communities that work collaboratively with their state(s), installation commanders and business leaders are able to develop and successfully execute educational growth plans that are viable, sustainable and accurately reflect the unique needs of that community.

States and LEAs are encouraged to adopt laws, policies and regulations to ease the transition of military students.

Although the restructuring of the military installations presents many challenges, both growth and the subsequent expansion of communities represent positive potential. Partnerships and collaborative planning between school systems and the military are crucial. DoD views this as shared responsibility among the military, supporting communities and families all working together toward a common goal.

Progress has been made on many fronts and many initiatives are ongoing to provide assistance to LEAs that experience growth in the enrollment of military dependent students and to aid students during times of transition and deployment.

Quality education of military children affects enlistment, retention, and morale, and has a role in operational readiness. Therefore, the Department will continue its concerted efforts to build relationships between local communities, military installations, LEAs, and our state and federal partners to address issues that impact the education and well-being of military dependents and their families.