

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 2012

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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 2012

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List of Acronyms and Abbreviations

| | |
|---------------|--|
| AAFES | Army and Air Force Exchange Services |
| ACSI | American Customer Satisfaction Index |
| AP | Advanced Placement |
| CAHPS | Consumer Assessment of Healthcare Providers and Systems |
| 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 |
| 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 |
| HBI | Healthy Base Initiative |
| HCSDDB | Health Care Survey of Department of Defense Beneficiaries |
| MCX | Marine Corps Exchange |
| MFLC | Military and Family Life Counselor |
| MHS | Military Health System |
| MOS | Military OneSource |
| MSEP | Military Spouse Employment Partnership |
| MTF | Military Treatment Facility |
| 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 |
| OSN | Office of Community Support for Military Families with Special Needs |
| PCS | Permanent Change of Station |

| | |
|-----------|---|
| PCMH | Patient Centered Medical Home |
| PTR | Pupil-to-Teacher |
| 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) 2012 assessment results based on DoD-wide goals and metrics in 16 major family readiness program areas.

The current fiscal constraints are posing a significant challenge to prioritize our efforts to support military families and find further efficiencies. Resource issues require a delicate balancing act between providing valuable services and finding further cost cutting. At the same time, the current fiscal environment is driving a positive DoD-wide cultural change in management and implementation of family support programs by promoting rigorous program evaluation practices. 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. DoD has been and will continue trying to resolve this challenge through its own initiatives, working groups, and inter-agency efforts, which are aligned with the Department-wide efficiency efforts.

DoD is standing up the Healthy Base Initiative (HBI) to promote the health and well-being of military families and lower the health care costs. Obesity and tobacco use among the Military Health Care beneficiaries add over \$3 billion per year to the DoD budget in health care costs and lost duty days. Aligned with the President's National Prevention Strategy, HBI is developing practical solutions that create an environment which promote an active lifestyle, healthy food choices, and tobacco abstinence for Service members and their families. The HBI programs will be implemented on select military installations, starting in the 3rd quarter of FY2013.

DoD established the Task Force on Common Services for Service Members and Family Support Programs to review the total cost and methods of providing common services for military member and family support programs across the Department. The review will focus on actions required to improve effectiveness, efficiency, increase the economy of program delivery, and reduce related overhead functions.

Beginning in FY 2013, the Office of Deputy Assistant Secretary of Defense for Military Community and Family Policy (ODASD (MC&FP)) launched a five-year program evaluation project, which is leading the Department's efforts to develop outcome measures to assess the effectiveness of major family support programs.

Below are the highlights of DoD-wide assessment results reported in FY 2012:

- Additional four states adopted the Interstate Compact on Educational Opportunity for Military Children, which resulted in a total of 43 states that have adopted the Compact, covering 96 percent of military children.

- The Family Advocacy Program (FAP) provides an intensive home visitation program called the New Parent Support Program (NPSP) for prevention of child neglect and abuse. The percentage of NPSP participants who were not reported in child abuse or neglect for 12 months after the program completion marked 96 percent.

1. INTRODUCTION

With the end of the military operation in Iraq and the ongoing draw down in Afghanistan, support for military families is entering 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. Given the current fiscal constraints, the Department has been working diligently to seek further efficiencies and improve program effectiveness by prioritizing its efforts, eliminating the duplication of efforts, and adopting innovative program deliveries using existing networks and resources in civilian communities.

Family readiness is a family's preparedness "to effectively navigate the challenges of daily living experienced in the unique context of military service."¹ Family's support for the military service has a direct impact on personal and mission readiness, performance, retention and recruitment.² The significance of family readiness in national security gained leadership recognition and support 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. DoD has recognized the significance of family readiness and its impact on military readiness, performance, retention and recruitment, and identified family readiness as a critical component in personnel readiness constructs and frameworks.³

This report is pursuant to section 1781b of title 10, United States Code (U.S.C.), which requires the DoD to submit an annual report on the plans for the support of military family readiness for the next five fiscal years by March 1 of each year. This report provides:

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.

The report will begin with an overview of the DoD-wide plans on military family readiness programs, followed by a summary of the goals and metrics with the FY 2012 assessment data in 16 major program areas. Each program section concludes with plans on program implementation and assessment for the next five fiscal years.

¹ See DoD Instruction 1342.22 Military Family Readiness (published on July 03, 2012).

² 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).

³ 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.

2. STRATEGIC PLANS ON MILITARY FAMILY READINESS

The Defense strategic guidance, “Sustaining U.S. Global Leadership: Priorities for 21st Century Defense,” published on January 6, 2012, identifies a need to “prioritize efforts that focus on wounded warriors, mental health, and families.” The guidance emphasizes the significance of sustaining readiness to sustain our most important military advantage, the health and quality of the All-Volunteer Force. Simultaneously, the guidance addresses the requirement to decrease the “cost of doing business,” by “finding further efficiencies in overhead and headquarters, business practices, and other support activities.”

To achieve this strategic goal in 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 achieving the strategic goals in military family readiness. Since FY2010, the Office of Under Secretary of Defense for Personnel and Readiness (OUSD (P&R)) and the Military Services have conducted multiple reviews of family support programs to identify and eliminate the duplication of efforts and find further efficiencies.

Below are some of the ongoing DoD-wide efforts that are aligned with the strategic goals relevant to family readiness programs described in the aforementioned Defense 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. The Office of Assistant Secretary of Defense for Military Community and Family Policy (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 other appropriate offices within the Office of the Secretary of Defense.

This task force is charged with reviewing the total cost and methods of providing common services for military member and family support programs across the Department. The focus of the review will be actions required to improve effectiveness, efficiency, increase the economy of program delivery, and reduce related overhead functions. Through shared services or similar models for common support, the task force will seek greater economies of scale than the individual military departments can achieve independently. The actions developed through the task force review will help maintain the DoD’s strategy and commitment to the well-being of military members and their families, delivering the same or better levels of family support programs and services.

The Healthy Base Initiative (HBI)

In today’s American society, more than a third of the adult population is obese and a fourth of potential new military recruits are unqualified due to their weight. Increasing intake of high-calorie foods and sedentary lifestyles have contributed to a nationwide obesity epidemic.

The U.S. Military personnel are required to be physically and psychologically prepared to deploy on a moment's notice anywhere on the globe to extremely austere and demanding conditions. Men and women in uniform are not immune to this growing problem in the nation. 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,⁴ and failure to meet weight standards is a leading cause of involuntary separation from the military. Obesity in the American youth population may be limiting DoD's ability to recruit qualified individuals in the future.⁵

To help eliminate these health issues, military installations need to provide environments which encourage good nutrition, active lifestyles, and tobacco-free living. ODASD (MC&FP) is launching HBI with the goal of reducing obesity, promoting an active life style, and decreasing tobacco use. HBI is charged with developing practical solutions that create an environment which encourages sustainable healthy lifestyles for Service members and their families. Through this initiative, DoD will gather successful nutrition, physical activity, tobacco cessation, and community planning initiatives from both military and civilian communities. These initiatives will be implemented at select military installations and will be evaluated for effectiveness and implementation costs in reducing obesity by improving nutrition and increasing physical activity, and decreasing tobacco use. Participating military installations will be selected based on the commitment of their leadership to provide an active, healthy, tobacco-free lifestyle.

HBI is aligned with the President's National Prevention Strategy to improve health and well-being of all Americans. HBI also supports multiple nation-wide initiatives, including the "Wellness" pillar of the White House's Joining Forces initiative and the First Lady's Let's Move! campaign.

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

Per direction from the Director of the Office of Secretary of Defense Cost Assessment and Program Evaluation, OASD (MC&FP) began a five-year study to assess the effectiveness of military family support programs 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. So far, two DoD-wide family support programs, non-medical counseling and spouse education and career opportunities programs, 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.

⁴ Department of Defense. (2008). *Survey of Health Related Behaviors Among U.S. Military Personnel*.

⁵ 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.

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

This section presents a summary of the current DoD-wide goals and metrics with FY 2012 program assessment data for 16 major DoD family readiness program areas, each of which is managed to achieve DoD strategic goals pertaining to military family readiness. The program-level goals described in this section are 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. Military family readiness programs cover a broad range of family life concerns. Each program area is assessed by one or more measures that represent the objectives of each program. Measures of effectiveness are used when they are available; 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. 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 2012 data unless noted in each section.⁶

3-1. Children and Youth

3-1-1. Child Care

Child care for Service members remains a crucial program that leads to Service member and family readiness as well as force retention. Today, approximately 44 percent of Active duty Service members are parents, supporting a total of over 1.2 million children. Among those military children, 43 percent are 5 years old and younger and 35 percent are 6-12 years old. Almost half of Active Duty spouses (48 percent) are employed in the civilian labor force or in the Armed Forces.⁷ The DoD Child Development Program System of care serves over 200,000 military 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 care services consist of service availability and its quality. 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, or through partnerships with local care providers. For FY 2011, the demand accommodation rate was 75 percent.⁸ The goal for demand accommodation

⁶ The Military Exchanges present calendar year (CY) 2011 data, as their data collection cycle follows the civilian retailers for benchmarking. The section on DoD schools present the 2010-2011 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.

⁷ Data Source: The Office of the Deputy Under Secretary of Defense for Military Community and Family Policy. 2012. *The 2011 Demographics Report: Profile of the Military Community*, Washington, D.C.

⁸ 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.

rate, 80 percent, is a long-term goal rather than a short-term goal that can be met within a few years.

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.

Table 1. Goals and Metrics for Child Care Service for Military Families.

| Outcome | Metric | FY11 Data | FY12 Goal |
|--|--|-------------|-----------|
| Meet child care needs of military families | Demand Accommodation Rate ¹ | Goal: 80% | 80% |
| | | Actual: 75% | |
| Outcome | Metric | FY12 Data | FY13 Goal |
| Provide high quality child care | Accreditation Rate | Goal: 100% | 100% |
| | | Actual: 97% | |
| | Certification Rate | Goal: 100% | 100% |
| | | Actual: 98% | |

Note: Due to the reporting cycle, this report provides the demand accommodation rate from the previous fiscal year (FY 2011).

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 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.⁹ This initiative provides a singular website that enables all DoD eligible customers world-wide to request military child and youth programs and services that

⁹ 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>.

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. RFC is implemented in targeted locations with anticipated global roll-out at the end of FY 2013.

Funding construction of on-installation facilities represents one solution of a multi-faceted approach to accelerate the increased capacity to provide child care. A robust construction program in FY 2008 and FY 2009 significantly increased child care capacity on military installations. Additionally, the American Reinvestment and Recovery Act funding for construction of child development centers will help facilitate the construction program, in which 3,950 child care spaces are in the process of being built or replaced. Through these efforts the Services have made a great deal of progress in meeting the demand for care; however, a shortfall of child care spaces still exists and there is a continued need for construction to repair and replace aging facilities.

Today, over two-thirds of military families live off the installation. 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 in 13 states. These states were identified through an analysis of multiple factors such as residential/demographic information and locations where state's efforts to improve the quality of child care are in tandem with DoD. In addition, an analysis of state licensing standards and lack of oversight congruity with DoD subsidy programs in pilot states guide efforts to provide training and technical assistance.

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 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 legislative actions intended to increase the quality of child care had been signed in several of the 13 child care expansion pilot states. In addition, states outside of the 13 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, the DoD-USDA Partnership has leveraged the expertise of multiple university researchers in providing training and technical assistance for this initiative.¹⁰ A number of training resources have been

¹⁰ In May 2010, a 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

deployed in phases in select counties within the pilot states. These training resources are formatted into three delivery areas: train the trainer, face-to-face training, and on-line training delivery methods. 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.

3-1-2. Youth Programs

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 for their parents' military service and deserve quality choices of youth development activities. 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. The Department promotes positive youth development by designing programs to recognize the achievements of youth and by developing partnerships with other youth-serving organizations that augment and offer a variety of resources. DoD promotes core programming areas to support character and leadership development, sound education choices, healthy life skills, the arts, and 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 Justice Youth Mentoring program, Department of Labor Summer employment program and other local and national youth organizations.

Goals and Metrics

Each Military Service determines demand and capacity of their youth population, including facility based operations, based on geographic youth population data obtained from the Defense Manpower and Data Center (DMDC). Service components set participation goals of 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

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

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

In the next five years, DoD continues to provide consistent, predictable and dynamic youth programs that include command and community support, on installations and in communities where military families live by:

- Recognizing the achievements of youth;
- Expanding 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.¹¹

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 a unique school system, as it serves 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), and Department of Defense Dependents Schools (DoDSS) in Europe and the Pacific. A total of 195 schools in 14 school districts are operated in 12 foreign countries, seven states, Guam, and Puerto Rico. Over 84,000 students are attending DoDEA schools worldwide. Currently, 100 percent of DoDEA schools are accredited with their regional accrediting agency.

Through the Non-DoD Schools Program, DoDEA provides support and financial assistance to families who are assigned to overseas areas where no DoDEA schools are available within the commuting area. This program serves nearly 2,800 children in 132 foreign locations.

There are 1.2 million school-age children of Service members. Approximately 80 percent of them attend public schools in the United States. Recognizing the need for a catalyst to provide support to military children who attend public schools, DoDEA, through legislative direction, has the opportunity to share resources with military-connected public school districts to support expanded academic, social and emotional efforts for students.

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

¹¹ These areas are identified in DoDI 6060.4: Department of Defense (DoD) Youth Programs (YPs) (published on August 23, 2004).

(PTR) as identified in the balanced score card. The assessment data from School Year (SY) 2011–12 (hereafter referred to as the 2012 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 2012 were missed by two percentage points for reading, one percentage point in science, three points in language arts, eight points in mathematics, and was met 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 2012, DoDEA students' average score in critical reading was 503, seven

Table 2. Goals and Metrics for DoD Schools.

| Outcome | Metric | 2012 Data | | 2013 Goals |
|---|--|---------------------------|---------------|---|
| By the end of Academic Year 2011–2012, 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 73 | R 75 |
| | | LA 75 | LA 72 | LA 75 |
| | | M 75 | M 67 | M 75 |
| | | S 75 | S 73 | S 75 |
| | | SS 75 | SS 75 | SS 75 |
| By the end of Academic Year 2011–2012, 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 7 |
| | | LA 7 | LA 8 | LA 7 |
| | | M 7 | M 10 | M 7 |
| | | S 7 | S 7 | S 7 |
| | | SS 7 | SS 6 | SS 7 |
| Meet or surpass the National average | SAT [®] Math Average Scores | DoDEA 495 Nation 514 | | Meet or exceed National average |
| | SAT [®] Critical Reading Average Scores | DoDEA 503 Nation 496 | | Meet or exceed National average |
| | SAT [®] Writing Average Scores | DoDEA 493 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 |

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

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

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

points above the national average score of 496. The DoDEA SAT® writing score of 493 was five points above the national average score of 488. The DoDEA average score in math was 495, 19 points below the national average score of 514.

Five-Year Plans

Adopting Common Core State Standards: The Common Core State Standards (CCSS) Initiative is 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 the current DoDEA developed curriculum standards in Mathematics and English Language Arts initially. After these new standards are developed, science and social studies will follow. Since the CCSS have been adopted in 46 of the states in the U.S., DoDEA’s adoption of the CCSS will help mitigate the issues military children face when transitioning between states and overseas locations.

DoDEA senior leaders and subject matter experts have begun initial planning for a multi-year implementation of these new standards. An informal crosswalk demonstrating the alignment of CCSS with the DoDEA developed curriculum standards in mathematics and English Language Arts has been completed. DoDEA will conduct a formal alignment study of CCSS and DoDEA standards in SY 2012–2013 and is currently conducting a business case analysis of the professional development required for full implementation of the new standards in the four core content areas. Implementation of CCSS will be integrated with DoDEA’s focus on Continuous School Improvement and teaching, leading and learning for 21st Century competencies and skills in order to create more student-centered learning opportunities and environments in DoDEA schools.

Instructional Enhancements: In the DoDEA school system, school administrators are implementing professional development support for teachers based on best practices in the area of differentiated instruction. DoDEA’s professional development efforts entitled “Responsive and Inclusive Teaching and Learning” provide a system 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 School Attendance Policy: On August 26, 2011, DoDEA Regulation 2095.01, *School Attendance*, was signed by the then Acting Director and immediately implemented in all schools for the SY 2011–12. This new policy is consistent with those found in many public schools throughout the United States. DoDEA’s school attendance policy states that all students are required to attend school for 180 instructional days per school year subject to the exceptions noted within the policy. DoDEA, like schools across the nation, agrees that regular school attendance directly correlates with success in academic work, improves social interaction with adults and peers, and provides opportunities for important communication between teachers and students. Regular attendance also has a cumulative effect of establishing life-long positive traits—responsibility, determination, respect for rules of society—that are critical for developing career readiness skills and success in college and life. School attendance issues have been identified as a serious issue for children throughout the country, and military children are no exception. DoDEA’s new attendance policy provides specific guidance on attendance and absences and identifies support services for students at risk for not fulfilling grade or course requirements.

The policy also establishes a balance between the need for military families to spend time together following deployment, while emphasizing the importance of education. The program strives to be as flexible as possible in accommodating the precious time families have together, but flexibilities and accommodations have limitations, especially when they have an impact on student performance and attendance at school. Procedures for monitoring daily student attendance and communicating with families are established in the policy. Academic penalties are not be imposed for excused absences. Students at risk will be monitored by a Student Support Team and school administration to include the identification of supports and interventions. Upon review of the first year of implementation of the new attendance policy, DoDEA recognizes that additional training is needed for school administration in the consistent implementation of the policy. DoDEA will release two online training modules in the spring of 2013 for all school administrators, as well as a module for parents on what they should know about the DoDEA Attendance Policy.

DoDEA 21st Century Teaching, Learning, and Leading: DoDEA has adopted a new 21st century teaching, learning and leading framework that will help students master the specific skills, content knowledge, expertise and literacies required for success in college, career and life in the 21st century. The framework is comprised of the following elements, based on both 21st century student outcomes such as critical thinking, problem solving and information and technology literacy) and 21st century support systems such as standards and assessments:

- 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 ten 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 Georgia, Massachusetts, Pennsylvania and Wyoming in FY 2012

a total of 43 states adopted the Compact covering 96 percent of military children with its

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

| Outcome | Metric | FY12 Data | FY13 Goal |
|---|---|------------------------|------------------|
| Increase the coverage of Military Children by Interstate Compact Provisions | % of Military Children Covered by Interstate Compact Provisions | Goal: 95% ¹ | 99% ² |
| | | Actual: 96% | |

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

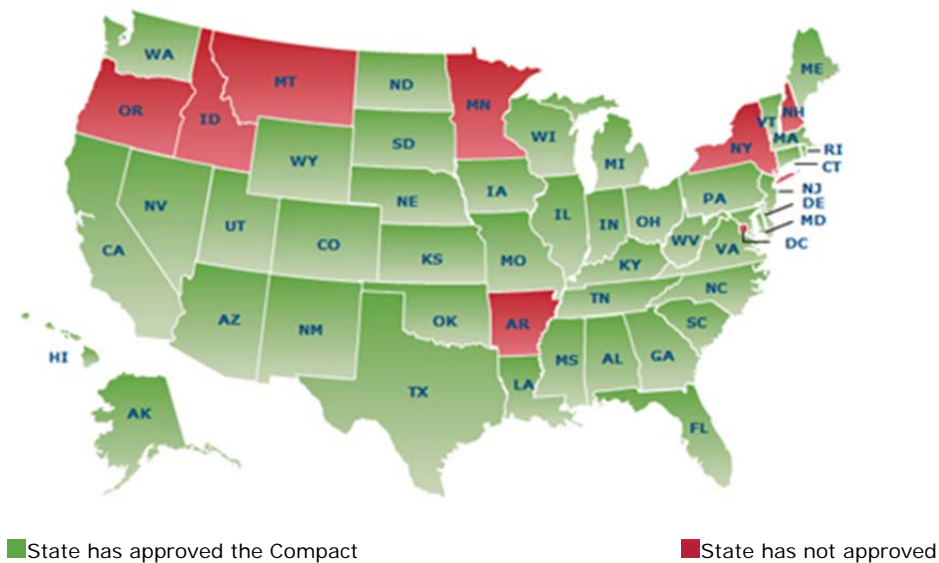
² DoD has met its intended goal, to cover 75% of the military population in the U.S. by FY 2013. However, as there are additional states that wish to join the Interstate Compact, DoD has established additional targets for FY 2011 – FY 2013.

provisions (see Figure 1).

Five-Year Plans

In FY 2013, DSLO plans to continue educating and actively consulting with legislators and executive branch officials in interested states on this issue as part of the ten key issues. Of the 7 states (plus the District of Columbia) not yet in the Compact, only a few have significant military child populations. New York, the largest of this group, which has 14,782 school age military children who are currently not covered by the Compact, has introduced legislation in 2013. Three other states (Arkansas, Montana and New Hampshire), covering 7,439 school age military children, may also be covered through legislation in 2013.

Figure 1. Status of the Interstate Compact on Educational Opportunity for Military Children



Note: NE approved the Compact effective July 2012.

Data Source: USA4 Military Families, available at <http://www.usa4militaryfamilies.dod.mil>

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 lifestyle, military spouses find themselves with a unique set of challenges 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.¹² 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.

For military spouses, continuing educational goals are also difficult to pursue. Results from a recent DoD survey for spouses of Active Duty members indicated that approximately 50 percent of military spouses expressed their interest in attending school, yet identified the cost of education and frequent relocations as major reasons that hold them back.¹³ The same survey also suggested that 85 percent of military spouses want or need to work. DoD recognizes the importance of meeting these needs since Service member and spouse resilience, readiness and retention decisions are affected by career satisfaction levels and subsequent financial health and well-being of military families as a whole.

More than one in four (26 percent) of military spouses in the labor force is unemployed, which accounts for approximately 90,000 spouses.¹⁴ Furthermore, when they are employed, the income levels of military spouses lag behind their civilian counterparts.¹⁵ A recent study showed that military wives with full-time jobs earned 25 percent less than their civilian counterparts.¹⁶

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

- Reduce the 26 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

¹² Data Source: The U.S. Census Bureau's Current Population Survey 2007-2009.

¹³ Defense Manpower Data Center. (2011). The 2010 Military Family Life Project Briefing (May 18, 2011).

¹⁴ Defense Manpower Data Center. (2011). The 2010 Military Family Life Project Briefing (May 18, 2011).

¹⁵ 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.

¹⁶ 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.

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 pillars: 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 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 and mentors 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. During FY 2012, the Career Center received an average of 12,000 phone inquiries about SECO programs and over 121,000 requests for SECO assistance per month .

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 2012, 43,000 spouses established MyCAA accounts, and 36,000 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, 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 "Hiring Our Heroes" military spouse program and the "Hiring Our Heroes" Military Spouse Business Alliance has maximized military spouse participation in 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 at www.MSEPJobs.militaryonesource.mil. Since the MSEP program launch on June 29, 2011:

- 162 Partner Employers have joined the MSEP Partnership
- More than 800,000 jobs have been posted on the MSEPJobs Portal
- More than 36,000 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 2012, SECO also implemented a comprehensive Strategic Communications Plan, including social media, to provide real-time outreach and timely updates on SECO resources, programs, events and services.

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 during FY 2013:

Reduce the 26 percent military spouse unemployment rate by:

- Increasing opportunities for private-sector careers by expanding the number of MSEP Partner Employers, establishing Regional MSEP Partnership Programs, 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 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 implementing 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 established a team of subject matter experts and a streamlined infrastructure to guide and oversee long term SECO program and policy development and implementation. This includes a DoD SECO program manager; SECO Policy Analysts; a DoD SECO advisory group with representatives from the Military Services and Service Secretariats; and four MSEP working groups that address needs for strategic organization, partner development and stewardship, mentoring, information and portal technology, strategic communications, and reporting.

OASD (MC&FP) launched a five-year effectiveness tracking project for military family support programs in FY2013. This multi-year 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 and families.

ODASD (MC&FP) is also focused on the broader need for overall military spouse work-life balance and well-being, with special emphasis on spouse resilience, health and fitness. Leaders know that by strengthening their overall sense of community belonging, helping them attain personal and family financial resilience, and providing them with 24/7 access to timely support resources, especially during periods of relocation and deployment, military spouses will remain strong and committed to the mobile military lifestyle. They will be empowered to be successful 21st century workforce participants, major contributors to the economic health and well-being of our nation, and supportive spouses who help their Service members remain ready, willing and able to provide for our national defense. By investing in our military spouses, we are investing in the future of our nation.

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

Compared with their civilian counterparts, military spouses are more likely to earn less and experience higher rates of unemployment.¹⁷ One of the factors that indiscriminately and negatively impacts 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. 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 ten 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 2012.

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

| Outcome | Metric | FY12 Data | FY13 Goal |
|---|--|-------------|-----------|
| Increase coverage of Trailing Military Spouses by State Unemployment Compensation | % of Military Spouses Eligible for Unemployment Compensation During Mandatory Relocation | Goal: 89% | 97% |
| | | 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 2013.

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

¹⁷ 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.

nation. DSLO will continue working with Virginia and the remaining states to remove unnecessary obstacles for military spouses moving with their Service members.

3-3. Financial Well-Being

3-3-1. Personal Finance

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. 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 family 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 accomplishes 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.

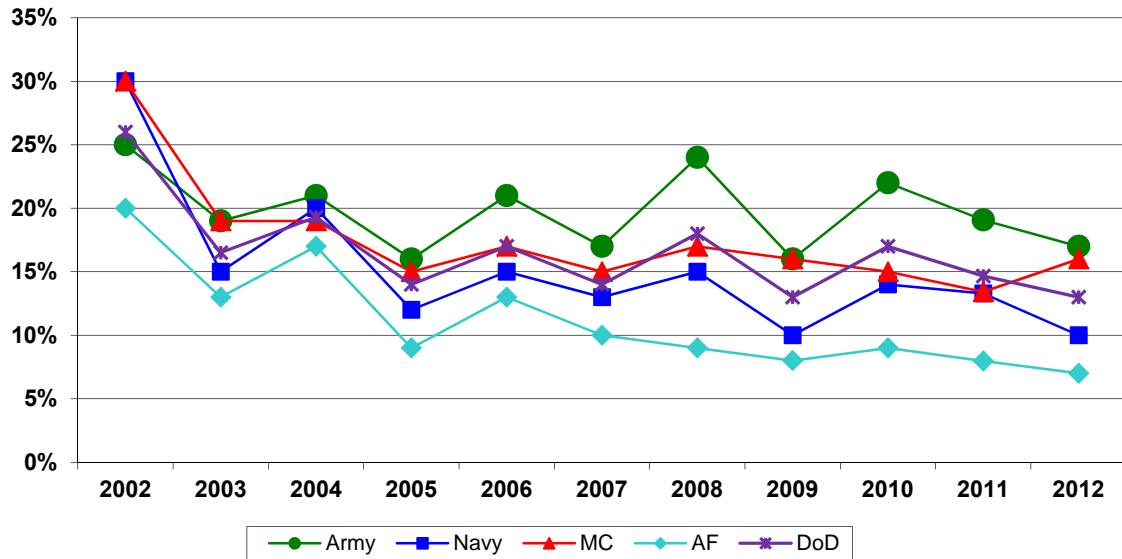
Goals and Metrics

Generally, junior enlisted Service members and their families are financially more vulnerable than others. To assess the overall financial readiness of Service members, DoD has been monitoring the junior enlisted members' perceived financial conditions and debt behaviors, using data from the Defense Manpower Data Center (DMDC) Status of Force Survey of Active Duty Members (SOFS-A).

Figure 2 shows the trend of the junior enlisted in pay grades E1 to E4 who reported their financial conditions as "not comfortable" from 2002 to 2012. In 2012, those percentages declined across the Services, except for the Marine Corps, by one to three points from 2011. Although the percentage for the Marine Corps increased by three percentage points, it was still within the margin of error. The data indicate that the percentages of junior enlisted members who feel financially uncomfortable have been gradually declining over the past 10 years.

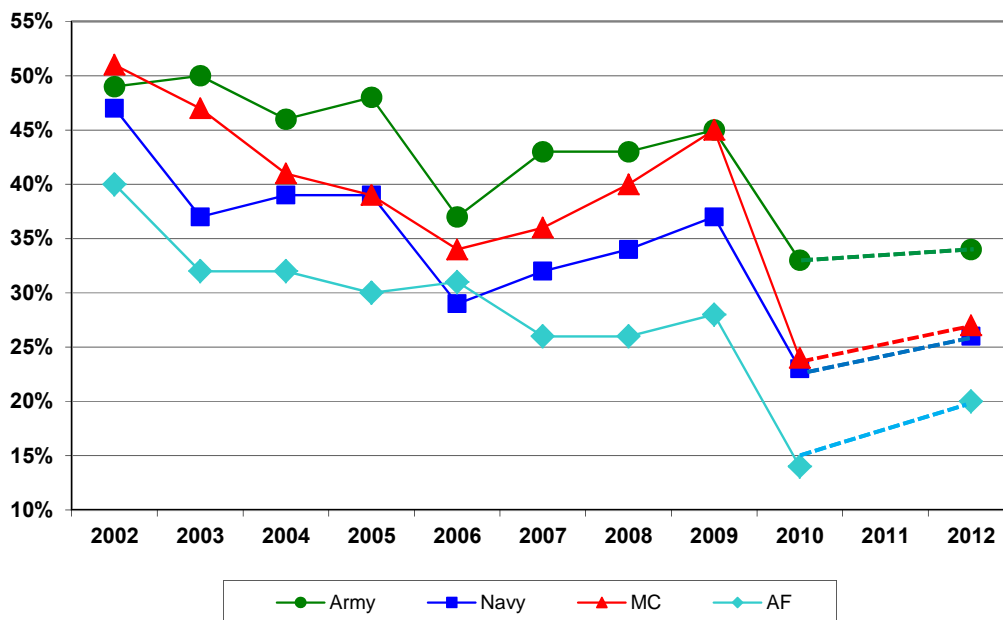
As the junior enlisted personnel's perception of their overall financial condition slightly declined, data from the same survey showed that the percentages of the junior enlisted members who experienced one or more specific financial problems (e.g., "bounced two or more checks," "fell behind in rent or mortgage.") increased in 2012 from 2010 (see Figure 3). (We were unable to include the data points for 2011 as the 2011 SOFS-A did not include the debt questions.) DoD will continue monitoring this emerging gap between perception and behavior regarding personal finances to determine its cause.

Figure 2. E1-E4 Member Self-Assessment: Percentages Reporting Overall Uncomfortable Financial Condition by Service (2002 -2012).



Note: The percentages presented in Figure 2 are based on the number of E1-E4 members selecting Response 4 or Response 5 from the following five responses to describe their overall financial condition: 1. Very comfortable and secure; 2. Able to make ends meet without much difficulty; 3. Occasionally have some difficulty making ends meet; 4. Tough to make ends meet but keeping your head above water; 5. In over your head.

Figure 3. E1-E4 Members Experiencing One or More Financial Problems by Service (2002-2012).



Note: The percentages presented in Figure 3 are based on the number of E1-E4 members indicating that one or more of the following happened to them and/or their spouses in the past 12 months: a. Bounced two or more checks; b. Failed to make a monthly/minimum payment on credit card, AAFES, NEXCOM account, or Military Star account; c. Fell behind in paying rent or mortgage; d. Was pressured to pay bills by stores, creditors, or bill collectors; e. Had telephone, cable, or Internet shut off; f. Had water, heat or electricity shut off; g. Had a car, household appliance, or furniture repossessed; h. Failed to make a car payment; i. Filed for personal bankruptcy; and j. Obtained a payday loan.

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. Simultaneously, 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 few longitudinal studies addressing this issue have been conducted.

In collaboration with the Services, ODASD (MC&FP) is currently conducting a project to develop an evaluation plan for family support programs. In this project, the Services have submitted their financial readiness programs to Penn State University Clearinghouse for Military Family Readiness to develop metrics as part of the Family Readiness Program Evaluation Plan Development Project (USDA LGU Partnership - PSU): Airman & Family Readiness Center Community Readiness Consultant Model Personal Financial Readiness; Army GPS Core Personal Financial Planning for Transition; Navy Command Financial Specialist Training.

These three programs provide service members with education and training on financial literary topics and necessary financial skills to face financial challenges from entry into military service through the transition to civilian life. The objectives of these 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.

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 establish DoD authority to regulate certain predatory products and practices. The 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, 36 states enforce the regulation, providing protection for 76 percent of Service

members and their families, which exceeded the fiscal year goal of 74 percent (see Table 5). In FY 2012, enforcement legislation was considered in four states (Arizona, Illinois, Hawaii, and South Carolina) and approved in Hawaii.

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

| Outcome | Metric | FY12 Data | FY13 Goals |
|---|---|-------------|------------|
| Protect Service members and their families from predatory lending practices | Percentage of military members "protected" ¹ | Goal: 74% | 80% |
| | | Actual: 76% | |

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

The NDAA 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.

The NDAA FY 2013 also includes changes to the law which will be reflected through changes in the DoD regulation. Additionally, the Conference Report of the NDAA FY2013 directs DoD to conduct surveys to determine if the definitions of credit included in the regulation should be updated to reflect changes in credit that may be harmful to Service members and their families. As required by the Military Lending Act, DoD will revise the regulation in collaboration 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. DoD will also work with this group to develop survey requirements and compile the required report. Depending on the outcome of the report, DoD may need to conduct an additional rulemaking in 2014 to revise the definitions in the DoD regulation.

3-3-3. Military Commissary Benefits

The commissary benefit is a major component of the non-monetary military benefit package to supplement military income and, as such, is critical to the financial readiness of military families. During FY 2012, 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.¹⁸ 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 2012 was DeCA’s seventh 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 2012-2016. 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 2012, actual annual commissary sales reached \$6,092.9 million (103.2 percent) against the projected sales of \$5,902 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 2012 reached 31.2 percent, exceeding this year’s goal of 30 percent. When considering the return on investment, the value of the benefit consisted of \$2.10 savings to the customer for each

Table 6. Goals and Metrics for Military Commissaries

| Outcome | Metric | FY 12 Data | FY 13 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 | ROI > \$2.00 Customer Savings to \$1.00 Appropriated Costs | ROI > \$2.00 Customer Savings to \$1.00 Appropriated Costs | ROI exceeded target |
| | | Actual \$2.10 | | |
| 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 \$902.9 | | |
| Achieve results less than or equal to Surcharge obligation authority provided by OUSD(C) | Surcharge Obligations (\$M) | Goal \$324.0 | \$312.40 | Surcharge obligations are 89.8% of target |
| | | Actual \$291.0 | | |
| Maintain 30% of customer savings | Sustain Customer Savings | Goal 30.0% | 30% | Customer savings above target |
| | | Actual 31.2% | | |
| Meet annual grocery industry average ACSI score | American Customer Satisfaction Index (ACSI) | Goal 76 | Meet or exceed industrial average | Customer satisfaction above target |
| | | Actual 81 | | |
| 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 on target |

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 \$902.9 million in FY 2012, 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 \$291 million, 89.8 percent of the annual goal of \$324 million. Each year, levels of customer satisfaction are measured externally by the American Customer Satisfaction Index (ACSI)¹⁹ and internally by the Commissary Customer Service Survey. For FY 2012, DeCA achieved an ACSI score of 81, exceeding the ACSI grocery industry average index of 76. The score for the Commissary Customer Service Survey in FY 2012 was A: 4.61, which met the annual goal of A: 4.6-5.0.²⁰

Five-Year Plans

DeCA established a new Vision for the Agency that is the pathway to creating tomorrow's benefit and ensuring alignment with the Department's strategic goals and initiatives. The Vision set forth a plan for maintaining a relevant benefit for military patrons while balancing the Agency's fiscal responsibility to stakeholders. The Vision embodies DeCA's direction and commitment to a more modern business approach that is responsive to those being served. To implement the Vision, DeCA will aggressively develop concepts, test initiatives, and enhance support to Service members and their families. Some examples of initiatives on which this office is focused include leveraging shopper insight trends and demographic data; eCommerce and mCommerce initiatives to increase accessibility of the commissary benefit to authorized patrons, and balancing changes in retail trends to better provide the benefit while controlling and managing costs.

By leveraging technology, DeCA expanded efforts to increase patrons' savings opportunities through its new Commissary Rewards Card Program that employs use of digital coupons that offer additional access to manufacturer product savings. The program is now available at all commissary locations and is a joint effort with grocery industry partners to help customers save more on their commissary purchases when they use the card to redeem coupons. The Agency is continuing to partner with its industry and military resale partners to increase participation and identify additional cardholder features and shopping information. The Agency also developed other features for patrons to use their commissary benefit by expanding its social media venues for patrons to stay better connected to their commissary benefits.

DeCA has continued efforts to increase benefit accessibility to Reserve Components (including the National Guard) members and their families. Delivering the benefit to the Reserve Components in FY 2012 resulted in 115 events that served approximately 48,379 patrons, generated sales of \$7 million, and resulted in \$3.3 million customer savings. Fifty-four percent of the National Guard and Reserve units in the United States are located more than 20 miles from the nearest commissary, so DeCA conducts on-site sales events at locations with no commissary. Guard and Reserve sales feature 300-400 case-lot items.

¹⁹ 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.

²⁰ 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.

When feasible, sale efforts were combined with military Exchanges. There were five joint events in FY 2012.

The Agency is also focused on refinement of its business processes, using Lean Six Sigma methodology. Business processes are continuing to be reviewed and streamlined to support the Agency's Vision, eliminate duplication, and ensure alignment with DoD goals and strategies. The process benchmarks state-of-the art business practices with major national manufacturers, brokers, and distributors and supports improvement of the Agency's internal governance posture, while streamlining business activities and providing maximum support to store operations. The most recent business functions streamlined in FY 2012 include chicken contracting and merchandising, second destination transportation, reduction of store-level administrative tasks, review of central distribution center operations, voice and data circuit management at stores, and government purchase card use for local offshore resale products in the Far East.

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 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 Armed Services Exchange programs form an integral part of the non-pay compensation for Active Duty personnel. The mission of the Armed 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 Armed Services Exchange Programs are provided through three separate Exchange systems: the Army and Air Force Exchange Service (AAFES), the Navy Exchange Service Command (NEXCOM), and Marine Corps Exchange (MCX). The Exchanges operate major retail stores on 300 military installations worldwide, on board 158 ships at sea, in 76 deployed locations and contingency operations, and at the site of emergency and disaster relief efforts. The Exchanges also offer options for patrons to shop online and through catalogs.

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) 2011 and 2012.²¹ 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 price (excluding sales tax). In CY 2011, all three exchanges exceeded the savings goals of 15 percent for AAFES and NEXCOM and 20 percent for MCX, by 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 2011 are reaching the industry average score for department and discount stores. CSI scores exceeded the annual goals in CY 2011 and continue to improve for all three Exchange systems.

Five-Year Plans

AAFES

- **Workforce Initiatives:** 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 10.19 percent of the total workforce and AAFES goal for 2012 is to increase veteran hires by 10 percent. Since 2008, AAFES veteran hires have increased by 30 percent; about 3,000 were hired since 2010. AAFES partners with several organizations that offer career assistance and create opportunities for those who have selflessly served.
 - Approximately 24 percent of AAFES associates are military family members.
 - In 2012, more than 4,874 spouses were hired. Over 1,024 received promotions.
 - The Spouse Continuity and Employment Preference programs allow spouses to build a career alongside their sponsor with each relocation.

- **Patron Outreach:** The Army Air Force and Exchange Service 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 9,044 products online and have them shipped to the exchange store of their choice. Customer outreach events include partnering with Army Wives Talk Radio, Military One Source and similar programs to communicate the benefit and value of the Exchange. The Exchange exhibited at 40 events in 2012, which included Yellow Ribbon and the Snowball Express events in Dallas. The Exchange buying staff and Customer Marketing Relationship team

²¹ The Armed Services Exchange programs adopt the 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 2011 for this report.

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 a National Guard and Reserve, Active Duty and Retiree outreach initiatives, the general managers in the continental United States (CONUS) supported 265 events to help communicate the benefit and value of the Exchange to our diverse customer demographic

Table 7. Goals and Metrics for Military Exchanges.

| Outcome | Metric | CY 2011 data | | CY 2012 goal |
|---|--------------------------------------|--------------|------------|--------------|
| Achieve customer savings of 15% in all Exchange systems | Customer savings | | | |
| | AAFES | Goal | 15% | 15% |
| | | Actual | 25% | |
| | NEXCOM | Goal | 15% | 15% |
| | | Actual | 23% | |
| | MCX | Goal | 15% | 20% |
| Actual | | 24% | | |
| Maintain sales volume and profitability that supports a steady stream of capital investment and MWR dividends | Sales and profits | | | |
| | Sales (\$M) | | | |
| | AAFES | Goal | \$ 8,415.1 | \$8,631.5 |
| | | Actual | \$ 8,658.8 | |
| | NEXCOM | Goal | \$ 2,627 | \$2,819.00 |
| | | Actual | \$ 2,769 | |
| | MCX | Goal | \$ 953.00 | \$1,025.00 |
| | | Actual | \$ 997.80 | |
| | Profit (\$M) | | | |
| | AAFES | Goal | \$ 366.1 | \$309.3 |
| | | Actual | \$ 277.8 | |
| | NEXCOM | Goal | \$ 43.4 | \$66.2 |
| | | Actual | \$ 61.1 | |
| | MCX | Goal | \$ 74.6 | \$67.7 |
| Actual | | \$ 69.8 | | |
| Meet or exceed ACSI department and discount store industry average | ACSI Customer Satisfaction | | | |
| | AAFES | Goal | 75 | Goal 76 |
| | | Actual | 73 | |
| | NEXCOM | Goal | 76 | Goal 76 |
| | | Actual | 80 | |
| | MCX | Goal | 75 | Goal 76 |
| Actual | | 78 | | |
| Meet or exceed past 3 year average customer satisfaction index (CSI) | Exchange Customer Satisfaction Index | | | |
| | AAFES | Goal | 76 | Goal 77 |
| | | Actual | 78 | |
| | NEXCOM | Goal | 81 | Goal 82 |
| | | Actual | 83 | |
| | MCX | Goal | 77 | Goal 78 |
| Actual | | 78 | | |

NEXCOM

- 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
- The NEXCOM Enterprise is undergoing 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.
- As part of the focus on Navy families, NEXCOM completed its 15th successful year of the Navy Exchange A-OK Student Reward Program which recognizes and rewards students with good grades. Since the program inception in 1997, and through the current school year, monetary awards in excess of \$611,000 have been provided to deserving students.
- With installation partners 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 "Our Cost is Your Cost" program provides everyday staples like bread, milk, and baby formula at cost, 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 is family members. MyMCX.com utilizes YouTube and Facebook as tools in connecting with Marines and families in a current, relevant way.
- **Healthy Living:** In support of the Secretary of the Navy's 21st Century Sailor and Marine initiative, MCX instituted price parity on tobacco products in September 2012. 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.
- **Transformation and resource optimization:** MCX is focused on gaining efficiencies, reducing redundancies, and providing the best product for Marines, Sailors, and families. The Marine Corps Exchange continues to modernize and improve programs and facilities to meet the needs of Marines and their families so as to provide a "best in class" experience. This is a major focus area in both business and financial planning. These programs offer a balanced synergy to the holistic portfolio of benefits that solidifies the strength of the community, which is the bedrock of readiness.
- **In garrison and deployed,** MCX provides lifestyle relevant products and services Marines and families need and desire, below market price, to support household and financial health. Delivering a branded experience in a customer centric environment empowering associates to take care of the customer, and most importantly, MCX being the first place customers think to shop.

3-4. Personal and Family Life

3-4-1. Non-Medical Counseling

DoD offers 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 the unique military lifestyle. Non-medical counseling is also provided to help reduce the need for more specialized medical services. Active duty and the 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 (MOS) and the Military and Family Life Counselor (MFLC) program. In FY 2012, DoD provided a total of 3.8 million sessions and contacts to Service members and their families.

MOS non-medical counseling is available 24/7 worldwide via telephone, on-line or face-to-face sessions. MOS counselors provide sessions in a traditional 50-minute session, while MFLC sessions may vary in duration from a few minutes to 2 hours on as-needed basis. All 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 MOS counselor's office within the community. MOS provides seamless support to National Guard and Reserve members regardless of activation status as well as Active Duty personnel and their families. During FY 2012, MOS counselors provided nearly 208,000 in-person counseling sessions.

MFLCs provide in-person counseling and briefings, both on and off the installation, using the following three 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; and full-time counselors.²² MFLC support has been enhanced to offer "surge" counseling support. Surge support highlights 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 45 days of surge support, Commanders may request an extension if they determine additional support

Table 8. FY2012: Top 5 Reasons for Receiving MOS In-Person Counseling

| Rank | MOS | % |
|------|---|-----|
| 1 | Partner Relational Problems | 55% |
| 2 | Phase of Life Problem; Religious/Spiritual Problems | 14% |
| 3 | Parent-Child Relational Problem | 8% |
| 4 | Relational Problems related to a Mental Health/Medical Condition | 7% |
| 5 | Relational Problem Not Otherwise Specified. | 6% |

Table 9. FY2011: Top 5 Reasons for Receiving MFLC In-Person Consultations

| Rank | MFLC (Adult Clients) ¹ | % |
|------|-----------------------------------|-----|
| 1 | Stress/Job Stress | 27% |
| 2 | Deployment/Reintegration Issues | 23% |
| 3 | Communications | 21% |
| 4 | Marital/Relationship Counseling | 13% |
| 5 | Family Dynamics | 6% |

¹Data were extracted from adult MFLC monthly utilization reports.

²² For National Guard and Reserve members and families who live too far from military installations, the Joint Family Support Assistance Program. MFLC's 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.

is necessary. During FY 2012, MFLCs provided 63 surge supports. This surge capacity has also been effective with addressing short term non-medical counseling needs arising from emergency incidents such as the Ft. Hood shooting and the Japan earthquake/tsunami.

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.

The top five reasons for receiving MOS in-person counseling and for receiving MFLC in-person consultations are presented in Table 8 and 9, respectively. In FY 2012, more than a half of the MOS counseling sessions were on issues related to relationship issues with partners, while 27 percent of MFLC in-person consultations were on stress/job stress. The top reasons reflect the difference in program delivery between 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 need 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 counseling from MOS and MFLC counseling services obtain the care that they need and experience improvements.

3-4-2. Health Care

The Military Health System (MHS) provides comprehensive health care benefits through different TRICARE options to about 9.6 million eligible beneficiaries, including Active Duty and eligible Reserve component personnel, retirees, and their family members.²³ The MHS operates 56 hospitals and medical centers and 361 health clinics supported by a network of over

²³ The number of enrolled beneficiaries was 5.44 million ending FY2012. Data source: The Department of Defense. 2013. *Evaluation of the TRICARE Program: Fiscal Year 2013 Report to Congress. Eligible Reserves include those on activated status, those deactivated but using the TRICARE Assistance Management Program, and those enrolled in the premium-based TRICARE Reserve Select or TRICARE Retired Reserve benefits programs.*

470,000 civilian care providers.²⁴ A high quality health care benefit is a key non-cash benefit that impacts Service members' enlistment and retention decisions.²⁵

The Department remains committed to building and sustaining an integrated health care system that fosters, protects, sustains and restores health for military health care beneficiaries. Since the fall of 2009, military health care leaders have pursued the Quadruple Aim strategy, focusing on the primacy of readiness and continuous efforts to improve military population's health and beneficiaries' experience of care, while managing per capita costs. To achieve the vision, leadership developed a number of strategic imperatives with measures and initiatives designed to close performance gaps. Each of these strategic imperatives supports improved performance in one of the four elements of the Quadruple Aim. The Quadruple Aim and strategic imperatives will guide MHS for the next three to five years.

Goals and Measures

Satisfaction with the MHS continues to be a high-priority issue for DoD. Beneficiary satisfaction is a component measure of "better care," the goal of which is to provide a care experience that is patient and family centered, compassionate, convenient, equitable, safe and of the highest quality. The perceptions of beneficiaries over an extended period provide the Department with valuable feedback to develop an integrated health care system that meets expectations of beneficiaries. Measures for health care satisfaction presented in this report are based on two questions in the Health Care Survey of Department of Defense Beneficiaries (HCSDB): satisfaction with health care and satisfaction with health care plan. The former is beneficiaries' satisfaction with the quality of health care that they receive from healthcare providers and the latter is that with the health care plan that they have. The adult HCSDB is a population-based survey of 50,000 randomly-selected adult TRICARE eligible beneficiaries each quarter. The sample is stratified by beneficiary category and enrollment status, irrespective of whether the beneficiary used the Military Health System or not. Questions on satisfaction with health care are closely modeled on the Consumer Assessment of Healthcare Providers and Systems (CAHPS), a nationally recognized, standardized survey questionnaire on patients' health care experience. This data compatibility with CAHPS allows HCSDB data to be compared and benchmarked with over 350 civilian health care plans.

Satisfaction with Health Care

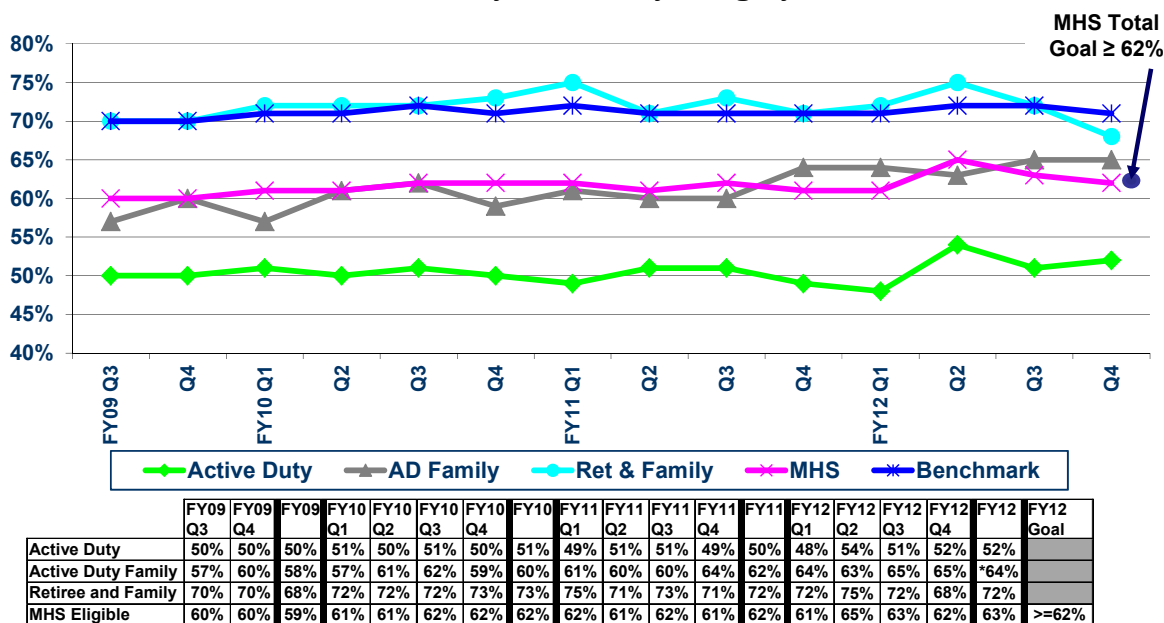
In HCSDB, beneficiaries are asked to assess their overall satisfaction with health care in the past 12 months: "Using any number from 0 to 10, where 0 is the worst health care possible and 10 is the best health care possible, what number would you use to rate all your health care in the last 12 months?" The percentages for responses of 8, 9, or 10 are presented in Figure 4. This question is an overall indicator of success in meeting the needs of patients over the past year, not merely from their visit immediately before taking the survey.

²⁴ The data are as of the end of FY 2012. Data source: The Department of Defense. 2012. *Evaluation of the TRICARE Program: Fiscal Year 2013 Report to Congress*.

²⁵ The Department of Defense. 2011. *Report of the Eleventh Quadrennial Review of Military Compensation*.

For this measure, the MHS leadership set a short-term goal for FY 2012 of 62 percent for TRICARE Prime enrollees, with the intent on improving each year to close the gap between current performance and the civilian benchmark. Retirees and their family members continued reporting the highest overall satisfaction rating among all beneficiary categories by meeting or exceeding the 71 percent civilian benchmark, while Active duty Service members were the least satisfied — averaging slightly above 50 percent for FY 2012. To some extent, the gap in the level of satisfaction by age is expected as younger populations are generally more critical about health care than older populations. Nevertheless, the Department will continue its efforts to increase the level of Active duty Service member satisfaction.

Figure 4. Satisfaction with Health Care by Beneficiary Category



An asterisk (*) indicates significant change. Trends are calculated as the difference between the scores for 2010 and 2012.

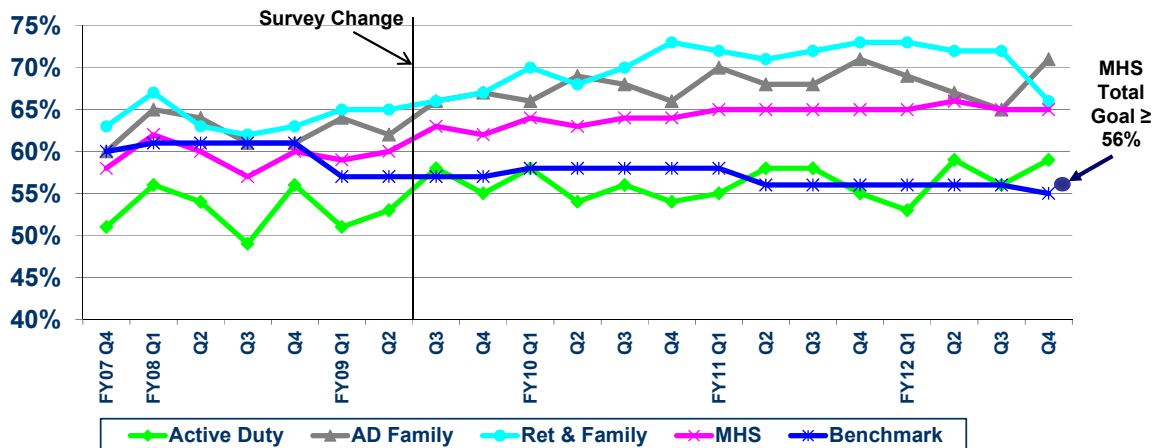
Data Source: Health Care Survey of DoD Beneficiaries (HCSDB).

Satisfaction with Health Care Plan

Military Health Beneficiaries are asked to assess their overall satisfaction with their health care plan in the last 12 months: “Using any number from 0 to 10, where 0 is the worst health plan possible and 10 is the best plan possible, what number would you use to rate your health plan?” The percentages indicated in Figure 4 are responses of 8, 9, or 10. The MHS leadership has set a goal for FY 2011 and FY 2012 of 56 percent, which is the average percentage score based on the CAHPS benchmark database.

Overall, satisfaction with DoD's health plan has been gradually improving over the past five years, and the MHS as a whole has continued exceeding the civilian benchmark of 56 percent, reaching 65 percent overall in FY 2012, between 53 to 59 percent for Active Duty, and about 72 percent for retirees (see Figure 5). Satisfaction with health plan provides insight into how much DoD beneficiaries value their TRICARE health benefit and customer support such as in the accuracy and timeliness of processing their TRICARE claims, benefits and cost information, and customer service. In many cases, satisfaction with the plan is related to how well problems are resolved once identified.

Figure 5. Satisfaction with Health Care Plan by Beneficiary Category



| | FY09 Q3 | FY09 Q4 | FY09 | FY10 Q1 | FY10 Q2 | FY10 Q3 | FY10 Q4 | FY10 | FY11 Q1 | FY11 Q2 | FY11 Q3 | FY11 Q4 | FY11 | FY12 Q1 | FY12 Q2 | FY12 Q3 | FY12 Q4 | FY12 | FY12 Goal |
|--------------------|---------|---------|------|---------|---------|---------|---------|------|---------|---------|---------|---------|------|---------|---------|---------|---------|------|-----------|
| Active Duty | 58% | 55% | 54% | 58% | 54% | 56% | 54% | 55% | 55% | 58% | 58% | 55% | 56% | 53% | 59% | 56% | 59% | 57% | |
| Active Duty Family | 66% | 67% | 64% | 66% | 69% | 68% | 66% | 67% | 70% | 68% | 68% | 71% | 69% | 69% | 67% | 65% | 71% | 68% | |
| Retiree and Family | 66% | 67% | 66% | 70% | 68% | 70% | 73% | 70% | 72% | 71% | 72% | 73% | 72% | 73% | 72% | 72% | 66% | 71% | |
| MHS Eligible | 63% | 62% | 61% | 64% | 63% | 64% | 64% | 64% | 65% | 65% | 65% | 65% | 65% | 65% | 66% | 65% | 65% | *65% | 56% |

An asterisk (*) indicates significant change. Trends are calculated as the difference between the scores for 2010 and 2012.

Data Source: Health Care Survey of DoD Beneficiaries (HCSDB).

Five-Year Plans

The MHS is implementing the Patient Centered Medical Home (PCMH) model, which is an established model for primary care that improves continuity of care and enhances access through patient centered care and effective patient-provider communication. One of the core principles of the PCMH is that patients have a consistent relationship with their provider and team that delivers first contact, continuous, and comprehensive care. The PCMH model is designed to help patients establish trust with their provider, lower utilization of hospital services, and lower overall cost of care by focusing on prevention and effective coordinated management of chronic illness. These attributes of the PCMH model are associated with better outcomes, reduced mortality, fewer hospital admissions for patients with chronic diseases, and increased patient compliance. Additionally, the PCMH model will enable MHS for primary care to look similar to the eyes of the patient across all of DoD's military treatment facilities.

The PCMH policy was established on September 18, 2009, based on recommendations from a Tri-Service working group. Each of the Military Department Surgeons General has

committed to making the PCMH the cornerstone of our health care delivery system. As of the end of Calendar Year (CY) 2012, approximately 58 percent or 1.9 Million enrollees are expected to be part of a certified PCMH, with all sites across the Services certified by the end of CY 2015. The PCMH is a major initiative that directly impacts all elements of the Quadruple Aim. The MHS strives to provide comprehensive care for its beneficiaries through a team of healthcare providers responsible for a given number of patients. Patients also are assigned to individual providers who play a central role in promoting coordinated care and who encourage engagement of their patients receiving care. Early data from established PCMHs in military treatment facilities have shown improvement in access to care, quality health outcomes, patient satisfaction, staff satisfaction and total health costs per patient.

In addition to implementation of PCMH, expanding psychological health care capacity for military families is another primary issue to be addressed. This needs to be addressed on three fronts in the next five years or less: the shortfall of care providers who accept TRICARE, bridging the cultural differences between military and civilian providers, and outreach to local community providers. In addition to the services provided through TRICARE, DoD is working with USDA and the Department of Health and Human Services to build community capacity for psychological health care for military families.

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

Continuous support for our Wounded Warriors 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.

The National Defense Authorization Act (NDAA) for 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 Wounded Warriors and their families outlining goals for transitioning through the phases of recovery, rehabilitation, return to duty or reintegration into the community. The RCC develops and oversees the CRP in collaboration with the Wounded Warrior, 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 Wounded Warrior and family or designated caregiver as frequently as necessary based on the Wounded Warriors' needs and during transition phases such as changes in location, familial, marital, financial, disability evaluation system, employment, medical, or retirement status.

The Department is committed to Service members through the Wounded Warrior Education and Employment Initiative which engages recovering 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 to provide vocational rehabilitation services earlier in the recovery process than ever before. Regional managers overseen by ODASD (WCP) identify and coordinate existing resources to ensure a consistent experience for recovering and transitioning Service members.

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

The Warrior Athletic Reconditioning Program (WARP), previously named Paralympic Military Program, is now aligned with ODASD (WCP). Service members can benefit from WARP for several reasons:

- Benefits of physical activity include reduced stress, increased quality of life, lower blood pressure, weight management and the enhancement of the rehabilitative process;
- Recovering Service members in Warrior Transition Unit detachments miss camaraderie and the unit support network;
- Athletic reconditioning sports allow Service members to focus on a team and contribute to that team's success;
- Grief after becoming wounded, ill or injured can develop into harmful psychological and physical conditions with negative behaviors begetting more negative behaviors, leaving a Service member less fit and subject to weight gain during recovery.

Planning is currently underway for the 2012 Warrior Games, held annually in Colorado Springs, Colorado and hosted by United States Olympic Committee. ODASD (WCP) will assist each Service with Warrior Games trials as required and requested.

The NDAA for FY 2010 granted the Secretary of Defense discretionary authority to compensate catastrophically injured or ill Service members requiring continual medical management, or who are at a high risk for personal safety and cannot live independently in the community without caregiver support. Under this direction, the USD (P&R) published DoDI 1341.12, "Special Compensation for Assistance with Activities of Daily Living (SCAADL)," in August 2011. ODASD (WCP) manages the SCAADL program's execution and oversight.

DoD determined that all eligible catastrophically wounded, ill or injured Service members who cannot live independently in their homes without caregiver support after

hospitalization would be eligible for compensation for caregiver support. The instruction stipulates that an eligible Service member must have a catastrophic injury or illness incurred in the line of duty; be an outpatient; and be certified by a licensed physician to be in need of assistance from another person to perform the personal functions of everyday living or require supervision to prevent harm to self or others. Without caregiver assistance with activities of daily living, the Service member would require residential institutional care.

The SCAADL program compensates Service members for the time and assistance caregivers provide at home 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 November 30, 2012, the Services have determined 783 Service members qualified for SCAADL compensation.

Goals and Metrics

To date, ODASD (WCP) and the Services have recruited and trained over 384 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 190 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 entire FY 2012, the overall satisfaction rating of RCCs was 93 percent.

ODASD (WCP) developed the Recovery Coordination Program Support Solution (RCPSS) to house the CRP electronically. The RCPSS allows ODASD (WCP) to collect data for program evaluation and demographic information on our Wounded Warrior population. Additionally, this web-based tool has the capability to interface with other systems already in use across the Services and eliminates duplicative, hand-written paperwork. RCPSS helps to minimize the administrative time required by RCCs so that they may focus their efforts on the recovering Service member and their families. All RCCs receive RCPSS training which is part of the required standardized core curriculum.

Operation War Fighter has ensured the placement of 594 Service members in Federal internships for FY 2012. The program is averaging 28 National Capital Region outreach events per year. Approximately 392 Federal agencies and subcomponents are actively participating in the program.

Five-Year Plans

ODASD (WCP) has established a Recovery Coordination Program (RCP) evaluation process to provide for a coordinated review of the policies, procedures and implementation of the program. In November 2010, ODASD (WCP) staff members completed site assistance visits to locations where RCCs are assigned, interviewing a representative sample of the 31 original

RCCs who have been on the ground since the program's inception in November 2008. The purpose of the site assistance visits was to:

- Assess the uniformity of services provided to recovering Service members and their families;
- Identify progress made during the first year of the RCP;
- Establish a baseline for future outcome measures;
- Provide staff assistance per DoDI 1300.24.²⁶

Standard interview questions were developed and focused on five areas: training, operations, tools, communications and RCP impact. Interview results showed improvements in RCC training as compared to the initial RCC training in 2008. RCCs, Wounded Warrior Program Directors, and Commanders reported that RCCs have established working relationships at the Military Treatment Facilities (MTFs) and installations, resulting in an increase of referrals to the RCP. It was also reported that RCCs had designated facility work space at MTFs and installations and were using the hard copies of the CRP, but were looking forward to an electronic version via RCPSS.

ODASD (WCP) will take further steps to ensure that Wounded Warrior Programs are in compliance with this doctrine. This includes continuing evaluation and compliance oversight to ensure adherence with policies as outlined in DoD Instruction (DoDI) 1300.24 using a multiple source approach, specifically staff assistance visits, interviews, and documentation.

Additionally, the Interagency Care and Coordination Committee (IC3) will conduct 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.

3-4-4. Family Advocacy Program

FAP is the DoD program to address child abuse and neglect and domestic abuse²⁷ 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 to increase the competency and self-efficacy of military families.

²⁶ DoDI 1300.24: Recovery Coordination Program (RCP), published on December 01, 2009.

²⁷ 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.

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 substantiated spouse abusers. Table 10 shows the data from FY 2011 and the goals for FY 2012.²⁸

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 | FY11 Data ² | FY12 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 2011, the percentage of NPSP participants who were not reported for child abuse or neglect for 12 months after the program completion was 96 percent, showing an increase by 6 percentage points from FY 2010.

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

²⁸ Please note that FAP reports annual program data from FY 2011 due to the timing of data aggregation.

recidivate than those who did not finish.²⁹ 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 2011, the prevention of recidivism marked 96 percent among domestic abusers who 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 2011 FAP report indicates that 62 percent of alleged spouse abusers were Active Duty Service members and 38 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

²⁹ 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.

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 consistent 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.

3-4-5. 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 2012, 10,750 eligible military members and 10,700 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 2012, over 11,000 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 who 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. One of the best success stories of the year is the explosion in the use of these databases and services from 69 million user activities in FY 2011 to 86 million user activities in FY 2012. 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 270,000 students used the DoD MWR Library Tutor.com, providing 24/7 online access to live tutors for grades K-12. The DoD MWR 2012 summer reading program had over 60,000 participants who read 13.2 million minutes at 181 sites. 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. Authorized MWR customers saved over \$40 million in FY 2012 by purchasing leisure travel products (tickets, tours, hotels/resorts, and cruise packages) through the MWR leisure travel program.

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 474 free MWR Internet Cafes in Iraq and Afghanistan with over 6,000 computers and 3,000 phones. 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 155 Cheetahs in operation. Through use of these computers and phones, military families have logged more than 8.5 million calls and 82 million minutes of talk time in FY 2012.

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 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.

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.

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 as 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 2013 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 Military Departments 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 work with these families and address their unique needs. Although over 120,000 military families have been enrolled in EFMP, the DoD estimates a much higher number of family members with special needs.

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 amended section 1781c of 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 community and family support office will provide information about programs and services, assistance in obtaining referrals for services, and in acquiring services. NDAA FY 2010 also required the Department to provide an annual report on the gaps in services available to military families with special needs, ways to address the gaps, and recommendations on future legislation.

Five-Year Plans

OSN has been working and will continue 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 is currently conducting several major studies in collaboration with Land-Grant University faculty members whose expertise lay in the subject, leveraging the DoD-USDA partnership. The studies include 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. A second phase is underway to develop evaluation metrics to determine family satisfaction. The purpose of this study is to support the DoD's efforts to establish a policy requiring the Services to provide community support to military families with special needs. This study will provide the foundation for an effective family support policy across the four Services.
- *Autism Study Phase III*: DoD has been working with Ohio State University to conduct this study. The Autism Study Phase I reviewed the access and availability of evidence-based educational practices for military children with autism spectrum disorders in five states with large military population. In the Phase II, researchers identified the educational services available for school-aged children with autism spectrum disorder, emotional/behavioral disorders, and intellectual disabilities in an additional ten states not included in the initial study. Early intervention services were also reviewed for children birth to three years of age. The ten states are Arizona, Colorado, Florida, Hawaii, Louisiana, Maryland, Missouri, New York, Oklahoma, and South Carolina. Phase III is currently underway and will review all 50 states.
- *Medicaid Study*: In collaboration with West Virginia University, this study undertakes a comprehensive assessment of Medicaid accessibility to military families with special needs. 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. As they relocate, families often find themselves at the end of the queue for Medicaid services. The final report is expected in mid-2013.
- *Functional Analysis*: This is a long-term project to analyze the current data and case management systems of each Military Service to determine whether a joint service system can be developed to network the Military Service systems and the military health system IT solutions. An analysis of the policies, procedures and processes adopted by each Military Service will be used to recommend a DoD-wide system for supporting military families with special needs. The second phase of this study is currently underway.

4. CONCLUSIONS

The plans described in this report will guide the Departmental efforts to ensure that DoD will continue to provide quality family support programs, addressing the sustaining and emerging issues pertaining to family readiness in the next five years. Given the current fiscal constraints, the Department is rapidly adopting the culture of program evaluation for family support programs. Driven by effectiveness tracking and efficiency efforts, there have been a number of existing and newly established initiatives, working groups, and program evaluation projects that are creating the momentum to promote program evaluation practices across the Department. Results from these ongoing evaluation efforts are expected to help strengthen the portfolio of DoD family support programs in the coming years.