Torchbearer
National Security Report

Key Issues Relevant to Taking Care of Soldiers and Families

An AUSA Torchbearer Issue
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Although stressed by more than seven years of war, the U.S. Army is a combat-seasoned, professional force—the best in the world. The Army—active, Army National Guard and Army Reserve—continues to protect the nation, defend its national interests and provide support to civil authorities in response to domestic emergencies. It is an all-volunteer force.

To sustain that force, the Army must recruit and retain high-caliber men and women; provide a quality of life for Soldiers, their families and Army civilians commensurate with their quality of service; and support wounded, ill and injured warriors as they return to duty or transition to civilian life. It must station the force to meet strategic demands by providing infrastructure and services. To that end, Army installations play a vital role in training an expeditionary Army and improving quality of life for its people. Installation Management Command (IMCOM) is the Army organization that provides a source of balance to ensure an environment in which Soldiers and families can thrive, a structure that supports unit readiness and a foundation for building the future. IMCOM provides “The Army’s Home” to thousands of men and women in uniform and their families that support them.

This Torchbearer National Security Report delineates Army initiatives and organizations dedicated to preserving and enhancing quality of life for Soldiers and their families, and identifies resources necessary to sustain the all-volunteer force. Three major programs fulfill the imperative. The Army’s Family and Community Covenants, through the implementation of the Soldier Family Action Plan, improve quality of life. World-class care for wounded, ill and injured warriors through properly resourced Warrior Transition Units enables these Soldiers to remain in the Army or transition to meaningful civilian employment consistent with their desires and abilities. Survivor Outreach Services assist the families of fallen Soldiers and honor the service of their loved ones. Each ensuing Issue Paper explores in detail one element of the Army’s plan to take care of Soldiers and their families.

As AUSA 2009 Resolution 09-01 points out, people—Soldiers, families, Army civilians—are the first and most important component of the U.S. Army. Caring for them is a vital part of the nation’s defense; it requires leaders’ utmost attention and a significant application of resources.

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Soldier and Family Programs

Introduction

It is imperative that the nation preserve the quality of the all-volunteer force. Through meaningful programs and initiatives, the Army is committed to providing the quality of life deserved by those who serve the nation. The Army’s goal is to improve the quality of life for Soldiers, families and Army civilians through the implementation of the Army Family Covenant and its component plans. Moreover, the Army is garnering the support of community groups and volunteers through execution of the Army Community Covenant.

The Army Family Covenant

The Army Family Covenant (AFC) institutionalizes the Army’s promise to provide Soldiers and their families with a quality of life that is commensurate with their service to the nation. It provides a source of balance for the Army and communicates the enduring partnership between Army leadership and Soldiers and families. Three components—the Army Family Action Plan (AFAP), the Soldier Family Action Plan (SFAP) and the Warrior Care and Transition Program (WCTP)—work together to fulfill the Army’s long-standing obligation to Soldiers and their families. Outcomes of the AFAP, SFAP and WCTP will enable the Army to rebalance by 2011 and to improve readiness of the all-volunteer force.

October 2008 marked the first anniversary of the AFC, and an opportunity to reflect on achievements during the last year and look forward to further improvements in Soldier and family quality of life in the years ahead. To sustain the Army’s commitment to the AFC, renewals of the covenant occur as key leaders change at installations. While significant progress has been made toward making the AFC a reality, there is still work to be done.

The Army Family Action Plan. Fiscal Year 2009 marks the 25th anniversary of the Army Family Action Plan, the grassroots voice of the Army Community and the mechanism for Army leaders to take action on behalf of Soldiers and families. It is the process that elevates quality-of-life issues that lead to program, policy and legislative changes. While FY 2009 is a landmark year for AFAP, it is the continuum of commitment to Soldiers and families—started with AFAP and reinforced with the Army Family Covenant and the Soldier-Family Action Plan—that defines the Army’s roadmap for the future.

Since 1984, AFAP has identified 177 improvements to programs and services, 155 revisions to Army and Department of Defense regulations and 110 changes in national legislation. Delegates at the January 2009 Headquarters, Department of the Army AFAP Conference identified the distribution of GI Bill benefits to dependents, paternity leave and in-state tuition as the most critical issues in the AFAP. The top five new issues requested are permissive TDY for bereavement, official photographs for Soldiers, storage in the barracks, additional medical providers in military treatment facilities, and respite care for caregivers of wounded warriors. Delegates identified Military OneSource and Family and Morale, Welfare and Recreation (FMWR) programs as positive family readiness initiatives; the greatest challenges were the length of dwell time between deployments and keeping remote families informed and connected to the unit. On 14 October 2008, the President signed into law the Duncan Hunter

1 A Soldier on permissive TDY (temporary duty) is traveling primarily for his own benefit, rather than the government’s, and therefore may not receive per diem or travel expenses; no charge is made against the Soldier’s leave account.

2 Military OneSource, http://www.militaryonesource.com/skins/MOS/home.aspx. Working in partnership with Military One Source, Army OneSource (AOS, at http://www.myarmyonesource.com) establishes a comprehensive multi-component approach for community support and services to meet the diverse needs of all Soldiers, families and employers. AOS is the single portal access for information, programs and services, and connectivity. Services are provided at installations, at Army National Guard Family Assistance Centers for the geographically dispersed, and are available on the Internet. AOS promotes all support resources either through the web portal or through access to active Army, Army National Guard and Army Reserve Family Program resources and facilities. It is the access point for all of the Army’s programs and services. Army OneSource makes support information and resources available to Soldiers and families 24 hours per day/seven days per week.
Soldier and Family Programs

National Defense Authorization Act of FY 2009 to authorize ten days of paternity leave to be used in connection with the birth of a child. Paternity leave may be granted in addition to other leave authorized for married Soldiers on active duty. Other recent legislative successes include expansion of Montgomery GI Bill benefits and in-state tuition for military dependents.

**Soldier Family Action Plan.** This program focuses on seven areas:
- Family Programs and Services;
- Health Care;
- Soldier and Family Housing;
- Child, Youth and School Services;
- Education, Careers and Libraries;
- Recreation, Travel and Better Opportunities for Single Soldiers (BOSS); and
- Communities and Marketplace.

The purpose of the SFAP is to be the catalyst for AFC implementation, with the goal of increasing Soldier and family readiness and satisfaction. The specific initiatives and tasks that emerge from each focus area fulfill the promises of the AFC in the daily lives of Soldiers and their families.

**Warrior Care and Transition Program.** The Warrior Care and Transition Program (WCTP) continues to invest in Warrior Transition Units (WTUs), building the capacity to continue transforming the care and management of wounded, ill and injured Soldiers and their families, both active and reserve component. Five of seven WTU projects scheduled for FY 2008 are under construction, with the remaining two contracts to be awarded in FY 2009. The five now under construction will add to the current capability of 36 WTUs and the nine Community-based WTUs (CBWTUs). These stand-alone units provide dedicated command, control, support and hands-on care for wounded, ill and injured Soldiers who require comprehensive care management as they recover.

Soldier and Family Assistance Centers (SFACs) operate near or on WTU campuses, providing tailored, integrated support services in a centralized one-stop location for Warriors in Transition (WTs) and their families. SFACs are equipped to aid WT and their families in making life-changing decisions as they transition back to duty or to a new life in the private sector. Services include military personnel services, transition and employment assistance, government entitlements and benefits assistance, education services, social services, legal assistance, financial assistance, pastoral care and child care. Agencies involved include, among others, the Veterans Administration (VA), the Traumatic Servicemembers’ Group Life Insurance (TSGLI) program, the Army Wounded Warrior (AW2) program, and the Defense Finance and Accounting Service (DFAS).

Currently, there are 34 installation SFACs located in temporary facilities. Five SFAC Military Construction (MILCON) projects are included in the FY 2009 WTU construction program. A Direct Support Agreement was signed between Army Medical Command (MEDCOM) and the Army’s Installation Management Command (IMCOM) on 25 February 2009 to solidify an integrated team approach to provide support to WT and their families.

**Accomplishments.** Since September 2007, the Army has:
- renovated 148 training barracks on 19 installations through the Training Barracks Improvement Program.
  - Momentum continues with the barracks modernization program and the training barracks modernization program, with funding dedicated to construction and renovation through FYs 2010–15.
- improved on-post housing through the Residential Communities Initiative (RCI) and continues to explore and replicate this best practice through other privatization initiatives. The Army is also expanding municipal service partnerships for utilities, waste water, libraries and electricity and funded 72 Child Development Center construction projects in FY 2008, with 29 programmed for FYs 2009–14. Additionally, 18 new Youth Center Construction projects were approved in FY 2008, with seven centers programmed for FYs 2009–14.
- enhanced care for Traumatic Brain Injury/Post-Traumatic Stress Disorder (TBI/PTSD) by adding more than 210 behavioral health providers to the health care system under regional contracts.
• established Soldier Family Assistance Centers (SFACs) for Warriors in Transition and continues to improve services by developing Warrior Transition campuses that co-locate critical services and programs for Soldiers and families.

• increased support for Warriors in Transition families with the focus on improved access to medical care, concentrating on primary care accessibility, referral, clinic scheduling management, customer service and TRICARE Online.

• expanded spouse employment opportunities through Executive Order #13473, “To Authorize Certain Noncompetitive Appointments in the Civil Service for Spouses of Certain Members of the Armed Forces,” signed into law 25 September 2008.

• provided for in-state tuition rates for members of the armed forces on active duty and their spouses and dependent children through the Higher Education Opportunity Act, Public Law 110-315, 14 August 2008. The law is effective 1 July 2009 at state public institutions of higher education.

• improved school transition support with the passing of the 2008 Interstate Compact on Educational Opportunity for Military Children. Fourteen States have adopted the compact, which addresses transfer of records, course sequencing, graduation requirements, redundant or missing exit testing, kindergarten/first
grade age variations and power of the non-deployed custodial parents.

**Army Community Covenant**

As the Army Family Covenant gained momentum and demonstrated successes early on, the Army launched the Community Covenant in mid-FY 2008 to forge partnerships between the Army and the states, counties and municipalities that make up the communities surrounding military installations. As with the AFC, Community Covenant outcomes improve quality of life for Soldiers and their families. Tailored at the local level, the Community Covenant is designed to develop and foster effective state and community partnerships with the Army. As with AFC, installations have been encouraged to demonstrate close ties with their communities through public signings of the Community Covenant. Examples of Community Covenant best practices (available online at [www.communitycovenant.army.mil](http://www.communitycovenant.army.mil)) include:

- creation of a family support program for the reserve component that is manned 24/7 at the National Guard Headquarters in Austin, Texas. The program acts in an ombudsman role for families of deployed troops. There is a full-time staff at the armories of deployed troops plus a volunteer network around the state.

- expansion of the use of California’s Cal-Vet Loan program funds for the Department of Veterans Affairs to assist veterans in acquiring homes and farms. The accounts provide assistance to lower-income, first-time home buyers in the form of a deferred-payment second loan, along with increased loan limits on mobile homes and farms to reflect current California home mortgage rates.

- a Long Island, New York, Warriors to Work initiative giving veterans new job opportunities when they return home from serving the nation. A win-win situation occurs when returning war veterans are offered civilian jobs, allowing them to better assimilate to civilian culture, while employers are provided with team members who are hard-working and loyal. With the support of local labor unions and businesses across Long Island, Warriors to Work expects to place more than 200 veterans in 2009.

- the Camp Kelleys Island, Ohio, youth camp for children of military members, offered by the 4H Club in partnership with the Ohio National Guard, The Ohio State University and Operation Military Kids. It offers children the opportunity to discuss issues associated with having parents who serve in the military while allowing them to enjoy the benefits of a rustic camp on a resort island.

- Partners in Care, conceived, developed and implemented first within Maryland. This has become a benchmark Soldier care program throughout the nation. It is a resource of local congregations available to support National Guard members and their families. This support is available free of charge, regardless of religious affiliation and without any further obligation. Goods and services are provided to address a variety of needs.

**The Way Ahead**

In FY 2009, the Army’s priority is to broaden national awareness of both the Family and Community Covenants to strengthen and sustain the all-volunteer force. New standards and metrics will facilitate effective measurement of Soldier and family needs; satisfaction with service delivery is pivotal to demonstrating the Army’s commitment. Communicating the Army’s commitment to audiences already familiar with military issues is key. In addition, reaffirmations with municipalities that have already “signed on” with the Army will serve to renew strong bonds and commitments.

To sustain the commitment into the future, AFC ceremonies reaffirming the enterprise-wide partnership between the Army and its Soldiers and families are taking place at installations around the world, marking the end of the covenant’s first year and the promise of the future.

The Army Family Covenant executed through the Soldier Family Action Plan (SFAP), together with the Army Community Covenant, demonstrates the Army’s commitment to the well-being of Soldiers and their families, highlighting the importance of the sacrifices they make every day to defend the nation.
Introduction

The U.S. Army has the important mission of maintaining the health of the force. That includes Soldiers and their families, and also retirees and their families, as well as the survivors of Soldiers who have lost their lives in service to their country. These are the beneficiaries of the military medical system. In support of these beneficiaries, the Army Medical Department (AMEDD) has developed a corps of quality health care providers. Providing access to this quality care is AMEDD’s first priority for Soldiers, families and other beneficiaries. Continually striving to maintain and improve access for all of its beneficiaries, AMEDD has a multifaceted mission to:

- promote, sustain and enhance the health of Soldiers, ensuring a mission-ready force;
- train, develop and equip a medical force that supports full-spectrum operations; and
- deliver timely, leading-edge health services to warriors and military families.

On one level, the mission of “conserving the fighting strength” guarantees that commanders have healthy forces to achieve their missions. On another level, AMEDD’s mission reassures warriors and their families that if they do get hurt or become ill, they will receive the best possible care and will have the best possible chances of making a full recovery. On still another level, AMEDD reassures deployed Soldiers that their families also will receive quality health care in a timely manner. Further, AMEDD has the mission of providing medical, dental and veterinary education and training for AMEDD personnel to maintain the world-class health care beneficiaries deserve.

Background

The demand for health care is increasing, while clinic capacity is being strained by AMEDD deployments. Many areas also face the additional burden of shortages of primary care providers and nurses available to hire. Maintaining timely access to care becomes a concern in such an environment. Many of the concerns will have simple solutions; most will be harder to solve. Recent access-to-care concerns include:

- inability of patients to get through on the phone to make an appointment;
- being told there are no appointments available and to call back; and
- the refusal of military treatment facilities (MTFs) to give patients referrals to the network despite the lack of available appointments.

Elements for Improving Access to Care

The health care community continues to analyze and streamline its processes within the MTFs to ensure they are still relevant and that they support timely access to care and patient satisfaction. These include:

- validating MTF enrollment. Over-enrollment adversely impacts access.
- ensuring providers are available and schedules are populated with appointments by reducing administrative burdens on health care.
Increasing Access to Health Care

providers. The appointments to meet patient demand must equal the available time a provider has to see patients.

- increasing patient awareness of the various ways to obtain access to medical care and the processes involved in each. These include:
  - how to obtain appointments by telephone;
  - how to obtain appointments via the Internet (TRICARE Online);
  - how to contact a primary care manager after hours;
  - how to contact the MTF commander’s representative when an appointment is not scheduled within DoD access standards. Some methods may include providing handouts with the same information that is provided during in-processing/registration at the MTF, and utilizing the MTF web page as a portal of information.
- reexamining the various ways appointments are made—e.g., telephone services, online scheduling (TRICARE Online)—and follow-up appointment practices to ensure there are no barriers to accessing and using each.
- establishing a methodology for accounting for all patient requests for access to primary care. Knowing who is requesting care and not receiving it in a timely manner is just as important as knowing who did not receive care at all.
  - evaluating the usage and processes of TRICARE civilian network providers.
  - leveraging technology to assist the staff in optimizing patient care.

Validate Indicators of Access

The military health system has established new metrics for determining the true demand for care and enhancing its continuity. Adopting better indicators for access will assist leaders at all levels in ensuring that timely health care is being delivered to the patient at the right time, in the right clinic.

Moreover, to emphasize throughout AMEDD the importance of timely access to health care, a Command Organizational Inspection Program consisting of 15 access-to-care related areas and more than 200 answerable items has been established under the Medical Command Inspector General. MTF self-evaluations have been conducted using this checklist, and command surveys of individual MTFs began in January 2009.

What is Needed

What the armed forces need is health care which, from the law that enacts it to the system that supports it, provides a uniform benefit and enables the beneficiary timely access to quality care with minimal or no cost.
Improving Single-Soldier and Family Housing

Introduction

Army Housing Programs center on the Army’s commitment to Soldiers and families. They align with and support the Army Family Covenant as means to achieving and sustaining a high quality of life.

Privatization

Military housing privatization is one of the Army’s most important quality-of-life initiatives for Soldiers and families. The Army has partnered with nationally recognized developers, property managers and financial institutions that are assuming the responsibilities and providing expertise for managing, maintaining, renovating and constructing housing. The Residential Communities Initiative (RCI) program is the Army’s primary military housing privatization initiative and has experienced tremendous success by providing new and renovated units quickly and efficiently. In 2003, the Army began the privatization of the first Unaccompanied Personnel Housing (UPH) RCI project for single senior Soldiers. In 2005 and 2006, four additional UPH projects for senior (staff sergeant and above) single Soldiers were approved. Currently, the Family Housing RCI program encompasses 45 installations (combined into 35 projects) with an end state requirement of 90,272 homes.

Single-Soldier Housing Privatization

- **Fort Irwin, California (Sergeant First Class - Above)**
  - 200 apartments
  - First 32 units turned over in September 2008
  - Will be part of Town Center

- **Fort Drum, New York (Staff Sergeant - Above)**
  - 192 one- and two-bedroom apartments
  - All units to be completed in May 2009

- **Fort Bragg, North Carolina (Staff Sergeant - Above)**
  - 312 one- and two-bedroom apartments
  - Closed 20 December 2007
  - First delivery in February 2009

- **Fort Stewart, Georgia (Staff Sergeant - Above)**
  - 334 one- and two-bedroom apartments
  - Closed 10 January 2008
  - First delivery in November 2008 (10 units)

- **Fort Bliss, Texas (Staff Sergeant - Above)**
  - 358 one- and two-bedroom apartments
  - Estimated close during 2009

- **Fort Polk, Louisiana (Barracks Study)**
  - Congressional request to study barracks privatization
  - Ongoing review of opportunity to privatize barracks

Source: U.S. Army Installation Management Command
As of 1 January 2009, RCI has privatized 39 of 45 installations. Army Housing has transferred ownership of 85,558 homes to the private sector, 17,129 additional homes have been built and another 12,748 have been renovated.

**Government-owned and -leased Family Housing**

Army Family Housing builds new and replacement homes. The Army also maintains, revitalizes, and operates a worldwide non-privatized government-owned inventory of 22,874 units in addition to 9,119 leased units of quality housing at installations where suitable quarters are not available on the local economy.

**Single Soldier Housing**

The Army has made a commitment to provide all members of the Army Family with high-quality, safe and healthy places to live. This is a crucial commitment to single Soldiers. Quality unaccompanied personnel housing (UPH) is a key component of Army efforts to increase retention and boost Soldier morale. The Army has two essential programs to improve the quality of UPH—the Barracks Modernization Program (BMP) for permanent-party (PP) single Soldiers and the Training Barracks Modernization Program (TBMP) for trainees. The Army is currently on track to meet all of its goals for barracks. The BMP will provide adequate PP barracks Army-wide by Fiscal Year 2015. The TBMP is projected to provide adequate trainee barracks Army-wide by FY 2017.

The First Sergeants Barracks Initiative (FSBI) is designed to manage and improve living conditions for single Soldiers in permanent-party barracks by transferring responsibility for day-to-day barracks operations and management from the first sergeants of assigned military units to the garrison staff. The realignment of barracks management practices will enhance the ability of the tactical unit leadership to concentrate on military missions by focusing garrison resources on managing barracks. Unit leadership remains a major stakeholder to ensure the health and welfare of their servicemembers living in barracks and to promote good order and discipline. The roles and responsibilities of the FSBI staff and the unit first sergeants will complement each another and provide a high-quality living standard for Single Soldiers.

Where possible, FSBI management offices will be located with the Housing Services and Family Housing Offices. This will allow single Soldiers to be in- and out-processed in much the same way as their married counterparts.

**Housing Services Office**

Approximately 67 percent of Soldiers and their families reside in off-post housing. The Army believes the private sector offers safe, secure and convenient housing to its personnel and that the Soldier’s presence in the community is a positive influence. Soldiers make great neighbors.

To this end, the Housing Services Office (HSO) aligns with the Defense Department’s “Community First” housing policy. The HSO will assist incoming and outgoing customers with off-post housing needs. HSO provides up-to-date information pertaining to all aspects of military relocation and creates a housing services environment where customers can make the best housing choices. HSO employees provide more housing services than those historically provided by housing referral offices. These include but are not limited to home buying services, housing education and counseling and partnering with local communities. Maximizing available technology, the HSO offers Army Housing OneStop (https://onestop.army.mil), the point of entry for installation housing information, and the Automated Housing Referral Network (www.ahrn.com), a rental multiple-listing service exclusively for military members. These web-based services give customers up-to-date and continuous access to housing information.

**Housing Professional Development and Training**

Professional development and training is available for functional and professional development to ensure that housing employees and career specialists have the knowledge and skills necessary to manage and sustain the Army’s increasingly complex portfolio of housing assets, and to provide quality services to support Soldiers’ and families’ housing needs. Army Housing is building future careerists through recruitment, training and placement of Army Housing interns. In FY 2008, Army Housing hired eight interns.

**Housing and the Army Covenant**

Demands on Soldiers and families created by repeated deployments continue to generate additional challenges, concerns and stresses. Focused funding and housing initiatives ensure that the Army is providing the best housing for all of its Soldiers, married or single.

Army housing programs are part of the Army’s pledge and commitment to continuously improve quality of life for Soldiers and families.
Ensuring Excellence in Schools, Youth Services and Child Care

Introduction

The Army’s Child, Youth & School (CYS) Services play a vital role in supporting the readiness and well-being of Army families by reducing the conflict between on-the-job military missions and parental responsibilities. For the active component, the Army provides services for more than 500,000 children under the age of 18. With 80 percent of these children ages 12 and under, and with increasing numbers of Army spouses employed outside the home, the need for child care and “out of school” programs for youth is a necessary workforce benefit for Soldiers. An additional 400,000-plus children of reserve component Soldiers need comparable services during their parents’ mobilization and deployment cycles.

CYS is a comprehensive delivery system unlike any in the private sector. Army families are often away from relatives and friends, a primary source of child care in the civilian sector. Children change schools frequently. Both military and civilian personnel frequently work extended hours, requiring early morning, evening and weekend child care—a service rarely available “outside the gates.” Multiple deployments have contributed to the need for services to support families stressed by the absence of Soldier parents.

On-post Services

Child care services include full day, part day and hourly care for children ages six weeks to five years in 167 on-post Child Development Centers (CDCs), 1,774 Family Child Care Homes in housing units, and 127 Before and After School Programs for elementary school children (kindergarten through sixth grade). In addition, 24/7 child care is available to support shift work and crisis care as needed.

Department of Defense child care standards and oversight requirements are ranked number one in the nation when compared with the 50 states and District of Columbia standards and requirements. A recent report, “Making Quality Child Care Possible: Lessons Learned from the National Association of Child Care Resource and Referral Agencies’ (NACCRRA’s) Military Partnerships” has identified lessons learned from the DoD military child care system that can be applied to private-sector child care to significantly improve the quality of such care in civilian communities across the nation. These include establishing basic child care health and safety standards within child care facilities, conducting routine inspections and providing oversight to operational procedures, and implementing mandatory training and conducting comprehensive background checks for child caregivers. The investment in military child care is proving to be an investment in all of America’s children.

DoD quality assurance has paid off for the Army as well. Army child care programs are nationally accredited by an external professional agency at a rate greater than 95 percent, compared to a rate of 12 percent for comparable private-sector child care programs.

Teen programs offer health and fitness activities, homework centers and associated tutoring, youth technology labs, instructional classes, social and recreational events, leadership and community service activities. Activities are geared to appeal to today’s teens while also serving as alternatives to at-risk behaviors. All on-post youth programs are affiliated with the Boys & Girls Clubs of America and the U.S. Department of Agriculture Extension.
Ensuring Excellence in Schools, Youth Services and Child Care

Service 4-H Program. These affiliations provide continuity and consistency for youth as they move around the Army and allow them to continue with interests they pursued at their previous locations. Programs for middle-schoolers who are “too old for child care and too young to drive or have a job” are provided in 123 Army Youth Centers. Older teens have dedicated space in these Youth Centers and in 14 separate Teen Centers.

Increasing Access to On-post Services

As part of the Army Family Covenant, an unprecedented construction program to build a total of 101 new Child Development Centers in FYs 2008–14 has begun. Some of these projects are included in the President’s economic stimulus package, creating jobs in both the construction and the operation of these facilities. While the majority of the increased capacity will be provided in CDCs, incentives will be offered for home care providers willing to offer hard to find services such as evening, weekend and extended hours care.

The existing inventory of Army Youth and Teen Centers is increasing with 25 new Youth Centers being constructed between FY 2008 and FY 2014. In addition, the Army is expanding Youth Program capacity by partnering with garrison Morale, Welfare and Recreation programs, such as bowling centers, recreation centers, pools, libraries and food and beverage operations, to provide activities for teens during out-of-school hours. Use of these facilities during the duty day supplements (but does not replace) programs provided in dedicated youth facilities. Opportunities will be available for youth to acquire workforce skills as they serve apprenticeships after school in various installation programs. Youth can also “hang out” as well as learn new skills, e.g., car repair, gardening, technology, under adult supervision in Army certified Neighborhood Activity Homes.

Army Sponsored, Community-based Child Care Programs

This initiative offers programs in support of several military family demographics: Military Child Care in Your Neighborhood for geographically dispersed active component families; Operation Military Child Care for mobilized/deployed reserve component families; and Army Child Care in Your Neighborhood and Army School Age Programs in Your Neighborhood for families living in garrison catchment areas at large posts. More than 2,000 civilian child care providers are participating in this initiative, which augments Army-operated on-post programs.

Operation: Military Kids provides community-based outreach services for Army youth where they reside. State teams representing military installations, schools, community youth organizations, civic groups and veterans’ organizations reach out to military youth living on post and in civilian communities to provide support services throughout the deployment cycle.

Army School Support Services

The tenets of the Army Family and Community Covenants anchor the Army’s initiatives that assist schools and families in meeting the educational challenges of frequent moves and extended parental absences. The Army has been supporting the needs of transitioning Army students since 2000. An Army School Transition plan outlined strategies, actions and timelines to minimize disruptions for more than 55,000 military-connected students relocating to and within stateside school systems each year. Dedicated staff from Army School Support Services provide training to parents, students and school personnel, transition assistance for mobile military students and advocacy to promote involvement at all levels in dealing with issues of military students. Today more than 360 school districts are signatories to...
the Secondary Education Transition Study Memorandum of Agreement that promotes reciprocal practices such as credit transfer, opportunities to try out for sports teams and graduation requirements so that military students are not negatively impacted as they move. However, frequent and extended deployments, along with the tougher school standards set by the No Child Left Behind Act of 2001, required an expanded Army School Support Strategy to promise families that if their children’s school could not meet quality standards and deal with the stresses of military life, the Army would provide the additional support as part of the AFC. To this end, the Army is launching a revised Army School Strategy that incorporates research-based goals developed as a result of current issues and trends in education. The strategy employs a multidisciplinary partnership, with guidance from Army senior leaders, to establish strategies for measuring academic, social and emotional support for Army children from pre-kindergarten through twelfth grade. The strategy also addresses processes for equitable educational experiences for all military children, inclusive of special-needs, geographically diverse, homeschooled and gifted and talented students. The revised strategy will be launched in July 2009.

Impact Aid

A majority of military children attend schools in their local school districts. Impact Aid is designed for the loss of traditional revenue sources for those school districts due to a federal presence or activity. It is primarily a Department of Education (DoED) program for four federally-connected student populations, one of which is military children. There is also an additional funding stream for military children—Department of Defense (DoD) Impact Aid—which helps those school districts with a high (at least 20 percent) concentration of military children. Both funding streams for military children go directly into the school districts’ general fund for operations such as the purchase of textbooks, computers, utilities and payment of staff salaries.

The Global Defense Posture Realignment (GDPR), Base Realignment and Closure (BRAC) and force structure growth initiatives continue to have significant impact on military installations and the school districts that serve them. DoD estimates that more than 50,000 military children will return to the United States as part of GDPR. Under the current system, public schools will have to operate for two years without funding for these children if they arrive after the 31 January “first count” deadline. These initiatives have also triggered immediate facility requirements for those local school districts.

In Fiscal Year 2009, Congress approved $40 million in DoD Impact Aid funding in general for military children and $4 million for special education programs related to military children, but did not provide any funding related to schools affected by GDPR or BRAC initiatives. For FY 2010, DoD Impact Aid requirements are $60 million to cover additional staff, upgrades and additions to buildings, and security modifications.

The education of a military child is a readiness issue. Soldiers and families rely on local school districts to
provide quality education and counseling programs in a safe and secure environment for their children. Congress must fully fund both DoED and DoD Impact Aid programs to ensure a quality education for the children of military families.

**CYS Services and the Soldier Family Action Plan**

The Soldier Family Action Plan (SFAP) drives actions that fulfill the promises of the Army Family Covenant. For CYS, the Soldier Family Action Plan addresses initiatives to help relieve stress on families:

- CDCs and Family Child Care Homes have extended their operating hours to better accommodate the high operating tempo, to include covering weekends, evenings and even 24/7 services and crisis care where necessary.
- Soldiers who work an extended duty day are not charged for the extra child care hours.
- Families of deployed Soldiers receive child care discounts and 16 hours of free respite child care per month per child to give parents who stay behind time to attend to personal needs or take short breaks from the stresses of parenting.
- Families of wounded warriors receive free hourly child care during medical appointments and support group meetings.
- Families of fallen Soldiers receive free child care during the bereavement period and special consideration thereafter.
- When Soldier parents are absent, many children no longer have transportation that allows them to participate in after-school programs and sports. The Army Family Covenant provides more bus routes and transportation options to assist children in accessing these vital activities.
- CYS Services annual registration fees have been eliminated to ease financial burdens on families.
- Youth programming is expanded, and technology labs facilitate communication with absent parents.

**CYS Services and the Army’s Strategic Imperatives**

Within the parameters of the Army’s four strategic imperatives—Sustain, Prepare, Reset and Transform—readiness of the force is paramount, and bringing the Army into balance by 2011 a priority. In this context, resourcing Child, Youth and School programs is essential to achieving the Army’s objectives. With a majority of Soldiers married, and the importance of Families’ satisfaction with Army life as a key component in retention, consistent funding of CYS Services is vital to the Army’s future.

**An Integrated Approach**

At a strategic level, the SFAP is the source of integration to attain the Army Family Covenant. Each SFAP initiative connects to one of seven programs:

- Family Programs & Services
- Health Care
- Soldier & Family Housing
- Child, Youth & School Services
- Education, Careers & Libraries
- Recreation, Travel and Better Opportunities for Single Soldiers (BOSS)
- Communities & Marketplace.

Army leaders are committed to improving Soldier and family readiness for both the active and reserve components, regardless of proximity to an installation, because overall Army readiness depends on Soldier and family readiness and increased satisfaction with Army life directly impacts readiness. Achieving the promises of the AFC requires that organizations across the Army and the Department of Defense work together in concert with community partners to support the force.
Expanding Spouse Education and Employment Opportunities

Introduction

Both Congress and the Department of Defense (DoD) have recognized that a military spouse’s ability to gain job skills and maintain a career despite multiple moves contributes to the financial well-being of the military family and its satisfaction with military life. A spouse who is provided opportunities for employment and career advancement will be more likely to encourage the Soldier to remain in the Army. Congress has directed DoD to seek out partnerships with other federal, state and local agencies and the private sector, making maximum use of already available resources. DoD has emphasized that it is imperative to go beyond readying military spouses for the job market. Every military spouse should have the opportunity to pursue a satisfying career with pay and benefits comparable to counterparts in a civilian labor market. The Army recognizes the importance of a spouse’s satisfaction with Army life and has developed programs to assist them with employment and developing a career or work plan.

The Army Employment Readiness Program

The Army Employment Readiness Program (ERP) assists spouses with employment and careers by providing services that include:

- Resource information: employment opportunities, education and volunteer resources to help individuals make informed decisions.
- Job search assistance: self-assessment and career exploration, résumé writing, interviewing techniques, dress-for-success guidance and networking.
- Job skills training: basic computer training, federal employment process, entrepreneurship.
- Career Assessment Tool: a skills self-assessment that also pairs client interests with employment categories.
- The MilitarySpouseJobSearch.org website: a portal for military spouses to develop their résumés and apply for jobs. Web portal access is available to spouses and partners at www.myarmyonesource.com and www.msjs.org.

ERP managers work with installation Civilian Personnel Offices, community agencies, contractors and local Army Spouse Employment Partnership (ASEP) representatives. ASEP is a self-sustaining and expanding partnership that mutually benefits the Army and corporate America. Current partner organizations come from the private sector, the military and the federal government; the Education, Careers and Libraries section of ArmyOneSource.com provides lists of current partners. ASEP provides Army spouses the opportunity to attain financial security and achieve employment goals through career mobility and enhanced employment options. Military Spouse Job Search (www.msjs.org), the ASEP-sponsored jobs and résumé database, has proven successful as a portal for military spouses to post résumés, apply for jobs and obtain career information. ASEP partners post their military spouse-targeted job openings and have access to spouse résumés. Associated with America’s Job Exchange, Military Spouse Job Search provides spouses with access to thousands of new job postings daily by military-friendly employers.

ASEP partners continue to create new jobs that address some of the employment
Expanding Spouse Education and Employment Opportunities

challenges spouses face, such as affordability and availability of child care and transportation. Partners have implemented ASEP-specific pages and tailored tracking mechanisms focused on military spouses on career websites. Co-branded web pages describe partners’ commitment to hiring Army spouses. In addition, ASEP partners are tailoring human resource strategies to the unique needs of Army spouses with adaptive recruiting and hiring processes within their organizations and creating employment continuity programs and career portability with no loss in tenure or benefits.

DoD and the Department of Labor have jointly established the Military Spouse Career Advancement Accounts, a pilot program that offers spouses the opportunity to pursue portable careers in high-demand, high-growth occupations by providing funding for training, education and certification. The programs pays for expenses directly related to post-secondary education and training, including tuition, fees, books, equipment, and credentialing and licensing fees.

The Way Ahead

The Army will continue its support of Soldiers and their families by expanding ASEP partnerships, strengthening local relationships and leveraging partner best practices and strategic communication plans. It will utilize the opportunity presented by Executive Order #13473, “To Authorize Certain Noncompetitive Appointments in the Civil Service for Spouses of Certain Members of the Armed Forces” (25 September 2008) and subsequent guidance published by DoD to provide noncompetitive appointment authority for spouses of active duty and disabled servicemembers and unremarried widows/widowers of servicemembers killed on active duty.


As part of its commitment to support family members, the Army continues to fund ERP to provide quality services and programs that will sustain and support family readiness throughout the Program Objective Memorandum (POM) Fiscal Years 2010–2015.

The President
Executive Order 13473 of September 25, 2008

To Authorize Certain Noncompetitive Appointments in the Civil Service for Spouses of Certain Members of the Armed Forces

By the authority vested in me as President by the Constitution and the laws of the United States of America, including sections 3301 and 3302 of title 5, United States Code, it is hereby ordered as follows:

Section 1. Policy. It shall be the policy of the United States to provide for the appropriately expedited recruitment and selection of spouses of members of the Armed Forces for appointment to positions in the competitive service of the Federal civil service as part of the effort of the United States to recruit and retain in military service, skilled and experienced members of the Armed Forces and to recognize and honor the service of such members injured, disabled, or killed in connection with their service.

Sec. 3. Noncompetitive Appointment Authority. Consistent with the policy set forth in section 1 of this order and such regulations as the Director of the Office of Personnel Management may prescribe, the head of an agency may make a noncompetitive appointment to any position in the competitive service, for which the individual is qualified, of an individual who is:

(a) the spouse of a member of the Armed Forces who, as determined by the Secretary of Defense, is performing active duty pursuant to orders that authorize a permanent change of station move, if such spouse relocates to the member’s new permanent duty station;

(b) the spouse of a totally disabled retired or separated member of the Armed Forces; or

(c) the unremarried widow or widower of a member of the Armed Forces killed while performing active duty.

THE WHITE HOUSE,
September 25, 2008
Wounded Warrior Care

I will repeat . . . the pledge I made to myself, to Congress and to countless moms and dads, husbands and wives. Other than winning the wars we are in, my highest priority is providing the best possible care for those who are wounded in combat.


Introduction

The Army’s Warrior Care and Transition Program (WCTP) arose from the Army’s need to deal with thousands of Soldiers wounded in action while deployed for operations in Iraq and Afghanistan, in addition to the many seriously injured or ill Soldiers stationed in the continental United States. The WCTP’s mission encompasses two goals:

• providing an efficient and compassionate process to return to duty those wounded, ill and injured warriors who are deemed fit to fight; and

• easing the transition of wounded warriors and their families into civilian life as productive veterans.

The Warrior Care and Transition Program

At the heart of the Warrior Care and Transition Program are the 36 Warrior Transition Units (WTUs) stationed at major Army installations worldwide, and nine Community-based Warrior Transition Units (CBWTUs) located regionally across the United States. These units replaced the Medical Holdover system and provide holistic care and leadership to Soldiers who are expected to require at least six months of rehabilitative treatment and/or complex medical case management. While a WTU closely resembles a “line” Army unit, with a professional cadre and integrated Army processes that build on the Army’s strength of unit cohesion and teamwork, its singular mission is to provide comprehensive care management that allows assigned members to heal and transition.

This mission is being accomplished largely through the Army’s commitment to robustly staff and resource these units. There are more than 3,600 permanent cadre and staff overseeing about 10,000 wounded, ill and injured Soldiers. Each Warrior in Transition (WT) receives a “triad of care,” consisting of a primary care manager, a nurse case manager and a squad leader, to direct and supervise the individual process.

Army Wounded Warrior Program. Since 2004, the Army’s Wounded Warrior (AW2) program has supported the most severely wounded, ill and injured Soldiers—those who have, or are expected to receive, an Army disability rating of at least 30 percent in one or more specific categories, or a combined rating of 50 percent or greater for conditions that are the result of combat, or are combat-related.

Qualifying Soldiers are assigned an AW2 advocate who provides personalized assistance with day-to-day issues that confront healing warriors and their families, including benefits counseling, educational opportunities and financial and career counseling.
**Comprehensive Transition Plan.** In March 2008, the U.S. Army Medical Command (MEDCOM) launched the Comprehensive Transition Plan initiative for WTs. Instead of focusing solely on the injury or illness, the Comprehensive Transition Plan fosters a holistic approach to a WT’s rehabilitation and transition through the collaboration of a multidisciplinary team of physicians, case managers, specialty care providers and occupational therapists. Working with the Soldier, the care team develops individually tailored goals that emphasize the transition phase to civilian life or a return to duty. The transition plan is developed within one month of the Soldier’s arrival at the WTU.

**Behavioral Health Care.** The demand for behavioral health services has increased as more Soldiers are diagnosed with Post-Traumatic Stress Disorder (PTSD) and Traumatic Brain Injury (TBI). To meet this demand, the Army is expanding its ranks of behavioral health specialists, including 250 who have already been hired. It has also implemented Army-wide specialized behavioral health awareness training, such as the Ask-Care-Escort (ACE) program, which helps Soldiers and families recognize the symptoms of PTSD and TBI.

MEDCOM also developed a Risk Assessment and Mitigation program to identify at-risk WTs and provide the necessary attention and intervention. In addition, the Army, along with its sister services, contributed to the creation of the Defense Center of Excellence (DCOE) for Psychological Health and Traumatic Brain Injury, a joint approach to behavioral health challenges.

**Physical Disability Evaluation System.** In addition to streamlining the Medical Evaluation Board (MEB) and Physical Evaluation Board (PEB) processes, the Department of Defense (DoD) and the Department of Veterans Affairs (VA) have worked together to ensure that WTU Soldiers have priority processing by the Veterans Health Administration (VHA) and Veterans Benefits Administration (VBA) 90 days prior to separating so that they can receive their VA benefits and health care immediately upon discharge.

General Frederick M. Franks, Jr., U.S. Army Retired, currently leads an Army task force that is evaluating possible improvements to the MEB/PEB process. He recently recommended to the Secretary of the Army that DoD and the VA eliminate dual adjudication from the current system and transition to a comprehensive process focusing on the Soldier’s rehabilitation and transition back to either uniformed service or a productive civilian life.

**Ombudsman Assistance.** In March 2007, MEDCOM established the Ombudsman Program to ensure the new Warrior Care process stays responsive to Soldiers and families. There are currently 56 ombudsmen at 31 sites, usually collocated with a military treatment facility (MTF). Ombudsmen are chosen for their extensive military medical experience, and many have previously served as sergeants major with Army medical units. In addition to investigating complaints and resolving issues with local agencies, ombudsmen advocate for Soldiers and families faced with the complex and often overwhelming challenges related to their health care and transition, such as physical disability processing, reserve component medical retention, transition to the VA and pay issues.

**Soldier and Family Assistance Centers.** On 25 June 2007, U.S. Army Installation Management Command (IMCOM) assumed the mission to establish and operate Soldier and Family Assistance Centers (SFACs). SFACs are designed to broaden Warrior Care to include the particular needs of family members who are caring for a WT. There are currently 34 SFACs located on WTU installations, providing specialized family support services such as legal assistance, pastoral care, lodging assistance for non-Invitational Travel Orders (ITO).
family members, and help with travel claims, vehicle registration and translation.

**Warrior Transition Complex Construction.** The Army continues to work with DoD leadership and Congress to fund military construction projects, including the development of Warrior Transition complexes that will serve both WTs and their families. To date, nearly $500 million has been either spent or obligated to improve the accessibility and quality of Wounded Warrior barracks.

On 9 January 2009, the Army Corps of Engineers broke ground at Fort Riley, Kansas, on the first Warrior Transition Complex specifically designed to provide care and support to WTs and their families in a fully accessible and campus-like setting.

**The Way Ahead**

Healing “Close to Home.” Based on recent guidance from the Secretary of the Army, WCTP planners are refining

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**Warrior Transition Units**

As of 13 April 2009

Current Warrior Transition population: **9,488**

(assigned or attached to a Warrior Transition Unit)

- Warrior Transition Unit Company
- Warrior Transition Unit Battalion
- Warrior Transition Unit Brigade
- Community-Based Warrior Transition Unit

Source: Headquarters, Department of the Army
the entry and exit criteria for assignment to a WTU so that every Soldier will be able to undergo recovery at the location closest to his or her home or primary support network. This is especially important for reserve component Soldiers whose families are located far from active duty Army installations. Clinical care requirements will remain the primary determinant of assignment, but the revised policy enables those reserve component Soldiers who do not require the level of medical care management provided by an active duty WTU to heal and transition closest to their hometown, under the management of a community-based WTU.

**DoD-VA Disability Evaluation Pilot.** The Disability Evaluation System pilot program is designed to assist wounded servicemembers by improving the efficiency and effectiveness of completing disability determinations. Central to this effort is the use by both DoD and VA of a single medical examination with which to make determinations.

**DoD Recovery Care Program.** In December 2008, AW2 became responsible for the Army’s support of the congressionally-mandated Defense Recovery Care Program. This program calls for dedicated recovery care coordinators (RCCs), similar to AW2 advocates, to help manage the care of Soldiers whose injuries will likely preclude continued military service. In addition, RCCs help facilitate a seamless case management handoff for Soldiers transitioning from the military to the VA health system. AW2 and the Army are currently in the process of identifying the necessary personnel and other resources to meet these new responsibilities.

**Future Challenges.** Nationwide shortages of specialized physicians, nurses and behavioral health professionals impact the ability of both civilian and military health systems to recruit and retain needed clinical staff. Particular challenges arise because the requirements for behavioral health resources are at critical levels in both the direct care system and the TRICARE network. Army health care planners anticipate that demand for these services will continue to increase as greater numbers of Soldiers experience multiple deployments, and medical professionals develop more effective PTSD and TBI identification and diagnosis processes.

**Warrior Care and Transition Program—Keeping the Army’s Word to Soldiers and Their Families.** Over the past several years, the Army has made tremendous progress in transforming how it provides health care to its Soldiers, with improvements impacting every aspect of the continuum of care. The WCTP is an example of the strong commitment by the Army to adapt and improve its ability to provide the best care possible to its wounded, ill and injured warriors. Caring for wounded warriors and their families is about much more than maximizing military manpower for the fight ahead. It is about keeping the promise to America’s Soldiers and their families, and it is the embodiment of the Warrior Ethos—*I will never leave a fallen comrade.*

Excerpted from

**Fort Bliss’ Restoration and Resilience Center Offers War-Damaged Minds Solace, Treatment**


FORT BLISS – In Iraq, Army Staff Sgt. Edward Wood woke to the sound of gunfire and went to sleep with it.

“Something was always going on. It got monotonous,” said Wood, who served in Baghdad’s Sadr City in 2003 and 2004, when insurgents regularly attacked U.S. soldiers.

Staying alive required a state of hyper-vigilance. Wood survived combat, but when he left Iraq he could not turn off his warrior’s intensity.

He was in the first group of soldiers who were treated for post-traumatic stress disorder at Fort Bliss’ Restoration and Resilience Center, which opened about 18 months ago. In all, the center has admitted 110 shell-shocked veterans with the idea of helping them reduce stress and continue their military careers.

Two graduates are back in combat zones, serving with distinction, said John Fortunato, a clinical psychologist who founded the center.

Of the center’s 80 graduates, 64 percent have been classified as “fit for duty,” he said. Thirty others are still going through the program. . . .

The center uses treatments ranging from group counseling to Reiki massage, a technique to balance the body’s energy flow.

The massage has helped soldiers sleep, Fortunato said. Biofeedback is another form of treatment, employing electronic devices to indicate when a person reaches a state of relaxation. . . .

Lt. Col. Pete Evans commands the Warrior Transition Battalion, where wounded soldiers are assigned while they heal and rehabilitate.

“I give it two thumbs up,” Evans said of the center. “I go back to Desert Shield and Desert Storm, and even two or three years ago we didn’t have these resources. . . .
Survivor Outreach Services

Introduction

The Army is committed to assisting the families of fallen Soldiers with sustained support that honors the service of their loved ones. It is developing and fielding Survivor Outreach Services (SOS), a multi-agency effort to care for the families of Soldiers who made the ultimate sacrifice. This program includes benefit specialists who serve as subject matter experts on benefits and entitlements, support coordinators who provide long-term advocacy, and financial counselors to assist in budget planning.

Survivor Outreach Services

Survivor Outreach Services—a holistic approach to support—replaces the Long-Term Case Management Program with decentralized services delivered through installations and communities closest to where families live. SOS provides substantial support to the local Casualty Assistance Officer to ensure that families receive the most current information on benefits and entitlements and have access to long-term financial and emotional support. SOS supports survivors from all conflicts for as long as the survivor requests the support. Information and resources for survivors can be found on the Army OneSource website (http://www.myarmyonesource.com) under the Family Programs tab, and on the Army Well-Being site (http://www.armywell-being.org).

Preparing for the death of a Soldier begins before deployment with an emphasis on the Soldier’s responsibility in the preparation process. This involves the Soldier and the Soldier’s spouse, children and extended family. Keeping personnel files up to date is important; predeployment training revisions address specific funeral, personal, family and estate planning issues.

Casualty Assistance (CAOs) and Casualty Notification Officers (CNOs) serve as the primary information source for SOS. Casualty and Mortuary Affairs is responsible for oversight of casualty operations, policy development, standardized training for CNOs, CAOs and Military Funeral Honors teams, and the development and execution of a quality assurance program. The Army’s Installation Management Command (IMCOM) delivers services through the Casualty Assistance Center (CAC) and Army Community Service (ACS).

Because it is critical for SOS to keep pace with the evolving needs of survivors, a series of interviews began in November 2008 to help improve programs and services through standardized staffing, training curriculum for CAOs and CNOs and a predeployment video embedded in the preparation check list. The interviews gathered data on demographics of survivors, their Army component and conflict-specific information. From a trend perspective, interviews conducted in November and December 2008 validated previous concerns raised by survivors, while also raising new issues. Interviewing will continue through the second quarter of Fiscal Year 2009. New issues include the difficulties presented by language...
Survivor Outreach Services

barriers, unfamiliarity with military terminology and issues of grief and loss in the context of a military culture. As interview results are captured and evaluated, a gap analysis will refine initiatives to mark the way ahead.

Survivors also identified as one of the gaps in service a lack of long-term family assistance and professional financial counseling. To bridge that gap, two Army Community Service staff members support the Survivor Outreach Services program—a certified financial counselor and a support coordinator to provide long-term case management, find and/or run support groups, provide advocacy, outreach, information and referral to other supporting agencies, provide life skills education and coordinate with nongovernment organizations, the benefits counselor and others.

The Way Ahead

The SOS Working Group, established in February 2008 and chaired by the Commander, Family and Morale, Welfare and Recreation Command will continue to advocate for survivors and advise senior leadership on the resolution of issues affecting survivors. In addition, efforts will continue to expand partnerships with nonprofit organizations that enhance comprehensive survivor support, services and resources.

SOS is funded in the Program Objective Memorandum FYs 2010–2015, covering funding for staffing, training, travel, marketing and supplies. A staffing requirement for 230 positions includes support coordinators, financial counselors and additional personnel for surge capability. Families of fallen Soldiers will not be forgotten.

Source: U.S. Army Installation Management Command
Introduction

The U.S. Army is undergoing a major transformation while at war—restationing forces and families around the globe based upon the Department of Defense (DoD) Global Defense Posture Realignment (GDPR) initiatives, Base Realignment and Closure (BRAC) statutes, and the expansion of the Army directed by the President in 2007. Army installations are the home and the heart of the Army family/community. Modern facilities and infrastructure play a vital role in the Army’s ability to be an expeditionary- and campaign-quality force as well as provide quality of life for its people. Military construction (MILCON) provides the necessary resources to support Army Force Generation and global unit rotation and basing requirements. It is imperative that Army MILCON be as efficient and effective as it can be.

Transforming Military Construction

The U.S. Army Corps of Engineers, at the direction of the U.S. Army, began developing a strategy and implementation plan in 2004 to support Army restationing initiatives across the globe. This plan improves the Corps’ ability to establish, reuse and repurpose facilities with minimum lead-time to build better quality, sustainable facilities faster and with less expense while providing Soldiers and their families the modern resources required to help keep the Army strong.

Through a series of nationwide industry forums, the Corps learned that the best way to improve the military construction process was by using uniform requests for proposal, which standardizes the acquisition process among each of the Corps’ regional offices, or districts. This transformation also allows the Corps to diversify the types of construction authorized for military needs, expanding from traditional brick-and-mortar methods to designs that incorporate modular assets or composite materials. These changes introduce and maximize industry standards that are already being refined on projects and efforts outside the government.

In partnership with the Army Facilities Standardization Program (AFSP) and organizations within the Army—including the Assistant Chief of Staff for Installation Management (ACSIM) and Headquarters, Installation Management Command (IMCOM)—the Corps took its first step in fulfilling the industry requests in 2006. The Corps turned to its eight Centers of Standardization (COS), each of which functions as a lead office in meeting the Army’s military construction initiatives, giving them more responsibility for standardizing the design and construction process. These centers—located at district offices in Fort Worth, Texas; Honolulu, Hawaii; Huntsville, Alabama; Louisville, Kentucky; Mobile, Alabama; Norfolk, Virginia; Omaha, Nebraska; and Savannah, Georgia—are now charged with ensuring that Corps projects meet the new Army standards and criteria for 41
different facility types. Such standard facilities range from child development centers and dining facilities to tactical equipment maintenance shops and barracks. The centers have also tackled the important element of coordinating contract awards for these standardized facilities nationwide.

This coordinated approach to design and construction represents a major paradigm shift in the way the Corps has historically done business. It allows the Corps to work closer with the Army facility proponent in developing the operational and functional requirements for a facility’s standard design. It also gives the Corps more opportunities to partner with private industry to bring new facilities and technology to Soldiers and their families with greater efficiency and with less expensive construction, while allowing the Corps’ geographic districts and installations to ensure better planning, programming and design throughout the project execution process.

Standardizing the design and construction of common facilities allows the quality of construction to increase at an accelerated rate. As contractors and the Corps increase their familiarity with these specific projects, they are able to constantly adjust nuances of the process and design to reflect lessons learned and best practices. More than just learning from the best, designers are able to implement the latest in design technique and incorporate new technology, from wireless capabilities in barracks to safer and more appropriate materials in child development centers.

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¹ FY07 are actual expenditures.
² FY08 is enacted, including bridge supplemental but not larger war supplemental.
³ FY09 is the base budget proposal.
⁴ Numbers may not add due to rounding.

Source: FY09 President’s Budget Highlights, Assistant Secretary of the Army for Financial Management and Comptroller, February 2008, and DoD Financial Summary Table C-1

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**Base Realignment and Closure Program Overview**

As of 29 September 2008

- **Construction**
  - FY06-11: $13,068.3 million

- **Operation and Maintenance**
  - FY06-11: $3,228.3 million

- **Other**
  - FY06-11: $652.3 million

- **Environmental**
  - FY06-11: $383.8 million

- **Homeowners Assistance Program**
  - FY06-11: $2.7 million

Total Army Base Realignment and Closure 2005 Funding = $17.3 billion

Construction accounts for 75% of the total Army Base Realignment and Closure funding requirement

Source: Headquarters, Department of the Army
A major benefit of implementing modern technology and techniques is the Army’s ability to construct projects that are more sustainable. Today’s Army facilities require adherence to the U.S. Green Building Council’s Leadership in Energy and Environmental Design (LEED) Silver rating, a level of sustainability never before seen in Army facilities. LEED is a nonprofit trade organization that encourages sustainability in building design, construction and operation. Through its commitment to eco-friendly buildings, LEED has become the metric for sustainability in military construction projects worldwide. As projects included in initiatives such as Base Realignment and Closure continue to develop, the emphasis on constructing sustainable buildings has grown substantially. The improved level of quality and sustainability is found externally and internally in features such as material finishes, day lighting, energy-efficient fixtures and mechanical systems and low-emitting paints and carpet systems. These sustainable design improvements continue to set the standard for the profession. By using environmentally responsible features, the Corps makes it clear that the new military facilities will provide an environmentally sustainable surrounding for Soldiers.

The Next Step

While the transformation process has only just begun, early feedback received from Soldiers occupying facilities designed and constructed under the new process shows they are excited about the change. With a stronger emphasis on “building green,” it is not surprising to see such a positive response from Soldiers.

“I just got back from Korea, and I was jealous of the very nice Air Force barracks there, but these . . . definitely blow those Air Force barracks away,” said Specialist Jonathan Espinoza, one of the first Soldiers to get to his unit’s new barracks at Fort Bliss, Texas. “They really outdid themselves this time. I’m very thankful for everybody who helped get us in here.”

“The morale is great—they are unbelievably excited to move in,” said Sergeant First Class Brian Teegardin, platoon sergeant of 2d Battalion, 3d Field Artillery, 1st Brigade, 1st Armored Division. “We are already seeing the benefits,” Teegardin said. “We have three Soldiers up for reenlistment right now, and all three are reenlisting. I believe strongly it is because of the quality of living. These new barracks make them feel normal, not like a number.”

The Corps anticipates more positive feedback from Soldiers as more new facilities are occupied and will continue to work closely with Army and Corps organizations across the globe to realize the full benefits of this military construction transformation.
FORT BLISS – Soldiers undergoing hours of grueling physical therapy at Fort Bliss’ newest Soldier Family Care Clinic—a $42.5 million facility that will soon rise up on Biggs Army Airfield to serve thousands of 1st Armored Division soldiers—will have the distraction of a magnificent view.

The 140,000-square-foot clinic, which will provide a complete slate of outpatient primary-care services, will be dedicated Thursday. It is being built to serve soldiers who are populating newly built brigade combat team complexes and a combat aviation brigade complex, and family members living in hundreds of housing units that are springing up at Biggs on what post officials are now calling “East Fort Bliss.”

There will be a large physical therapy section on the clinic’s second floor, said Maj. John Evans, with the Health Facilities Planning Agency out of Falls Church, Va., who is the program manager at Fort Bliss.

“It will have a mountain view from the corner, which has lots of clear glass.”

The facility will be one of the largest Army clinics in the nation, Evans said.

He said construction is scheduled to be completed by mid-2010 and occupancy to take place about four months later after about $10 million worth of furniture and medical equipment are installed.

“When you think of what they’ve done here,” Evans said of the $5 billion in construction projects under way at Fort Bliss. “There’s a city standing up out of the dirt.”

Because of the large numbers of soldiers coming to Fort Bliss, the clinic was designated a priority.

“The Soldier Family Care Clinic will be a state-of-the-art facility designed especially to provide care for soldiers and families assigned to Fort Bliss because of the 2005 Base Realignment and Closure Commission and the Grow the Army initiative,” said Col. Ney M. Gore, deputy commander for Clinical Services at Beaumont Army Medical Center, which will run the clinic.

“Within the next five years, the Fort Bliss active-duty population will increase to more than 38,000, plus family members.

“This is the first of several medical buildings being built to provide health care to soldiers and families.”

Soldiers will be able to receive physical exams, physical therapy and psychological counseling at the clinic, Evans said.

He added, “The focus is really on what they would need in a typical visit in one building.”

The concrete and steel building will rise up between a new dental clinic—designed to have 64 chairs—and the combat aviation brigade building, which is a steel skeleton of support beams near the east end of the airfield’s runway. It will be a relatively large building with large windows and a “Southwest modern” architectural style and an open plaza at its center, Evans said.

The building also is among Army structures that will meet an industry standard for energy efficiency, called the Leadership in Energy and Environmental Design-Silver.

It is being designed with double-pane windows, weather proofing and an eye toward storing solar heat in the building’s mass of concrete in winter and shading it in summer. The landscaping will require minimal watering.

To qualify, the building must use 30 percent less energy than a building using standard construction methods, Evans said. By recycling and using more efficient building methods, construction also will create 50 percent less waste, he said.

Soldiers and family members requiring any type of in-patient care, including surgery, will be referred to Beaumont Army Medical Center.
Sustainability through Renewable Energy

Introduction

The production and consumption of energy—for vehicles and buildings—is a major issue in ensuring that Army installations can operate sustainably. Dependence on fuels from distant and uncertain sources risks security, while outdated methods of power production raise costs and impact the environment.

The Army Energy Security Strategy

The Secretary of the Army, recognizing the need for increased involvement and leadership in energy security, has created the position of Deputy Assistant Secretary of the Army for Energy and Partnerships and designated that position as Senior Energy Executive for the Army. The Senior Energy Executive heads the Army Energy and Partnership Office.

The Army’s Energy Security Strategy has five major objectives:

- reduced energy consumption;
- increased energy efficiency across platforms and facilities;
- increased use of renewable and/or alternative energy;
- assured access to sufficient energy supplies; and
- reduced adverse impacts on the environment.

Army installations are focusing their efforts on increasing the use of renewable and alternative energy sources and reducing energy consumption through improved practices and increased energy efficiency of equipment and material. In the future, net-zero installations (installations that produce—from renewable or alternative means or co-generation—as much energy as they consume each year) will provide the secure, sustainable bases the Army needs.

Renewable and Alternative Energy Production

The Army is pursuing renewable energy projects in five distinct areas: solar, geothermal, wind, biomass and alternative fuels. The Army has a wide variety of solar energy initiatives, not limited to photovoltaic solar arrays. Examples include solar walls that heat buildings in the winter; solar lighting that uses daylight to illuminate the interior of a building with controls that turn off the lighting until needed; solar heating for domestic hot water; and a planned solar thermal plant at Fort Irwin, California, that will produce 500 megawatts (MW) of electricity—enough to power 400,000 homes. The Fort Irwin project will provide power 24 hours a day, seven days a week, utilizing a very large storage capacity similar to a huge battery. The storage solves the challenges of both intermittent sunshine and producing power when there is little or no demand from the electric grid.

The Army is exploiting geothermal resources where they exist. They are drilling two geothermal test wells at Hawthorne Army Depot in Nevada to demonstrate that sufficient energy is available to support a planned 30MW geothermal electrical power plant. The Army is coordinating with Mineral County, Nevada, to include them in this resource development. Hawthorne Depot has the potential to become the first net-zero installation with additional capacity that can supply electricity to surrounding communities. The Army has planned more test wells to develop geothermal resource capacity at other Army installations.

Several wind turbine projects are approved for construction in 2009 and 2010, including: Fort Huachuca, Arizona; Toole Army Depot, Utah; Sea Girt National Guard Training Site, New Jersey; Anniston Army Depot, Alabama; and Kwajalein Atoll, Marshall Islands. The Army’s first two major wind turbines, at Camp Williams, Utah, have a combined power capacity of nearly 1MW. The Army will continue its development of wind sources on both the large scale—greater than 1MW—and smaller scale of less than 50 kilowatts (KW).

Power plants using biomass as an energy source are also being pursued. Fort Stewart, Georgia, has the largest biomass power plant in the Army with a combined power and heat output of 25MW. Several other installations—including Fort Drum, New York, and Aberdeen Proving Ground, Maryland—have or are planning for additional biomass capacity. The Army currently has six biomass demonstration sites—Fort A. P. Hill, Virginia; Fort Benning, Georgia; Fort...
Bragg, North Carolina; Fort Jackson, South Carolina; Fort Lewis, Washington; and Fort Stewart, Georgia—where cellulosic wastes such as paper, wood, and grass trimmings are being converted into diesel fuel. Biomass power plants will likely become a significant energy source in areas of the United States where solar, wind and geothermal power are not cost effective.

Alternative fuels such as biodiesel and ethanol are becoming commonplace on Army installations. To reduce dependency on foreign sources of fossil fuels, Army installations have supported the deployment of flex-fuel vehicles. The Army currently has 62 existing or funded alternative fueling stations on 35 installations to support 24,448 flex-fuel non-tactical vehicles. While most of the Army’s alternative-fuel stations dispense biodiesel and ethanol, some provide compressed natural gas and even hydrogen fuels. And the Army is also investing in all-electrical vehicles to further reduce the need for fossil fuels. The planned purchase of 4,000 such vehicles will produce an estimated savings of 11.5 million gallons of gasoline over six years.

Reducing the Army’s Energy Consumption

The Army has made great progress in reducing its energy demand and increasing energy efficiency. As of the end of Fiscal Year 2008, the Army had reduced its overall energy consumption (in British Thermal Units per square foot) by 10.4 percent below the congressionally mandated baseline for FY 2003. Although this accomplishment required a significant effort, estimates suggest that further gains are possible. For example, administrative facilities (which account for more than 80 percent of the Army’s total building inventory) are occupied for approximately 2,700 hours per year. But the lights, computers, appliances, printers, copiers and heating and air conditioning systems operate around the clock (8,760 hours per year). Turning off the power while these facilities are not in use could theoretically provide energy savings of almost 70 percent. While realizing all of those savings may not be possible (e.g., sometimes buildings must be heated even when unoccupied to prevent plumbing from freezing) more energy-efficient practices combined with more efficient equipment and materials should allow the Army to significantly improve on the progress already made.

The Army is reducing its energy demands through a variety of efforts:

- shutting off computers, computer peripherals, office equipment and appliances such as copiers, stereos/radios, audiovisual equipment and coffee pots can reduce consumption by administrative and installation support missions by nearly 70 percent annually with no decrease in mission capability.
- using ground-source and water-source heat pumps to increase the efficiency of heating and cooling equipment three-fold compared to conventional air-cooled systems.
- using hybrid cooling systems that combine evaporative cooling technology improvements with conventional air conditioning systems, reducing consumption by up to 50 percent.
- using LED (light-emitting diode) and high-output T-5 and T-8 fluorescent lighting with occupancy and motion sensor controls, reducing indoor and outdoor lighting energy use by up to 80 percent.
- using Energy Management Control Systems (EMCS). When properly designed, installed and managed, they can reduce energy consumption by up to 70 percent by shutting off pumps, fans, compressors, lighting and circuits, and moving heating and air conditioning systems automatically into non-occupied modes and settings when facilities are unoccupied.
- installing waterless urinals and low-flow faucets and shower heads as the Army standard.
- requiring every new building constructed by the Army’s Corps of Engineers to be 30 percent more efficient than the American Society of Heating, Refrigeration and Air Conditioning Engineers (ASHRAE) standard and meeting a minimum Silver rating for Leadership in Energy and Environmental Design (LEED).

Building on Progress, Sustaining Momentum

The Army has clearly recognized the need to improve the sustainability of its installations through improved energy practices. The Army Energy Security Strategy is already paying dividends by reducing demand for fossil fuels, making installations more self-sufficient and reducing impacts on the environment. However, much remains to be done. Investments in renewable power sources are just beginning. Further development of alternative fuels will require much more research. And the Army’s consumption reduction programs require the purchase of new equipment and infrastructure. Timely, predictable and full funding for sustainability is imperative.
Installation Management Command and “The Army’s Home”

Introduction

Today, Army installations are involved in meeting mission commanders’ requirements, delivering what Soldiers and families need and deserve, increasing support to the Army’s geographically dispersed Soldiers and families, and achieving efficiencies in processes and programs. Successes to date indicate great potential for the future of Army installations and are in line with the Chief of Staff’s vision for predictable and standardized services, efficiently delivered by an enterprise organization—Installation Management Command (IMCOM). IMCOM’s vision (focused on installations and Soldier and family readiness—“The Army’s Home”) is to provide:

- an environment in which all Soldiers and families can thrive, regardless of location or organization;
- a structure that supports unit readiness in an era of persistent conflict; and
- a foundation for building the future.

“The Army’s Home”

An installation is much more than a collection of buildings on an Army post—it is home to thousands of men and women in uniform and the families who support them. “The Army’s Home” consists of excellent facilities and services, support groups and children’s activities, so Soldiers at home or at war know that their personal needs and those of their families are in good hands. “The Army’s Home” provides a strong, supportive environment that helps families cope with multiple deployments in support of an expeditionary Army.

IMCOM, provider of “The Army’s Home” and all it entails, is making significant progress in Soldier and family programs, family and Soldier housing, child care, youth services, education, spouse employment opportunities, survivor outreach services, facilities, environmental restoration and long-term health care. It is building communities that provide a strong, supportive environment where Soldiers and families can thrive now and in the future. Its efforts are centered on the needs of the Operating and Generating forces and the accelerated growth of the Army. It is fulfilling the Army Family Covenant through the Soldier Family Action Plan, paying particular attention to the Army’s geographically dispersed population. IMCOM is working hard to leverage public and private support for Soldiers and their families and continues to apply resources to execute programs and services to standard while supporting an Army at war.

The Army is executing a tightly woven, operationally synchronized plan integrating Base Realignment and Closure (BRAC), Global Defense Posture Realignment (GDPR), Army Modular Force transformation, and the Grow the Army initiative. This plan will restation one-third of the Army by the end of Fiscal Year 2011, affecting 380,000 Soldiers and families and 304 installations and other locations.

Also critical to maintaining “The Army’s Home” is sustaining and improving existing facilities for Soldiers and families. Through the Army Energy Strategy for Installations, IMCOM is implementing forward-thinking strategies to address present and future challenges of rising energy prices, energy shortages, aging infrastructure, changing economic conditions and a changing global environment by putting into action strategies for sustainability.

IMCOM Transformation

As it looks to the future, IMCOM’s primary focus is supporting an expeditionary Army at war. The way ahead includes the near-term completion of BRAC, GDPR, the Grow the Army initiative and efforts to bring the Army into balance. Other key initiatives include the completion of joint basing, transforming the Army to the modular force, leveraging IMCOM assets to build the Army’s expeditionary basing capability, and adapting training facilities and information technology capability for the future. IMCOM is leveraging environmental and energy policies, programs and projects to develop sustainable and renewable resources for long-term energy self-sufficiency.

To enable more effective installation support to an expeditionary Army, IMCOM is undergoing a comprehensive transformation. From 2009 through
2011, it will transform its headquarters and regions and empower garrisons to provide installation services to Soldiers and families without changing the familiar command and control structure that garrison commanders and senior commanders have come to know and rely on. IMCOM is transforming to better align the institutional Army with the operational Army, focusing on three primary outcomes:

- more efficient and effective services, infrastructure and operational support to generate trained, ready forces for the combatant commander using Army Force Generation as a guide;
- delivery of services across the expeditionary Army to sustain the all-volunteer force and provide quality of life equal to quality of service; and
- predictable, standardized service and programs across the Army’s installations.

Restoring Balance

In the past six years, installation transformation has achieved success in providing focused, flexible and responsive support to an expeditionary Army at war. IMCOM has demonstrated the power of speaking with one voice through strategic sourcing, leveraging efficiencies, common levels of support and improvements in Soldier and family quality of life. It is on the right track and moving forward to achieve an Army in balance, an environment in which to thrive, Soldier and family readiness and a foundation for the Army’s future for all Soldiers, regardless of location or component.
The Army’s all-volunteer force is a national treasure. Fewer than 1 percent of Americans wear the uniform of America’s military; they and their families carry the lion’s share of the burden of a nation at war. Despite these burdens, Soldiers continue to perform magnificently across the globe and at home, and their families remain steadfast in their support. Army civilians remain equally dedicated to its current and long-term success. All deserve the best America has to offer.

More than seven years of combat have taken a great toll on the Army, its Soldiers and their families. To meet the continuing challenges of an era of persistent conflict, the Army is restoring balance and setting the conditions for the future while sustaining the all-volunteer force. To sustain the quality of this all-volunteer force, the Army is committed, through meaningful programs, to providing the quality of life deserved by those who serve the nation. To do so requires care of Soldiers, families and Army civilians, care for wounded warriors, and support for the families of fallen Soldiers. Progress in these three areas strengthens recruiting and retention and underscores the Army’s commitment to its people.

Several years ago, the Army established Installation Management Command (IMCOM), whose vision is to provide:

- an environment in which all Soldiers and families can thrive, regardless of location or organization;
- a structure that supports readiness; and
- a foundation for building the future.

IMCOM and its installations provide “The Army’s Home” to thousands of men and women in uniform and the families who support them. “The Army’s Home” consists of excellent facilities, services, support groups and children’s activities—assuring Soldiers at home or deployed that their personal needs and those of their families are met. “The Army’s Home” includes the infrastructure where Soldiers and their families work, live, train and conduct their day-to-day activities.

To ensure readiness, the Army is executing a tightly-woven, operationally-synchronized plan integrating Base Realignment and Closure (BRAC) mandates, the Global Defense Posture Realignment (GDPR) plan, Army modular force transformation and the Army’s Grow the Army initiative. This ongoing, comprehensive effort will have restationed one-third of the Army by the end of Fiscal Year 2011, affecting 380,000 Soldiers and their families and 304 installations and other locations. Recognizing these challenges, the Army has developed an enterprise approach involving many of its organizations to improve Soldiers’ and families’ quality of life.

To ensure a foundation for the future, Army installations are putting into action strategies for sustainability. These efforts will result in a safer, cleaner and more secure quality of life while protecting America’s natural resources. The Army’s Energy Strategy for Installations and other forward-thinking strategies address present and future challenges of rising energy prices, energy shortages, aging infrastructure, changing economic conditions and a changing global environment.

In 2009, the Army is making significant progress in many areas: Soldier and family programs, housing, child care, youth services, education, spouse employment, survivor outreach services (SOS), facilities, restoration of the environment and long-term health care. It is building communities that provide a strong supportive environment in which Soldiers and their families can thrive now and in the future. That strong support environment helps families cope with multiple deployments in support of an expeditionary Army.

In a 6 April 2009 press briefing, Secretary of Defense Robert M. Gates said, “With regard to the troops and their families, I recommend that we:

- fully protect and properly fund the growth in military endstrength in the base budget;
- continue the steady growth in medical research and development by requesting $400 million more than last year;
- recognize the critical and permanent nature of wounded, ill and injured, traumatic brain injury and psychological health programs . . . properly funding these efforts in the budget . . . ;
- increase funding . . . for improvements in child care, [spouse] support, [housing] and education. . . . [W]e have added money to each of these areas and all will be permanently and properly carried in the base defense budget.”

To be successful in FY 2010, and to put the Army back in balance, the Army requires full and timely funding for the President’s Budget Request and Supplemental Appropriations. Fully funding the President’s Budget also supports military construction critical to meeting the FY 2011 BRAC statutory timeline, providing adequate housing and sustaining installation operations and adequate working conditions for Soldiers and families. Full and timely funding also improves quality of life by providing the facilities to build readiness and sustain the all-volunteer force by supporting Warriors in Transition, childcare facilities and theater construction, as well as revitalizing Soldiers and families through the implementation of the Soldier Family Action Plan.
The President and Secretary [of Defense Robert M.] Gates have made clear their commitment to take care of the Soldiers and Families of our nation’s all-volunteer force. This continued support and that of Congress will ensure that we—the Army—deliver on the Family Covenant and provide the care and quality of life that our Soldiers and Families so richly deserve.

General George W. Casey, Jr.,
Chief of Staff, Army,
10 April 2009